

## Introduction

The Travel Management Rule was published in the Federal Register on Wednesday, November 9, 2005. The Travel Management Rule updates the regulations pertaining to Forest Service management of motor vehicle use, and requires each management unit to publish a motor vehicle use map (MVUM) displaying roads, trails, and areas open to motor vehicle use. To inform responsible officials on what should be included in this MVUM, a Travel Analysis Process (TAP) has been completed on the Apache-Sitgreaves National Forests. The TAP is summarized in this report. The TAP will also be used to inform future project-level decisions related to motorized travel management. The TAP also meets the requirements of agency policy and other existing federal regulations related to roads and motor vehicle management.

TAP is not a NEPA process, rather it is an integrated ecological, social, and economic approach to transportation planning, addressing both existing and future roads. TAP is a broad-scale analysis that encompasses the entire administrative unit. TAP is a comprehensive undertaking to match the transportation system to the desired future condition, as determined through existing direction, public input, and agency resource specialist suggestion. The outcome from this TAP is a set of site-specific proposals. This TAP report will provide a comprehensive review with technical recommendations for changes to the existing road system and motorized trail network.

According to FSM 7710, the forest scale analysis report shall:

- a. Inventory and map forest roads, and display how these roads are intended to be managed.
- b. Provide guidelines for addressing road management issues and priorities related to construction, reconstruction, maintenance, and decommissioning.
- c. Identify significant social and environmental issues, concerns, and opportunities to be addressed in project-level decisions.
- d. Document coordination efforts with other government agencies and jurisdictions.

The TAP outcomes are a set of proposals for changes to travel management direction and to the forest transportation system. These changes will be evaluated through a subsequent NEPA process. A thorough Travel Analysis allows for subsequent environmental analysis, if necessary, with the intention that individual projects be focused, while still addressing cumulative impacts. An anticipated upcoming environmental analysis will address which roads, trails, and areas to designate for motor vehicle use—to be published on the MVUM.

Travel management in the Forest Service is generally split between Engineering for road management and Recreation for motorized trails and camping management. The current revision of agency policies combines the analysis of motorized trails and roads under the TAP process. The new travel management rule requires each administrative unit (National Forest, National Grassland, etc.) or Ranger District to designate those NFS roads, NFS motorized trails, and areas on NFS lands that are open to motor vehicle use by class of vehicle and, if appropriate, by time of year (36 CFR 212.51). This report documents the forestwide analysis on the Apache-Sitgreaves NFs.

The key concept underlying the TAP approach is to focus on changes to:

- The forest transportation system; or
- Restrictions and prohibitions on motor vehicle use.

The Travel Analysis requirements, will be, or are, described in *FSM 7700 Travel Management*; *FSM 7710 (Travel Planning)*; *FSM 7730 (Road Operations)*; *FSM 2350 (Motorized trails)*; *FSH 7709.55 (Travel Analysis)*; *FSH 7709.59 (Road Operations)*; *FSH 2309.18 (Motorized trail Operations)*.

## Definitions

*Administrative unit.* A National Forest, a National Grassland, a purchase unit, a land utilization project, Columbia River Gorge National Scenic Area, Land Between the Lakes, Lake Tahoe Basin Management Unit, Midewin National Tallgrass Prairie, or other comparable unit of the National Forest System. (36 CFR 212.1)

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

*Designated road, trail, or area.* A National Forest System road, a National Forest System trail, or an area on National Forest System lands that is designated for motor vehicle use pursuant to § 212.51 on a motor vehicle use map. (36 CFR 212.1)

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

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

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

*Forest transportation system.* The system of National Forest System roads, National Forest System trails, and airfields on National Forest System lands. (36 CFR 212.1)

*Maintenance.* The upkeep of the entire forest transportation facility including surface and shoulders, parking and side areas, structures, and such traffic-control devices as are necessary for its safe and efficient utilization. (FSM)

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

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

*Motor vehicle use map.* A map reflecting designated roads, trails, and areas on an administrative unit or a Ranger District of the National Forest System. (36 CFR 212.1)

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

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

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

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

*Public roads.* Any road or street under the jurisdiction of and maintained by a public authority and open to public travel (23 U.S.C. 101(a)).

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

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

*Road Decommissioning.* Activities that result in the stabilization and restoration of unneeded roads to a more natural state (36 CFR 212.1), (FSM 7703).

*Road maintenance.* The ongoing upkeep of a road necessary to retain or restore the road to the approved road management objective (FSM 7712.3).

*Road maintenance levels.* Road Maintenance levels define the level of service provided by, and maintenance required for, a specific road. Maintenance levels must be consistent with road management objectives and maintenance criteria. (FSH 7709.58,10)

*Road management objective.* A formal document that establishes the design criteria and operation and maintenance criteria for each road. The road management objectives require approval by the Responsible Official (usually the District Ranger) and are included in the forest transportation atlas. (FSM 7712.5)

*Roads subject to the Highway Safety Act.* National Forest System roads that are open to use by the public for standard passenger cars. This includes roads with access restricted on a seasonal basis and roads closed during extreme weather conditions or for emergencies, but which are otherwise open for general public use. (FSM 7705)

*Route.* A road or trail.

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

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

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

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