



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

**FSM 7700 – TRAVEL MANAGEMENT**

**CHAPTER 7710 – TRAVEL PLANNING**

**Amendment No.:**

**Effective Date:**

**Duration:** This amendment is effective until superseded or removed.

**Approved:**

**Date Approved:**

**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 ...

.


**Digest:**

**7710** - Incorporates new criteria for designating Class 1, 2, and 3 e-bikes to facilitate designation of those three classes of e-bikes on National Forest System (NFS) trails, on NFS roads, and in areas on NFS lands.

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

**Table of Contents**

7710.1 - Authority.....	4
7710.2 - Objectives.....	4
7710.3 - Policy.....	5
7710.4 - Responsibility.....	6
7710.41 - Deputy Chief for the National Forest System.....	6
7710.42 - Washington Office, Director of Engineering.....	6
7710.43 - Washington Office, Director of Recreation, Heritage, and Volunteer Resources..	7
7710.44 - Regional Foresters.....	7
7710.45 - Forest Supervisors.....	7
7710.46 - District Rangers.....	8
<b>7711 - FOREST TRANSPORTATION SYSTEM RECORDS.....</b>	<b>8</b>
7711.1 - Travel Management Atlas.....	8
7711.2 - Forest Transportation Atlas.....	9
7711.3 - MVUMs and OSVUMs.....	10
<b>7712 - TRAVEL ANALYSIS.....</b>	<b>12</b>
7712.1 - Scale and Scope of Travel Analysis.....	15
7712.2 - Land Management Planning, Travel Analysis, and Travel Management Decisions .	15
7712.3 - Relationship of Travel Analysis to Travel Management Decisions.....	16
7712.4 - Travel Analysis Process.....	16
<b>7713 - ECONOMIC ANALYSIS [RESERVED].....</b>	<b>17</b>
<b>7714 - ROAD, TRAIL, AND AREA MANAGEMENT OBJECTIVES.....</b>	<b>17</b>
<b>7715 - TRAVEL MANAGEMENT DECISIONS.....</b>	<b>17</b>
7715.03 - Policy.....	18
7715.1 - Incorporating Previous Travel Management Decisions Into Designations.....	19
7715.2 - Scale and Scope of Travel Management Decisions.....	19
7715.3 - Public Involvement and Coordination with Governmental Entities.....	19
7715.4 - Environmental Documentation.....	20
7715.5 - Criteria.....	20
7715.6 - Other Considerations.....	23
7715.7 - Components of Travel Management Decisions.....	23
7715.71 - Restricting Motor Vehicle Use and OSV Use to Designated Roads, Trails, and Areas.....	23
7715.72 - Road and Trail Jurisdiction and Coordination.....	24
7715.73 - Area Designations.....	24
7715.74 - Motor Vehicle Use for Big Game Retrieval and Dispersed Camping.....	25
7715.75 - Valid Existing Rights and Private Roads.....	26
7715.76 - Wilderness and Primitive Areas.....	26
7715.77 - Motorized Mixed Use of NFS Roads.....	26
7715.78 - Unauthorized Routes.....	27
7715.79 - Accessibility.....	28
<b>7716 - MOTOR VEHICLE USE AND OSV USE DESIGNATIONS.....</b>	<b>28</b>

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

7716.03 - Policy .....	28
7716.1 - Content of Motor Vehicle Use and OSV Use Designations.....	29
7716.11 - Vehicle Class .....	30
7716.12 - Time of Year.....	30
7716.13 - Big Game Retrieval and Dispersed Camping Designations Under Subpart B.....	31
7716.2 - Exemptions From Motor Vehicle Use and OSV Use Designations.....	31
7716.21 - Existing Authorizations .....	32
7716.22 - Use of Public Roads .....	32
7716.3 - Areas.....	33
7716.4 - Identification of Roads, Trails, and Areas Designated for Motor Vehicle Use or OSV Use .....	33
7716.41 - MVUMs and OSVUMs .....	33
7716.42 - Signs .....	33
7716.5 - Travel Management Orders.....	34
7716.51 - Temporary Emergency Closures .....	34
7716.52 - Existing Orders .....	34
7716.53 - New Orders.....	34
7716.54 - Enforcement.....	36
<b>7717 - MONITORING AND REVISION OF MOTOR VEHICLE USE AND OSV USE     DESIGNATIONS .....</b>	<b>36</b>
7717.1 - Monitoring of Motor Vehicle Use and OSV Use.....	36
7717.2 - Revision of Motor Vehicle Use and OSV Use Designations .....	36
<b>7719 - AIRFIELDS [RESERVED] .....</b>	<b>37</b>

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

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 over-snow vehicle (OSV) 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 describes the requirements for designating roads, trails, and areas for over-snow vehicle (OSV) use and for identifying designated roads, trails, and areas on an OSV use map (OSVUM).
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 Forest 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.

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

4. To designate NFS roads, NFS trails, and areas on NFS lands for motor vehicle use under 36 CFR Part 212, Subpart B, and for OSV use under 36 CFR Part 212, Subpart C.
5. To provide for and manage an appropriate range of motorized and non-motorized recreational experiences (FSM 2350), while minimizing conflicts among uses.
6. 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 Forest transportation system that facilitates land management activities consistent with the applicable land management plan and that promotes 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), as applicable, and environmental analysis when making travel management decisions (FSM 7715.2).
4. Designate NFS roads, NFS trails, and areas on NFS lands for motor vehicle use in accordance with 36 CFR Part 212, Subpart B, and for OSV use in accordance with 36 CFR Part 212, Subpart C.
5. Administrative units or Ranger Districts, or parts of administrative units or Ranger Districts, where snowfall is not adequate for OSV use to occur are exempt from the designation requirement (36 CFR 212.81(a)). In these cases, provide public notice (for example, in local papers, on a unit's website, or through other media) and include documentation in the unit's or District's travel management files briefly explaining why the unit or District or part of the unit or District does not have adequate snowfall for OSV

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

use to occur, for example, based on average temperatures and snowfall and National Visitor Use Monitoring Data. Upon issuance of the public notice, any OSV use in the unit or District or part of the unit or District that does not have adequate snowfall will be prohibited (36 CFR 261.14).

6. 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, 212.81(d)).
7. 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, 212.81(d)).
8. Consider and document application of the criteria in 36 CFR 212.55 in designating NFS roads, NFS trails, and areas on NFS lands for motor vehicle use under 36 CFR Part 212, Subpart B, and for OSV use under 36 CFR Part 212, Subpart C.
9. Ensure that motor vehicle use of NFS roads, NFS trails, and areas on NFS lands is in accordance with designations established under 36 CFR 212.51, and OSV use of NFS roads, NFS trails, and areas on NFS lands is in accordance with designations established under 36 CFR 212.81.

#### **7710.4 - Responsibility**

See FSM 2350 and 7700 for additional responsibility related to travel management.

#### **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 MVUMs and OSVUMs, if required, 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 and OSVUMs.

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

### **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 and providing guidance for the implementation of 36 CFR Part 212, Subparts B and C.

### **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. Ensuring that designation of motor vehicles use and designation of OSV use for all administrative units under their supervision are completed in accordance with Executive Order 11644, as amended by Executive Order 11989, and 36 CFR Part 212, Subpart B or C, as applicable.
3. Developing a schedule for completing MVUMs and OSVUMs, if required, on each administrative unit or Ranger District in their Region and submitting it to the Deputy Chief for the National Forest System for approval.
4. Ensuring that MVUMs and OSVUMs comply with the applicable production guide, including collar contents and templates (36 CFR 212.56, 212.81(c)).

### **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).
2. Prohibiting motor vehicle use or OSV 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), 212.81(d); 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 and motor vehicle use and OSV use designations (FSM 5304.3).

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

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 or OSV use, where snowfall is adequate for that use to occur, by vehicle class and, if appropriate, by time of year (FSM 7716.11 and 7716.12).
8. Developing and maintaining an MVUM and, where snowfall is adequate for OSV use to occur, an OSVUM, that identifies the NFS roads, NFS trails, and areas on NFS lands that are designed for motor vehicle use or OSV use on their administrative unit and updating the MVUM or OSVUM to reflect revisions to the designations (36 CFR 212.56 and 212.81(c); FSM 7711.3).
9. Revising designations for motor vehicle use or OSV use as needed to meet changing conditions (36 CFR 212.54, 212.81(d); FSM 7717.2).
10. Monitoring the effects of motor vehicles use and OSV use on their administrative unit (36 CFR 212.57, 212.81(d); FSM 7717.1).

Responsibilities in FSM 7710.45, paragraphs 4 through 10, 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.

## **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 must be available to the public at the headquarters of that administrative unit (36 CFR 212.2(a)).

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

## **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.
  - c. 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.
  - 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.

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

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 and OSVUMs**

1. An MVUM is the implementation and enforcement mechanism for designations for motor vehicle use under Subpart B, and an OSVUM is the implementation and enforcement mechanism for OSV designations under Subpart C. MVUMs and OSVUMs are not intended to be used primarily as a navigation tool. The expectation is for users to supplement information on an MVUM or OSVUM with other maps, as needed, for navigational purposes. Administrative units and Ranger Districts should continue to use visitor maps, travel maps, recreation opportunity maps, websites, and other electronic media as the primary tools for communicating recreation opportunities to visitors.

2. An MVUM and OSVUM must display:

a. Roads, trails, and areas designated for motor vehicle use or OSV use on an administrative unit or Ranger District (36 CFR 251.56, 212.81(c)); and

b. Components of designations, including vehicle class and time of year (36 CFR 212.51, 251.56, 212.81(a), 212.81(c); FSM 7716.11 and 7716.12).

An MVUM must also display any designations for motor vehicle use for dispersed camping or big game retrieval (36 CFR 212.51(b), 212.56; FSM 7715.74).

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

3. For informational purposes, an MVUM or OSVUM should display public roads and trails managed by other Federal, State, and local agencies for motor vehicle use or OSV use that provide access to roads, trails, and areas designated for motor vehicle use or OSV use.
4. Do not display on an MVUM or OSVUM temporary roads and trails, unauthorized roads and trails, roads and trails where motor vehicle use or OSV 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 or OSV use.
5. An MVUM or OSVUM 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,” available at <http://fsweb.mvum.fs.fed.us> or “Over-Snow Vehicle Use Map Production Guide,” available at <http://fsweb.mvum.fs.fed.us/osvum>.
6. Use the following **eight** categories to identify classes of motor vehicles 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 OSVs or 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. Trails Open to E-Bikes Only. Specify the class or classes of e-bikes allowed (Class 1, 2, and/or 3).
  - h. Special Vehicle Designation. This category includes any classes of vehicles that are not listed in FSM 7711.3, paragraphs 6a through 6g.

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

7. Use the following four categories to identify classes of OSVs on an OSVUM:
  - a. Trails Open to All OSVs.
  - b. Trails Open to OSVs 50 Inches or Less in Width.
  - c. Trails Open to snowmobiles only.
  - d. Special Vehicle Designation. This category includes any classes of vehicles that are not listed in FSM 7711.3, paragraphs 5a through 5c.
8. Review and reissue MVUMs and OSVUMs annually, regardless of whether there are any changes to designations. Reissuance can be accomplished by revising the date of the MVUM or OSVUM, as specified in the applicable production guide. Update MVUMs and OSVUMs to reflect revisions to designations (36 CFR 212.54, 212.81(d)). In updating an MVUM, use the national requirements developed by the Washington Office, Director of Engineering (FSM 7710.42).
9. Notify the public of the availability of an MVUM or OSVUM. An electronic version of the MVUM or OSVUM must be made available to the public on the website of the corresponding administrative unit and Ranger Districts. A hard copy of the MVUM or OSVUM 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 under 36 CFR Part 212, Subpart A; designation of roads, trails and areas for motor vehicle use under 36 CFR Part 212, Subpart B; and designation of roads, trails, and areas for OSV use under 36 CFR Part 212, Subpart C. 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 to identify the minimum road system needed for safe and efficient travel and for administration, utilization, and protection of NFS lands under 36 CFR 212.5(b)(1) and to inform decisions to designate roads, trails, and areas for motor vehicle use under 36 CFR 212.51 and OSV use under 36 CFR 212.81, 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, for an MVUM or January 28, 2015, for an OSVUM.

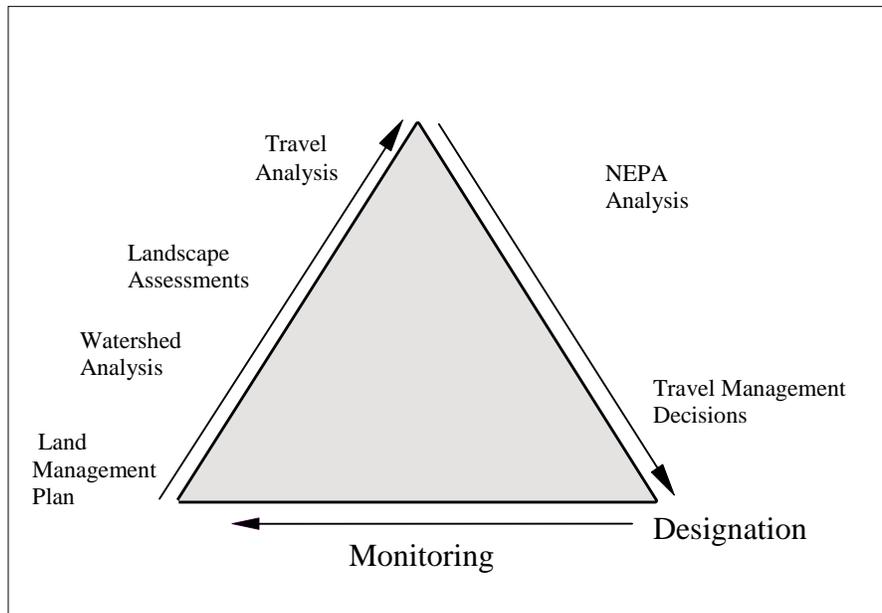
**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

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 under Subpart B or OSV use under Subpart C. Travel analysis for identification of the minimum road system and designation of routes and areas for motor vehicle use or OSV use may be conducted concurrently or separately.
3. Any proposals resulting from travel analysis for identification of the minimum road system and designation of routes and areas for motor vehicle use or OSV use may be addressed in the same or different environmental analyses.
4. When proposing to revise designations for motor vehicle use or OSV use, consider using travel analysis as appropriate, depending on the scope of the proposed revisions.
5. Responsible Officials may use travel analysis to inform travel management decisions involving non-motorized uses.
6. 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.
7. Decisions to add roads to the Forest transportation system must be informed by travel analysis conducted at an appropriate scale (FSM 7703.26).

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

**7712 – Exhibit 01**

**THE ROLE OF TRAVEL ANALYSIS IN CONNECTION WITH TRAVEL  
MANAGEMENT**



**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

### **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.
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 the Forest transportation system.
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 applicable 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 land management plan, follow one of the three options described in FSH 1909.12, section 25.4.

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

### **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.
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 or OSV use on an administrative unit or a Ranger District and those designations are reflected on an MVUM or OSVUM, 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).

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

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.

**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 OSV use, or changing the allowed classes of motor vehicles or OSVs or time of year for motor vehicle use or OSV use.

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

**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 roads, trails, and areas for motor vehicle use under 36 CFR Part 212, Subpart B, or OSV use under 36 CFR Part 212, Subpart C, consider and document application of the criteria in 36 CFR 212.55 and FSM 7715.5 in making the designation decision.
6. In addition to the criteria in 36 CFR 212.55 and FSM 7715.5, when designating motor vehicle use or OSV use on NFS roads, the Responsible Official should consider:
  - a. The need for and location of parking and staging areas; and
  - b. Associated seasonal maintenance needs, such as debris removal, grooming, or weather mitigation.
7. 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.
8. Provide for public involvement in proposed designation decisions as required by 36 CFR 212.52.
9. Consider emerging technologies (such as e-bikes) that are changing the way people access and recreate on NFS lands. For example, where suitable for use, e-bikes may provide new opportunities for individuals who might otherwise be prevented from experiencing an NFS trail without assistance from an electrical motor.

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

### **7715.1 - Incorporating Previous Travel Management Decisions Into Designations**

1. Past travel management decisions may be incorporated into designations for motor vehicle use under Subpart B or OSV use under Subpart C (36 CFR 212.50(b), 212.80(b)).
2. If existing travel management decisions for an administrative unit or a Ranger District restrict motor vehicle use over the entire unit or District, or restrict OSV use where snowfall is adequate for that use to occur, to designated routes and areas, the existing decisions may, with public notice but no further analysis or decision-making, be identified on an MVUM (36 CFR 212.52(a)) or an OSVUM (36 CFR 212.81(b)).
3. An administrative unit's or Ranger District's past travel management decisions, including decisions restricting motor vehicle use or OSV use, to designated NFS roads, NFS trails, and areas on NFS lands, 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.
4. An OSVUM must cover all parts of an administrative unit or Ranger District where snowfall is adequate for OSV use to occur.

### **7715.3 - Public Involvement and Coordination with Governmental Entities**

1. Public Involvement.
  - a. Involve the public early and throughout travel planning (See FSH 7709.55, ch. 10).

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

- 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 or restrict OSV use wherever snowfall is adequate for that use to occur in the 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), 212.81(d); 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), 212.81(d); 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 (36 CFR 212.53, 212.81(d)).

#### **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). Conduct necessary environmental analysis and decision-making for proposed changes to the Forest transportation system (FSH 7709.55, ch. 14).
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 under 36 CFR Part 212, Subpart B, or OSV use under 36 CFR Part 212, Subpart C, consider, as applicable, both the general and specific criteria in 36 CFR 212.55(a) through (c) and document

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

application of those criteria. 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.

- a. In designating NFS roads, NFS trails, and areas on NFS lands for motor vehicle use or OSV 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 designating motor vehicle use or OSV use on NFS trails and areas on NFS lands, consider and document 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 or OSV use and existing or proposed recreational uses on NFS lands or neighboring Federal lands; and
- d. Conflicts among different classes of motor vehicle uses or OSV uses on NFS lands or neighboring Federal lands.

In addition, consider and document:

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

e. Compatibility of motor vehicle use or OSV 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 Criterion for Trails. In addition to the general and specific criteria in FSM 7715.5, paragraphs 1 and 2, consider and document existing Trail Management Objectives (TMOs) before making designations of motor vehicle use under Subpart B or OSV use under Subpart C that would add vehicle classes on NFS trails.

4. Specific Criteria and Guidance for Designating E-Bike Use on Trails. In addition to the general and specific criteria in FSM 7715.5, paragraphs 1 through 3, when designating trails for e-bike use (FSM 7705), consider and document the following:

a. Whether and the extent to which the trails are managed for bicycle use or bicycle use is allowed (FSM 7705) under the applicable TMOs.

b. For trails that are managed for bicycle use or where bicycle use is allowed, the extent to which effects from e-bike use are comparable to effects from existing bicycle use, accounting for, as appropriate, differences in speed; potential effects from increased or concentrated use; and any site-specific considerations.

c. Whether a programmatic environmental analysis may be feasible and more efficient due to similarities in effects of bicycle use and e-bike use.

Consider designating a class or classes of e-bike use, as appropriate, on NFS trails managed for bicycle use or where bicycle use is allowed, where effects from e-bike use would be comparable to effects from bicycle use.

E-bikes are not allowed on a National Scenic Trail unless a regulatory exception authorized by the National Trails System Act is met or there is an exception in the enabling legislation for the trail.

5. Specific Criteria for Roads. In addition to the general criteria in FSM 7715.5, paragraph 1, when designating motor vehicle use on NFS roads under Subpart B or OSV use on NFS roads under Subpart C, consider and document the following:

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.

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

(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 for motor vehicle use under Subpart B or OSV use under Subpart C:

1. Existing and future needs of motor vehicle or OSV users.
2. Uses on adjacent Federal, State, and private lands.
3. Uses exempt from the designations.
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 or OSV technology.

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

The following sections address nine components of travel management decisions.

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

1. When existing travel management direction provides for cross-country motor vehicle use or OSV use other than in designated areas or by uses and vehicles exempted under 36 CFR 212.51 or 212.81, Responsible Officials must propose restricting motor vehicle use to designated roads, trails, and areas per 36 CFR 212.51 or 212.81. 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 or OSV 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.

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

### **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. Only roads and trails over which the Forest Service has jurisdiction may be considered for designation under 36 CFR Part 212, Subpart B or C.
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.
8. On routes crossing multiple jurisdictions, coordinate travel management decisions and operational practices with appropriate Federal, State, county, and other local governmental entities and Tribal governments to provide continuity of recreation experiences.

### **7715.73 - Area Designations**

1. Responsible Officials are not required to designate areas on NFS lands for motor vehicle use under Subpart B or C, but may choose to do so.
2. Areas designated for motor vehicle use under Subpart B are not intended to be large or numerous: they must be smaller, and in most cases, much smaller, than a Ranger

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

District. Areas designated for OSV use under Subpart C may be larger: they do not have to be much smaller in most cases than a Ranger District (36 CFR 212.1).

3. Areas designated for motor vehicle use under Subpart B should have natural resource characteristics that are suitable for cross-country wheeled motor vehicle use or should be so altered by past events that wheeled 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 on adjacent private property, including noise and the potential for trespass.

5. Area boundaries should generally be established using easily identifiable geographical features, such as roads.

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 or OSV use in a designated 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 for motor vehicle use under Subpart B 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.

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

5. Consider designating routes, including existing terminal facilities (FSM 7716.1), to dispersed camping sites, instead of authorizing off-route motor vehicle use.
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 or OSV use other than in accordance with designations (36 CFR 261.13(h), 261.14(e)).

**7715.76 - Wilderness and Primitive Areas**

Do not consider proposals to designate NFS roads, NFS trails, and areas on NFS lands in wilderness or primitive areas for motor vehicle use or OSV use, unless, in the case of wilderness, motor vehicle use or OSV use is authorized by the applicable enabling legislation for the wilderness (36 CFR 212.55(e), 212.81(d)).

**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 registration 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.

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

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.
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 Level 3, 4, or 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 OSV use 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 OSVs.

A qualified engineer should exercise engineering judgment to determine if and to what extent an engineering analysis is needed to advise decisions to allow OSV use 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 or OSVUM.

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

2. If unauthorized routes are not designated, motor vehicle use and OSV use on these routes is prohibited (36 CFR 261.13, 261.14). Consider addressing restoration and decommissioning of unauthorized routes when making travel management decisions.

### **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 their 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 OSVs or other types of motorized vehicles on roads, on trails, and in areas that are closed to that use. Restrictions on motor vehicle use or OSV 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 - MOTOR VEHICLE USE AND OSV USE DESIGNATIONS**

### **7716.03 - Policy**

1. Clearly identify roads, trails, and areas designated for motor vehicle use under 36 CFR Part 212, Subpart B, on an MVUM by vehicle class and, if appropriate, by time of year (36 CFR 212.51(a), 212.56).

2. Clearly identify roads, trails, and areas designated for OSV use under 36 CFR Part 212, Subpart C, on an OSVUM and, if appropriate, by vehicle class and time of year (36 CFR 212.81(a), (c)).

3. Wheeled motor vehicles are not OSVs, even when operating over snow (36 CFR 212.1). The use of wheeled motor vehicles over snow is governed by 36 CFR 212.51 and FSM 7715, 7716, and 7718. If the Responsible Official intends to allow off-highway vehicles or other types of wheeled motor vehicles to operate on an NFS road or NFS trail or in an area on NFS lands, the designation for the wheeled motor vehicles must be shown on an MVUM, even if those wheeled vehicles will be used over snow. If the Responsible Official intends to allow OSVs to operate on an NFS road or NFS trail or in an area on NFS lands, the designation for the OSV must be shown on an OSVUM.

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

4. Wheeled motor vehicles that are modified to run on tracks and/or skis over snow meet the definition of an OSV.
5. After an MVUM or OSVUM identifying designations is published, motor vehicle use or OSV use not in accordance with those designations is prohibited (36 CFR 261.13, 261.14).
6. 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.
7. The designation of an NFS road, an NFS trail, or an area on NFS lands for motor vehicle use under Subpart B or OSV use under Subpart C does not establish that use as dominant or exclusive of non-motorized uses on the road or trail or in the area.
8. Designating NFS roads, NFS trails, and areas on NFS lands for motor vehicle use under Subpart B or OSV use under Subpart C is an administrative process that implements travel management decisions (FSM 7715).
9. Until an MVUM or OSVUM 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), 212.81(d)).

#### **7716.1 - Content of Motor Vehicle Use and OSV Use Designations**

1. A designation of a road or trail for motor vehicle use under Subpart B or OSV use under Subpart C 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 under Subpart B 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.

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

### **7716.11 - Vehicle Class**

1. Designate roads, trails, and areas under Subparts B and C by vehicle class. See FSM 7711.3, paragraphs 6 and 7, for motor vehicle and OSV classes to use when producing an MVUM or OSVUM.
2. The designation of an NFS road or NFS trail as open to all motor vehicles or OSVs 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 or for OSV use under 36 CFR 212.81 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 under Subpart B or OSV use under Subpart C does not imply that the routes and areas can conveniently and safely accommodate all uses encompassed by the designation. Designation for motor vehicle use under Subpart B or OSV use under Subpart C does not invite or encourage that use, but merely indicates that use is not prohibited under 36 CFR 261.13 or 261.14.

### **7716.12 - Time of Year**

1. Designations allowing motor vehicle use or OSV 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 trail is open to all motor vehicle use from June 1 through December 15.”
2. To the extent practicable, use standard seasonal designations, and limit their number. Employ the same seasonal designation for nearby roads, trails, and areas designated for motor vehicle use or OSV use.
3. Coordinate with adjacent administrative units or Ranger Districts and managers of adjacent lands under the jurisdiction of other Federal, State, and local agencies to enhance consistency in designations.
4. A seasonal designation for a road, trail, or area must be included on the applicable MVUM or OSVUM.
5. Seasonal designations may be based upon snow conditions or other similar characteristics (such as: “The road is open to wheeled motor vehicles, unless snow is present on the road surface.”), as long as the conditions are clear and enforceable.

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

6. 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 as seasonal designations on an MVUM or OSVUM.

**7716.13 - Big Game Retrieval and Dispersed Camping Designations Under Subpart B**

1. When including in the designation of a route under Subpart B 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. Motor vehicle use 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 From Motor Vehicle Use and OSV Use Designations**

1. The following are exempted from designations for motor vehicle use under 36 CFR Part 212, Subpart B (36 CFR 212.51(a)):
  - a. Aircraft. The intent of this exemption is to exempt aircraft when taking off and landing on airstrips, lakes, heliports, or other appropriate locations.
  - b. 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.
  - c. OSVs. The definition of “over-snow vehicle” limits the use of OSVs 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.
  - d. 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.

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

- e. 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 1h.
  - f. Authorized use of any combat or combat support vehicle for national defense purposes.
  - g. Law enforcement response to violations of law, including pursuit.
  - h. 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.
2. The following are exempted from designations for OSV use under 36 CFR Part 212, Subpart C (36 CFR 212.81(a)):
- a. Limited administrative use by the Forest Service. Administrative use of roads, trails, and areas not designated for OSV use should be limited to what is required for administration and protection of NFS lands.
  - b. 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 2e.
  - c. Authorized use of any combat or combat support vehicle for national defense purposes.
  - d. Law enforcement response to violations of law, including pursuit.
  - e. OSV 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 OSV use, including the location of the use, by vehicle class and time of year.

### **7716.21 - Existing Authorizations**

Before publication of the initial MVUM or OSVUM, the Responsible Official should review existing written authorizations to ensure that they include appropriate provisions for motor vehicle use or OSV use.

### **7716.22 - Use of Public Roads**

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

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

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) or OSV use (36 CFR 212.81), and are exempted from the prohibitions on motor vehicle use and OSV use (36 CFR 261.13(i), 261.14(f)).
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 under Subpart B or C must specify the vehicle class and, if appropriate, the time of year motor vehicle use or OSV use is allowed.
2. Areas boundaries should be clearly displayed on an MVUM or OSVUM and easily located on the ground using geographical features and other landmarks, such as roads and trails. Area boundaries may be signed for additional clarity (FSM 7715.73, para. 5).

### **7716.4 - Identification of Roads, Trails, and Areas Designated for Motor Vehicle Use or OSV Use**

#### **7716.41 - MVUMs and OSVUMs**

Identify all roads, trails, and areas designated for motor vehicle use under Subpart B in an administrative unit or a Ranger District on an MVUM (FSM 7711.3). Identify all roads, trails, and areas designated for OSV use under Subpart C in an administrative unit or Ranger District on an OSVUM. MVUMs and OSVUMs must meet national requirements specified by the Washington Office, Director of Engineering. After publication of an MVUM or OSVUM, motor vehicle use or OSV use is allowed only on roads, on trails, and in areas designated for that purpose (36 CFR 261.13, 261.14).

#### **7716.42 - Signs**

1. An MVUM is required to implement and enforce designations for motor vehicle use under 36 CFR 212.51 and 261.13. An OSVUM is required to implement and enforce designations under 36 CFR 212.81 and 261.14.
2. Administrative units should post route markers on routes designated for motor vehicle use or OSV use and identification signs in areas designated for motor vehicle use or OSV use as soon as practicable. Information on route markers and signs must correspond to the information shown on the corresponding MVUM or OSVUM.
3. Signs at major points of access to NFS lands may be installed to inform the public about designations for motor vehicle use or OSV use in an administrative unit or a Ranger District.

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

4. Administrative units and Ranger Districts may use informational, directional, and travel management signs to inform the public about designations for motor vehicle use or OSV use and to enhance the public's recreational experience.
5. Signs must comply with applicable Forest Service guidelines (FSM 2353.03, para. 11, and 7160; EM 7100-15).

## **7716.5 - Travel Management Orders**

### **7716.51 - Temporary Emergency Closures**

1. If the Responsible Official determines that motor vehicle use designated under Subpart B or OSV use designated under Subpart C 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 or OSV use (36 CFR 212.52(b)(2), 212.81(d)).
2. Temporary, emergency closures must remain in effect until the Responsible Official determines that:
  - a. The adverse effects have been mitigated (that is, reduced to the point where they are not considerable adverse effects) or eliminated; and
  - b. Measures have been implemented to prevent future recurrence (36 CFR 212.52(b)(2), 212.81(d)).

### **7716.52 - Existing Orders**

1. Prior to publishing the initial MVUM or OSVUM, review applicable orders issued under 36 CFR Part 261, Subpart B, associated with motor vehicle use or OSV use. When orders duplicate or conflict with a designation, revise or rescind the orders concurrently with issuance of the MVUM or OSVUM (FSM 7716.5).
2. No further analysis beyond what was required for a designation for motor vehicle use under Subpart B or OSV use under Subpart C 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 or OSVUM 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 or the prohibition on OSV use at 36 CFR 261.14.

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

2. Orders continue to be a tool for regulating uses not addressed through designation of roads, trails, and areas for motor vehicle use or OSV use (36 CFR 212.51, 212.81). For example:
  - a. Orders may be needed to close roads and trails that are designated for motor vehicle use or OSV use during and after natural disasters, such as fire, flood, or other emergencies.
  - b. Orders may be needed to close roads and trails designated for motor vehicle use or OSV use 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), 212.81(d)).
  - d. Orders may be needed to address short-term conditions, such as wet weather, snowfall, or flooding, that render roads and trails designated for motor vehicle use or OSV use unsafe or unavailable.
3. Follow the direction in FSM 7731.15, FSH 2309.18 and FSH 5309.11, chapter 30, when issuing travel management orders.

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

### **7716.54 - Enforcement**

1. Use the MVUM or OSVUM as the primary tool to enforce restrictions and prohibitions established under 36 CFR 212.51 or 212.81.
2. When the class of motor vehicle or OSV is defined by width (FSM 7711.3, para. 6d, 6e, and 7d through 7f), measure the width at the widest point of the vehicle.
3. Avoid special motor vehicle and OSV use designations (FSM 7711.3, para. 6g and 7g) that are too vague or complex to be enforced.
4. When enforcing designations under Subpart B 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 MOTOR VEHICLE USE AND OSV USE DESIGNATIONS**

### **7717.1 - Monitoring of Motor Vehicle Use and OSV Use**

1. The Responsible Official shall monitor the effects of motor vehicle use designated under Subpart B and OSV use designated under Subpart C on an administrative unit on a regular basis (36 CFR 212.57 and 212.81(d)).
2. Use the criteria in FSM 7715.5 (36 CFR 212.55, 212.81(d)) as a basis for identifying effects to monitor under Subpart B or C.
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 or OSV 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 Motor Vehicle Use and OSV Use Designations**

1. Revise designations for motor vehicle use and OSV use as needed to meet changing conditions (36 CFR 212.54, 212.81(d)). 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.

**FSM 7700 – TRAVEL MANAGEMENT  
CHAPTER 7710 – TRAVEL PLANNING**

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

**7719 - AIRFIELDS [RESERVED]**