



United States  
Department of  
Agriculture

Forest Service  
Southern Region

National Forests  
in Florida

# Florida National Scenic Trail

## Comprehensive Plan



# TABLE OF CONTENTS

SUMMARY STATEMENT . . . . .	iii
PREPARATION, REVIEW AND APPROVAL . . . . .	vi
<b>I INTRODUCTION</b>	
A. Purpose, Objectives and Background of This Plan . . . . .	1
B. History of The Florida Trail . . . . .	5
C. Present Development and Management Situation . . . . .	6
D. Purpose of The Florida National Scenic Trail . . . . .	12
<b>II ROUTE SELECTION</b>	
A. Overview of Route Selection Process . . . . .	17
B. Location Criteria . . . . .	17
C. Composite Analysis . . . . .	22
D. Trail Corridor Alternatives . . . . .	31
<b>III MANAGEMENT AND ADMINISTRATION OF THE FLORIDA NATIONAL SCENIC TRAIL</b>	
A. Overall Administrative Responsibilities of The USDA-Forest Service . . . . .	47
B. Responsibilities of Managing Authorities . . . . .	51
C. Florida Trail Association Responsibilities . . . . .	53
D. Other User Group Responsibilities . . . . .	54
E. Agency Coordination . . . . .	55
F. Private Landowner Involvement Incentives . . . . .	60
G. Necessity of Strong Volunteer Program . . . . .	61
<b>IV TRAIL DEVELOPMENT MAINTENANCE AND PROTECTION</b>	
A. Route Location For The Trail . . . . .	65
B. Trail Protection . . . . .	66
C. Trail Use . . . . .	68
D. Trail Design Overview . . . . .	71
<b>V CERTIFICATION OF FLORIDA NATIONAL SCENIC TRAIL SEGMENTS</b>	
A. Certification Process Overview . . . . .	77
B. Specific Requirements for Certification . . . . .	77
C. Specific Requirements for Decertification . . . . .	81
<b>VI IMPLEMENTATION OF THE PLAN</b>	
A. Actions to be Taken in the Immediate Future . . . . .	85
B. Actions to be Taken Over Long-Term . . . . .	86
<b>APPENDIX</b>	
A. Definitions . . . . .	91
B. Public Law 90-543, The National Trails Act . . . . .	93
C. Consultation With Others, Public Involvement . . . . .	107

D.	Florida National Scenic Trail Issues, Concerns and Opportunities . . . . .	111
E.	Outline of Typical Management Plans For Florida National Scenic Trail Section . . . . .	113
F.	Typical Trail Easement Samples . . . . .	115
G.	Maintenance Agreement Sample . . . . .	117
H.	Cooperative Agreement Sample . . . . .	125
I.	Federal Costs of FNST . . . . .	129
J.	Trail Design Standards . . . . .	131
K.	Visual Management System . . . . .	137
L.	Recreation Opportunity Spectrum . . . . .	143
M.	National Recreation Trails . . . . .	151

SUMMARY STATEMENT

**PROJECT DESCRIPTION** The Florida National Scenic Trail will extend approximately thirteen hundred miles through the State of Florida.

**PURPOSE OF THE COMPREHENSIVE PLAN** is to establish and provide guidelines for planning, development, management and protection of the Florida National Scenic Trail. The comprehensive plan is required by the National Trail System Act (P.L. 90-543).

**LEGAL AUTHORITY** In 1968, Congress passed the National Trail System Act establishing a framework for developing a nationwide system of scenic, recreational and historic trails. The Florida Trail was designated as a National Scenic Trail in 1983.

**THE PURPOSE OF THE TRAIL** as described by the Interagency National Trails System Task Force, 1969 is "...To provide scenic, natural, historic and cultural opportunities superior to other trails throughout the country. A National Scenic Trail should, with optimum development, be capable of promoting interest extending to any section of the United States."

**DECISION** Based on analysis and evaluation, it is my decision to adopt and refine the preferred corridor route as depicted on the next page in the comprehensive plan. This route alignment best utilizes scenic natural water features (such as estuaries, rivers, springs, lakes and ocean beaches), takes advantage of public landownership and provides excellent public access. At optimum development, this alternative best emphasizes Florida's unique water oriented subtropic environment.

Approved



Chief, USDA, Forest Service

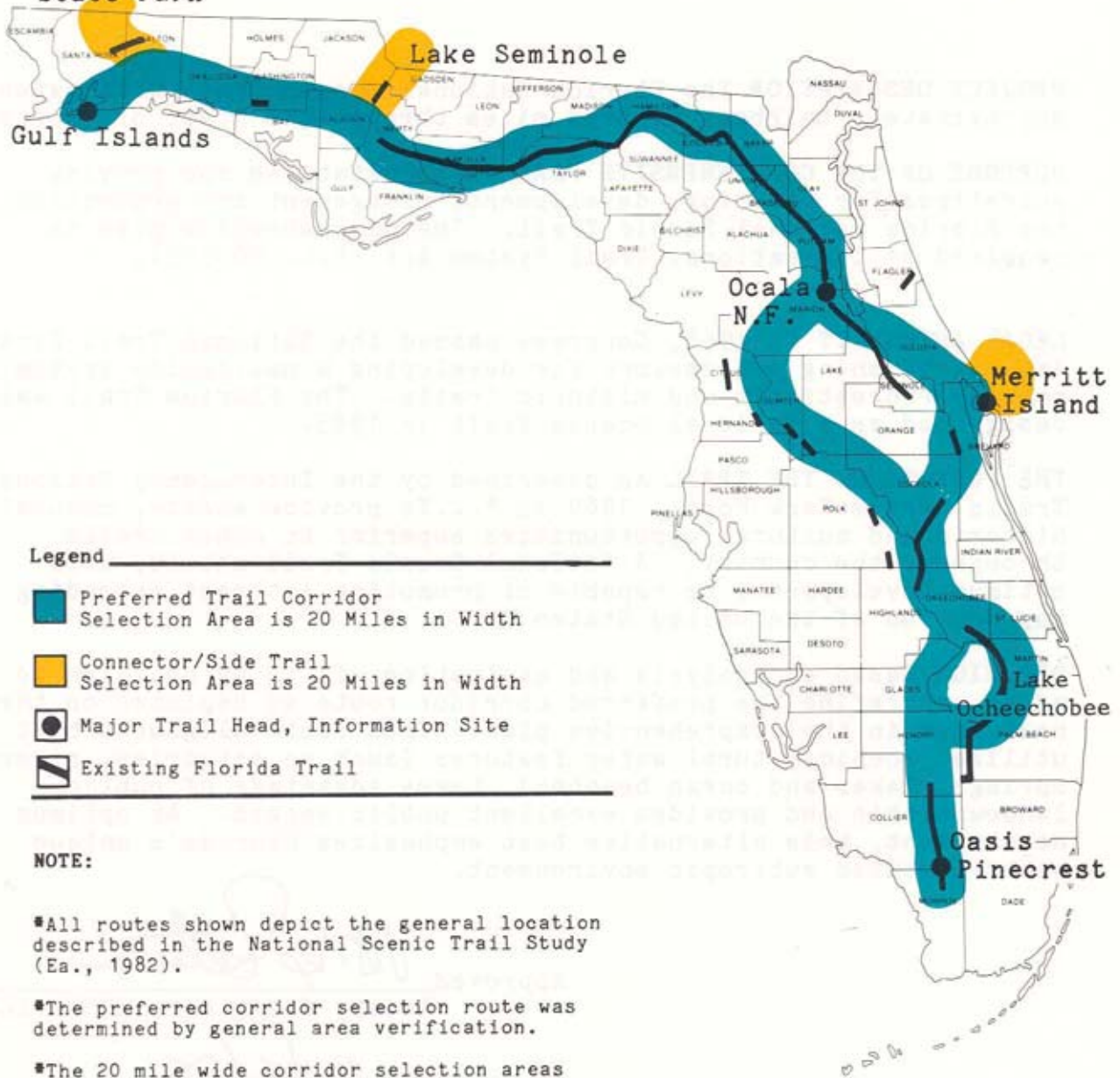
Date

12/4/86

Prepared by: USDA, FOREST SERVICE  
National Forests in Florida  
Tallahassee, Florida  
August, 1986

# Preferred Trail Route Florida National Scenic Trail

Blackwater River  
State Park



## Legend

- Preferred Trail Corridor  
Selection Area is 20 Miles in Width
- Connector/Side Trail  
Selection Area is 20 Miles in Width
- Major Trail Head, Information Site
- Existing Florida Trail

## NOTE:

\*All routes shown depict the general location described in the National Scenic Trail Study (Ea., 1982).

\*The preferred corridor selection route was determined by general area verification.

\*The 20 mile wide corridor selection areas provide general routing direction while allowing flexibility in specifying exact trail location in the development of the management plans.

\*The Florida Trail Association's Trail is not the the Florida National Scenic Trail. After specific site investigation sections of the existing Florida Trail may be utilized for the Florida National Scenic Trail.

\*All certified FNST Trail sections must meet National Scenic Trail criteria and fall within the corridor selection areas.



# PREPARATION, REVIEW AND APPROVAL

## Interdisciplinary Planning Team

Terry C. Slider

Terry C. Slider, Team Leader  
Forest Landscape Architect, Planner  
National Forests in Florida

Richard H. Sussman

Richard H. Sussman  
Park Planner  
Southeast Region,  
NPS-USDI

Laurence G. Kolk

Laurence G. Kolk  
Recreation Staff Officer  
National Forests in Florida

Albert G. Gregory

Albert G. Gregory, Chief  
Policy & Planning  
State Division of Rec.  
& Parks and the  
Governor's Ofc.

Charles D. Huppuch

Charles D. Huppuch  
Regional Trails Coordinator  
Region 8, USFS-USDA

Karl F. Eichhorn, Jr.

Karl F. Eichhorn,  
Planning Coordinator,  
Past President FTA

Prepared by: Terry C. Slider  
Terry C. Slider  
Forest Landscape Architect, Planner  
National Forests in Florida

9/10/86  
Date

Reviewed by: William C. Bodie  
William C. Bodie  
Assistant Forest Supervisor-Resources  
National Forests in Florida

9/10/86  
Date

Reviewed by: Mary Anne Freyer  
Mary Anne Freyer  
President  
Florida Trail Association

9/6/86  
Date

Reviewed by: Ernest A. Baldini  
Ernest A. Baldini, Chairman  
Florida National Scenic Trail  
Advisory Council

SEPT. 6, 1986  
Date

Recommended by: Robert T. Jacobs  
Robert T. Jacobs  
Forest Supervisor  
National Forests in Florida

9/15/86  
Date

Recommended by: John E. Alcock  
John E. Alcock  
Regional Forester  
Southern Region R-8

9/23/86  
Date



Florida Division of Tourism

# I.

## Introduction

## . INTRODUCTION

### A) PURPOSE, OBJECTIVES AND BACKGROUND OF THIS PLAN

#### \* PURPOSE OF THIS PLAN

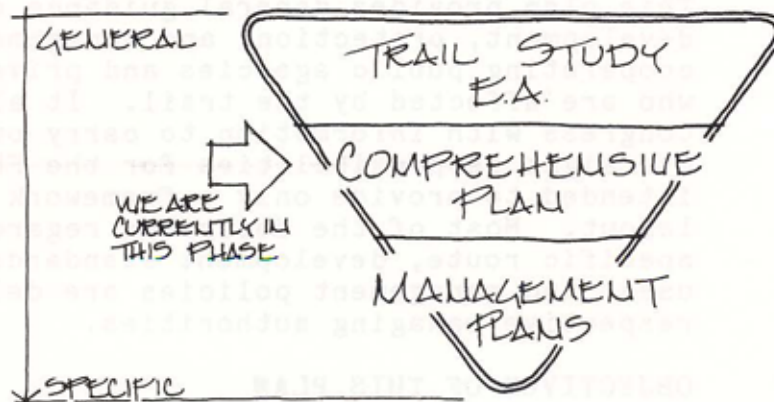
This plan provides general guidance on routing, development, protection, and management to cooperating public agencies and private landowners who are affected by the trail. It also provides Congress with information to carry out its oversight responsibilities for the FNST. It is intended to provide only a framework for the trail layout. Most of the decisions regarding the specific route, development standards, permitted uses, and management policies are delegated to the respective managing authorities.

#### \* OBJECTIVES OF THIS PLAN

- Provide guidance, direction and strategy for management of the Trail, its use, and its protection.
- Identify significant scenic and natural resources. Cultural resource inventory will be identified at the specific management plan stage.
- Identify trail issues, concerns and opportunities.
- Identify trail corridor selection areas and location criteria.
- Provide strategies for cooperative agreements, acquisition of land or rights therein that are needed for location and protection of the Trail.
- Describe typical trail and facility development guidelines.
- Describe certification process and criteria.
- Describe the nature and intent of cooperative agreements necessary to facilitate protection and management of the Trail.



\* OVERVIEW OF PLANNING PROCESS



There are three basic phases in the Florida National Scenic Trail Planning Process.

1. **The National Scenic Trail Study Environmental Assessment, February, 1982**

This study investigated the general feasibility and desirability of the proposed Florida National Scenic Trail.

2. **The Florida National Scenic Trail Comprehensive Plan**

This plan establishes general guidance on routing, development, management and protection of the trail.

3. **The Florida National Scenic Trail Management Plans**

These various plans will evaluate specific trail layout, implementation and management as generally identified by the comprehensive plan. This is the basic decision-making document for the National Scenic Trail certification process.

\* **LEGAL AUTHORITY**

In October 1968, Congress passed The National Trails System Act (82 Stat. 919, 16 U.S.C. 1241) establishing a framework for developing a nationwide system of scenic, recreational, and historic trails. The Florida National Scenic Trail

was designated and added to the National Scenic Trails System by the Amendment Act of March 28, 1983, (97 Stat. 42, 16 U.S.C. 1244(a)) -- see Appendix B. When completed, the trail will traverse approximately 1300 miles across Florida from the Big Cypress National Preserve in Monroe County, Florida to the Gulf Islands National Seashore in Santa Rosa County at the northwestern tip of Florida. Section 5(3) of the Act requires preparation of this Comprehensive Plan for general planning, management, protection, and guidance in preparing individual management plans which evaluate site specific data for implementation of the Florida National Scenic Trail.

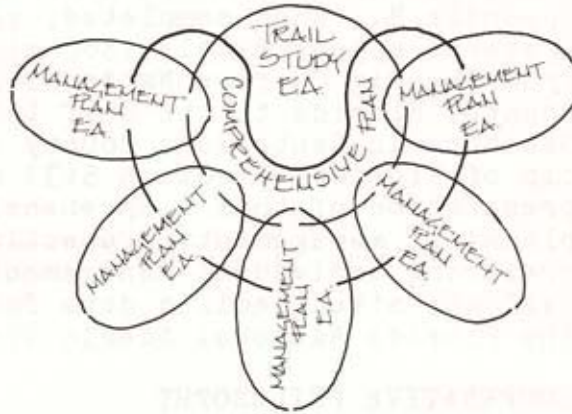
#### \* COOPERATIVE PHILOSOPHY

The National Trails System Act of 1968 contained the authorities for pursuing a traditional federal acquisition, development, and management approach to national trails including land condemnation. Subsequent amendments have mandated that trails in the national system be established and managed through the cooperative efforts of public and private management authorities. Land condemnation is not permitted for the Florida National Scenic Trail.

The National Trails System Act (P.L. 90-543, 82 Stat. 9119) in Sec. 7.(a)(1)(e) states the Administrator of the Trail "...Shall encourage the state or local governments involved (1) to enter into written cooperative agreements with landowners, private organizations, and individuals to provide the necessary Trail right-of-way or (2) to acquire such lands or interest therein to be used as segments of the National Scenic or National Historic Trail: Provided, that if the state and local governments fail to enter into such written cooperative agreements or to acquire such lands or interest... the secretary may (i) enter into such agreements with landowners, states, local governments, private organizations, and individuals for the use of lands for Trail purposes, or (ii) acquire private lands or interests therein by donation, purchase with donated or appropriated funds or exchange in accordance with provisions of Subsection (f) of this section."

A major responsibility of USDA, Forest Service is coordinating the efforts of the Government and private sector in development and protection of the Florida National Scenic Trail. The decision to establish and manage the Trail is controlled by the managing authority for each specific tract of land.

## ENVIRONMENTAL PLANNING PROCESS



There are three levels of implementation in the Florida National Scenic Trail environmental planning process.

### 1. General Environmental Assessment

In compliance with the requirements of the National Environmental Policy Act (42 U.S.C. 4371 et seq.), a general environmental assessment was prepared in conjunction with the Florida National Scenic Trail Study, which was submitted to Congress in 1982.

The Environmental Assessment focused primarily on the impact of the proposed federal designation and authorization of the FNST by Congress. The impacts of the trail could only be discussed in general because of the length of the trail and the imprecise nature of its location.

### 2. General Routing

The Florida National Scenic Trail Comprehensive Plan establishes the basic framework from which specific environmental investigations will begin in the various management plans. General cultural resource areas of interest are identified in the cover mapping, but no environmental evaluations are made at this level.

### 3. Specific Environmental Assessments at the Management Plan Level

Each agency or organization establishing a certified segment of the National Scenic Trail is responsible for historic preservation requirements. Additional documentation of the FNST Environmental Assessment may be warranted.

## B) HISTORY OF THE FLORIDA TRAIL

### \* ESTABLISHMENT OF THE EXISTING FLORIDA TRAIL

#### - THE BEGINNING

James A. Kern, wildlife writer, photographer, and real estate broker from Miami, in 1966, founded the Florida Trail Association to create hiking and backpacking opportunities in Florida.

#### - FLORIDA TRAIL ASSOCIATION "F.T.A."

The FTA grew rapidly during the 70's as word-of-mouth reports and newspaper articles spread throughout the State. Today, the FTA has 5000 plus members with a full-time executive director and staff in Gainesville, Florida. The FTA is registered with the State of Florida as a non-profit educational corporation.

#### - AN IMPORTANT OBJECTIVE

One of FTA's main objectives has been to build a continuous hiking trail from south Florida to northwest Florida.

#### - FLORIDA TRAIL DEFINED

The Florida Trail is a composite of approximately 1300 miles of recreation and backpacking trails throughout Florida. One hundred and fifty miles of this trail is open to FTA membership only. The Florida Trail Association has developed, managed and maintained these trails, through cooperative agreements with private and public management authorities.

Much of the Florida Trail may qualify for inclusion into the Florida National Scenic Trail system.

### \* NATIONAL LEGISLATION

In the mid 70's, the FTA, through the Florida Congressional Delegation, initiated the Florida National Scenic Trail legislation. In 1982, the USDI, National Park Service, completed the Florida National Scenic Trail study and environmental assessment. Public Law 98-11, March 28, 1983, officially designated the Florida National Scenic Trail.

## C) PRESENT DEVELOPMENT AND MANAGEMENT SITUATION

### \* FLORIDA TRAIL ASSOCIATION FIELD MANAGEMENT

The Florida Trail is divided into Sections varying in length from 25 to 45 miles. A Section Leader, appointed by the FTA President, is responsible for the maintenance of each Section. The Section Leader in turn, appoints Trailmasters who are responsible for shorter segments of the trail.

Members work directly under the supervision of a Trailmaster. An appointed Cartographer is responsible for preparing maps of all sections of the trail and for the trail guide, "Walking the Florida Trail."

### \* DESCRIPTION OF ENVIRONMENTS

Florida is a large diverse State, with urban development concentrated along the Atlantic and Gulf coasts, and Central Florida around the Orlando area (see Page 28, Population Distribution). The rural interior of the State has been changed through draining, mining, agriculture, forestry and urbanization. Although a pristine wilderness character no longer exists in the Florida interior, the Florida Trail provides a pleasant contrast to the hectic, rapidly growing urban sprawl that is consuming our population centers. The Trail user may enjoy the peace and solitude of "The Other Florida," including wetlands, lakes, rivers, salt marshes, swamps, prairies, sandhills and ocean beaches.

The majority of the Florida Trail is a primitive hiking path which meanders through some of the State's most fascinating ecotypes of fauna and flora. The Trail receives greatest use during the winter months when temperatures are mild, rainfall is low, insects are tolerable and migratory wildlife are prevalent.

#### - South Florida

The Southern Region extending from near Pinecrest in The Big Cypress National Preserve to the north-edge of the city of Okeechobee is a combination of cypress swamp and sawgrass marsh interspersed with tropical hammocks. The diversity of wildlife species, particularly in the winter with migrating bird populations and hundreds of herbaceous plant species, is fascinating.

The Trail section between Pinecrest and Oasis is a pristine example of subtropical swamps in the Big Cypress Preserve.

caves, savannahs, oak and palm hammocks, pine and oak forests. The Wekiva Springs State Park Trail crosses crystal clear springs, streams and passes through dense jungle. Sinkholes are also found throughout this region. Segments of the Trail are also located on privately owned flat cattle country.



*Typical views along a stream in north-east Florida.*

#### - North Florida

This region between North Orlando and the Suwannee River is a long continuous section of trail. The Trail connects numerous fresh water springs, lakes, ponds and rivers. The vegetative diversity is also notable including swamp forests, flatwoods, slash, longleaf pine and mixed hardwood forests.

The Trail meanders through the Ocala and Osceola National Forests in proximity to many points of interest such as: Alexander Springs, Juniper Springs and Ocean Pond. Just North of the Ocala National Forest on private property, the Trail traverses pioneer colonial rice plantations and offers a view of Etonia (E-toe-nye-a) Ravine, an unexpected "canyon" in this flat land. The Gold Head Branch has a picturesque ravine and the Olustee Trail covers hilly land with oak scrub and mature forest. Farther to the North the Trail proceeds for miles along the sand banks and rocky bluffs of the Suwannee River passing through cypress swamps and crossing spring-fed tributaries.

*The St. Marks Coast Guard Lighthouse, built in 1829, located within the St. Marks National Wildlife Refuge can be viewed from the trail.*



Florida Division of Tourism

## - Big Bend

The Big Bend region extends from the Suwannee River west to the Apalachicola River. This part of the Florida Trail has a wide variety of terrains, including: the Gulf Coast and salt marshes, spring-fed creeks and tannin-stained cypress swamps, longleaf and slash pine woods, rolling hills, extensive karst landscapes with river sinks and rises, ravines and bluffs, and heavily forested river floodplains.

West of the Suwannee River to the Aucilla River, the Trail crosses the northern reaches of San Pedro Bay on logging roads mostly owned by private timber companies. To the southwest the Trail parallels the Aucilla River, one of north Florida's most scenic waterways. "Sinks" and "rises" characterize this river as it disappears and reappears. Farther west the Trail crosses the St. Marks National Wildlife Refuge. Sweeping vistas of Gulf Coast salt marsh, views of migratory waterfowl impoundments, and turn-of-the-century tram railroad beds through protected wilderness areas, are just a few of the fascinating

opportunities to be experienced while hiking in the St. Marks Refuge.

The next segment of the Trail heading west is in the Apalachicola National Forest. With miles of longleaf and slash pine forests under an expansive north Florida sky, the Trail reminds the hiker of the "way it used to be". At the heart-of the National Forest is the Bradwell Bay Wilderness, a 23,000 acre expanse of deep gum swamps, virgin stands of pine and cypress, and dense titi thickets. During the rainy seasons hikers will be challenged by the Trail in "The Bay". The Trail is primitive and will often require wading, sometimes in waist deep water. Once across the National Forest the Trail meets the Apalachicola River, Florida's largest river. Although the Trail here is not complete, the Apalachicola, with its massive river floodplains and rich hardwood forests, will provide a unique and fitting conclusion to the Trail in the Big Bend.



*Sugar white sand and crystal blue waters at the Gulf Islands National Seashore are accessible to hikers on the Florida National Scenic Trail.*

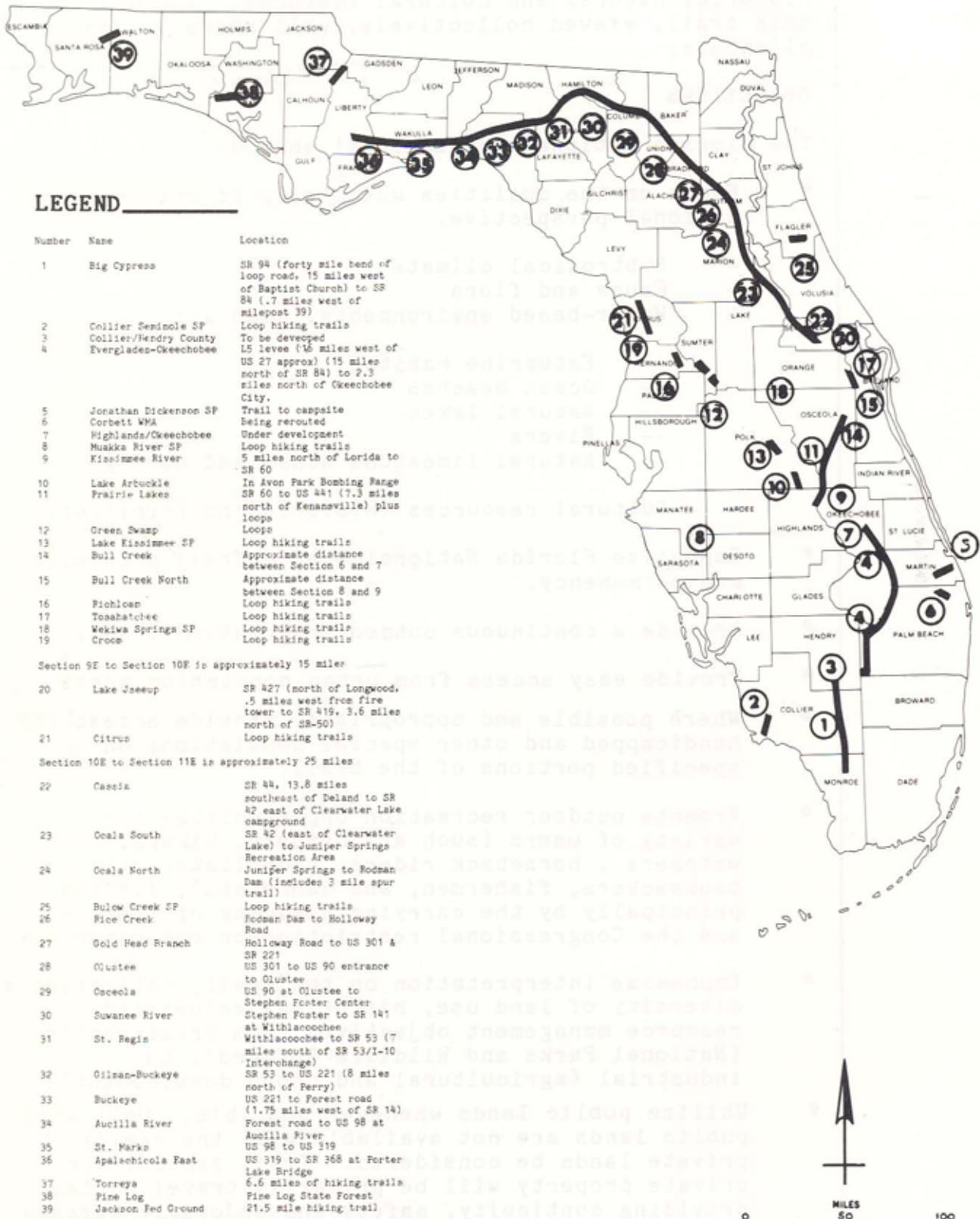
#### - West Florida

This region extends from the Apalachicola River west to the Alabama State line. West Florida is still being explored for the best trail locations. At the time this plan was written, the Jackson Red Ground section from Karick Lake to Juniper Creek in the Blackwater River State Forest is the only completed portion of the Trail. The Pine Log State Forest Trail is presently under development, and should be completed by the time this document is published. The panhandle has some of Florida's finest, sugar sand beaches and crystal blue waters with superb boating and fishing. This region may have some of the most interesting trail route potential in the State.



# EXISTING FLORIDA TRAIL

## FLORIDA TRAIL ASSOCIATION



Map credit: Atlas of Florida, published by Florida State University

## D) PURPOSE OF THE FLORIDA NATIONAL SCENIC TRAIL

The Florida National Scenic Trail should provide a permanent extended non-motorized outdoor recreation opportunity for hiking and other compatible activities. The Trail will emphasize nationally significant scenic, historic, natural and cultural features. The quality of this trail, viewed collectively, will attract a national clientele.

### OBJECTIVES

The Florida National Scenic Trail should:

- \* Focus on the qualities which make it unique from a national perspective.
  - Subtropical climate
  - Fauna and flora
  - Water-based environments, such as:
    - Estuarine habitat
    - Ocean beaches
    - Natural lakes
    - Rivers
    - Natural limestone sinks and springs
  - Cultural resources (Historic and Prehistoric)
- \* Emphasize Florida National Scenic Trail protection and permanency.
- \* Provide a continuous outdoor recreation trail.
- \* Provide easy access from urban population areas.
- \* Where possible and appropriate, provide access for handicapped and other special populations on specified portions of the trail.
- \* Promote outdoor recreation opportunities for a variety of users (such as, campers, hikers, bird watchers, horseback riders, bicyclists, backpackers, fishermen, and canoeists), limited principally by the carrying capacity of the area and the Congressional restriction on motorized use.
- \* Emphasize interpretation on the trail, reflecting a diversity of land use, historical values and resource management objectives from preservation (National Parks and Wildlife Refuges), to industrial (agricultural and urban development).
- \* Utilize public lands whenever possible. Only when public lands are not available will the use of private lands be considered. Trail segments on private property will be primarily travel routes providing continuity, safety and enjoyable passage for the users.

- Be commensurate with its national significance in location, design, construction, and maintenance while reflecting the type and volume of traffic planned; and limited by the standards established for special legislated areas (National Parks, National Forests, State Parks, National Wildlife Refuges) through which it passes.



Florida Division of Tourism



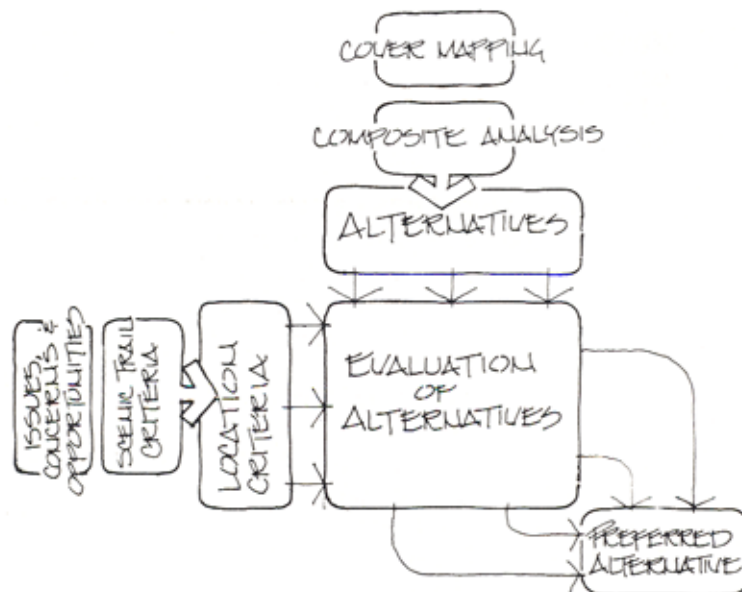
Florida Division of Tourism

## II.

### Route Selection

## II. ROUTE SELECTION

### A) OVERVIEW OF ROUTE SELECTION PROCESS



There are 3 basic steps in the Florida National Scenic Trail Corridor Route Selection Process.

#### \* LOCATION CRITERIA DEVELOPMENT

Issues, concerns and opportunities are identified by the public, government and private agencies, then aggregated with basic National Scenic Trail criteria to formulate location criteria.

#### \* ALTERNATIVES DEVELOPMENT

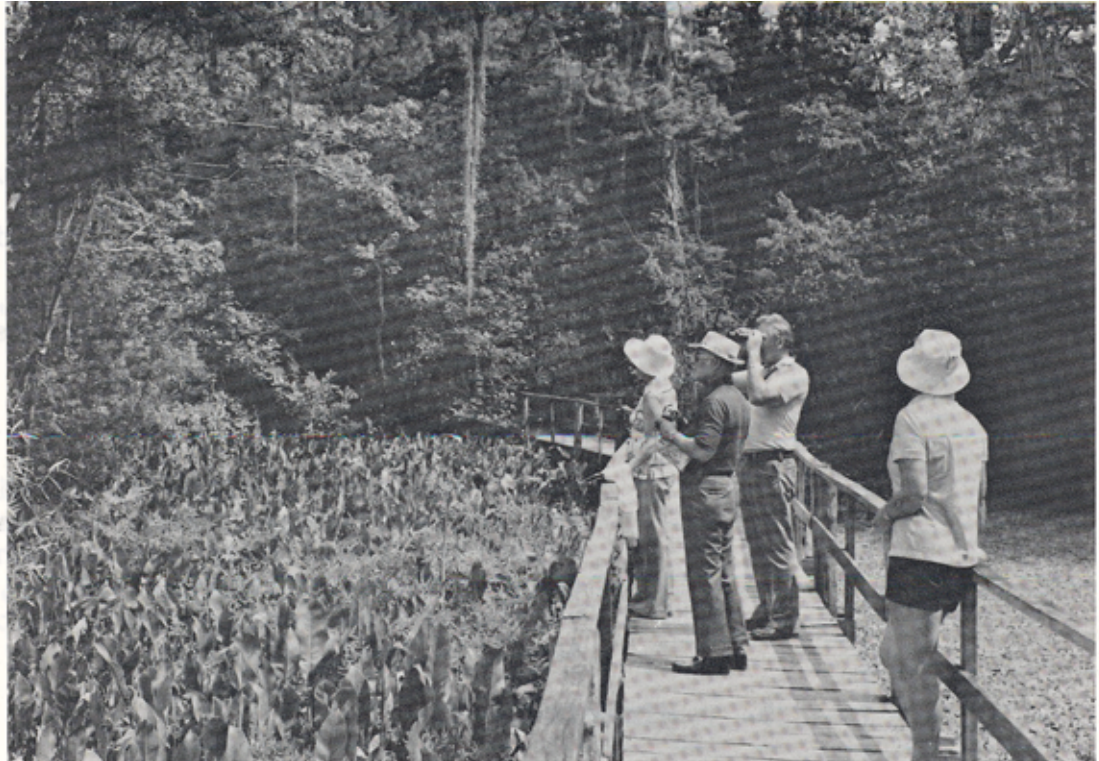
Information pertinent to alternative development is identified in cover mapping, then overlaid, formulating a composite analysis which suggests various corridor route alternatives.

#### \* EVALUATION OF ALTERNATIVES

Each alternative is evaluated against other alternatives and each location criteria. The alternative which best meets the location criteria is then identified as the preferred alternative.

### B) LOCATION CRITERIA

**LOCATION CRITERIA** have been formulated from issues, concerns and opportunities expressed by the general public, agencies, organizations, The Florida National Scenic Trail Advisory Council, The Florida National Scenic Trail Planning Team, responsible officials and



Florida Division of Tourism

**2. Provide a broad range of recreation interests and opportunities:**

- Meet needs of users
- Flexibility
- Diversity
- Challenge
- Variety
- Overnight use

**3. Minimize resource and private land ownership impacts:**

- Avoid private land ownership conflicts
  - No private segment certification without landowner consent
  - Buffer zones to protect adjacent landowners
- Generally locate Trail away from sensitive, non-compatible areas, if appropriate, such as:
  - Critical wildlife habitat
  - Cultural resources (historical and prehistoric)

**4. Maximize functional relationships**

**- General Overview**

Large scale regional and state considerations may include issues, such as: Trail access areas versus existing land use patterns, Trail corridor location versus future private and residential growth projections, Trail corridor location versus future public land use goals.

**- Specific Overview**

Small scale site specific considerations may include issues, such as; carrying capacity, Trail head requirements, Trail tread impacts, facility safety, vegetative screening opportunities, specific Trail quality.

**5. Minimize Cost**

- Phased construction
- Volunteer programs
- Use of existing trails
- Use of human resource programs
- Land acquisition programs
- Potential easement properties



Florida Division of Tourism

**2. Provide a broad range of recreation interests and opportunities:**

- Meet needs of users
- Flexibility
- Diversity
- Challenge
- Variety
- Overnight use

**3. Minimize resource and private land ownership impacts:**

- Avoid private land ownership conflicts
  - No private segment certification without landowner consent
  - Buffer zones to protect adjacent landowners
- Generally locate Trail away from sensitive, non-compatible areas, if appropriate, such as:
  - Critical wildlife habitat
  - Cultural resources (historical and prehistoric)



**4. Maximize functional relationships**

**- General Overview**

Large scale regional and state considerations may include issues, such as: Trail access areas versus existing land use patterns, Trail corridor location versus future private and residential growth projections, Trail corridor location versus future public land use goals.

**- Specific Overview**

Small scale site specific considerations may include issues, such as; carrying capacity, Trail head requirements, Trail tread impacts, facility safety, vegetative screening opportunities, specific Trail quality.

**5. Minimize Cost**

- Phased construction
- Volunteer programs
- Use of existing trails
- Use of human resource programs
- Land acquisition programs
- Potential easement properties

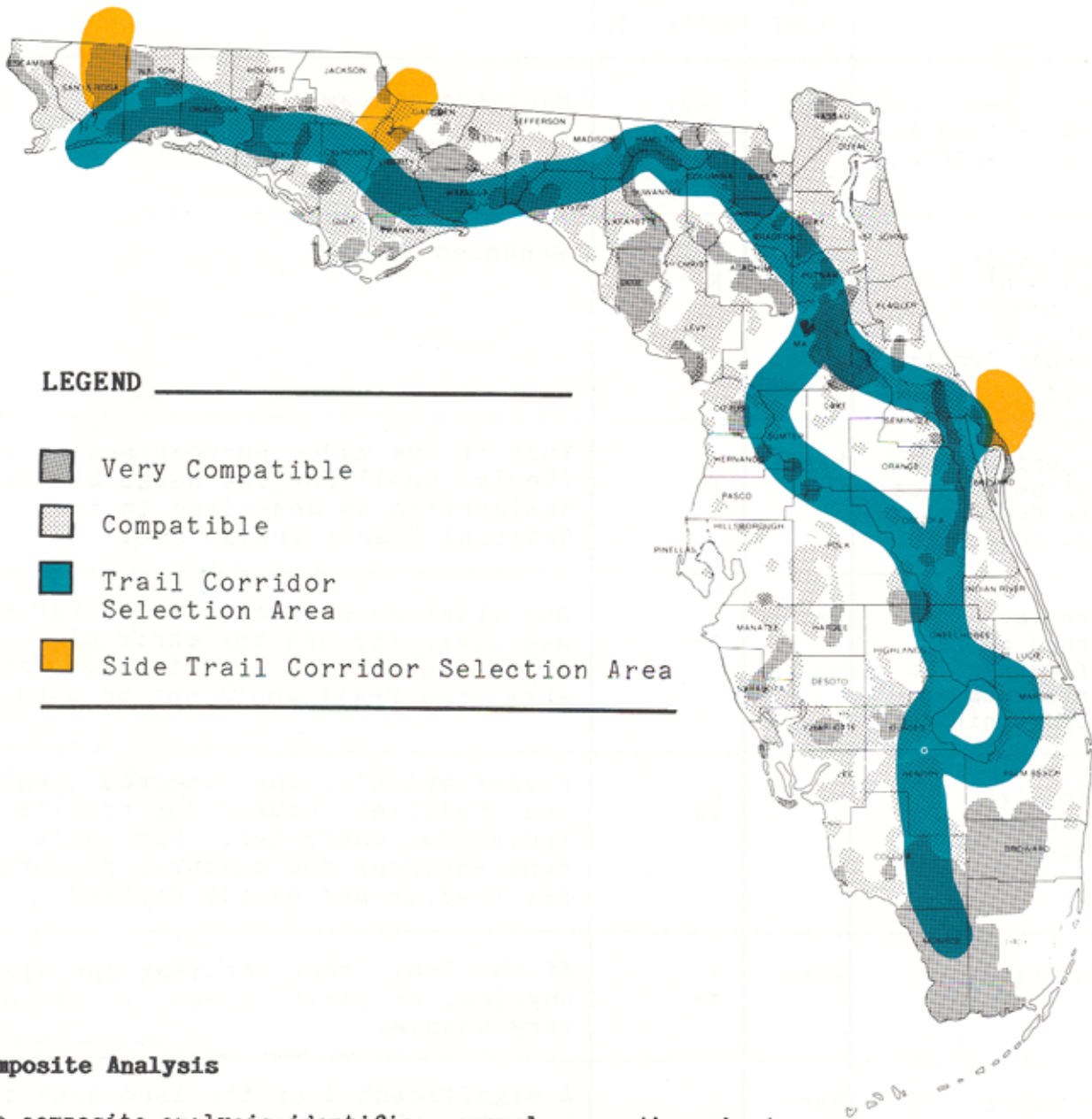
LOCATION CRITERIA USED TO EVALUATE VARIOUS  
TRAIL CORRIDOR ROUTING ALTERNATIVES

LOCATION CRITERIA	MUST or WANT	MUST=YES/ NO WANT=1-10	RATIONALE
Meet Laws, Regulations & Higher Order Plans	Must	Yes/ No*	Mandated by Law
Meet Objectives of P.L. 90-543 National Scenic Trails Act	Must	Yes/ No*	Mandated by Law
Experience Unique Physical and Cultural Environments	Want	10 **	This is the major purpose and spirit (Genius Loci) for the National Scenic designation as described in the National Scenic Trails Act.
Provide a broad range of recreation interests and opportunities	Want	8 **	Qualities such as challenge, variety, and diversity are the basis of a good recreation experience. Without this, the Trail would not be used.
Minimize Resource impact	Want	8 **	Preservation of the resource quantities and qualities insures the trail's individual character. Florida's many environs and cultural resources are fragile and easily damaged.
Functional	Want	7 **	If the Trail does not meet the hiker's physical or social needs, it is not very usable.
Minimize private land ownership impacts	Want	7 **	A significant % of the land base is private. Landowner participation and cooperation is necessary for a continuous trail.
Minimize Cost	Want	5 **	Economic prudence in implementation and maintenance must be considered to make this trail feasible. Volunteer programs, effective planning and design are essential.





\*Must as defined as required absolutes.

\*\*Wants are measured in degrees 1 to 10 with 10 as the highest priority. Rationale justify the value or weight given to each criteria.

# COMPOSITE ANALYSIS PLAN



## LEGEND

-  Very Compatible
-  Compatible
-  Trail Corridor Selection Area
-  Side Trail Corridor Selection Area

## Composite Analysis

The composite analysis identifies general areas throughout the State in which land use patterns may be compatible with development and management of a national scenic trail.

This map was generated by various map overlays identifying data such as: (1) federal recreation land (2) state recreation land (3) recreational waterways (4) popular natural features (5) cultural resource opportunities (6) population distributions and (7) land use patterns.

See the following cover maps for additional information.



# FEDERAL RECREATION LAND



Map credit: Atlas of Florida, published by Florida State University

# STATE RECREATIONAL LAND



**LEGEND**

**State Wildlife Management Areas**

1. La Floresta Perdida
2. St. Regis
3. Blackwater
4. Eglin
5. Point Washington
6. Gaskin
7. G.U. Parker
8. Edward Ball
9. Apalachee
10. Robert Brent
11. Joe Budd
12. Ochlockonee River
13. Taiquin
14. Apalachicola
15. Aucilla
16. Tide Swamp
17. Steinhatchee
18. Gulf Hammock
19. Fort McCoy
20. Citrus
21. Croom
22. Richicam
23. Green Swamp
24. Hillsboro
25. Cypress Creek
26. Osceola
27. Lake Butler
28. Ralford Tract
29. Nassau
30. Camp Blanding
31. Guana River
32. Georgia Pacific
33. Lochloosa
34. Ocala
35. Relay Tract
36. Tomoka
37. Farnton
38. Bull Creek
39. Three Lakes
40. Avon Park
41. J.W. Corbett
42. Holey Land
43. Brown's Farm
44. Everglades
45. Cecil Webb
46. Lykes Brothers
47. Rotenberger
48. Big Cypress
49. Occidental
50. St. Vincent
51. Ocala (Salt Springs Unit)
52. Tosohatchee

**State Forests**

53. Blackwater
54. Cary
55. Pine Log
56. Withlacoochee

**State Wilderness Areas**

57. Audubon Island
58. Hallman Island
59. Robert Crown
60. Town Islands
61. Turkey Point

**State Preserves**

62. Anciotte Key
63. Barefoot Beach
64. Cape St. George
65. Cayo Costa
66. Cedar Key Scrub
67. Fakahatchee Strand
68. Haw Creek
69. Lower Wekiva River
70. Paynes Prairie
71. Perdido Key
72. Prairie Lakes
73. River Rise
74. San Felasco Hammock
75. Savannas
76. Tosohatchee
77. Waccasassa Bay
78. Weedon Island

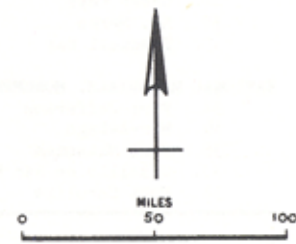
**State Natural Features**

79. Blue Spring
80. Blackwater River
81. Devils Millhopper
82. Dunedin Hammock
83. Falling Waters Sinkholes
84. Gold Head Branch Ravine
85. Highlands Hammock
86. Ichetucknee River
87. Kissimmee Prairie
88. Lignumvitae Key
89. Myakka River

- Trail Corridor Selection Area
- Side Trail Corridor Selection Area

**NOTE:**

The wildlife management areas encompass 5,000,000 acres, including 1,600,000 acres owned by lumber companies.



Map credit: Atlas of Florida, published by Florida State University

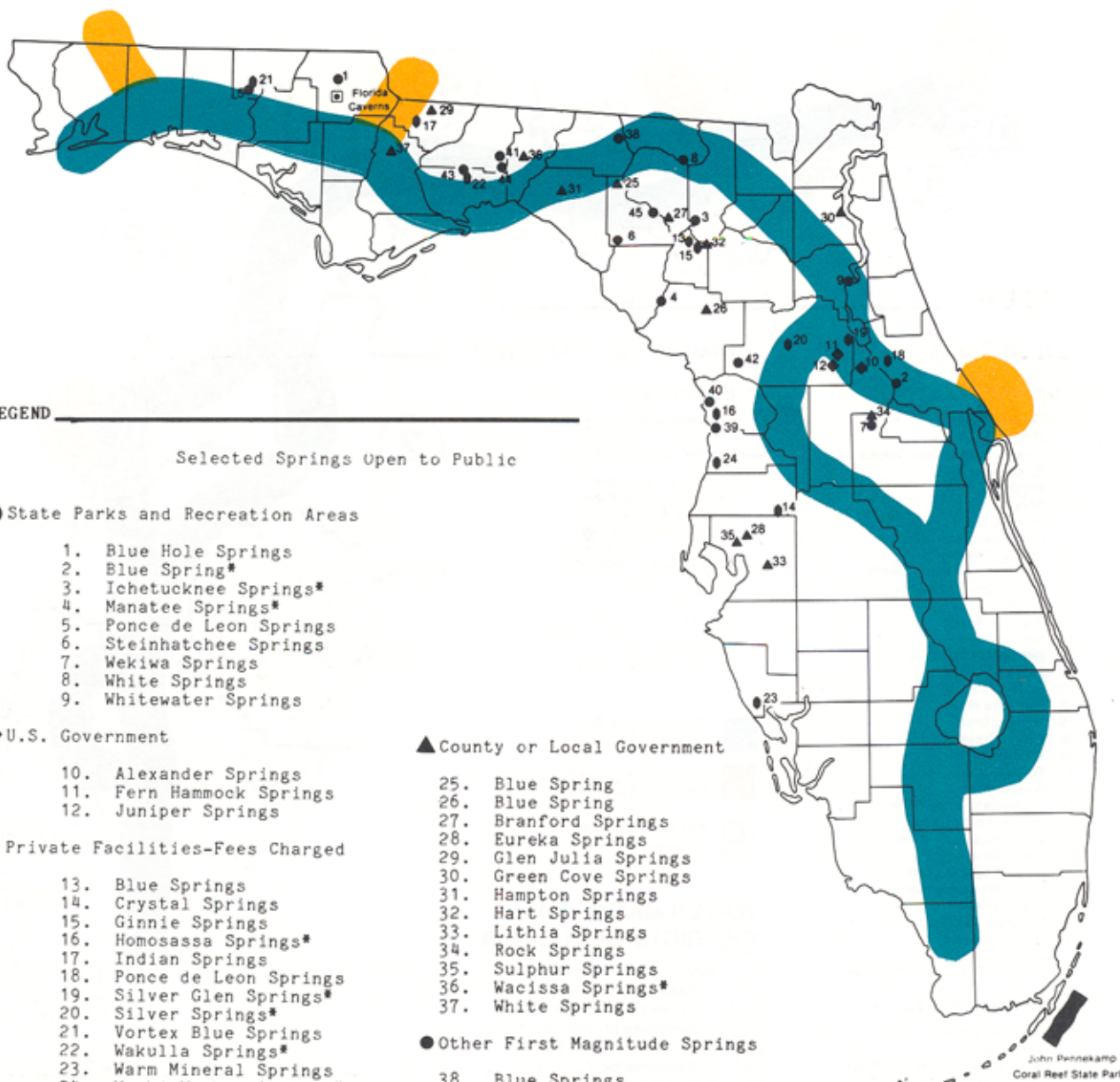
# RECREATIONAL WATERWAYS WATER MANAGEMENT



Map credit: Atlas of Florida, published by Florida State University



# POPULAR NATURAL FEATURES



## LEGEND

Selected Springs Open to Public

### ● State Parks and Recreation Areas

1. Blue Hole Springs
2. Blue Spring\*
3. Ichetucknee Springs\*
4. Manatee Springs\*
5. Ponce de Leon Springs
6. Steinhatchee Springs
7. Wekiwa Springs
8. White Springs
9. Whitewater Springs

### ◆ U.S. Government

10. Alexander Springs
11. Fern Hammock Springs
12. Juniper Springs

### ◆ Private Facilities-Fees Charged

13. Blue Springs
14. Crystal Springs
15. Ginnie Springs
16. Homosassa Springs\*
17. Indian Springs
18. Ponce de Leon Springs
19. Silver Glen Springs\*
20. Silver Springs\*
21. Vortex Blue Springs
22. Wakulla Springs\*
23. Warm Mineral Springs
24. Weeki Wachee Springs\*

Trail Corridor Selection Area

Side Trail Corridor Selection Area

\*First Magnitude Springs

### ▲ County or Local Government

25. Blue Spring
26. Blue Spring
27. Branford Springs
28. Eureka Springs
29. Glen Julia Springs
30. Green Cove Springs
31. Hampton Springs
32. Hart Springs
33. Lithia Springs
34. Rock Springs
35. Sulphur Springs
36. Wacissa Springs\*
37. White Springs

### ● Other First Magnitude Springs

38. Blue Springs
39. Chassahowitzka Springs
40. Crystal River Springs
41. Natural Bridge Spring
42. Rainbow Spring
43. River Sink Spring
44. St. Marks Spring
45. Troy Spring

John Pennkamp  
Coral Reef State Park

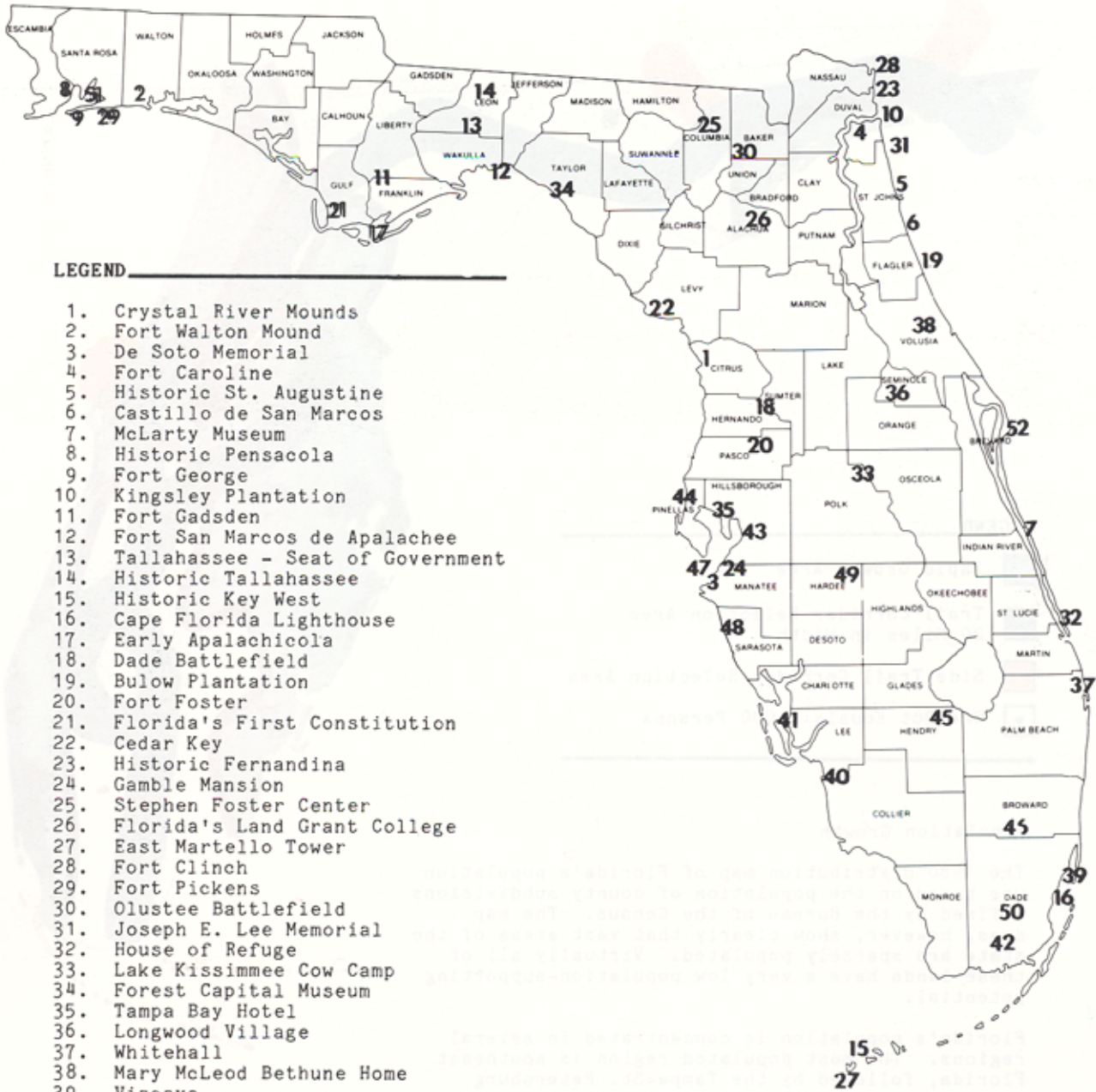
## NOTE:

Florida has over 300 springs discharging 8 billion gallons of water per day. Springs are popular spots for swimming, snorkeling, fishing and sightseeing

Map credit: Atlas of Florida, published by Florida State University

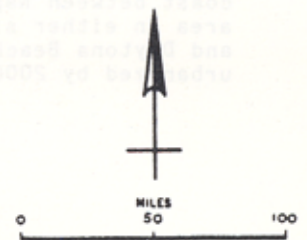


# CULTURAL RESOURCE OPPORTUNITIES



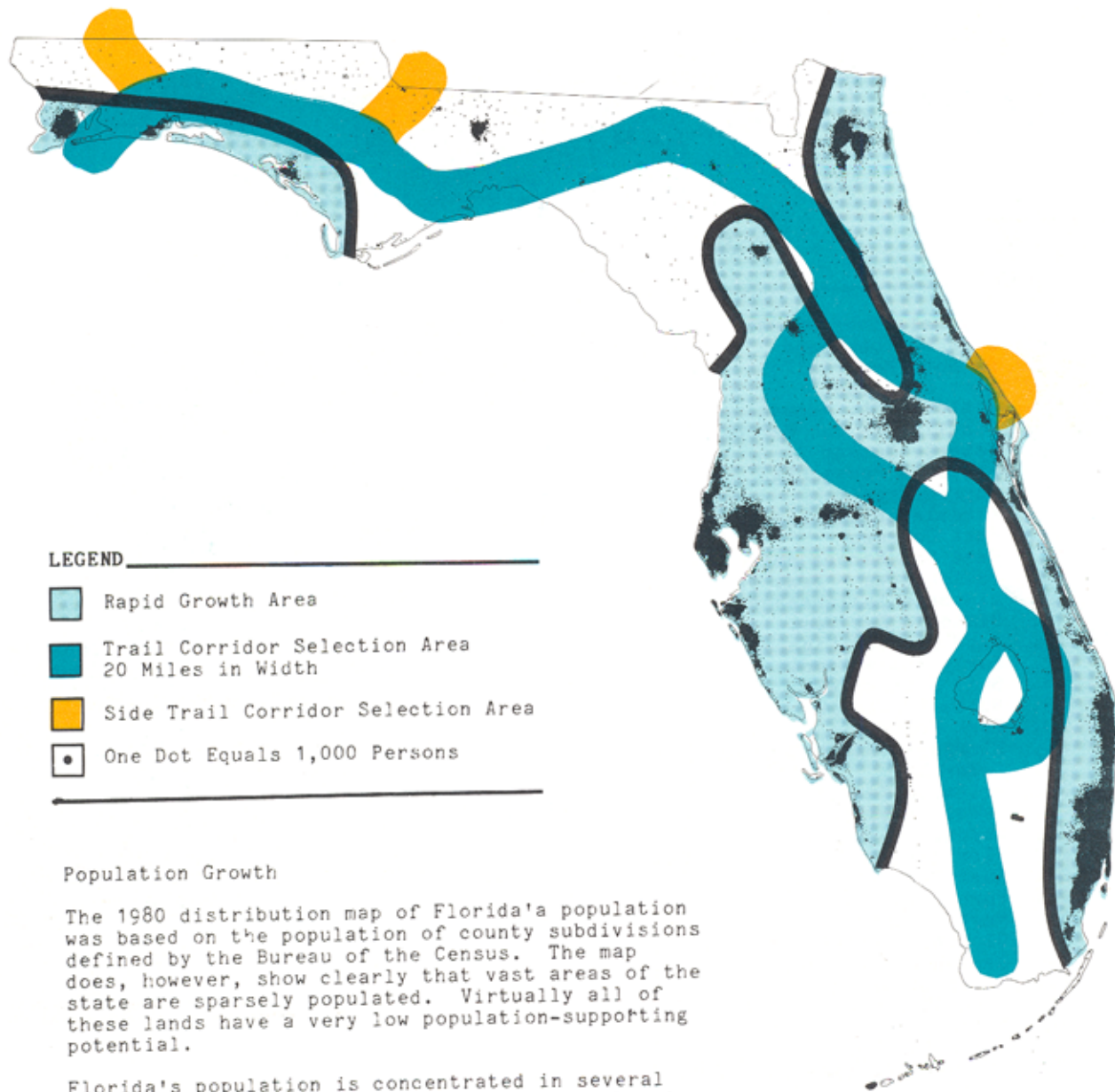
## LEGEND

1. Crystal River Mounds
2. Fort Walton Mound
3. De Soto Memorial
4. Fort Caroline
5. Historic St. Augustine
6. Castillo de San Marcos
7. McLarty Museum
8. Historic Pensacola
9. Fort George
10. Kingsley Plantation
11. Fort Gadsden
12. Fort San Marcos de Apalachee
13. Tallahassee - Seat of Government
14. Historic Tallahassee
15. Historic Key West
16. Cape Florida Lighthouse
17. Early Apalachicola
18. Dade Battlefield
19. Bulow Plantation
20. Fort Foster
21. Florida's First Constitution
22. Cedar Key
23. Historic Fernandina
24. Gamble Mansion
25. Stephen Foster Center
26. Florida's Land Grant College
27. East Martello Tower
28. Fort Clinch
29. Fort Pickens
30. Olustee Battlefield
31. Joseph E. Lee Memorial
32. House of Refuge
33. Lake Kissimmee Cow Camp
34. Forest Capital Museum
35. Tampa Bay Hotel
36. Longwood Village
37. Whitehall
38. Mary McLeod Bethune Home
39. Vizcaya
40. Koreshan Unity Settlement
41. Thomas A. Edison Estate
42. Florida Pioneer Museum
43. Historic Ybor City
44. Tarpon Springs
45. Everglades Reclamation
46. Okalee Indian Village
47. St. Petersburg
48. Ringling Museum of Circus
49. Highlands Hammock CCC
50. Everglades National Park
51. Naval Aviation Museum
52. Kennedy Space Center





# POPULATION DISTRIBUTIONS PROJECTED GROWTH PATTERNS



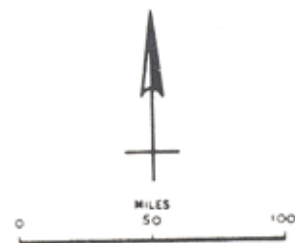
## LEGEND

- Rapid Growth Area
- Trail Corridor Selection Area  
20 Miles in Width
- Side Trail Corridor Selection Area
- One Dot Equals 1,000 Persons

## Population Growth

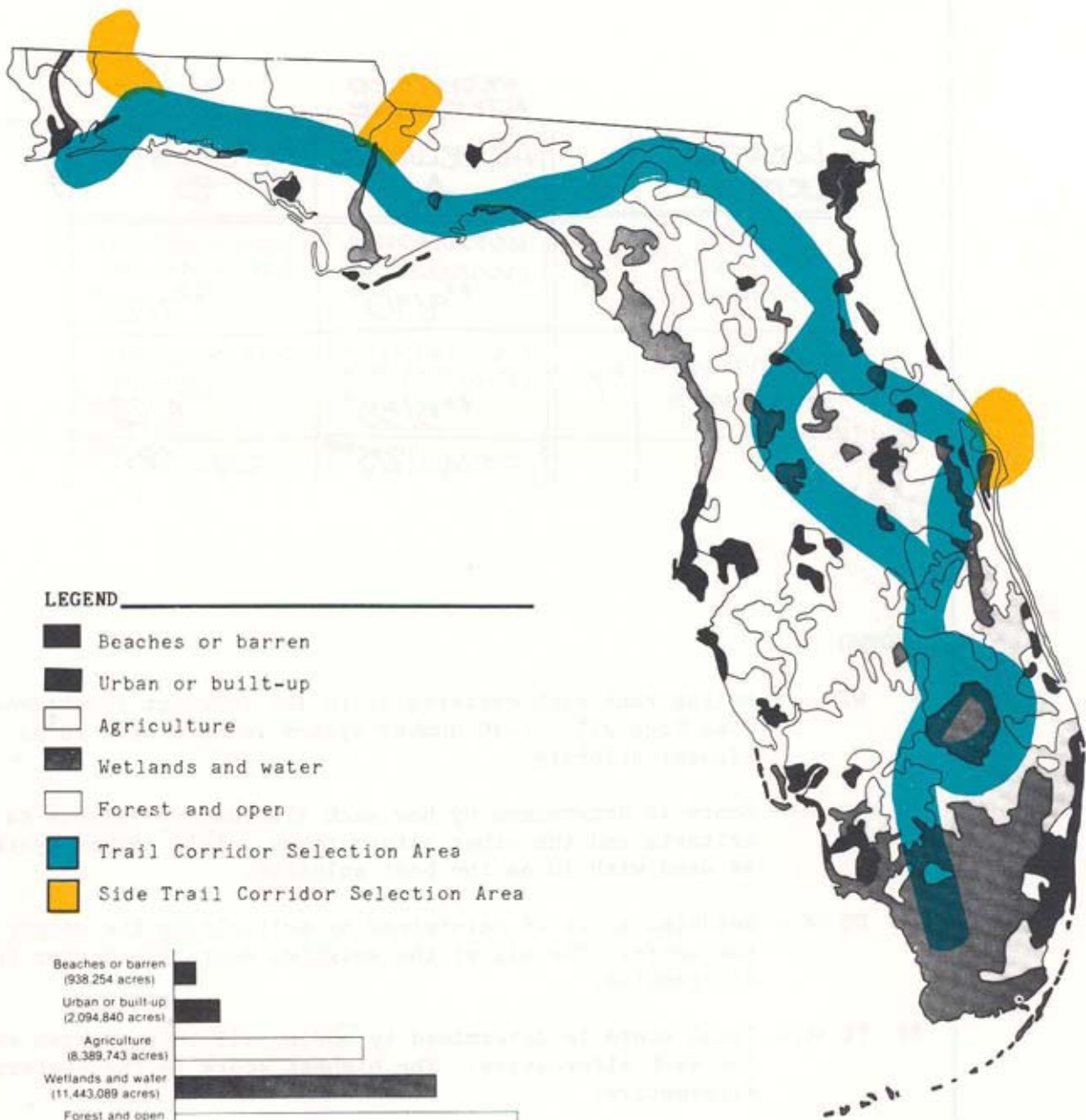
The 1980 distribution map of Florida's population was based on the population of county subdivisions defined by the Bureau of the Census. The map does, however, show clearly that vast areas of the state are sparsely populated. Virtually all of these lands have a very low population-supporting potential.

Florida's population is concentrated in several regions. The most populated region is southeast Florida, followed by the Tampa-St. Petersburg region, which now blends with the southwest coast urban region. By the year 2000 it is predicted that the east coast will be continuously urbanized between Miami and Jacksonville. The southwest coast between Naples and Crystal River and the area on either side of Interstate 4 between Tampa and Daytona Beach are also predicted to be urbanized by 2000.



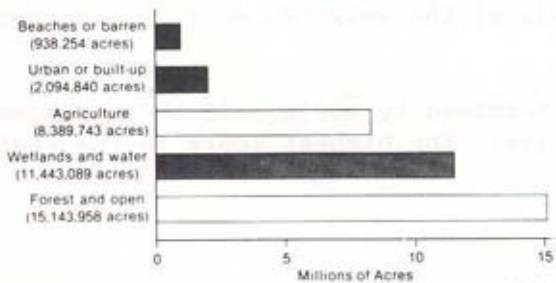
Map credit: Atlas of Florida, published by Florida State University

# LAND USE PATTERNS



## LEGEND

- Beaches or barren
- Urban or built-up
- Agriculture
- Wetlands and water
- Forest and open
- Trail Corridor Selection Area
- Side Trail Corridor Selection Area



## NOTE:

This is a generalized view of the distribution of Florida's land use patterns. Notice the amount of forest, agriculture and wetlands the Trail corridor selection area utilizes.



Map credit: Atlas of Florida, published by Florida State University

DECISION ANALYSIS METHODOLOGY

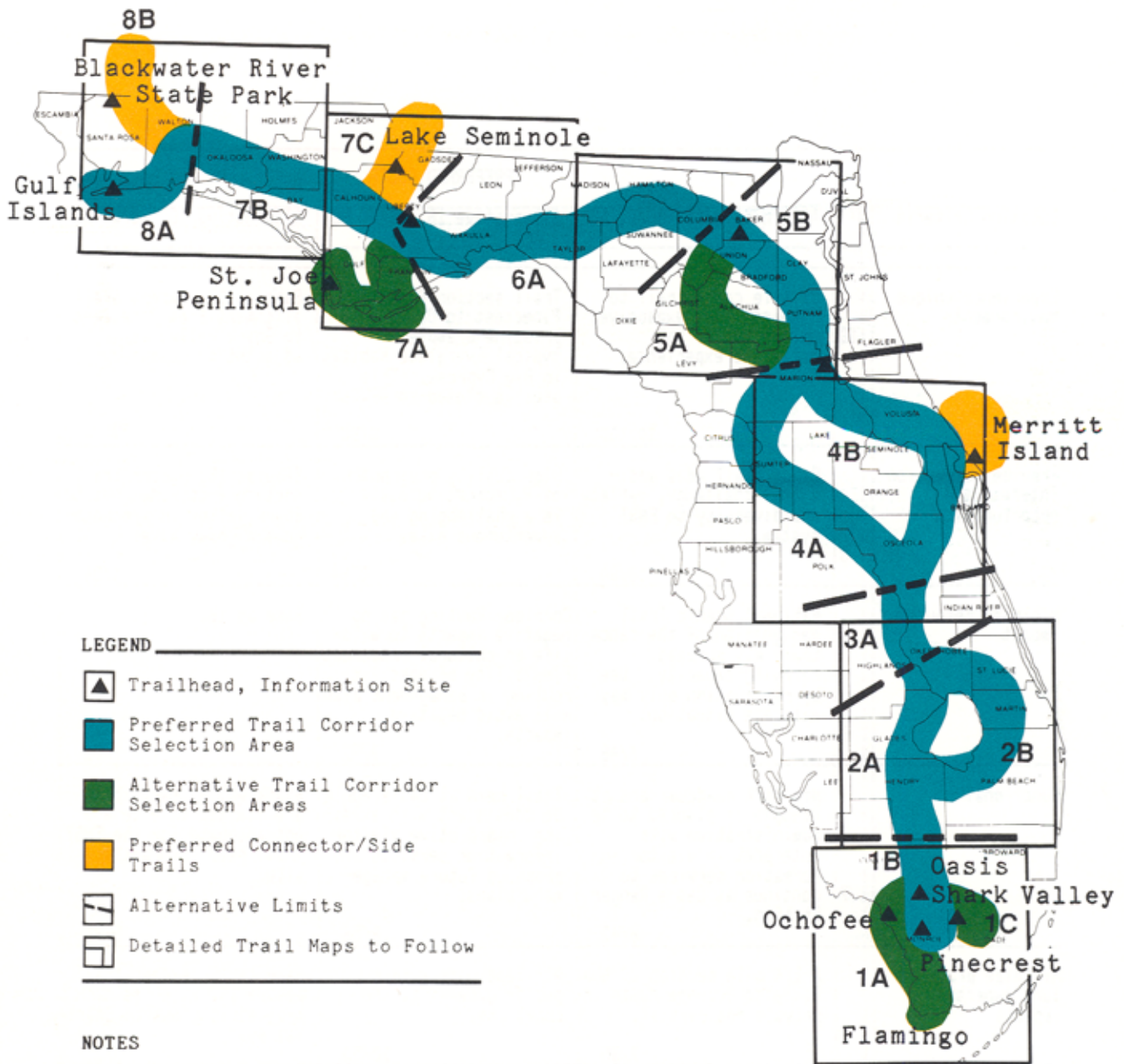
This is the Methodology used to evaluate each route alternative on the following pages.

LOCATION CRITERIA	WT.	PREFERRED ALTERNATIVE	
		ALTERNATIVE A	ALTERNATIVE B
~~~~~ ~~~~~	*10	~~~~~ ~~~~~ **9/90#	~~~~~ ~~~~~ **7/70#
~~~~~ ~~~~~	*7	~~~~~ ~~~~~ **5/35#	~~~~~ ~~~~~ **4/28#
		TOTAL 125###	TOTAL 98###







LEGEND

- \* WT - Weight rank each criteria as to its relevant importance (See Page 21). 1-10 number system is used with 10 as highest priority.
- \*\* SC - Score is determined by how each Alternative relates to the criteria and the other alternatives. 1-10 number system is used with 10 as the best solution.
- # WT SC - Weighted score is determined by multiplying the weight times the score. The higher the weighted score the better the Alternative.
- ## TL SC - Total score is determined by adding all the weighted scores for each Alternative. The highest score is the preferred Alternative.

# ALTERNATIVE TRAIL ROUTES



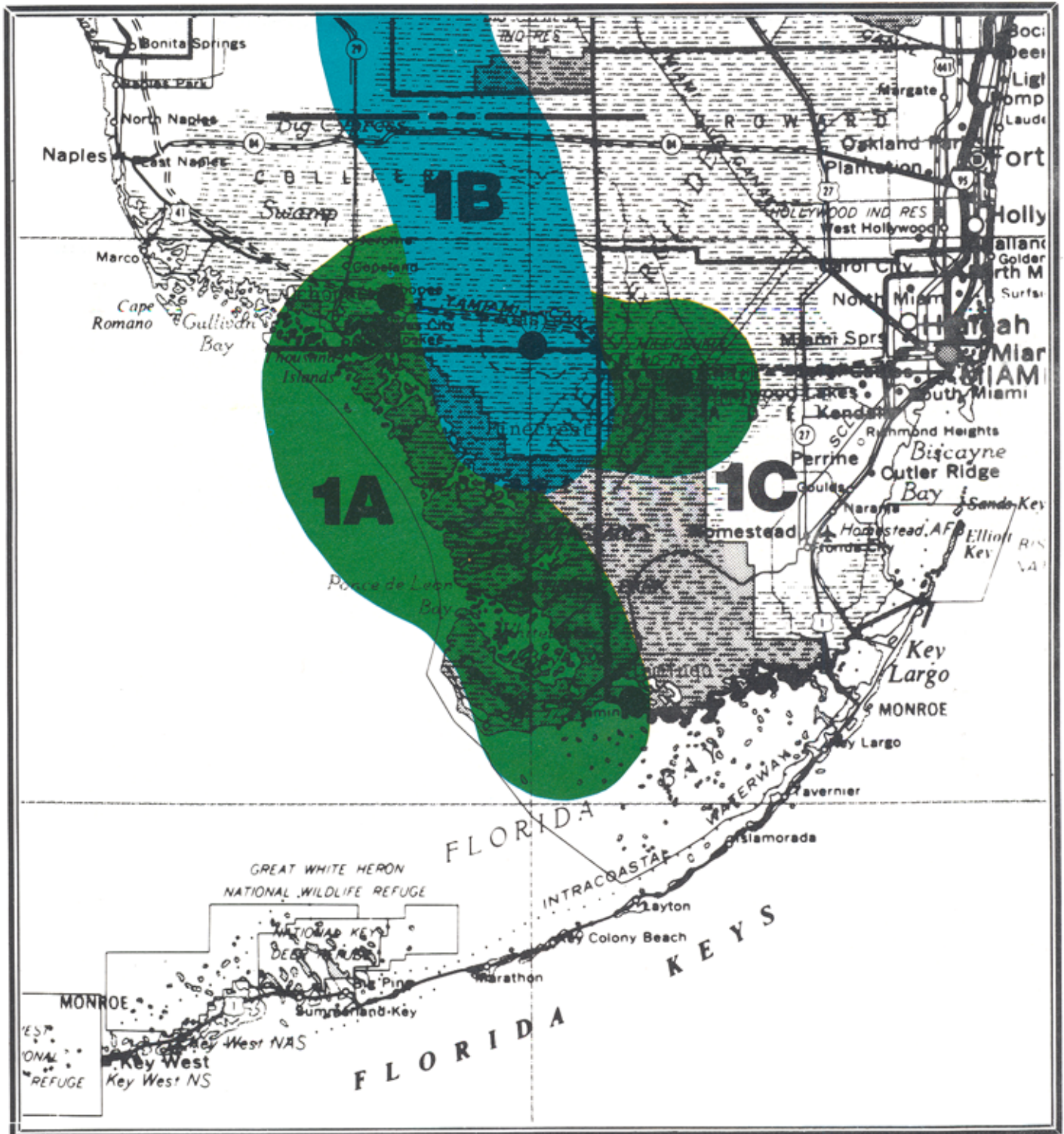
## LEGEND

-  Trailhead, Information Site
-  Preferred Trail Corridor Selection Area
-  Alternative Trail Corridor Selection Areas
-  Preferred Connector/Side Trails
-  Alternative Limits
-  Detailed Trail Maps to Follow

## NOTES

- \*Trail corridor selection areas are 20 miles in width.
- \*Each alternative has been generally field checked and is considered feasible.
- \*All alternatives depict the general locations and concepts as described in the National Scenic Trail Study.
- \*See the following maps and alternative descriptions for additional information.


				PREFERRED ROUTE			
Location Criteria	WT *	Alternative IA SC/WT SC **	Alternative IB SC/WT SC	Alternative IC SC/WT SC			
Experience unique environments	10	99 mile canoe trail to Flamingo adds expansive, unique marine and estuarine experience.	Trail section from Pinecrest to Oasis is a pristine example of typical Everglade habitat in Big Cypress. This area is closed to ORV's.	Same as IB, except trail alignment from Pinecrest to Shark Valley is adjacent to roadways.			
		10/100	8/80	7/70			
Provide recreation interest and opportunities	8	Canoe trail adds additional challenge, variety and diversity to FNST system.	High quality environment of Pinecrest to Oasis is a challenging and adventurous hike.	Same as IB, except trail section from Pinecrest to Shark Valley is a monotonous highway hike.			
		10/80	8/64	6/84			
Minimize resource impact	8	National Scenic Trail designation of the canoe trail may surpass carrying capacity. Use by reservation only may mitigate situation.	Corridor Routing has no negative impacts to wildlife or cultural resources. Flexibility of specific routing in management plan will avoid negative impacts.	Same as IB.			
		6/48	9/72	9/72			
Functional	7	New Park headquarters at Ochopee is planned to be administrative with interpretive visitor information services to continue at Oasis Ranger Station.	Trail head at Oasis would be consistent with existing interpretive visitor information services and proposed future management plans.	Shark Valley facilities are limited in size and not adequate for the FNST. Trail head information site.			
		6/42	8/56	5/35			
Minimize private land ownership impacts	5	A 1/4 mile section of the Oasis to Ochopee route is private residential.	All lands are within public ownership. No conflicts.	Same as IB, except trail passes 1/2 mile residential strip close to Shark Valley.			
		7/35	10/50	7/35			
Minimize cost	5	Additional length of trail will increase maintenance cost. Trail from Oasis to Ochopee must be constructed.	Maintenance cost less than Alternatives IA & IC. All trails are constructed.	Minimal maintenance cost. Trail from Pinecrest to Shark Valley must be constructed.			
		7/35	9/45	8/40			
		TOTALS	340	367	290		
CONCLUSIONS: Alternative IB least impacts the resource, Oasis is the most appropriate trail head, and the Pinecrest to Oasis trail is pristine Everglades habitat.							



**LEGEND**

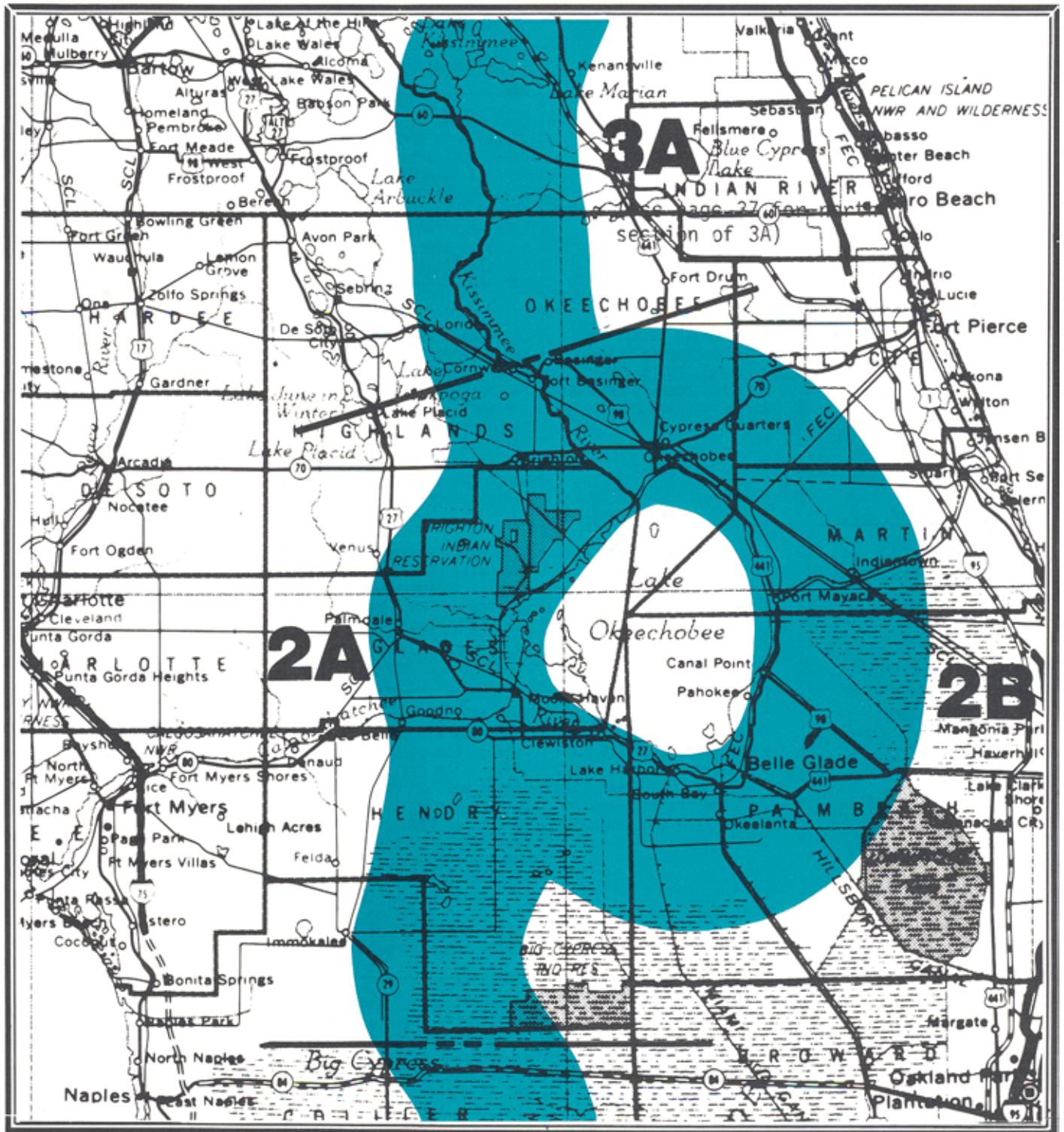
- Preferred Corridor Selection Area
- Alternative Corridor Selection Area
- Trailhead, Information Site
- Alternative Limit



  
 0 10 20  
 Approximate Scale and Corridor Location

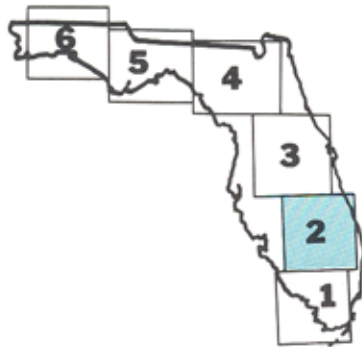
Map credit: Atlas of Florida, published by Florida State University

Location Criteria	WT	Preferred Route		Preferred Route	
		Alternative 2A	Alternative 2B	Alternative 3A	
Experience unique environments	10	Aquatic ecosystems, wet lands, perennial & intermittent streams create a diverse variable landscape. 7/70	The levees and canals are culturally significant. Large scale views of Lake Okeechobee may be seen throughout this portion of the Trail. 6/60	Alternatives 2A and 2B are different unique experiences. Both routes complement each other & merit National Scenic Trail Status. 9/90	Kissimmee River corridor is a variable landscape with wetlands and woodlands.
Provide recreation interest and opportunities	8	Riparian landscape variety and viewer position create an interest. 7/56	Vast levees, floodlands, and Lake Okeechobee interpret the cultural and land management practice in South Florida. 5/40	Combined interests of routes emphasize the regions heritage and aquatic interests. 8/64	High quality river valley is a challenging interesting and adventurous hike.
Minimize resource impact	8	Corridor route will not impact critical wildlife habitats or cultural resources. Management Plans will mitigate any specific problems. 10/80	Route will complement cultural and heritage values. This route has many interpretive opportunities. 10/80	Same As Alternative 2A and 2B. 10/80	Trail location is in low wetland areas but is not considered an adverse impact to the resource.
Functional	7	The route alignment is resource oriented. Variety of large and small scale viewing adds user interest. Landscape is compatible with Trail use. 9/63	Route is very accessible to East Coast populations. Existing levee surface may allow multiple-use opportunities such as horse and bike activities, if permitted by Land Management Authority. 8/56	Each route is unique & complementary. Natural & historic interpretive opportunities existing on this Trail. This loop route is compatible for shorter regional hikes. 10/70	Portions of the river corridor are owned and managed by South Florida Water Management District. This corridor is centrally located to all Alternatives. 3A is the only logical route to be considered.
Minimize private land ownership impacts.	7	More private land impacts than Alternative 2B. 5/35	The majority of lands are managed by the South Florida Water Management District. 7/49	More land is needed for dual trails. 3/21	Minimal private land ownership impact is anticipated.
Minimize cost	5	Less levee trail surfaces used. More construction cost. 5/25	Existing trail around levee is a hardened surface. 8/40	Same as 2A and 2B. Twice as many signs to buy and land to administer. 4/20	Sections of the Trail will be located on levees which will help minimize cost and impacts.
TOTALS		329	325	345	
CONCLUSIONS: Both Routes 2A and 2B offer diversity and unique experiences which justifies a dual trail in this area.					
CONCLUSION: The river valley quality of the central trail alignment make this route the only practical alternative.					



**LEGEND**

- Preferred Corridor Selection Area
- Alternative Limit



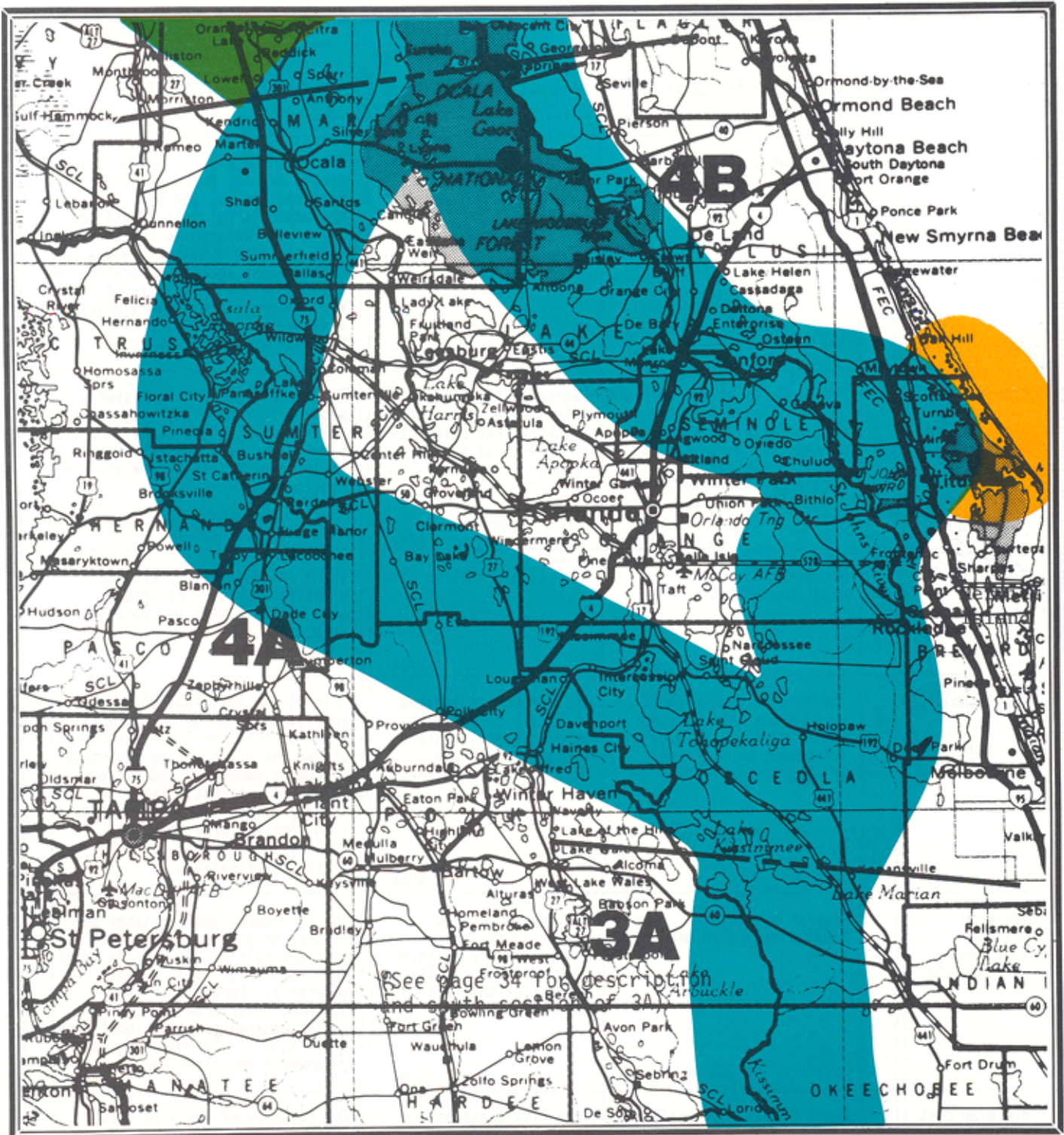
0 10 20  
Approximate Scale and Corridor Location

Map credit: Atlas of Florida, published by Florida State University



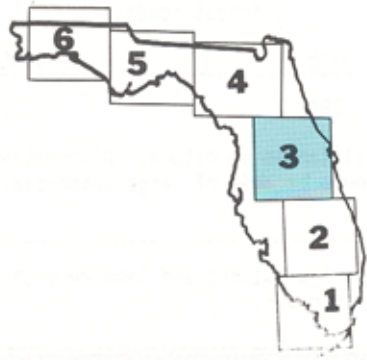
Location Criteria	WT	PREFERRED ROUTE		
		Alternative 4A	Alternative 4B	Alternative 4A & 4B
Experience unique environments	10	Corridor 4A goes through the "heart land" of Florida. Slightly rolling landscape, cattle, horses and citrus are characteristic of this route.	Corridor 4B is a combination of wetlands and Atlantic Ocean ecotypes. The Merritt Island National Wildlife Refuge, Canaveral National Seashore, Cape Canaveral (NASA) and the existing Florida Trail are all located within this corridor.	This dual Trail takes advantage of all the various environments and facilities described in Alternatives 4A and 4B.
		7/70	9/90	10/100
Provide recreation interests and opportunities	8	The Green Swamp, the Withlacoochee State Forest, ranch, and citrus country interpret the interior of central Florida.	Challenge, variety and interest with river, ocean, beach, lake and lagoons make this one of the most interesting sections of the entire National Scenic Trail. This is the only opportunity to route the trail by the Atlantic Ocean.	A dual route would maximize recreation interest and opportunities. Deletion of either route would eliminate recreation & interpretive opportunities. 10/80
		6/48	8/64	10/80
Minimize resource impact	8	The corridor route will not impact critical wildlife habitat or cultural resources. Management plans will mitigate any specific problems.	NASA Land Management Operation will restrict use at Merritt Island when necessary. Physical impacts will be minimal.	Same as Alternative 4A & 4B. Total of both routes may slightly increase resource impacts.
		9/72	8/64	7/56
Functional	7	This corridor route is easily accessible from the Tampa/St. Pete population area. Volunteer help in the construction of the Trail is available from the Tampa/St. Pete area.	When NASA periodically restricts use of Merritt Island, the existing Florida Trail which bypasses Merritt Island will become the primary route, thus allowing NASA total flexibility in management. Overnight camping may not be available at Merritt Island. A quality access to the Island is also in question. The unique qualities of Merritt Island are unsurpassed.	Dual routes provides flexibility for management of Merritt Island and also best takes advantage of Florida's unique quantities. Dual trails are complementing and a compatible alignment for regional circulation.
		7/49	9/63	10/70
Minimize private land ownership impacts	7	There are many private land parcels in the Southern portion of this corridor.	Some portions of the existing Florida Trail may be short term due to private development pressures. Trail alignment to Merritt Island would probably go through Titusville.	Same as Alternatives 4A and 4B. Dual routes gives the Trail flexibility to avoid and mitigate some private land impacts.
		5/35	7/49	6/42
Minimize cost	5	More trail construction than Alternative 4B.	If utilizing the existing Florida Route, a majority of the construction is complete. If the route goes to Merritt Island about 75 miles of trail would have to be built.	Same as Alternative 4A and 4B. The total of both routes makes this Alternative the most expensive.
		5/25	6/30	4/20
TOTALS		299	360	368

CONCLUSIONS: Both routes 4A and 4B have a great deal of recreation interest and opportunity. The unique quantities of Merritt Island justify the National Scenic Trail status. The existing Florida Trail can be used as an alternate primary route when NASA closes Merritt Island. A dual trail in this area is a must for specific trail interest, flexibility and function.



**LEGEND**

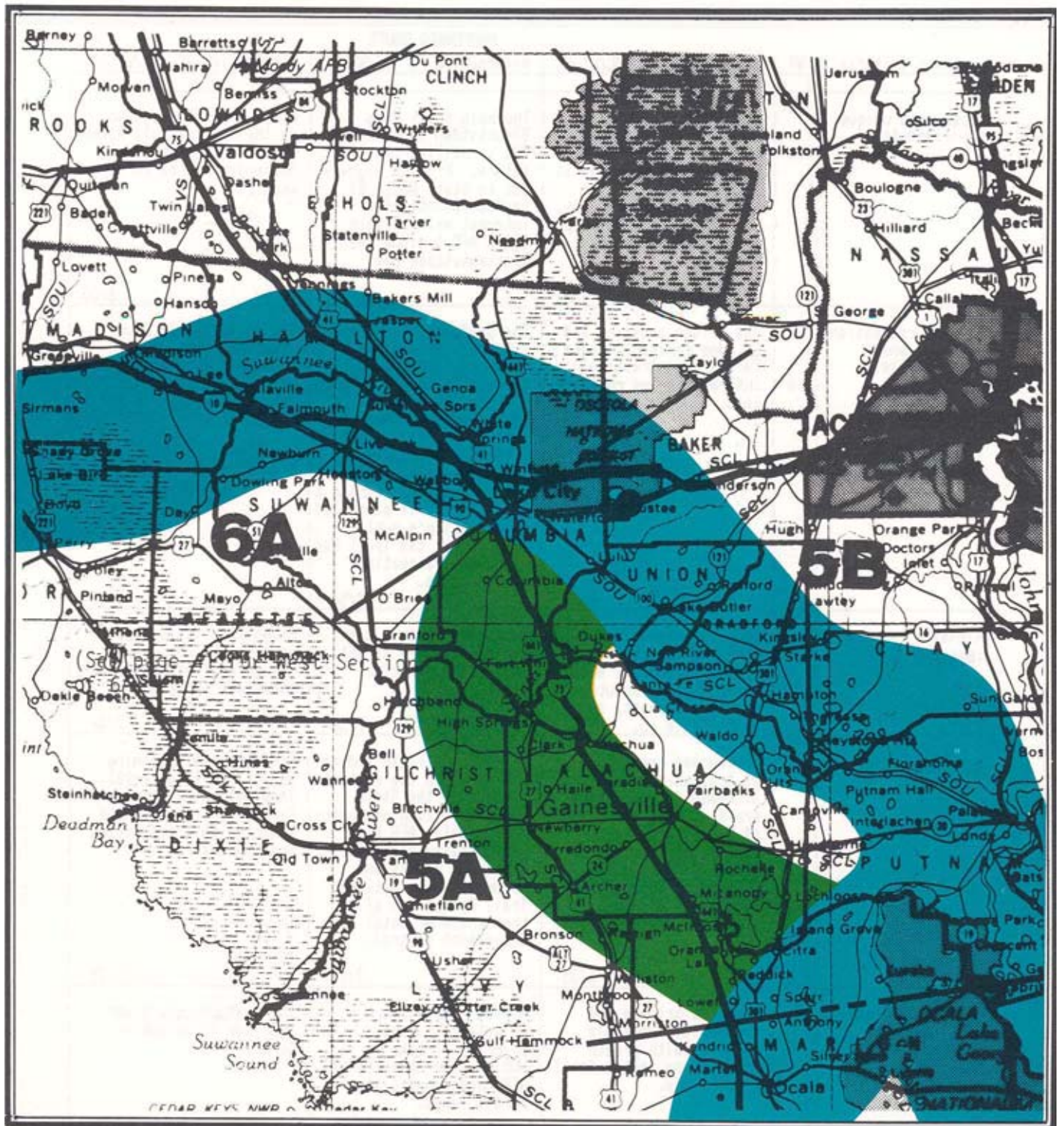
- Preferred Corridor Selection Area
- Alternative Corridor Selection Area
- Side Trail Corridor Selection Area
- Trailhead, Information Site
- Alternative Limit



Approximate Scale and Corridor Location

Map credit: Atlas of Florida, published by Florida State University

Location Criteria	IWT	PREFERRED ROUTE		PREFERRED ROUTE		
		Alternative 5A	SC/WT SC	Alternative 5B	SC/WT SC	Alternative 6A
Experience unique environments	10	Route takes advantage of several small State Parks.	7/70	Typical northern Florida forest landscape.	6/60	The Suwannee River, The Aucilla River, The St. Marks National Wildlife Refuge, and the Apalachicola National Forest are all areas featured in the selection corridor area. Wetlands, floodplains, aquatic ecosystems, & salt marsh areas are some of the most interesting unique & diverse areas within the entire Florida National Scenic Trail.
Provide recreation interest and opportunities	8	The majority of the corridor is utilitarian with the exception of a few small acreage State facilities. There is minimal diversity, challenge, and interest, within this corridor.	8/64	Basically the same as Alternative 5A, except slightly less diversity on commercial forest roads.	6/48	The variety of natural features along this route, such as, coastal salt marshes at St. Marks, Aucilla River sinks, and Bradwell Bay wilderness, to list a few are fascinating.
Minimize resource impact	8	No threat to critical wildlife habitat.	8/64	Same as Alternative 4A.	8/64	There is no threat to critical wildlife habitat. Management plan will mitigate any potential impacts.
Functional	8	The various public ownerships along this corridor route are small acreages surrounded by numerous private tracts.	4/32	Trail route is located primarily on privately owned commercial timber lands. Trails are utilitarian in nature.	8/64	This is the only feasible high quality corridor selection area which directs the Trail East/West across the State taking advantage of public ownership and various points of interest. Trail already exists within this selection corridor area which may qualify for National Scenic Trail certification.
Minimize private land ownership impacts	7	Several of the park facilities are in urban areas.	5/35	Trails are located primarily on timber roads, and are occasionally relocated at the request of the land owner.	8/56	The corridor alignment takes advantage of public lands. Well over one half of the Florida Trail in this section is in public ownership. Portions of the Suwannee River area are now in public ownership. Additional land acquisition is planned along the Suwannee & Aucilla Rivers.
Minimize cost	5	About 80 miles of trail must be constructed.	3/15	Very little expense in construction or maintenance of trails on forest roads.	9/45	The majority of Trail in this alternative is completed and may qualify for National Scenic Trail certification upon application.
		TOTALS	280			337
CONCLUSIONS:		Both routes are basically utilitarian in nature. Alternative 5B is a much more feasible route because of large commercial forest ownership.				
CONCLUSIONS:		Given the geographic features, limitations and land ownership Alternative 6A is the only practical and logical location for the corridor.				



**LEGEND**

- Preferred Corridor Selection Area
- Alternative Corridor Selection Area
- Trailhead, Information Site
- Alternative Limit

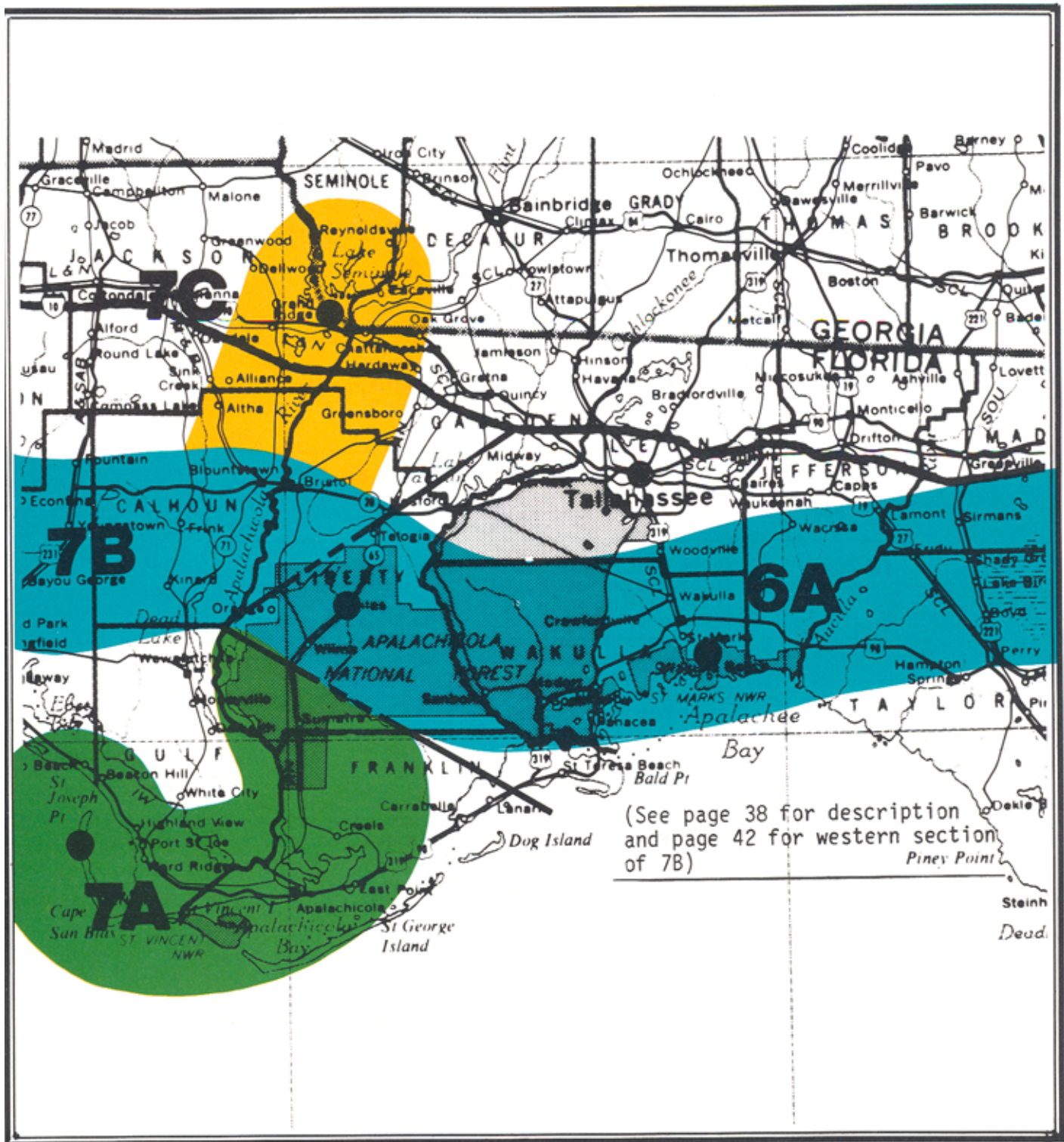


Map credit: Atlas of Florida, published by Florida State University

PREFERRED ROUTE

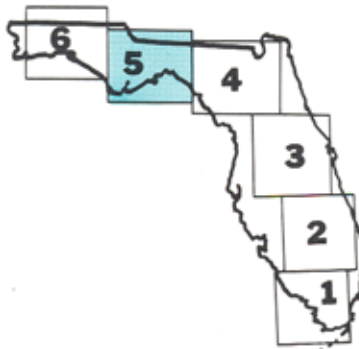
Location Criteria	IWT	Alternative 7A SC/WT SC	Alternative 7B SC/WT SC	Alternative 7C SC/WT SC
Experience unique environments	10	The trail corridor is utilitarian in nature to the Gulf coast at East Point. Gorrie Bridge is being replaced & will accommodate pedestrians. Private beach ownership prevents ocean access. Beautiful St. Joe Peninsula State Park gives beach access. 4/40	The main trail from Blountstown to US Route 331 is utilitarian in nature. From US Highway 331 to State Route 87 various points of interest exist within Eglin AFB & along the Choctawhatchee Bay. 5/50	Route from Blountstown up the Apalachicola River Valley ending at Lake Seminole, may be very scenic. 6/60
Provide recreation interest and opportunities	8	The bridge crossing and St. Joe Peninsula State Park are contrasting, interesting and challenging. 8/64	The preferred route from the Apalachicola River to Okaloosa County goes through Eglin AFB. Eglin AFB has authorized specified areas open for public outdoor recreation activities including hiking, camping, nature study, boating, fishing & picnicking. If permitted to use Eglin's public facilities, the Trail has excellent recreation opportunities. 7/56	The Apalachicola River riparian zones, bluff views and vegetative cover give the characteristic landscape diversity and interest. 8/56
Minimize resource impact	8	Beach and roadside alignment may impact this route. The Trail must avoid Harpers Beauty, an endangered plant, at State Route 65. 7/56	No impact on main trail corridor. Very slight impact to connector trail. 7/56	Slight to little impact. Specific planning and design will eliminate potential impacts. 7/56
Functional	7	A proposed new bridge at Apalachicola will accommodate pedestrian traffic. The first half of Cape San Blas is developing, the last 6 miles is State Park. Geographic ending of trail does not meet planning objectives. 5/35	This direct route ending the trail in the western section of the State meets the planning objective. Eglin AFB may periodically close the Trail for safety and security. The National Trail System Act allows the landowner total management control. 9/63	Does not meet planning objectives (page 1-10). Termination of trail farther to the west and adjacent to a population area is desired. 5/35
Minimize private land ownership impacts	7	Numerous private and commercial ownership combined with growth projections impact Trail feasibility. 5/25	Minimal impact to private land owners. The majority of land is in public ownership (Eglin AFB) and commercial forest lands. 8/40	The Apalachicola River corridor is on public lands. 8/40
Minimize cost	5	May be costly through urban areas and at bridge crossing. 5/25	Potential use of existing public support facilities (such as Eglin's campgrounds, and trails) may minimize cost. The Apalachicola Bridge pedestrian crossing may be expensive. 6/30	Bridge crossing could be expensive. 8/40
		TOTALS 220	295	287

CONCLUSIONS: 7A and 7C are poor terminus points for the Florida National Scenic Trail. Alternative 7B's trail alignment terminating at the Northwest Section of Florida best meets planning objectives. Corridor alignment may vary 5 to 10 miles to the north or south as additional field data is collected.



**LEGEND**

- Preferred Corridor Selection Area
- Side Trail Corridor Selection Area
- Alternative Corridor Selection Area
- Trailhead, Information Site
- Alternative Limit



MILES

0 10 20

Approximate Scale and Corridor Location.

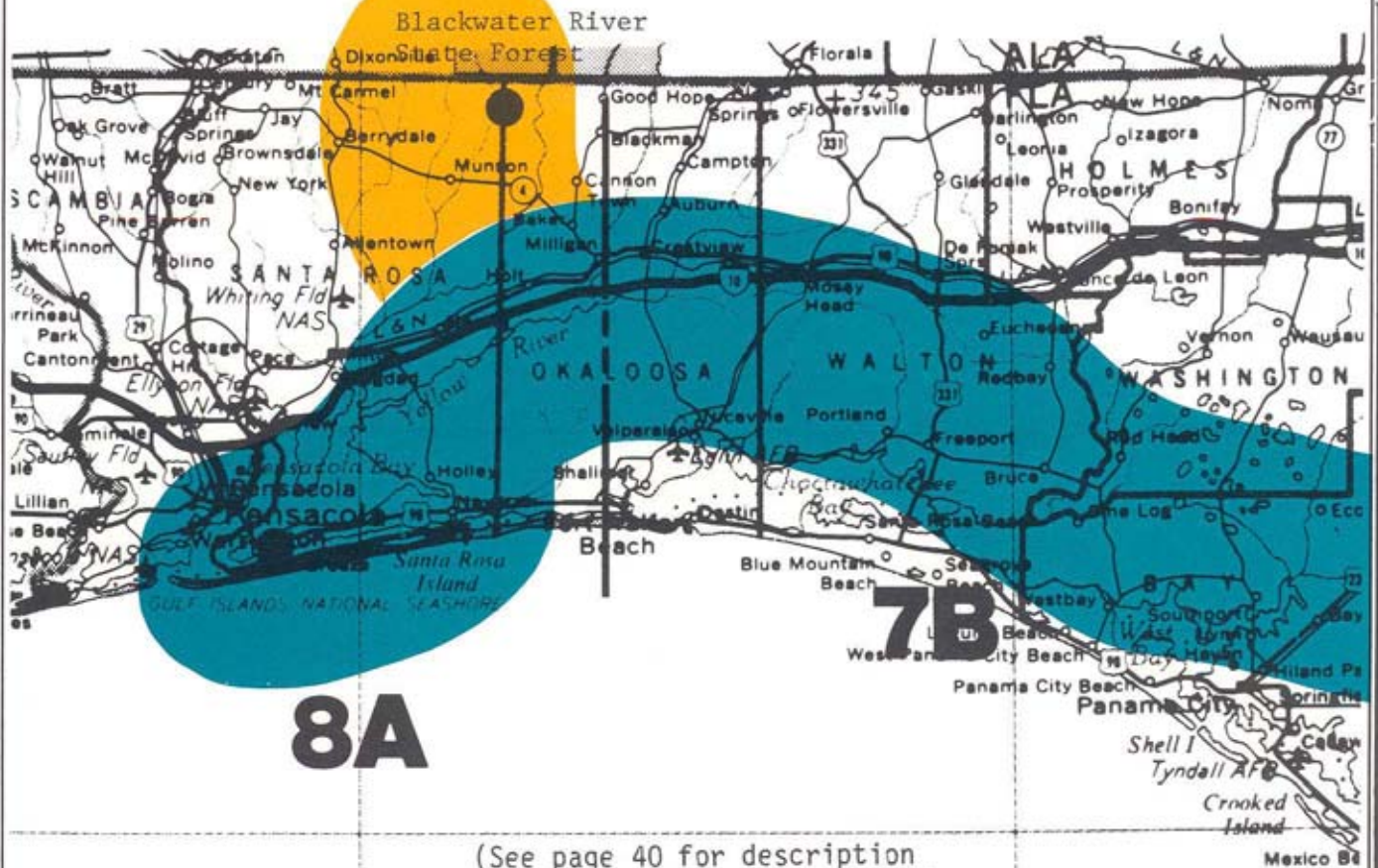
Map credit: Atlas of Florida, published by Florida State University

PREFERRED ROUTE





Location Criteria	IWT	Alternative 8A SC/WT SC	Alternative 8B SC/WT SC
Experience unique environments	10	Unique beach and water quality, and cultural resources (pre-historic and historic) highly qualify this corridor route for consideration.	This would be mostly a forest utilitarian trail ending at the Alabama line.
		10/100	7/70
Provide recreation interest and opportunities	8	The Trail has flexibility challenge, variety, diversity and interest.	This trail would be forested, monotonous and remote at the terminus.
		9/72	6/84
Minimize resource impact	8	No major resource impact. Specific routing will mitigate concerns.	Same as 8A.
		8/64	8/64
Functional	7	Trail terminus would have new interpretive facility, public exposure, a unique natural resource, consistent management philosophy, and the trail would begin and end in the National Park Service lands.	Terminus at Blackwater River State Forest meets the Alabama State Border. The beginning of terminus point is not close to any major population area.
		10/70	7/49
Minimize private land ownership impacts.	7	Trail alignment may mitigate most potential private land ownership impacts. Cooperation with the Department of Defense is important for implementation.	Main trail would have little impact because of commercial forest and public lands.
		4/28	6/42
Minimize cost	5	Moderate cost.	Slightly less than Alternative 8A
		5/25	7/35
TOTALS		359	308

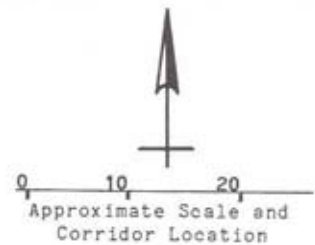
CONCLUSIONS: 8A's unique features such as beach and water quality, cultural resource interpretation opportunities, and visitor information services provide an excellent beginning or terminus for the Florida National Scenic Trail.

# 8B



(See page 40 for description and page 41 for eastern section of 7B)

-  Preferred Corridor Selection Area
-  Side Trail Corridor Selection Area
-  Trailhead, Information Site
-  Alternative Limit



Map credit: Atlas of Florida, published by Florida State University





Florida Division of Tourism

### **III.**

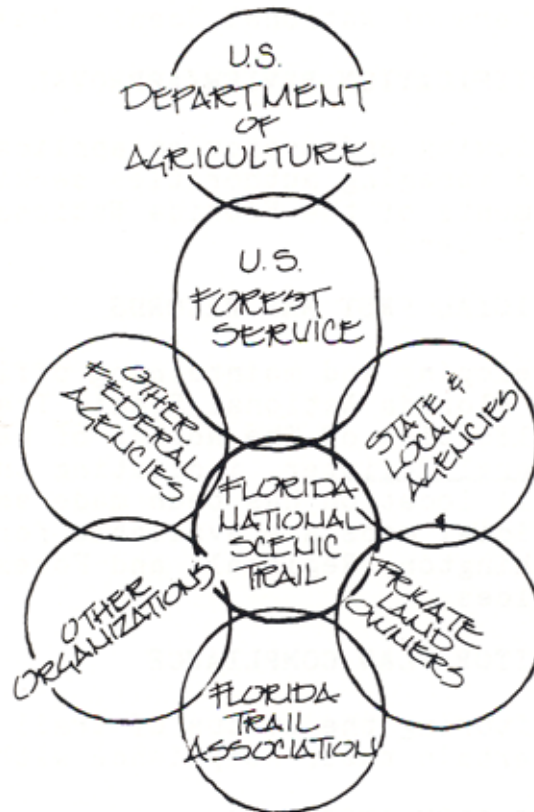
## **Management and Administrative Responsibilities of the Florida National Scenic Trail**

### III. MANAGEMENT AND ADMINISTRATIVE RESPONSIBILITIES OF THE FLORIDA NATIONAL SCENIC TRAIL

#### A) OVERALL ADMINISTRATIVE RESPONSIBILITIES OF THE USDA-FOREST SERVICE

The National Trails System Act assigns responsibility for overall administration of the FNST to the Secretary of Agriculture. This has been further delegated to the Chief of the USDA, Forest Service and the Forest Supervisor of the National Forests in Florida.

Administering a National Scenic Trail will require orchestrating the efforts of all levels of government and various private management authorities.



The USDA, Forest Service will have a continuing oversight and assistance role to encourage trail development and insure consistency with the plan. The various tasks of the Forest Service involve carrying out the following administrative responsibilities:

##### \* COORDINATION OF PLANS

Coordinating the federal and non-federal managing authorities in the preparation and approval of management plans.

\* **AGREEMENTS**

Developing and entering into agreements with private organizations, federal, state, and local agencies as necessary for developing and managing the Florida National Scenic Trail.

\* **CONSULTATION WITH FNSTAC**

Seeking the advice of the Florida National Scenic Trail Advisory Council concerning matters relating to the designation, marking, and administration of the trail.

\* **CERTIFICATION ADVICE**

Advise public and private management authorities in matters of National Scenic Trail certification.

\* **CERTIFICATION REVIEW/APPROVAL**

Reviewing and approving applications from various land managing authorities seeking to designate segments of the Florida National Scenic Trail on their land.

\* **OFFICIAL FNST MAP RECORDS**

Developing and maintaining official map records of the Florida National Scenic Trail. Arranging for publication of The Notice of Decision in the Federal Register, indicating that a decision on the Trail location has been made and copies of the official maps are available for inspection at the Washington, Regional, and Forest Supervisor's offices.

\* **MONITOR PLAN COMPLIANCE**

Monitoring the status of trail segments to ascertain their compliance with the plan.

\* **FNST REGULATIONS**

Coordinating the development and issuance of any regulations having general application to the Trail.

\* **NATIONAL ENVIRONMENT PROTECTION ACT REVIEW**

Participate in the NEPA process, reviewing and commenting on proposed actions which may affect the Trail such as pipelines, highways, utility rights-of-way. The Forest will conform to all NEPA guidelines and advise other public management authorities of NEPA requirements as appropriate.

**\* CULTURAL RESOURCES ASSISTANCE**

The impact of trail development on historic and archeological resources will be treated in accordance with the procedures of the Advisory Council on Historic Preservation (36 CFR 800). A cultural resource investigation will be required of all areas affected by trail development and maintenance. An inventory will locate and identify all cultural resources. Potentially significant sites will receive archeological subsurface testing and/or archival research prior to any Trail construction.

Sites eligible for the National Register of Historic Places will be preserved through avoidance, site interpretation, or be mitigated through data-recovery or salvage. All cultural resources activity for the National Scenic Trail use on public and private lands will be conducted in consultation with the USDA, Forest Service and Florida State Historic Preservation Office. Data from the above analysis will be included in the design narrative portion of the management plan.

**\* MARKING COORDINATION**

Arranging for and coordinating the marking of the trail, including providing markers to federal, non-federal, and private managing authorities.

**\* TECHNICAL TRAIL ASSISTANCE**

Providing technical assistance to cooperating managing authorities in all aspects of trail planning, acquisition, development, operation, and maintenance.



Florida Division of Tourism

\* **PUBLICATION ASSISTANCE**

Promoting and providing technical assistance for the publication of maps, reports, guidebooks, brochures, and interpretive materials relating to the Trail.

\* **LAND ACQUISITION COORDINATION**

State, local governments and private agencies are encouraged to obtain cooperative agreements or land for the protection and permanency of the Florida National Scenic Trail.

- Implementation hierarchy as stated in Sec. 7. (a) (1) (e) of the National Trail Act (see Appendix B) include:

- State and local government enters into written cooperative agreements with landowners
- State and local government acquire such lands or interest from landowners
- USDA, Forest Service enters into written cooperative agreement with landowners
- USDA, Forest Service acquire such lands or interests from willing landowners

\* **PARTICIPATION IN THE FLORIDA NATIONAL SCENIC TRAIL ADVISORY COUNCIL -**

- **LEGAL AUTHORITY**

In accordance with Section 5(d) of the National Trail System Act (16 U.S.C. 1244(d)), an Advisory Council is appointed by the Secretary of the Agriculture to include persons representing:

- The State of Florida
- Federal agencies involved in the Trail
- Private organizations
- Others interested in the Trail and Florida's resources

- **ROLE**

The role of the Council is to advise the Secretary of Agriculture on matters relating to the Trail, including selection of the route,

- **DURATION/MEETINGS**

The Council will operate for 10 years, from May 29, 1984, when it was originally

established. Individual members serve 2-year terms. The charter for the Council requires that at least "One annual meeting of the entire Council will be called by the Chairperson . . . "



*A barred owl in a northern Florida hardwood forest, commonly viewed by hikers at dusk.*

## **B) RESPONSIBILITIES OF LAND MANAGING AUTHORITIES**

Each governmental and private management authority will be responsible for management and administration of the FNST on its respective lands. Various responsibilities may include:

### **\* FUNDING**

Each managing authority is responsible for obtaining funding for its activities related to the Trail. Funding may be obtained through government appropriations, government or foundation grants, donations, organization dues, fund raising campaigns and events, or other sources.

### **\* MARKING THE TRAIL**

The National Trails System Act requires the Secretary of Agriculture to establish a uniform trail marker with a distinctive symbol for the Florida National Scenic Trail (16 U.S.C. 1246 (c)). The USDA, Forest Service will provide the markers to managing authorities and shall require such managing authorities to erect and maintain them.

## \* USER PROTECTION AND LAW ENFORCEMENT

The managing authority responsible for a given trail segment should provide or arrange for regular patrol of the Trail. As a minimum, the appropriate local law enforcement agencies should be informed about the trail and its national status.

## \* FEES AND PERMITS

Fees and/or permits may be established for use of segments of the Trail or related support facilities by the managing authority,

- if consistent with the National Scenic Trail Act
- if necessary to comply with existing policy and regulation of the managing authority
- if controlling or monitoring the level of use is needed
- if additional revenue is needed to offset costs of maintaining the trail and facilities.

## \* CULTURAL RESOURCES IDENTIFICATION

A cultural resource investigation will be required within all areas affected by the proposed Trail at the management/design narrative plan stage. An inventory will suggest where the trail may be located to minimize cultural resource impacts. All cultural resource activity on the National Scenic Trail will be conducted in accordance with the procedures of the Advisory Council on Historic Preservation (36 CFR 800), the Florida State Historical Preservation Office and the USDA, Forest Service.

## \* LAND ACQUISITION PROTECTION ENCOURAGED

State and local management authorities are encouraged to purchase lands or accept land donations for the Florida National Scenic Trail.

## \* INTERPRETATION

Since a primary purpose of a National Scenic Trail is to provide for the enjoyment of the scenic, historic, natural, and cultural qualities of the areas through which the Trail passes, managing authorities should plan and provide for the interpretation of such features.

## \* TRAIL INFORMATION AND PUBLICITY

A full range of guidebooks, brochures, maps, and other materials concerning the trail should be prepared, published, and made available by mail and at conveniently located points along the trail. Publication of such materials should be a cooperative effort by participating public and

private trail managing authorities coordinated by the USDA, Forest Service

The USDA, Forest Service will prepare, print, and distribute a general brochure about the trail. The FTA will prepare various detailed trail maps, guidebooks, and publications and distribute them if capital is available for the initial printing. Individual managing authorities are encouraged to provide detailed maps, brochures, and guides to their trails and should cooperate with the USDA, Forest Service and the FTA in preparing such informative materials. Trail publications can be offered as sale items in order to generate revenue for developing and maintaining the Trail. All trail publications should include educational information emphasizing respect for private and public property, safe and careful use of the trail and interpretation of natural and cultural features.

#### \* TRAIL REGULATIONS

Section 7(i) of the National Trails Act gives legal authority to the Secretaries of Agriculture and Interior to issue regulations to protect and manage segments of the trail. State authorities may issue their own regulations. A private owner may issue Trail regulations or request regulations from the Secretary of Agriculture.

### C) FLORIDA TRAIL ASSOCIATION RESPONSIBILITIES

The FTA's responsibilities, shared with the USDA, Forest Service and various management authorities include:

- \* Administering and representing the volunteer program, the purpose of which is to encourage involvement by individuals and user groups in development and maintenance of the Trail.
- \* Planning, designing, constructing, and maintaining the Trail and supporting facilities.
- \* Negotiating public trail right-of-way across federal, state and private lands.
- \* Providing up-to-date information and facilities for trail users.
- \* Working toward management continuity among agencies and private landowners.
- \* Monitoring the condition of the Trail and support facilities.
- \* Gathering data.
- \* Providing education and safety programs such as the safe and careful use of the outdoors.



- \* Accepting donations for land acquisition and trail maintenance.

#### D) OTHER USER GROUP RESPONSIBILITIES

Other user groups under the guidance of the USDA, Forest Service, various management authorities, and the FTA may be responsible or share responsibility for:

- \* Planning, designing, constructing, and maintaining the Trail and supporting facilities within the corridor selection area.
- \* Providing up-to-date information and facilities for trail users.
- \* Monitoring the condition of the Trail and support facilities.
- \* Gathering data for trail development, operation and maintenance.
- \* Providing education and safety programs.
- \* Accept donations for land acquisition easements and trail maintenance.



Florida Division of Tourism

## E) AGENCY COORDINATION CHARTS

The USDA, Forest Service and the various managing authorities responsible for individual segments should cooperate and communicate closely in order to achieve a consistently high standard of operation, maintenance and a reasonable degree of uniformity in trail development. The agency coordination charts generally identify typical roles of various agencies, and groups.

# AGENCY COORDINATION CHART

Each management authority is responsible for obtaining its own law enforcement, user fees, trail regulations and interpretive signing, in development of the Trail.

Agency or Group	Planning	Administration	Land Acquisition	Management
USDA-FS	<p>Develop and prepare the FNST Comprehensive Plan.</p> <p>Develop management plans for each National Forest. These management plans will be prototypes for plans generated by other management authorities.</p> <p>Assist in development of other management plans with various agencies.</p> <p>Prepare cooperative and memorandums of agreements with public and private management authorities.</p> <p>Provide typical details and specifications for Trail development.</p>	<p>Develop the FNST certification process, then coordinate and implement it.</p> <p>Approve section management plans.</p> <p>Report to the Department of Agriculture and the U.S. Congress on Trail matters.</p> <p>Give technical assistance when needed.</p> <p>Staff the FNST Advisory Council.</p> <p>Develop and maintain official maps and records.</p> <p>Publish a Notice of Decision in the Federal Register.</p> <p>Administer and furnish basic Trail signing.</p> <p>Coordinate public relations.</p>	<p>Acquire land and/or Trail easements from willing sellers.</p> <p>Accept land and money contributions for the FNST.</p> <p>Encourage state appropriations to acquire Trail lands.</p> <p>Coordinate and recommend comprehensive land acquisition programs.</p> <p>Advise non-profit land holding organizations on FNST acquisition strategies.</p>	<p>Develop and manage all portions of the FNST on National Forest lands.</p> <p>Confere with FTA.</p> <p>Manage multiple use as it relates to cultural resources, wildlife, visual management (NEPA).</p> <p>Coordinate all National Scenic Trail lands.</p> <p>Promote visitor information services and interpretive programming.</p> <p>Monitor Trail conditions and use patterns.</p>

# AGENCY COORDINATION CHART

Agency or Group	Planning	Administration	Land Acquisition	Management
USDA-FS continued	<p>Coordinate with land management authorities and FTA in planning and development of the FNST.</p> <p>Insure planning process meets all NEPA requirements.</p> <p>Provide large scale planning Guidelines for development of the entire trail, such as visual management system, recreational opportunity spectrum, and limits of acceptable change system.</p>	<p>Coordinate NEPA review with Trail development including SH&amp;PO and Cultural Resources.</p> <p>Apply for Certification on own lands and assist in state, local and private lands.</p> <p>Obtain trail funding. Coordinate law enforcement for the Trail.</p> <p>Promote Trail continuity among management authorities.</p> <p>Monitor plan compliance.</p>		
Other Federal Agencies (NPS, DOD, FWS, etc.)	<p>Assist in review of Comprehensive Plan (FNSTAC).</p> <p>Prepare FNST management plan for the Trail on agency land.</p> <p>Coordinate with USDA-FS and FTA in planning.</p>	<p>Serve on the Florida National Scenic Trail Advisory Council.</p> <p>Apply for certification on own lands.</p> <p>Obtain own Trail funding.</p>	<p>Acquire land and/or trail easements from willing sellers.</p> <p>Accept land and money donations for the FNST.</p> <p>Encourage appropriations to acquire trail lands and easements.</p>	<p>Develop and manage Trail on own lands. Refer to FTA for possible assistance.</p> <p>Be responsive to other resources related to the Trail, such as cultural resources, wildlife, visuals (NEPA).</p> <p>Monitor Trail site conditions.</p>
DNR	<p>Prepare management plans for FNST on the agency lands.</p>	<p>Serve on the Florida National Scenic Trail Advisory Council.</p>	<p>Acquire land and/or Trail easements from willing sellers.</p>	<p>Manage Trail on own lands.</p>

# AGENCY COORDINATION CHART

Agency or Group	Planning	Administration	Land Aquisition	Management
DNR continued	<p>Assist in review of Comprehensive Plan (FNSTAC).</p> <p>Coordinate with USDA-FS and FTA in planning.</p>	<p>Apply for certification on own land, and for private landowners.</p> <p>Obtain own Trail funding.</p> <p>Obtain written Cooperative Agreements with landowners to provide right-of-way.</p>	<p>Accept land and money donations for the FNST.</p> <p>Encourage State appropriations, such as CARL, LATF, L&amp;WCF &amp; SOC programs to acquire Trail lands.</p> <p>Coordinate land funding programs with Forest Service.</p>	<p>Be responsive to other resources related to the Trail, such as cultural, wildlife, visuals (NEPA).</p> <p>Monitor Trail site conditions.</p>
Game & Fresh Water Commision	<p>Prepare Management Plans for FNST on agency managed land.</p> <p>Assist in review of Comprehensive Plan (FNSTAC).</p> <p>Coordinate with USDA-FS and FTA in planning.</p>	<p>Serve on Florida National Scenic Trail Advisory Council.</p> <p>Apply for Certification on managed and private lands.</p> <p>Obtain own trail funding.</p>	<p>Acquire land lease or Trail easements from willing owners.</p> <p>Accept land and money for the FNST.</p> <p>Encourage state appropriations to acquire Trail lands which are also consistent with land management objectives.</p>	<p>Manage Trail on own or leased land.</p> <p>Be responsive to other resources as related to the Trail, such as cultural resources, wildlife, visuals, (NEPA).</p> <p>Monitor Trail site conditions.</p>
Water Management Districts	<p>Prepare Management Plans for FNST on agency managed lands.</p> <p>Assist in review of the Comprehensive Plan (FNSTAC).</p> <p>Coordinate with USDA-FS &amp; FTA in planning and implementation of the FNST.</p>	<p>Serve on the Florida National Scenic Trail Advisory Council.</p> <p>Apply for certification on managed lands, or for private landowners.</p> <p>Obtain own Trail funding.</p>	<p>Utilize acquired lands, leases &amp; easement for FNST use when consistent with Management Plans.</p> <p>Accept land &amp; money donations for the FNST.</p> <p>Encourage State Appropriations programs such as Save Our Rivers to acquire Trail lands.</p>	<p>Manage Trail on own lands.</p> <p>Be responsive to other resources related to the Trail, such as cultural, wildlife, water, visuals, (NEPA).</p> <p>Monitor Trail site conditions.</p>

# AGENCY COORDINATION CHART

Agency or Group	Planning	Administration	Land Acquisition	Management
<p>Florida Division of Forestry</p>	<p>Prepare Management Plans for FNST on agency managed lands.</p> <p>Assist in review of the Comprehensive Plan (FNSTAC).</p> <p>Coordinate with USDA-FS and FTA in planning implementation of FNST.</p>	<p>Serve on the Florida National Scenic Trail Advisory Council.</p> <p>Apply for certification on managed lands and for private landowners.</p> <p>Obtain own Trail funding.</p>	<p>Acquire land and/or Trail easements from willing sellers.</p> <p>Accept land and money donations for the FNST.</p> <p>Encourage state appropriations to acquire Trail lands if appropriate.</p>	<p>Manage Trail on own lands.</p> <p>Be responsive to other resources as related to the Trail such as cultural, wildlife, visual (NEPA).</p> <p>Monitor Trail site conditions.</p>
<p>Division of Archives, History, and Records Management</p>	<p>Assist in technical support and review on various planning documents relating to FNST implementation such as The Comprehensive Plans, Management Plan, certification, and the NEPA process.</p> <p>Review data, recommend protective measures and interpretive opportunities.</p> <p>Inventory and assessment of all non-Federal sections of specific Trail lands.</p>	<p>Give advice and recommendations on all actions relating to the development of the FNST.</p>	<p>Review land acquisition proposals of various agencies or groups for historic impacts.</p> <p>Accept land and money donations which may be consistent with both the FNST and historic objectives.</p> <p>Encourage state appropriations of interpretive historic opportunities which may relate to the FNST.</p>	<p>No Trail management responsibilities. This is not a land management agency.</p> <p>Monitor Trail construction where appropriate.</p> <p>Monitor Trail site conditions where appropriate.</p>

Agency or Group	Planning	Administration	Land Acquisition	Management
Florida Trail Association	<p>Provide technical data and review in development of the Comprehensive Plan.</p> <p>Assist in preparation of Management Plans for various sections of the Florida Trail and other sections of the proposed Trail which meet National Scenic Trail criteria.</p> <p>Provide typical details and specifications in development of Trail Standards.</p> <p>Coordinate with USDA-FS and Management Authorities in planning and development of FNST.</p> <p>Plan specific Trail routes within the corridor selection area.</p>	<p>Provide up-to-date information for Trail users.</p> <p>Promote Trail continuity among Management Authorities.</p> <p>Assist in application for certification among existing and proposed Trail sections.</p> <p>Serve on the Florida National Scenic Trail Advisory Council.</p> <p>Monitor on-site plan compliance and the condition of all Trail and supportive facilities.</p> <p>Promote the development of the Florida National Scenic Trail.</p>	<p>Acquire land lease or easements from private and public ownership.</p> <p>Accept land and money for the FNST.</p> <p>Encourage appropriations from private and public sectors.</p> <p>Promote land help in trust programs in which FNST will be the future benefactor.</p>	<p>Managed leased areas of Trail.</p> <p>Manage day-to-day maintenance and operations of Trail sections as specified by Cooperative Agreement.</p> <p>Coordinate volunteer programs.</p> <p>Present educational user programs.</p>
Private Landowners and Organizations	<p>Assist in development of a Management Plan with FTA or USDA-FS.</p> <p>Consult with USDA, Forest Service and Florida Trail Association in planning.</p>	<p>Obtain own Trail funding, (Coordinate with FTA &amp; USDA-FS for assistance).</p> <p>Apply for certification with help from various agencies.</p>	<p>Sell, lease or provide Trail easements on lands for FNST or connector Trails.</p>	<p>Manage Trail on own land.</p> <p>Monitor Trail site conditions.</p>

Agency or Group	Planning	Administration	Land Acquisition	Management
Non-profit organizations, such as Nature Conservancy, and Trust for Public Lands.	Coordinate future land needs with USFS and other participating land management agencies.	Develop land transfer agreements to management authority benefactors	Purchase lease and/or provide Trail easements from willing sellers.  Hold lands in trust for Trail benefactors.	Manage lands in interim prior to transfer.
Florida National Scenic Trail Advisory Council	Advise US Forest Service in development of the Florida National Scenic Trail.	Recommend maintenance operations and administrative procedure for the FNST.	Advise in matters of land acquisition.	

#### F) PRIVATE INVOLVEMENT INCENTIVES

With the federal land acquisition program reduced and the large amount of private land base needed to complete the Trail, private landowner participation is critical.

The following benefits may have application:

- \* The National Trails System Act Amendments of 1983 (97 Stat. 42) added subsection 7(k) to the Act authorizing tax deductions as an incentive to private landowners to donate easements, rights-of-way, or other real property interests to become a part of the National Trails System.
- \* Florida laws also provide for special classifications of private lands used for public recreation. This classification usually provides reduced taxes to the landowners.
- \* Leasing land to the State of Florida thus reducing the liability of the landowner.

Florida Statute 375 limits the liability of landowners for injuries suffered by recreational users while on their property.

- Fear of liability in such instances is a major obstacle to obtaining permission to route public trails across private lands. Florida Statute 375.251 only applies when the landowner has not

assessed an entrance fee and there is no commercial enterprise on the land.

- Offer Life Estate Agreements, where the Government buys the property and allows the sellers to live there rent and tax free for the rest of their life.

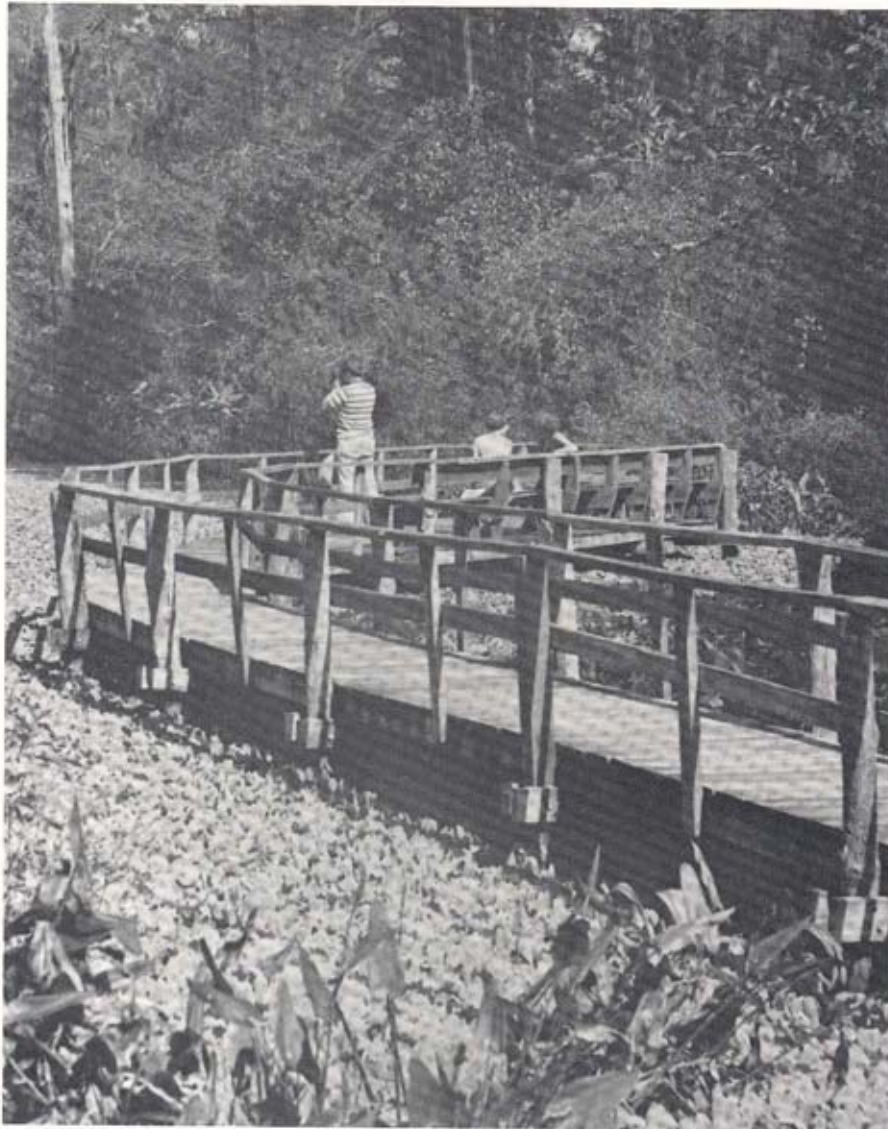
- \* Commercial opportunities may be enhanced because, the National Scenic Trail will be a prestigious drawing card when associated with a recreation-oriented business, such as a private campground.
- \* National Scenic Trail recognition/ceremonies could have a very positive public relations impact for private companies and public land management authorities.

## G) VOLUNTEER PROGRAM

- \* **CONGRESSIONAL RECOGNITION**

- Congress recognized the important role of the volunteer in the management of the National Trail System. The 1983 amendment to the Trail Act provides for volunteer organizations, such as the Florida Trail Association, to be encouraged by the administering agency to plan, develop, maintain, and manage trails in partnership with the federal agency. In turn, the federal agencies may assist the volunteers, which may include making available federal facilities, equipment, material, and technical assistance as deemed legal.
- Congressional direction for the role of the volunteer organization will guide management toward meeting the objectives of the Florida National Scenic Trail.





Florida Division of Tourism

## **IV.**

### **Trail Development and Maintenance**

## IV. TRAIL DEVELOPMENT AND MAINTENANCE

### A) ROUTE LOCATION FOR THE TRAIL

Selecting and certifying specific trail sections for the Florida National Scenic Trail is an important responsibility of the USDA, Forest Service. Selection of specific routes will be accomplished working closely with public and private entities engaged in development of the Trail.

#### \* EXISTING SEGMENTS

Existing segments of the Florida Trail, within the general 20-mile-wide selection corridor, may be considered for National Scenic or connector/side trail status if they comply with the appropriate FNST objectives (see page 12). A management plan will evaluate the Trail's location, and proposed operation and maintenance. See Certification of Existing Segments (page 77) or Typical Management Plans (Appendix E).

#### \* PROPOSED SEGMENTS

New segments of the Trail shall be located within the general 20-mile-wide selection corridor area. A new segment of trail must complement established segments, minimize adverse effects upon adjacent landowners, emphasize the unique natural qualities of the area and be functional. A Management Plan/Design Narrative will be completed and approved before beginning construction of a new segment of the National Scenic Trail. See Management Plan (Appendix E) and Objective of The FNST (page 12).

#### \* SUPPORT FACILITIES

Existing public recreation sites that provide needed support facilities (water, overnight camping, etc.) should be an important consideration in identifying a specific route for the Trail. Public and private funds for obtaining land and developing new recreation sites are extremely limited.

#### \* HIGHWAY RIGHT-OF-WAY USE

Generally, the Florida National Scenic Trail may not be located on roads or on the shoulder of roads open to motorized use by the general public. The Trail may be located within a public road right-of-way if sufficient width is available for safety. Whenever roads and highways or their rights-of-way are to be used for the Florida National Scenic Trail or crossed, the appropriate highway officials should be consulted.



#### \* CONNECTOR/SIDE TRAILS

Connector/side trails can be established throughout the FNST system for various functions such as:

- To link certified National Scenic Trail Segments
- To access trail segments and points of interest
- To loop or parallel trails

Connector/side trails may be certified as a National Recreation Trail, if they meet the proper criteria (See Appendix M).

The Regional Forester (USDA, Forest Service) has been given the responsibility to designate connector/side trails and National Recreation Trails.

### B) RESOURCE PROTECTION

Although the Trail occupies a narrow strip of land, the responsible managing authority has an obligation to manage the resources associated with the Trail.

Methods that can be used to protect resources along the Trail route include:

#### \* ACQUISITION

Public and private land management agencies are encouraged to buy land for the Trail.

\* **EASEMENTS**

Easements are a permanent form of protection in which specified rights to the property are acquired. An easement for the purpose of constructing, operating and maintaining the Trail for the use of the public is a typical application. The resource owner-manager would thus be agreeing not to interfere with, or to restrict, the rights of the public to cross his land over the described trail easement or right-of-way.

A written sample trail easement is found in Appendix F. The USDA, Forest Service will provide additional information and technical assistance on the use of easement acquisition techniques.

\* **COOPERATIVE AGREEMENTS**

In a cooperative agreement, the managing authority negotiates an agreement with the resource owner for the purpose of protecting that resource. The party seeking protection of the resource agrees to provide certain forms of assistance to the owner to insure the resource's protection. This could be technical, development, management, or perhaps financial assistance. The resource, however, would remain under the control of the owner.

\* **ASSISTANCE**

In this form of protection, assistance would be technical and/or financial coming from the private sector or through government grants. Usually the owner wants to retain control of the property and is doing a reasonable job in protecting the resource. The managing entity could work with the owner in seeking assistance to insure that efforts to protect the resource continue.

\* **REGISTRATION**

Registration is the listing of qualified historic sites and structures on the National Register of Historic Places or designation as registered National Historic Landmarks. Registration is a limited form of protection. It leaves routine protection of the site or structure to the owner, but provides a degree of protection if a proposed federal project or action would alter the site or structure.

\* **MONITORING**

The managing authority would monitor trail lands to insure that they are not abused or threatened. If negative impacts occur, steps would be initiated to protect the resource.

\* **RESOURCE MANAGEMENT**

The land area which needs to be protected and/or managed for the Trail is a matter to be determined by each section management plan. An analytical decision making process reflecting the resource management objectives will determine the land buffer needed.

\* **RESOURCE MANAGEMENT GUIDELINES**

Land management agencies like the USDA, Forest Service have guidelines that are used for Trail development, managing visual quality, and inventorying recreational opportunities. These guidelines will be available to other managing authorities to be used in developing their own protection management strategies.

C) TRAIL USE

\* **TYPES OF USE PERMITTED**

- **Motorized Use Prohibited**

Section 7(c) of the National Trails System Act (16 U.S.C. 1246(c)), states: "The use of motorized vehicles by the general public along any national scenic trail shall be prohibited.."

- **Special Case, Motorized Use**

Section 7(c) of the Act provides for limited types of motorized use on National Scenic Trails. Use of motorized vehicles on or across the trail by the following parties for the specified purposes may be permitted unless prohibited by specific, local regulations:

- a. by responsible authorities responding to emergency situations such as forest fires or serious injury to a trail user,
- b. by employees, or representatives of the managing authority, to perform trail maintenance or other official resource management functions,
- c. by adjacent landowners, or land users, to enable them reasonable access to their lands or timber rights,
- d. by private landowners, who permit the trail to cross their lands from time to time for any legitimate purpose,

- e. by users of established off-road motorized vehicle trails which cross the Florida National Scenic Trail, but only for the purpose of crossing the Florida National Scenic Trail.

- **Adjacent Land Use Considerations**

The managing authority responsible for a segment of the Trail should consider the uses permitted on adjacent segments.



- **Use Determination**

On the Florida National Scenic Trail hiking shall be allowed throughout, other uses are optional with the land manager. Uses other than hiking should be permitted if the activity will not cause degradation of the treadway and surrounding environment, and the activity can be safely accommodated.

- **Hunting**

Most public and private lands through which the Florida National Scenic Trail will pass are legally open to hunting during the designated season. The passage of the Florida National Scenic Trail through these lands should not in any way close hunting nor should the Trail be closed to use during hunting seasons, unless otherwise specified by the land management authority. Safety for hikers during hunting seasons can best be pursued through education of hikers to wear bright clothing and of hunters to avoid shooting near or across the trail. Managing authorities responsible for public lands and Florida National Scenic Trail segments should post notices at trail entrances notifying hikers of any applicable regulations or special warnings.

## \* USE PROFILE

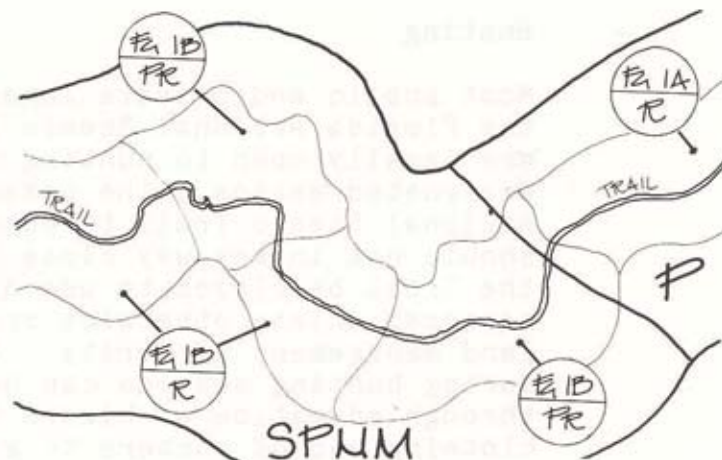
It is estimated there are 20,000 to 40,000 visitors on existing segments of the Florida Trail each year. The Florida Trail is available for year-round public use. In south Florida, most use occurs between November and April because of climate and insect factors. In the rest of Florida, environmental conditions favor a longer outdoor recreation season. Summer and night time use has been increasing. But by far the most enjoyable season is during the winter months. The Trail will ultimately provide long-distance hiking opportunity in the sub-tropical South. Most visitors are short-term hikers and relatively few "end-to-enders" hike the entire length of the Trail.

## \* CARRYING CAPACITY

Carrying capacity is a useful tool in determining management of the Trail. Carrying capacity is: "The amount, kind, and distribution of use that can occur without leading to unacceptable impacts on either the physical/biological resource or the user experience." (Wildlife Planning Glossary, Schwarz, Thor, Elsner, Forest and Range Experiment Station PSW-13/1976.)

The point at which the Trail reaches its capacity to carry people without diminishing their experience or causing deterioration to the resource depends on several factors:

1. Expectations of the user
2. Topography
3. Stability of the tread surface
4. Vegetative cover



The Visual Management System (V.M.S.), Recreation Opportunity Spectrum (R.O.S.) and Limits of Acceptable Change (L.A.C.) will be used as guidelines for design, development and monitoring the trail.

## D) TRAIL DESIGN OVERVIEW

### TRAIL PLANNING AND DESIGN POLICY

When designing and developing segments of the trail and related facilities, emphasis should be placed on harmony with the surrounding environment. Protecting scenic values and securing quality recreation experiences are two other important objectives in trail design.

The Forest Service has programs for scenic and recreation resource management that are used for trail planning on National Forest land. The programs are The Visual Management System and the Recreation Opportunity Spectrum. From these programs, specific prescriptive guidelines will be written for the Florida National Scenic Trail. It is intended that these guidelines be available to all other land managing authorities, and they will either be adopted completely, or serve as a model to other agencies or individuals to develop their own.

The overriding objective is to achieve consistency in protection and development of scenic qualities and recreation resources.

Section 7(c) of the National Trail System Act (16 U.S.C. 1246(c)) states: "National scenic ... trails may contain campsites, shelters, and related public-use facilities. Other uses along the trail which will not substantially interfere with the nature and purposes of the trail, may be permitted by the Secretary charged with the administration of the trail. Reasonable efforts shall be made to provide sufficient access opportunities to such trails and, to the extent practicable, efforts shall be made to avoid activities incompatible with the purposes for which such trails were established."

All participating managing authorities should utilize established and accepted design and construction standards when developing specific management plans for the trail. See Appendix J (on file at the Forest Supervisor's Office) for recommended trail construction standards and details developed by USDA, Forest Service, USDI, National Park Service and FTA. Land managing authorities are also encouraged to use Forest Service technical services in planning and design as needed.

Various elements dealing with Trail planning and design may include:

#### ■ Side Trails

Section 6 of the National Trails System Act (16 U.S.C. 1245) provides for side trails as a separate type of trail within the National Trails System.



A side trail, therefore, may be an established and marked route which provides additional points of public access to the Florida National Scenic Trail or access from the Florida National Scenic Trail to nearby points of interest. Side trails may be located on roads or the shoulders of roads and may qualify as National Recreation Trails. A number of significant scenic, historic, natural, cultural, and recreational resources are adjacent to proposed Florida National Scenic Trail selection corridors. Side trails may access these areas in the form of loop or spur trails.



Florida Division of Tourism

#### \* Trail Facilities

Facilities associated with the trail include the treadway, signs, campsites, water sources, toilets, boardwalks, and parking.

Generally speaking, facilities should continue to be simple, reflecting the primitive nature of the Trail. In parks and forests, the managing agencies would be expected to continue responsibility for existing facilities.

Adequate, safe trailhead parking is an important consideration. Roadside parking can be hazardous for both road and trail users. Off-road parking

should be planned and accommodated whenever possible at all popular points of departure.

#### \* **Trail Maintenance and Protection**

The Trail requires three kinds of maintenance:

1. Regular, long-term maintenance
2. Major erosion and overuse repairs
3. Emergency, short-term maintenance.

Each land management agency and private landowner is responsible for the proper maintenance of the trail. In order to carry out the responsibility, these agencies and owners should enter into formal agreements with FTA, and other responsible trail groups if appropriate.

The condition of the trail treadways, bridges, and related support facilities should be monitored and inspected on a regular basis by the FTA and the appropriate managing authority. Needed maintenance and minor repairs should be performed immediately before serious deterioration or injury occurs.

Routine maintenance, such as emptying trash receptacles, toilet cleaning, and litter pickup, should be performed by the responsible managing authority. Public agencies and private organizations responsible for segments of the trail should take the opportunity to utilize volunteer assistance to perform maintenance tasks. The FTA, if appropriate, will manage the Trail maintenance program.

Public and private land management authorities should establish written agreements with the FTA defining maintenance and management responsibilities.

#### \* **TRAIL MARKING**

##### - **Marker Design**

The Secretary of Agriculture is directed by Section 7(c) of the National Trails System Act (16 U.S.C. 1246 (c)) to establish a uniform marker for the FNST "... including thereon an appropriate and distinctive symbol ...." It also specifies requirements for the erection and maintenance of markers on Federal and non-Federal lands.

The design and color scheme for the official Florida Trail marker appear on the second page of this plan. The USDA, Forest Service will take appropriate action to protect the FNST logo/symbol design.

The USDA, Forest Service will also provide for the production of a sufficient quantity of the various sizes of the official FNST marker.

The USDA, Forest Service will provide the markers for certified segments on non-Federal lands. The responsible managing authority will be required to place and maintain them in accordance with the marking plan.

- **Blaze Guidelines**

The FNST will be marked with painted blazes. The primary Trail is marked with orange blazes. Blue blazes mark side and connector trails to camping, access points or places of interest. Double blazes indicate a change of direction, or that the Trail is departing an obvious path.

-- **Placement and Support**

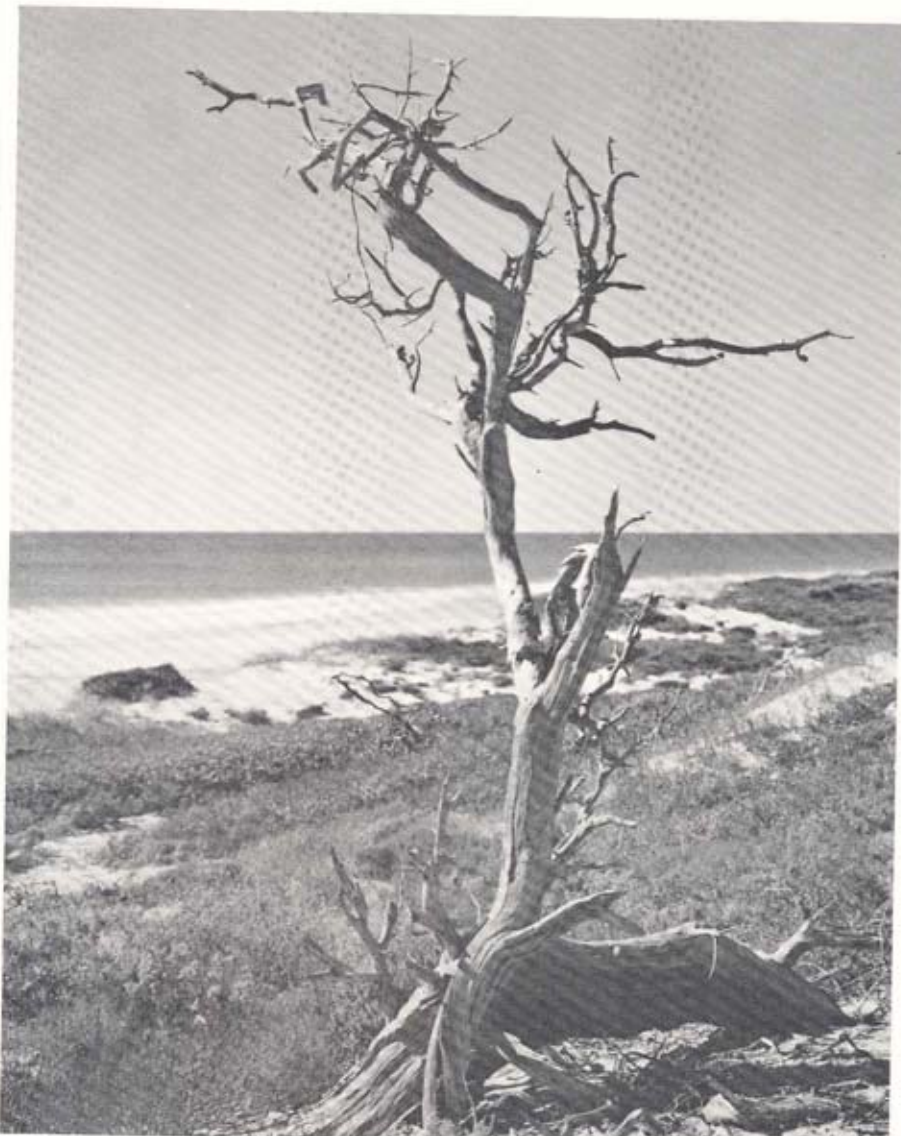
Signs and markers will be mounted on posts approximately 4 feet above tread level. Posts will be placed a sufficient distance off the edge of the trail to minimize risk of damage from or to traffic. Blazes will be painted on appropriate trees. See marking Plan for additional information (on file at Supervisors Office, National Forests in Florida.)

-- **Trailhead Information Signs and On-Trail Destination Signs**

These shall be signs which provide direction and distance information for guidance to named destinations. The official FNST marker will be incorporated into the signboard.

- **Interpretive Signing**

Interpretive signing is the responsibility of each specific managing authority. The USDA, Forest Service will review all signing to assure consistency.



Florida Division of Tourism

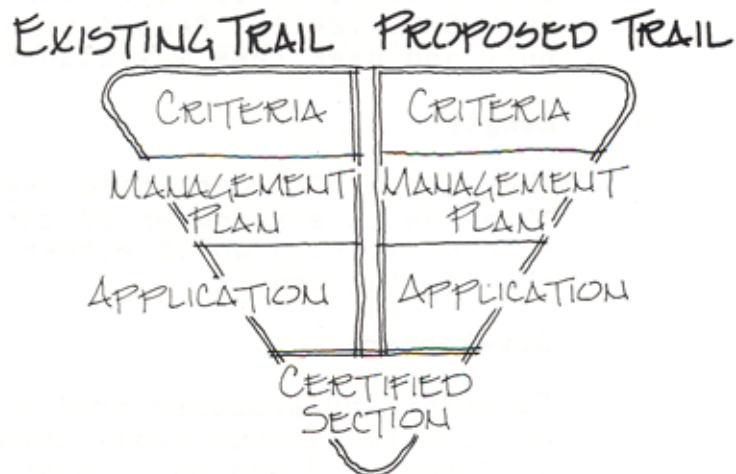
**V.**

**Certification of  
Florida National  
Scenic Trail  
Segments**

## V. CERTIFICATION OF FLORIDA NATIONAL SCENIC TRAIL SEGMENTS

### A) OVERVIEW OF THE CERTIFICATION PROCESS

Existing and proposed trails must be certified before becoming segments of the Florida National Scenic Trail.



#### \* STEPS REQUIRED FOR TRAIL CERTIFICATION

1. Meet National Scenic Trail criteria.
2. Submit a management plan/design narrative.
3. Prepare a standard application.

#### \* EXISTING TRAILS

Many existing segments of the Florida Trail may qualify for National Scenic Trail certification.

#### \* PROPOSED TRAILS

On new proposed trail segments the first two steps of trail certification must be met (National Scenic Trail criteria and Management Plan) before trail construction begins. The Environmental Assessment within the Management Plan must be consistent with laws and planning principles, such as cultural resources, threatened and endangered wildlife, and consistent with regional planning.

### B) SPECIFIC REQUIREMENTS FOR CERTIFICATION

#### \* ELIGIBILITY CRITERIA

##### - Location

Trail segment must be generally located within the Florida National Scenic Trail corridor. Philosophically, the trail location shall emphasize nationally significant scenic, natural and cultural features which viewed collectively will attract a national clientele.

- **Availability**

A trail or segment must be open and available for public use.

- **Use**

Public uses are limited to those permitted by the National Trails System Act (82 Stat. 919, 16 U.S.C. 1241). Restrictions such as day use only and user fees may also exist.

- **Length**

The length of a certified segment may vary, but 10 miles is a recommended minimum, unless a shorter section would either connect or extend an existing trail.

- **Development**

Existing and proposed trails and segments must conform to minimum trail standards as specified in Appendix J and on file at the Forest Supervisors Office.

- **Management**

Existing and proposed trails and segments must be managed in accordance with Florida National Scenic Trail guidelines. Cost of construction, maintenance and administration shall be the responsibility of the land management authority. The Florida Trail Association may assist in construction and maintenance of the trail. The USDA, Forest Service will provide the uniform marker for the trail.

\* **MANAGEMENT PLAN OUTLINE**

1. Introduction

- a. Purpose of Plan
- b. Scope of Plan
- c. Role of management authority
- d. Location and vicinity maps

2. Affected Environment

- a. Description of resources
- b. Issues, concerns and opportunities
- c. Site analysis

3. Evaluation Criteria

- a. Criteria definition

4. Alternatives
  - a. Effect of implementation
  - b. Evaluation of alternatives
  - c. Preferred alternative
5. Action Plan
  - a. Tasks such as:
    - Coordination
    - Scheduling
    - Monitoring
6. Appendix
  - a. Management agreements
  - b. Guidelines
  - c. Other pertinent information and plans

Note: This Management Plan outline meets all requirements for an Environmental Assessment and Narrative Design. See various management plans filed at the Forest Supervisor's Office, National Forests in Florida, for additional information.

**\* APPLICATION FOR TRAIL SEGMENT CLASSIFICATION**

I. Name and Description of Managing Authority Responsible for the Segment (applicant)

II. Location and Description of Segment

Enclose both general location and detailed (such as 15- or 7.5-minute topo) maps showing the segment, campsites and other support facilities, and points of interest. Describe the length of the trail, its general environment including land use and any potential conflicts, the width of land secured for and/or managed for the trail and the type of jurisdiction (ownership, lease, agreement, etc.) the managing authority has over it, and any plans for development of support facilities along the segment. Optional: enclose photographs showing the trail.

III. Use of the Trail

Name and describe the types of uses permitted on the segment.

IV. Managing Policies and Practices

Describe the management plans and regulations which apply to public use of the Trail. Specify any fees or permits required for use of the Trail or support facilities. Describe how maintenance is performed and by whom. Describe what trail protection measures will be undertaken by the managing authority. Specify how the official FNST markers will be placed along the trail and what other markers or blazes will be used. Enclose copy of the management plan.

V. Affirmation

I hereby affirm that:

1. I am duly authorized to represent the managing authority named above;
2. The segment is in existence and available for public use regardless of race, color, or creed;
3. The segment is managed in accordance with the Comprehensive Plan of the FNST, and the segments management plan.
4. I, or another representative of the managing authority, will notify the USDA, Forest Service if there is a change in the location or status of the segment;
5. The official FNST markers to be supplied by the USDA, Forest Service will be posted along the trail and maintained;
6. The USDA, Forest Service will be informed concerning the status, as well as anticipated changes, of this segment on at least an annual basis; and
7. if the segment is a non-Federal segment, it will be managed without expense to the United States.

Signed \_\_\_\_\_ Date \_\_\_\_\_

Title \_\_\_\_\_

Certification

I hereby certify the trail described in this application qualifies and is accepted as a segment of the FNST and is officially mapped and recorded.

Signed \_\_\_\_\_ Date \_\_\_\_\_

Forest Supervisor  
National Forests in Florida



## C) SPECIFIC REQUIREMENTS FOR DECERTIFICATION

### \* STEPS REQUIRED FOR REPEAL OF TRAIL CERTIFICATION

Submission of application for repeal of National Scenic Trail certification include:

- Submit application
  - Name, location
  - Managing policies and practices
  - Problem statement
  - Existing situation
  - Alternative development
  - Preferred alternative with justification
- Administrative Review
  - USDA, Forest Service
  - Land management authority



Florida Division of Tourism

# VI.

## Implementation of the Plan

## VI. IMPLEMENTATION OF THE PLAN

Previous sections of the Comprehensive Plan have identified the preferred selection corridor routes and provided the framework of policies and procedures for developing and managing the FNST. This section outlines certain actions to be taken which will lead to implementation of the Plan.

The USDA, Forest Service, on behalf of the Secretary of Agriculture, is responsible for taking actions which relate to overall administration of the Trail and management of trail segments located in the National Forests. Other federal, state, local and private interests must assume responsibility for taking those actions which relate to development and management of the Trail on lands under their jurisdiction.

### A) ACTIONS TO BE TAKEN IN THE IMMEDIATE FUTURE

#### \* Forest Service Actions

Implementation of this plan requires that the following action be taken by the USDA, Forest Service in the immediate future:

- Publish the preferred selection corridor route of the FNST in the Federal Register as required by Section 7(a) of the National Trails System Act (16 U.S.C. 1246(a)).
- Appoint a qualified person within the USDA, Forest Service to function as administrator of the FNST. He or she will work closely with the various federal and state agencies, FTA and the Florida National Scenic Trail Advisory Council.
- Upon approval of the Comprehensive Plan, the trail certification process shall begin as specified in Section V.
- Execute programmatic memorandums of agreement between USDA, Forest Service, USDI, Fish and Wildlife Service, USDI, National Park Service, State of Florida and Advisory Council on Historic Preservation.
- Prepare for publication and distribution a pamphlet or brochure about the FNST showing the general route of the trail; the portions that currently exist; and associated scenic, historic, cultural, natural, and recreational features. The purpose of the pamphlet would be twofold:
  - meet the existing demand for information about the FNST,
  - generate involvement by public and private interests in developing and managing the trail.

- Execute memorandums of agreement between the USDA, Forest Service, and other cooperating land management authorities to refine responsibilities such as: planning, implementation, marking, and management of the non-Federal trail segments.
- Register the official FNST marker with the U.S. Patent and Trademark Office and arrange for production of a sufficient quantity to meet present and future needs.
- Develop Visual Management and Recreation Opportunity Spectrum guidelines for implementation and management of the Florida National Scenic Trail.
- Prepare a slide show, with assistance from the FTA and managing agencies, to promote interest and involvement in establishing and maintaining the FNST.
- Prepare a detailed cultural resource inventory for all lands on specific trail development areas owned by the USDA, Forest Service.

**\* OTHER MANAGEMENT AUTHORITIES ACTIONS**

- Upon certification, each managing authority should furnish detailed maps and other information about each segment to the Supervisor's Office of the USDA, Forest Service so that official records of the trail route can be established. Managing authorities should also request the official FNST markers as needed for each segment.
- Managing authorities responsible for other existing trails which could be incorporated into the official Florida National Scenic Trail route in the Federal Register should apply to the USDA, Forest Service for certification.
- The various managing authorities affected by the FNST should budget for sufficient funds to accommodate the Trail needs.

**B) ACTIONS TO BE TAKEN OVER LONG-TERM**

Implementation of this plan requires that the various public and private interests concerned take the following actions which relate to the development, administration, and management of the FNST over the long term:

**\* MANAGEMENT AUTHORITY ACTIONS**

- Detailed planning for the location and construction of new trail segments needed to

make the FNST a continuous, off-road trail should begin soon after signing agreements.

- The USDA, Forest Service should establish written agreements, with Government and private interests covering the planning, development, and management of trail segments. All public and private interests should establish agreements with one another, to formalize working relationships
- All cooperating public jurisdictions and private interests should program, budget, and/or appropriate the funds necessary to develop and manage certified segments of the Florida National Scenic Trail and carry out any responsibilities specified in written agreements.
- The Florida National Scenic Trail Advisory Council should meet at least annually during its 10-year period of operation to review the status of, and advise the USDA, Forest Service on, Trail implementation, administration, and maintenance.
- The USDA, Forest Service will administer a program of technical assistance covering all aspects of trail planning, development, and management, such as construction standards, methods of securing land for the trail, volunteer involvement, and interpretation.
- The USDA, Forest Service will work closely with and monitor the efforts of all managing authorities involved in developing and managing segments of the FNST.
- The USDA, Forest Service will maintain accurate map records of the official route of the FNST and publish, from time-to-time, notices of new segments or changes in existing segments in the Federal Register.
- The FTA will take the lead by continuing to publish guide books and sets of detailed maps for the trail. Managing agencies will actively promote and assist in the preparation of such materials and will function as sources of information for those developing maps and guides.

\* Each land management agency is responsible for preparing an interpretive plan, if appropriate, for the trail.



Florida Division of Tourism

# Appendix

## APPENDIX A

### DEFINITIONS

A few key terms need to be defined to help make the plan more understandable.

Administer, administration - The various activities performed by the USDA, Forest Service to coordinate and insure the development, management, and protection of the FNST. A listing of these responsibilities can be found in Section III.D.

Administering agency - Always refers to the USDA, Forest Service, acting on behalf of the Secretary of Agriculture, who by law is charged with administering the Florida National Scenic Trail (FNST).

Carrying Capacity - 1. The character of use that can be supported by an area over a specified time interval without causing excessive damage to the physical environment or the experience for the visitor. 2. The number of persons for which an area can provide recreation while maintaining the conditions that originally made it desirable for that purpose.

Comprehensive Plan - This is a broad umbrella-type plan setting forth objectives, identifying resources and issues. Direction and guidelines are also provided for local management. (See Section I.)

Development and management - These two words, used separately or together, refer to activities related to establishing a segment of the FNST on-the-ground and operating it for public use such as; securing land for the trail, construction, marking, maintaining, and policing.

Florida National Scenic Trail - Was designated and added to the National Scenic Trails System by the Act of March 28, 1983, (97 Stat. 42, 16 U.S.C. 1244 (a)). When completed, this trail with national significance will traverse approximately 1300 miles across Florida.

Florida National Scenic Trail Advisory Council - Is appointed by the Secretary of Agriculture to include persons representing various public and private land management authorities and others interested in Trail. The Council is to advise the Secretary of Agriculture on matters relating to the trail.

Florida Trail - Is a recreational hiking and backpacking trail arranged in several segments. The Florida Trail Association has developed and managed this facility. Much of the Florida Trail will be utilized for the Florida National Scenic Trail if all FNST objectives are met.

Florida Trail Association - Is a non-profit organization dedicated to developing and maintaining a hiking trail from Big Cypress Preserve to Blackwater River State Forest. The Florida Trail Association has developed about 935 miles of Florida Trail.

Managing Authority - A public agency, private organization, individual, or other entity which is directly responsible for the development and/or management of an existing or potential segment of the FNST.

Management Plan - Is a specific implementation, management and maintenance plan addressing local and regional issues and concerns dealing with the National Scenic Trail. The Management Plan is an important decision-making process in certification of National Scenic Trail segments. (See Appendix E and Section I.)

Memorandum of Agreement or Understanding - A signed, written document which describes and formalizes the working relationship between two or more parties involved in administering, developing, managing, or otherwise supporting the FNST. See Appendix H for an example of a memorandum of agreement.

Recreation Opportunity Spectrum - This is a planning tool for managing natural resource settings and the recreation activities occurring within them toward a desirable end, called quality outdoor recreation experiences. Recreation opportunities can be expressed in terms of three principle components: 1. The activities, 2. The setting, 3. The experience. The Recreation Opportunity Spectrum provides a framework for defining classes of outdoor recreation opportunity environments in which the public chooses to indulge in preferred activities in preferred settings for desired experiences. (See Appendix L.)

Visual Management System - Is a framework for evaluating and managing the visual landscape. Five visual quality objectives have been established for management of forest scenic resources. (See Appendix K.)

Volunteer Organization - Congress has identified the vital role of the volunteer stating in P.L. 90-543, the National Trails Act "The Congress recognizes the valuable contributions that volunteers...have made to the development and maintenance of the nations trails. In recognition of these contributions, it is further the purpose of this Act to encourage and assist volunteer citizen involvement in the planning development maintenance and management, where appropriate, of trails." Without the strong support of the volunteer program the FNST would not be feasible.



## National Trails System Act

• Act of October 2, 1968 (P.L. 90-543, 82 Stat. 919, as amended; 16 U.S.C. 1241(note), 1241-1249)

Sec. 1. This Act may be cited as the "National Trails System Act". (16 U.S.C. 1241(note))

### STATEMENT OF POLICY

Sec. 2. (a) In order to provide for the ever-increasing outdoor recreation needs of an expanding population and in order to promote the preservation of, public access to, travel within, and enjoyment and appreciation of the open-air, outdoor areas and historic resources of the Nation, trails should be established (i) primarily, near the urban areas of the Nation, and (ii) secondarily, within scenic areas and along historic travel routes of the Nation, which are often more remotely located.

(b) The purpose of this Act is to provide the means for attaining these objectives by instituting a national system of recreation, scenic and historic trails, by designating the Appalachian Trail and the Pacific Crest Trail as the initial components of that system, and by prescribing the methods by which, and standards according to which, additional components may be added to the system. (16 U.S.C. 1241)

(c) The Congress recognizes the valuable contributions that volunteers and private, nonprofit trail groups have made to the development and maintenance of the Nation's trails. In recognition of these contributions, it is further the purpose of this Act to encourage and assist volunteer citizen involvement in the planning, development, maintenance, and management, where appropriate, of trails.

### NATIONAL TRAILS SYSTEM

Sec. 3. (a) The national system of trails shall be composed of the following:

- (1) National recreation trails, established as provided in section 4 of this Act, which will provide a variety of outdoor recreation uses in or reasonably accessible to urban areas.
- (2) National scenic trails, established as provided in section 5 of this Act, which will be extended trails

246

so located as to provide for maximum outdoor recreation potential and for the conservation and enjoyment of the nationally significant scenic, historic, natural, or cultural qualities of the areas through which such trails may pass. National scenic trails may be located so as to represent desert, marsh, grassland, mountain, canyon, river, forest, and other areas, as well as landforms which exhibit significant characteristics of the physiographic region of the Nation.

(3) National historic trails, established as provided in section 5 of this Act, which will be extended trails which follow as closely as possible and practicable the original trails or routes of travel of national historic significance. Designation of such trails or routes shall be continuous, but the established or developed trail, and the acquisition thereof, need not be continuous on-site. National historic trails shall have as their purpose the identification and protection of the historic route and its historic remnants and artifacts for public use and enjoyment. Only those selected land and water based components of an historic trail which are on federally owned lands and which meet the national historic trail criteria established in this Act are included as Federal protection components of a national historic trail. The appropriate Secretary may certify other lands as protected segments of an historic trail upon application from State or local governmental agencies or private interests involved if such segments meet the national historic trail criteria established in this Act and such criteria supplementary thereto as the appropriate Secretary may prescribe, and are administered by such agencies or interests without expense to the United States.

(4) Connecting or side trails, established as provided in section 6 of this Act, which will provide additional points of public access to national recreation, national scenic or national historic trails or which will provide connections between such trails.

The Secretary of the Interior and the Secretary of Agriculture, in consultation with appropriate governmental agencies and public and private organizations, shall establish a uniform marker for the national trails system.

(b) For purposes of this section, the term "extended trails" means trails or trail segments which total at least one hundred miles in length, except that historic trails of less than one hundred miles may be designated as extended trails. While it is desirable that extended trails be continuous, studies of such trails may conclude that it is feasible to propose one or more trail segments which, in the aggregate, constitute at least one hundred miles in length.

(c) On October 1, 1982, and at the beginning of each odd numbered fiscal year thereafter, the Secretary of the Interior shall submit to the Speaker of the United States

247

House of Representatives and to the President of the United States Senate, an initial and revised (respectively) National Trails System plan. Such comprehensive plan shall indicate the scope and extent of a completed nationwide system of trails, to include (1) desirable nationally significant scenic and historic components which are considered necessary to complete a comprehensive national system, and (2) other trails which would balance out a complete and comprehensive nationwide system of trails. Such plan, and the periodic revisions thereto, shall be prepared in full consultation with the Secretary of Agriculture, the Governors of the various States, and the trails community. (16 U.S.C. 1242)

#### NATIONAL RECREATION TRAILS

Sec. 4. (a) The Secretary of the Interior, or the Secretary of Agriculture where lands administered by him are involved, may establish and designate national recreation trails, with the consent of the Federal agency, State, or political subdivision having jurisdiction over the lands involved, upon finding that--

- (i) such trails are reasonably accessible to urban areas, and, or
  - (ii) such trails meet the criteria established in this Act and such supplementary criteria as he may prescribe.
- (b) As provided in this section, trails within park, forest, and other recreation areas administered by the Secretary of the Interior or the Secretary of Agriculture or in other federally administered areas may be established and designated as "National Recreation Trails" by the appropriate Secretary and, when no Federal land acquisition is involved--
- (1) trails in or reasonably accessible to urban areas may be designated as "National Recreation Trails" by the appropriate Secretary with the consent of the States, their political subdivisions, or other appropriate administering agencies;
  - (ii) trails within park, forest, and other recreation areas owned or administered by States may be designated as "National Recreation Trails" by the appropriate Secretary with the consent of the State; and
  - (iii) trails on privately owned lands may be designated "National Recreation Trails" by the appropriate Secretary with the written consent of the owner of the property involved.

#### NATIONAL SCENIC AND NATIONAL HISTORICAL TRAILS

Sec. 5. (a) National scenic and national historic trails shall be authorized and designated only by Act of Congress. There are hereby established the following National Scenic and National Historic Trails:

- (1) The Appalachian National Scenic Trail, a trail of approximately two thousand miles extending generally along the Appalachian Mountains from Mount Katahdin, Maine, to Springer Mountain, Georgia. Insofar as practicable, the right-of-way for such trail shall comprise the trail depicted on the maps identified as "Nationwide System of Trails, Proposed Appalachian Trail, NST-AT-101 May 1967", which shall be on file and available for public inspection in the office of the Director of the National Park Service. Where practicable, such rights-of-way shall include lands protected for it under agreements in effect as of the date of enactment of this Act, to which Federal agencies and State were parties. The Appalachian Trail shall be administered primarily as a footpath by the Secretary of the Interior, in consultation with the Secretary of Agriculture.
- (2) The Pacific Crest National Scenic Trail, a trail of approximately two thousand three hundred fifty miles, extending from the Mexican-California border northward generally along the mountain ranges of the west coast States to the Canadian-Washington border near Lake Ross, following the route as generally depicted on the map, identified as "Nationwide System of Trails, Proposed Pacific Crest Trail, NST-PC-103-May 1967" which shall be on file and available for public inspection in the office of the Chief of the Forest Service. The Pacific Crest Trail shall be administered by the Secretary of Agriculture, in consultation with the Secretary of the Interior.
- (3) The Oregon National Historic Trail, a route of approximately two thousand miles extending from near Independence, Missouri, to the vicinity of Portland, Oregon, following a route as depicted on maps identified as "Primary Route of the Oregon Trail 1841-1848", in the Department of the Interior's Oregon Trail study report dated April 1977, and which shall be on file and available for public inspection in the office of the Director of the National Park Service. The trail shall be administered by the Secretary of the Interior.
- (4) The Mormon Pioneer National Historic Trail, a route of approximately one thousand three hundred miles extending from Nauvoo, Illinois, to Salt Lake City, Utah, following the primary historical route of the Mormon Trail as generally depicted on a map, identified as "Mormon Trail Vicinity Map, figure 2" in the Department of the Interior Mormon Trail study report dated March 1977, and which shall be on file and available for public inspection in the office of the Director, National Park Service, Washington, D.C.

The trail shall be administered by the Secretary of the Interior.

(5) The Continental Divide National Scenic Trail, a trail of approximately thirty-one hundred miles, extending from the Montana-Canada border to the New Mexico-Mexico border, following the approximate route depicted on the map, identified as "Proposed Continental Divide National Scenic Trail" in the Department of the Interior Continental Divide Trail study report dated March 1977 and which shall be on file and available for public inspection in the office of the Chief, Forest Service, Washington, D.C. The Continental Divide National Scenic Trail shall be administered by the Secretary of Agriculture in consultation with the Secretary of the Interior. Notwithstanding the provisions of section 7(c), the use of motorized vehicles on roads which will be designated segments of the Continental Divide National Scenic Trail shall be permitted in accordance with regulations prescribed by the appropriate Secretary.

(6) The Lewis and Clark National Historic Trail, a trail of approximately three thousand seven hundred miles, extending from Wood River, Illinois, to the mouth of the Columbia River in Oregon, following the outbound and inbound routes of the Lewis and Clark expedition depicted on maps identified as, "Vicinity Map, Lewis and Clark Trail" study report dated April 1977. The map shall be on file and available for public inspection in the office of the Director, National Park Service, Washington, D.C. The trail shall be administered by the Secretary of the Interior.

(7) The Iditarod National Historic Trail, a route of approximately two thousand miles extending from Seward, Alaska to Nome, Alaska, following the routes as depicted on maps identified as "Seward-Nome Trail", in the Department of the Interior's study report entitled "The Iditarod Trail (Seward-Nome Route) and other Alaskan Gold Rush Trails" dated September 1977. The map shall be on file and available for public inspection in the office of the Director, National Park Service, Washington, D.C. The trail shall be administered by the Secretary of the Interior.

(8) The North Country National Scenic Trail, a trail of approximately thirty-two hundred miles, extending from eastern New York State to the vicinity of Lake Sakakawea in North Dakota, following the approximate route depicted on the map identified as "Proposed North Country Trail-Vicinity Map" in the Department of the Interior "North Country Trail Report", dated June 1975. The map shall be on file and available for public inspection in the office of the Director, National Park Service, Washington, District of Columbia. The trail shall be administered by the Secretary of the Interior.

(9) The Overmountain Victory National Historic Trail, a system totaling approximately two hundred seventy-two miles of trail with routes from the mustering point near

Abingdon, Virginia, to Sycamore Shoals (near Elizabethton, Tennessee); from Sycamore Shoals to Quaker Meadows (near Morganton, North Carolina); from the mustering point in Surry County, North Carolina, to Quaker Meadows; and from Quaker Meadows to Kings Mountain, South Carolina, as depicted on the map identified as Map 3--Historic Features--1780 in the draft study report entitled "Overmountain Victory Trail" dated December 1979. The map shall be on file and available for public inspection in the Office of the Director, National Park Service, Washington, District of Columbia. The trail shall be administered by the Secretary of the Interior.

(10) The Ice Age National Scenic Trail, a trail of approximately one thousand miles, extending from Door County, Wisconsin, to Interstate Park in Saint Croix County, Wisconsin, generally following the route described in "On the Trail of the Ice Age--A Hiker's and Biker's Guide to Wisconsin's Ice Age National Scientific Reserve and Trail", by Henry S. Reuss, Member of Congress, dated 1980. The guide and maps shall be on file and available for public inspection in the Office of the Director, National Park Service, Washington, District of Columbia. Overall administration of the trail shall be the responsibility of the Secretary of the Interior pursuant to section 5(d) of this Act. The State of Wisconsin, in consultation with the Secretary of the Interior, may, subject to the approval of the Secretary, prepare a plan for the management of the trail which shall be deemed to meet the requirements of section 5(e) of this Act. Notwithstanding the provisions of section 7(c), snowmobile use may be permitted on segments of the Ice Age National Scenic Trail where deemed appropriate by the Secretary and the managing authority responsible for the segment.

(11) The Potomac Heritage National Scenic Trail, a corridor of approximately seven hundred and four miles following the route as generally depicted on the map identified as "National Trails System, Proposed Potomac Heritage Trail" in "The Potomac Heritage Trail," a report prepared by the Department of the Interior and dated December 1974, except that no designation of the trail shall be made in the State of West Virginia. The map shall be on file and available for public inspection in the office of the Director of the National Park Service, Washington, District of Columbia. The trail shall initially consist of only those segments of the corridor located within the exterior boundaries of federally administered areas. No lands or interests therein outside the exterior boundaries of any federally administered area may be acquired by the Federal Government for the Potomac Heritage Trail. The Secretary of the Interior may designate lands outside of federally administered areas as segments of the trail, only upon application from the States or local governmental

agencies involved, if such segments meet the criteria established in this Act and are administered by such agencies without expense to the United States. The trail shall be administered by the Secretary of the Interior.

(12) The Natchez Trace National Scenic Trail, a trail system of approximately six hundred and ninety-four miles extending from Nashville, Tennessee, to Natchez, Mississippi, as depicted on the map entitled "Concept Plan, Natchez Trace Trails Study" in "The Natchez Trace," a report prepared by the Department of the Interior and dated August 1979. The map shall be on file and available for public inspection in the office of the Director of the National Park Service, Department of the Interior, Washington, District of Columbia. The trail shall be administered by the Secretary of the Interior.

(13) The Florida National Scenic Trail, a route of approximately thirteen hundred miles extending through the State of Florida as generally depicted in "The Florida Trail," a national scenic trail study draft reported prepared by the Department of the Interior and dated February 1980. The report shall be on file and available for public inspection in the office of the Chief of the Forest Service, Washington, District of Columbia. No lands or interests therein outside the exterior boundaries of any federally administered area may be acquired by the Federal Government for the Florida Trail except with the consent of owner thereof. The Secretary of Agriculture may designate lands outside of federally administered areas as segments of the trail, only upon application from the States or local governmental agencies involved, if such segments meet the criteria established in this Act and are administered by such agencies without expense to the United States. The trail shall be administered by the Secretary of Agriculture.

(b) The Secretary of the Interior, through the agency most likely to administer such trail, and the Secretary of Agriculture where lands administered by him are involved, shall make such additional studies as are herein or may hereafter be authorized by the Congress for the purpose of determining the feasibility and desirability of designating other trails as national scenic or national historic trails. Such studies shall be made in consultation with the heads of other Federal agencies administering lands through which such additional proposed trails would pass and in cooperation with interested interstate, State, and local governmental agencies, public and private organizations, and landowners and land users concerned. The feasibility of designating a trail shall be determined on the basis of an evaluation of whether or not it is physically possible to develop a trail along a route being studied, and whether the development of trail would be financially feasible. The studies listed in subsection (c) of this section shall be

completed and submitted to the Congress, with recommendations as to the suitability of trail designation, not later than three complete fiscal years from the date of enactment of their addition to this subsection, or from the date of enactment of this sentence, whichever is later. Such studies, when submitted, shall be printed as a House or Senate document, and shall include, but not be limited to:

- (1) the proposed route of such trail (including maps and illustrations);
- (2) the areas adjacent to such trails, to be utilized for scenic, historic, natural, cultural, or developmental purposes;
- (3) the characteristics which, in the judgment of the appropriate Secretary, make the proposed trail worthy of designation as a national scenic or national historic trail; and in the case of national historic trails the report shall include the recommendation of the Secretary of the Interior's National Park System Advisory Board as to the national historic significance based on the criteria developed under the Historic Sites Act of 1935 (40 Stat. 666; 16 U.S.C. 461);
- (4) the current status of land ownership and current and potential use along the designated route;
- (5) the estimated cost of acquisition of lands or interest in lands, if any;
- (6) the plans for developing and maintaining the trail and the cost thereof;
- (7) the proposed Federal administering agency (which, wholly or substantially within a national forest, shall be the Department of Agriculture);
- (8) the extent to which a State or its political subdivisions and public and private organizations might reasonably be expected to participate in acquiring the necessary lands and in the administration thereof;
- (9) the relative use of the lands involved, including: the number of anticipated visitor-days for the entire length of, as well as for segments of, such trail; the number of months which such trail, or segments thereof, will be open for recreation purposes; the economic and social benefits which might accrue from alternate land uses; and the estimated man-years of civilian employment and expenditures expected for the purposes of maintenance, supervision, and regulation of such trail;
- (10) the anticipated impact of public outdoor recreation use on the preservation of a proposed national historic trail and its related historic and archeological features and settings, including the measures proposed to ensure evaluation and preservation of the values that contribute to their national historic significance; and

(11) to qualify for designation as a national historic trail, a trail must meet all three of the following criteria:

(A) It must be a trail or route established by historic use and must be historically significant as a result of that use. The route need not currently exist as a discernible trail to qualify, but its location must be sufficiently known to permit evaluation of public recreation and historical interest potential. A designated trail should generally accurately follow the historic route, but may deviate somewhat on occasion of necessity to avoid difficult routing through subsequent development, or to provide some route variation offering a more pleasurable recreational experience. Such deviations shall be so noted on site. Trail segments no longer possible to travel by trail due to subsequent development as motorized transportation routes may be designated and marked onsite as segments which link to the historic trail.

(B) It must be of national significance with respect to any of several broad facets of American history, such as trade and commerce, exploration, migration and settlement, or military campaigns. To qualify as nationally significant, historic use of the trail must have had a far-reaching effect on broad patterns of American culture. Trails significant in the history of native Americans may be included.

(C) It must have significant potential for public recreational use or historical interest based on historic interpretation and appreciation. The potential for such use is generally greater along roadless segments developed as historic trails, and at historic sites associated with the trail. The presence of recreation potential not related to historic appreciation is not sufficient justification for designation under this category.

(c) The following routes shall be studied in accordance with the objectives outlined in subsection (b) of this section:

(1) Continental Divide Trail, a three-thousand, one-hundred-mile trail extending from near the Mexican border in southwestern New Mexico northward generally along the Continental Divide to the Canadian border in Glacier National Park.

(2) Potomac Heritage Trail, an eight-hundred-and-twenty-five-mile trail extending generally from the mouth of the Potomac River to its sources in Pennsylvania and West Virginia, including the one-hundred-and-seventy-mile Chesapeake and Ohio Canal towpath.

(3) Old Cattle Trails of the Southwest from the vicinity of San Antonio, Texas, approximately eight hundred miles through Oklahoma via Baxter Springs and Chetopa, Kansas, to Fort Scott, Kansas, including the Chisholm Trail, from the vicinity of San Antonio or Cuero, Texas, approximately eight hundred miles north through Oklahoma to Abilene, Kansas.

(4) Lewis and Clark Trail, from Wood River, Illinois, to the Pacific Ocean in Oregon, following both the outbound and inbound routes of the Lewis and Clark Expedition.

(5) Natchez Trace, from Nashville, Tennessee, approximately six hundred miles to Natchez, Mississippi.

(6) North Country Trail, from the Appalachian Trail in Vermont, approximately three thousand two hundred miles through the States of New York, Pennsylvania, Ohio, Michigan, Wisconsin, and Minnesota, to the Lewis and Clark Trail in North Dakota.

(7) Kittanning Trail from Shirleysburg in Huntingdon County to Kittanning, Armstrong County, Pennsylvania.

(8) Oregon Trail, from Independence, Missouri, approximately two thousand miles to near Fort Vancouver, Washington.

(9) Santa Fe Trail, from Independence, Missouri, approximately eight hundred miles to Santa Fe, New Mexico.

(10) Long Trail, extending two hundred and fifty-five miles from the Massachusetts border northward through Vermont to the Canadian Border.

(11) Mormon Trail, extending from Nauvoo, Illinois, to Salt Lake City, Utah, through the States of Iowa, Nebraska, and Wyoming.

(12) Gold Rush Trails in Alaska.

(13) Mormon Battalion Trail, extending two thousand miles from Mount Pisgah, Iowa, through Kansas, Colorado, New Mexico, and Arizona to Los Angeles, California.

(14) El Camino Real from St. Augustine to San Mateo, Florida, approximately 20 miles along the southern boundary of the St. Johns River from Fort Caroline National Memorial to the St. Augustine National Park Monument.

(15) Bartram Trail, extending through the States of Georgia, North Carolina, South Carolina, Alabama, Florida, Louisiana, Mississippi, and Tennessee.

(16) Daniel Boone Trail, extending from the vicinity of Statesville, North Carolina, to Fort Boonesborough State Park, Kentucky.

(17) Desert Trail, extending from the Canadian border through parts of Idaho, Washington, Oregon, Nevada, California, and Arizona, to the Mexican border.

(18) Dominguez-Escalante Trail, extending approximately two thousand miles along the route of the 1776 expedition led by Father Francisco Atanasio Dominguez and Father Silvestre Velez de Escalante, originating in Santa Fe, New Mexico; proceeding northwest along the San Juan,

Dolores, Gunnison, and White Rivers in Colorado; thence westerly to Utah Lake; thence southward to Arizona and returning to Santa Fe.

(19) Florida Trail, extending north from Everglades National Park, including the Big Cypress Swamp, the Kissimmee Prairie, the Withlacoochee State Forest, Ocala National Forest, Osceola National Forest, and Black Water River State Forest, said completed trail to be approximately one thousand three hundred miles long, of which over four hundred miles of trail have already been built.

(20) Indian Nations Trail, extending from the Red River in Oklahoma approximately two hundred miles northward through the former Indian nations to the Oklahoma-Kansas boundary line.

(21) Nez Perce Trail extending from the vicinity of Wallowa Lake, Oregon, to Bear Paw Mountain, Montana.

(22) Pacific Northwest Trail, extending approximately one thousand miles from the Continental Divide in Glacier National Park, Montana, to the Pacific Ocean beach of Olympic National Park, Washington, by way of--

(A) Flathead National Forest and Kootenai National Forest in the State of Montana;

(B) Kaniksu National Forest in the State of Idaho;

(C) Colville National Forest, Okanogan National Forest, Pasayten Wilderness Area, Ross Lake National Recreation Area, North Cascades National Park, Mount Baker, the Skagit River, Deception Pass, Whidbey Island, Olympic National Forest, and Olympic National Park in the State of Washington. (16 U.S.C. 1244)

(23) Overmountain Victory Trail, extending from the vicinity of Elizabethton, Tennessee, to Kings Mountain National Military Park, South Carolina.

(24) Juan Bautista de Anza Trail, following the overland route taken by Juan Bautista de Anza in connection with his travels from the United States Mexican States to San Francisco, California.

(25) Trail of Tears, including the associated forts and specifically, Fort Mitchell, Alabama, and historic properties, extending from the vicinity of Murphy, North Carolina, through Georgia, Alabama, Tennessee, Kentucky, Illinois, Missouri, and Arkansas, to the vicinity of Tahlequah, Oklahoma.

(26) Illinois Trail, extending from the Lewis and Clark Trail at Wood River, Illinois, to the Chicago Portage National Historic Site, generally following the Illinois River and the Illinois and Michigan Canal.

(27) Jedediah Smith Trail, to include the routes of the explorations led by Jedediah Smith--

(A) during the period 1826-1827, extending from the Idaho-Wyoming border, through the Great Salt Lake, Sevier, Virgin, and Colorado River Valleys, and

the Mojave Desert, to the San Gabriel Mission, California; thence through the Tehachapi Mountains, San Joaquin and Stanislaus River Valleys, Ebbetts Pass, Walker River Valley, Bald Mount, Mount Grafton, and Great Salt Lake to Bear Lake, Utah; and (B) during 1828, extending from the Sacramento and Trinity River valleys along the Pacific coastline, through the Smith and Willamette River Valleys to the Fort Vancouver National Historic Site, Washington, on the Columbia River.

(28) General Crook Trail, extending from Prescott, Arizona, across the Mogollon Rim to Fort Apache.

(29) Beale Wagon Road, within the Kaibab and Cononino National Forests in Arizona: Provided, such study may be prepared in conjunction with ongoing planning processes for these National Forests to be completed before 1990.

(d) The Secretary charged with the administration of each respective trail shall, within one year of the date of the addition of any national scenic or national historic trail to the system, and within sixty days of the enactment of this sentence for the Appalachian and Pacific Crest National Scenic Trails, establish an advisory council for each such trail, each of which councils shall expire ten years from the date of its establishment. If the appropriate Secretary is unable to establish such an advisory council because of the lack of adequate public interest, the Secretary shall so advise the appropriate committees of the Congress. The appropriate Secretary shall consult with such council from time to time with respect to matters relating to the trail, including the selection of rights-of-way, standards for the erection and maintenance of markers along the trail, and the administration of the trail. The members of each advisory council, which shall not exceed thirty-five in number, shall serve for a term of two years and without compensation as such, but the Secretary may pay, upon vouchers signed by the chairman of the council, the expenses reasonably incurred by the council and its members in carrying out their responsibilities under this section. Members of each council shall be appointed by the appropriate Secretary as follows:

(1) the head of each Federal department or independent agency administering lands through which the trail route passes, or his designee;

(2) a member appointed to represent each State through which the trail passes, and such appointments shall be made from recommendations of the Governors of such States

(3) one or more members appointed to represent private organizations, including corporate and individual land-owners and land users, which in the opinion of the Secretary, have an established and recognized interest in the trail, and such appointments shall be made from recommendations of the heads of such organizations:

Provided, That the Appalachian Trail Conference shall be represented by a sufficient number of persons to represent the various sections of the country through which the Appalachian Trail passes; and

(4) the Secretary shall designate one member to be chairman and shall fill vacancies in the same manner as the original appointment.

(e) Within two complete fiscal years of the date of enactment of legislation designating a national scenic trail, except for the Continental Divide National Scenic Trail, and the North Country National Scenic Trail, as part of the system, and within two complete fiscal years of the date of enactment of this subsection for the Pacific Crest and Appalachian Trails, the responsible Secretary shall, after full consultation with affected Federal land managing agencies, the Governors of the affected States, the relevant advisory council established pursuant to section 5(d), and the Appalachian Trail Conference in the case of the Appalachian Trail, submit to the Committee on Interior and Insular Affairs of the House of Representatives and the Committee on Energy and Natural Resources of the Senate, a comprehensive plan for the acquisition, management, development, and use of the trail, including but not limited to, the following items:

(1) specific objectives and practices to be observed in the management of the trail, including the identification of all significant natural, historical, and cultural resources to be preserved (along with high potential historic sites and high potential route segments in the case of national historic trails), details of anticipated cooperative agreements to be consummated with other entities, and an identified carrying capacity of the trail and a plan for its implementation;

(2) an acquisition or protection plan, by fiscal year, for all lands to be acquired by fee title or lesser interest, along with detailed explanation of anticipated necessary cooperative agreements for any lands not to be acquired; and

(3) general and site-specific development plans including anticipated costs.

(f) Within two complete fiscal years of the date of enactment of legislation designating a national historic trail or the Continental Divide National Scenic Trail or the North Country National Scenic Trail, as part of the system, the responsible Secretary shall, after full consultation with affected Federal land managing agencies, the Governors of the affected States, and the relevant Advisory Council established pursuant to section 5(d) of this Act, submit to the Committee on Interior and Insular Affairs of the House of Representatives and the Committee on Energy and Natural Resources of the Senate, a comprehensive plan for the

management, and use of the trail, including but not limited to, the following items;

(1) specific objectives and practices to be observed in the management of the trail, including the identification of all significant natural, historical, and cultural resources to be preserved, details of any anticipated cooperative agreements to be consummated with State and local government agencies or private interests, and for national scenic or national historic trails an identified carrying capacity of the trail and a plan for its implementation;

(2) the process to be followed by the appropriate Secretary to implement the marking requirements established in section 7(c) of this Act;

(3) a protection plan for any high potential historic sites or high potential route segments; and

(4) general and site-specific development plans, including anticipated costs.

#### CONNECTING AND SIDE TRAILS

Sec. 6. Connecting or side trails within park, forest, and other recreation areas administered by the Secretary of the Interior or Secretary of Agriculture may be established, designated, and marked by the appropriate Secretary as components of a national recreation, national scenic or national historic trail. When no Federal land acquisition is involved, connecting or side trails may be located across lands administered by interstate, State, or local governmental agencies with their consent or, where the appropriate Secretary deems necessary or desirable, on privately owned lands with the consent of the landowner. Applications for approval and designation of connecting and side trails on non-Federal lands shall be submitted to the appropriate Secretary.

#### ADMINISTRATION AND DEVELOPMENT

Sec. 7. (a) (1) (A) The Secretary charged with the overall administration of a trail pursuant to section 5(a) shall, in administering and managing the trail, consult with the heads of all other affected State and Federal agencies. Nothing contained in this Act shall be deemed to transfer among Federal agencies any management responsibilities established under any other law for federally administered lands which are components of the National Trails System. Any transfer of management responsibilities may be carried out between the Secretary of the Interior and the Secretary of Agriculture only as provided under subparagraph (B).

(B) The Secretary charged with the overall administration of any trail pursuant to section 5(a) may transfer management of any specified trail

segment of such trail to the other appropriate Secretary pursuant to a joint memorandum of agreement containing such terms and conditions as the Secretaries consider most appropriate to accomplish the purposes of this Act. During any period in which management responsibilities for any trail segments are transferred under such an agreement, the management of any such segment shall be subject to the laws, rules, and regulations of the Secretary provided with the management authority under the agreement except to such extent as the Secretary may otherwise expressly provide.

(2) Pursuant to section 5(a), the appropriate Secretary shall select the rights-of-way for national scenic and national historic trails and shall publish notice thereof of the availability of appropriate maps or descriptions in the Federal Register; Provided, That in selecting the rights-of-way full consideration shall be given to minimizing the adverse effects upon the adjacent landowner or user and his operation. Development and management of each segment of the National Trails System shall be designed to harmonize with and complement any established multiple-use plans for that specific area in order to insure continued maximum benefits from the land. The location and width of such rights-of-way across Federal lands under the jurisdiction of another Federal agency shall be by agreement between the head of that agency and the appropriate Secretary. In selecting rights-of-way for trail purposes, the Secretary shall obtain the advice and assistance of the States, local governments, private organizations, and landowners and land users concerned.

(b) After publication on notice of the availability of appropriate maps or descriptions in the Federal Register, the Secretary charged with the administration of a national scenic or national historic trail may relocate segments of a national scenic or national historic trail right-of-way, with the concurrence of the head of the Federal agency having jurisdiction over the lands involved, upon a determination that:

(i) Such a relocation is necessary to preserve the purposes for which the trail was established, or

(ii) the relocation is necessary to promote a sound land management program in accordance with established multiple-use principles; Provided, That a substantial relocation of the rights-of-way for such trail shall be by Act of Congress.

(c) National scenic or national historic trails may contain campsites, shelters, and related-public-use facilities. Other uses along the trail, which will not substantially interfere with the nature and purposes of the trail, may be permitted by the Secretary charged with the

administration of the trail. Reasonable efforts shall be made to provide sufficient access opportunities to such trails and, to the extent practicable, efforts shall be made to avoid activities incompatible with the purposes for which such trails were established. The use of motorized vehicles by the general public along any national scenic trail shall be prohibited and nothing in this Act shall be construed as authorizing the use of motorized vehicles within the natural and historical areas of the national park system, the national wildlife refuge system, the national wilderness preservation system where they are presently prohibited or on other Federal lands where trails are designated as being closed to such use by the appropriate Secretary: Provided, That the Secretary charged with the administration of such trail shall establish regulations which shall authorize the use of motorized vehicles when, in his judgment, such vehicles are necessary to meet emergencies or to enable adjacent landowners or land users to have reasonable access to their lands or timber rights: Provided further, That private lands included in the national recreation, national scenic, or national historic trails by cooperative agreement of a landowner shall not preclude such owner from using motorized vehicles on or across such trails or adjacent lands from time to time in accordance with regulations to be established by the appropriate Secretary. Where a national historic trail follows existing public roads, developed rights-of-way or waterways, and similar features of man's nonhistorically related development, approximating the original location of a historic route, such segments may be marked to facilitate retracement of the historic route, and where a national historic trail parallels an existing public road, such road may be marked to commemorate the historic route. Other uses along the historic trails and the Continental Divide National Scenic Trail, which will not substantially interfere with the nature and purposes of the trail, and which, at the time of designation, are allowed by administrative regulations, including the use of motorized vehicles, shall be permitted by the Secretary charged with the administration of the trail. The Secretary of the Interior and the Secretary of Agriculture, in consultation with appropriate governmental agencies and public and private organizations, shall establish a uniform marker, including thereon an appropriate and distinctive symbol for each national recreation, national scenic, and national historic trail. Where the trails cross lands administered by Federal agencies such markers shall be erected at appropriate points along the trails and maintained by the Federal agency administering the trail in accordance with standards established by the appropriate Secretary and where the trails cross non-Federal lands, in accordance with written cooperative agreements, the appropriate Secretary shall provide such uniform markers to cooperating agencies



and shall require such agencies to erect and maintain them in accordance with the standards established. The appropriate Secretary may also provide for trail interpretation sites, which shall be located at historic sites along the route of any national scenic or national historic trail, in order to present information to the public about the trail, at the lowest possible cost, with emphasis on the portion of the trail passing through the State in which the site is located. Wherever possible, the sites shall be maintained by a State agency under a cooperative agreement between the appropriate Secretary and the State agency.

(d) Within the exterior boundaries of areas under their administration that are included in the right-of-way selected for a national recreation, national scenic, or national historic trail, the heads of Federal agencies may use lands for trail purposes and may acquire lands or interests in lands by written cooperative agreement, donation, purchase with donated or appropriated funds or exchange.

(e) Where the lands included in a national scenic or national historic trail right-of-way are outside of the exterior boundaries of federally administered areas, the Secretary charged with the administration of such trail shall encourage the State or local governments involved (1) to enter into written cooperative agreements with landowners, private organizations, and individuals to provide the necessary trail right-of-way, or (2) to acquire such lands or interests therein to be utilized as segments of the national scenic or national historic trail:

Provided, That if the State or local governments fail to enter into such written cooperative agreements or to acquire such lands or interests therein after notice of the selection of the right-of-way is published, the appropriate Secretary may (i) enter into such agreements with landowners, States, local governments, private organizations, and individuals for the use of lands for trail purposes, or (ii) acquire private lands or interests therein by donation, purchase with donated or appropriated funds or exchange in accordance with the provisions of subsection (f) of this section: Provided further, That the appropriate Secretary may acquire lands or interests therein from local governments or governmental corporations with the consent of such entities. The lands involved in such rights-of-way should be acquired in fee, if other methods of public control are not sufficient to assure their use for the purpose for which they are acquired: Provided, That if the Secretary charged with the administration of such trail permanently relocates the right-of-way and disposes of all title or interest in the land, the original owner, or his heirs or assigns, shall be offered, by notice given at the

former owner's last known address, the right of first refusal at their fair market price.

(f) (1) The Secretary of the Interior, in the exercise of his exchange authority, may accept title to any non-Federal property within the right-of-way and in exchange therefor he may convey to the grantor of such property and federally owned property under his jurisdiction which is located in the State wherein such property is located and which he classifies as suitable for exchange or other disposal. The value of the properties so exchanged either shall be approximately equal, or if they are not approximately equal the values shall be equalized by the payment of cash to the grantor or to the Secretary as the circumstances require. The Secretary of Agriculture, in the exercise of his exchange authority, may utilize authorities and procedures available to him in connection with exchanges of national forest lands.

(2) In acquiring lands or interests therein for a National Scenic Historic Trail, the appropriate Secretary may, with consent of a landowner, acquire whole tracts notwithstanding that parts of such tracts may lie outside the area of trail acquisition. In furtherance of the purposes of this act, lands so acquired outside the area of trail acquisition may be exchanged for any non-Federal lands or interests therein within the trail right-of-way, or disposed of in accordance with such procedures or regulations as the appropriate Secretary shall prescribe, including:

(i) provisions for conveyance of such acquired lands or interests therein at not less than fair market value to the highest bidder, and

(ii) provisions for allowing the last owners of record a right to purchase said acquired lands or interests therein upon payment or agreement to pay an amount equal to the highest bid price. For lands designated for exchange or disposal, the appropriate Secretary may convey these lands with any reservations or covenants deemed desirable to further the purposes of this act. The proceeds from any disposal shall be credited to the appropriation bearing the costs of land acquisition for the affected trail.

(g) The appropriate Secretary may utilize condemnation proceedings without the consent of the owner to acquire private lands or interests therein pursuant to this section only in cases where, in his judgment, all reasonable efforts to acquire such lands or interests therein by negotiation have failed, and in such cases he shall acquire only such title as, in his judgment, is reasonably necessary to provide passage across such lands: Provided, That condemnation proceedings may not be utilized to acquire fee title or lesser interests to more than an average of one

hundred and twenty-five acres per mile. Money appropriated for Federal purposes from the land and water conservation fund shall, without prejudice to appropriations from other sources, be available to Federal departments for the acquisition of lands or interests in lands for the purposes of this Act. For national historic trails, direct Federal acquisition for trail purposes shall be limited to those areas indicated by the study report or by the comprehensive plan as high potential route segments of high potential historic sites. Except for designated protected components of the trail, no land or site located along a designated national historic trail or along the Continental Divide National Scenic Trail shall be subject to the provisions of section 4(f) of the Department of Transportation Act (49 U.S.C. 1653(f)) unless such land or site is deemed to be of historical significance under appropriate historical site criteria such as those for the National Register of Historic Places.

(h)(1) The Secretary charged with the administration of a national recreation, national scenic, or national historic trail shall provide for the development and maintenance of such trails within federally administered areas and shall cooperate with and encourage the States to operate, develop, and maintain portions of such trails which are located outside the boundaries of federally administered areas. When deemed to be in the public interest, such Secretary may enter written cooperative agreements with the States or their political subdivisions, landowners, private organizations, or individuals to operate, develop, and maintain any portion of such a trail either within or outside a federally administered area. Such agreements may include provisions for limited financial assistance to encourage participation in the acquisition, protection, operation, development, or maintenance of such trails, provisions providing volunteer in the park or volunteer in the forest status (in accordance with the Volunteers in the Parks Act of 1969 and the Volunteers in the Forests Act of 1972) to individuals, private organizations, or landowners participating in such activities, or provisions of both types. The appropriate Secretary shall also initiate consultations with affected States and their political subdivisions to encourage--

- (A) the development and implementation by such entities of appropriate measures to protect private landowners from trespass resulting from trail use and from unreasonable personal liability and property damage caused by trail use, and
- (B) the development and implementation by such entities of provisions for land practices compatible with the purposes of this Act, for property within or adjacent to trail rights-of-way. After consulting with States and their political subdivisions under

the preceding sentence, the Secretary may provide assistance to such entities under appropriate cooperative agreements in the manner provided by this subsection.

(2) Whenever the Secretary of the Interior makes any conveyance of land under any of the public land laws, he may reserve a right-of-way for trails to the extent he deems necessary to carry out the purposes of this Act.

(i) The appropriate Secretary, with the concurrence of the heads of any other Federal agencies administering lands through which a national recreation, national scenic, or national historic trail passes, and after consultation with the States, local governments, and organizations concerned, may issue regulations, which may be revised from time to time, governing the use, protection, management, development, and administration of trails of the national trails system. In order to maintain good conduct on and along the trails located within federally administered areas and to provide for the proper government and protection of such trails, the Secretary of the Interior and the Secretary of Agriculture shall prescribe and publish such uniform regulations as they deem necessary and any person who violates such regulations shall be guilty of a misdemeanor, and may be punished by a fine of not more than \$500, or by imprisonment not exceeding six months, or by both such fine and imprisonment. The Secretary responsible for the administration of any segment of any component of the National Trails System (as determined in a manner consistent with subsection (a)(1) of this section) may also utilize authorities related to units of the national park system or the national forest system, as the case may be, in carrying out his administrative responsibilities for such component.

(j) Potential trail uses allowed on designated components of the national trails system may include, but are not limited to, the following: bicycling, cross-country skiing, day hiking, equestrian activities, jogging or similar fitness activities, trail biking, overnight and long distance backpacking, snowmobiling, and surface water and underwater activities. Vehicles which may be permitted on certain trails may include, but need not be limited to, motorcycles, bicycles, four-wheel drive or all-terrain off-road vehicles. In addition, trail access for handicapped individuals may be provided. The provisions of this subsection shall not supersede any other provisions of this Act or other Federal laws, or any State or local laws.

(k) For the conservation purpose of preserving or enhancing the recreational, scenic, natural, or historical values of components of the national trails system, and environs thereof as determined by the appropriate Secretary, landowners are authorized to donate or otherwise convey qualified real property interests to qualified organizations consistent with section 170 (h)(3) of the Internal Revenue

Code of 1954, including, but not limited to, right-of-way, open space, scenic, or conservation easements, without regard to any limitation on the nature of the estate or interest otherwise transferable within the jurisdiction where the land is located. The conveyance of any such interest in land in accordance with this subsection shall be deemed to further a Federal conservation policy and yield a significant public benefit for purposes of section 6 of Public Law 96-541.

#### STATE AND METROPOLITAN AREA TRAILS

Sec. 8. (a) The Secretary of the Interior is directed to encourage States to consider, in their comprehensive statewide outdoor recreation plans and proposals for financial assistance for State and local projects submitted pursuant to the Land and Water Conservation Fund Act, needs and opportunities for establishing park, forest, and other recreation and historic trails on lands owned or administered by States, and recreation trails on lands in or near urban areas.

The Secretary is also directed to encourage States to consider, in their comprehensive statewide historic preservation plans and proposals for financial assistance for State, local, and private projects submitted pursuant to the Act of October 15, 1966 (80 Stat. 915), as amended, needs and opportunities for establishing historic trails. He is further directed, in accordance with the authority contained in the Act of May 28, 1963 (77 Stat. 49), to encourage States, political subdivisions, and private interests, including nonprofit organizations, to establish such trails.

(b) The Secretary of Housing and Urban Development is directed, in administering the program of comprehensive urban planning and assistance under section 701 of the Housing Act of 1954, to encourage the planning of recreation trails in connection with the recreation and transportation planning for metropolitan and other urban areas. He is further directed, in administering the urban open-space program under title VII of the Housing Act of 1961, to encourage such recreation trails.

(c) The Secretary of Agriculture is directed, in accordance with authority vested in him, to encourage States and local agencies and private interests to establish such trails.

(d) The Secretary of Transportation, the Chairman of the Interstate Commerce Commission, and the Secretary of the Interior, in administering the Railroad Revitalization and Regulatory Reform Act of 1976, shall encourage State and local agencies and private interests to establish appropriate trails using the provisions of such programs. Consistent with the purposes of that Act, and in furtherance

of the national policy to preserve established railroad rights-of-way for future reactivation of rail service, to protect rail transportation corridors, and to encourage energy efficient transportation use in the case of interim use of any established railroad rights-of-way pursuant to donation, transfer, lease, sale, or otherwise in a manner consistent with the National Trails system Act, if such interim use is subject to restoration or reconstruction for railroad purposes, such interim use shall not be treated, for purposes of any law or rule of law, as an abandonment of the use of such rights-of-way for railroad purposes.

If a State, political subdivision, or qualified private organization is prepared to assume full responsibility for management of such rights-of-way and for any legal liability arising out of such transfer or use, and for the payment of any and all taxes that may be levied or assessed against such rights-of-way, then the Commission shall impose such terms and conditions as a requirement of any transfer or conveyance for interim use in a manner consistent with this Act, and shall not permit abandonment or discontinuance inconsistent or disruptive of such use.

(e) Such trails may be designated and suitably marked as parts of the nationwide system of trails by the States, their political subdivisions, or other appropriate administering agencies with the approval of the Secretary of the Interior.

#### RIGHTS-OF-WAY AND OTHER PROPERTIES

Sec. 9. (a) The Secretary of the Interior or the Secretary of Agriculture as the case may be, may grant easements and rights of way upon, over, under, across, or along any component of the national trails system in accordance with laws applicable to the national park system and the national forest system, respectively: Provided, That any conditions contained in such easements and rights-of-way shall be related to the policy and purposes of this Act.

(b) The Department of Defense, the Department of Transportation, the Interstate Commerce Commission, the Federal Communications Commission, the Federal Power Commission, and other Federal agencies have jurisdiction or control over or information concerning the use, abandonment, or disposition of road ways, utility rights-of-way, or other properties which may be suitable for the purpose of improving or expanding the national trails system shall cooperate with the Secretary of the Interior and the Secretary of Agriculture in order to assure, to the extent practicable, that any such properties having values suitable for trail purposes may be made available for such use. (16 U.S.C. 1248)

## AUTHORIZATION OF APPROPRIATIONS

Sec. 10. (a) (1) There are hereby authorized to be appropriated for the acquisition of lands or interests in lands not more than \$5,000,000 for the Appalachian National Scenic Trail and not more than \$500,000 for the Pacific Crest National Scenic Trail. From the appropriations authorized for fiscal year 1979 and succeeding fiscal years pursuant to the Land and Water Conservation Fund Act (78 Stat. 897), as amended, not more than the following amounts may be expended for the acquisition of lands and interests in lands authorized to be acquired pursuant to the provisions of this Act: for the Appalachian National Scenic Trail, not to exceed \$30,000,000 for fiscal year 1979, \$30,000,000 for fiscal year 1980, and \$30,000,000 for fiscal year 1981, except that the difference between the foregoing amounts and the actual appropriations in any one fiscal year shall be available for appropriation in subsequent fiscal years.

(2) It is the express intent of the Congress that the Secretary should substantially complete the land acquisition program necessary to insure the protection of the Appalachian Trail within three complete fiscal years following the date of enactment of this sentence.

Until the entire acquisition program is completed, he shall transmit in writing at the close of each fiscal year the following information to the Committee on Energy and Natural Resources of the Senate and to the Committee on Interior and Insular Affairs of the House of Representatives.

(A) the amount of land acquired during the fiscal year and the amount expended therefor;

(B) the estimated amount of land remaining to be acquired; and

(C) the amount of land planned for acquisition in the ensuing fiscal year and the estimated cost thereof.

(b) For the purposes of Public Law 95-42 (91 Stat. 211), the lands and interests therein acquired pursuant to this section shall be deemed to qualify for funding under the provisions of section 1, clause 2, of said Act.

(c) (1) There is hereby authorized to be appropriated such sums as may be necessary to implement the provisions of this Act relating to the trails designated by paragraphs 5(a) (3), (4), (5), (6), (7), (8), (9), and (10); Provided, That no such funds are authorized to be appropriated prior to October 1, 1978: And provided further, That notwithstanding any other provisions of this Act or any other provisions of law, no funds may be expended by Federal agencies for the acquisition of lands or interests in lands outside the exterior boundaries of existing Federal areas for the Continental Divide National Scenic Trail, the North Country National Scenic Trail, The Ice Age National Scenic

Trail, the Oregon National Historic Trail, the Mormon Pioneer National Historic Trail, the Lewis and Clark National Historic Trail and the Iditarod National Historic Trail, except that funds may be expended for the acquisition of lands of interests therein for the purpose of providing for one trail interpretation site, as described in section 7(c), along with such trail in each State crossed by the trail.

(2) There is hereby authorized to be appropriated for fiscal year 1983 and subsequent fiscal years such sums as may be necessary to implement the provisions of this Act relating to the trails designated by paragraphs (9) through (13) of section 5(a) of this Act. Not more than \$500,000 may be appropriated for the purposes of acquisition of land and interests therein for the trail designated by section (a) (12) of this Act, and not more than \$2,000,000 may be appropriated for the purposes of the development of such trail. The administering agency for the trail shall encourage volunteer trail groups to participate in the development of the trail.

## VOLUNTEER ASSISTANCE

Sec. 11. (a) (1) In addition to the cooperative agreement and other authorities contained in this Act, the Secretary of the Interior, the Secretary of Agriculture, and the head of any Federal agency administering Federal lands, are authorized to encourage volunteers and volunteer organizations to plan, develop, maintain, and manage, where appropriate, trails throughout the Nation.

(2) Wherever appropriate in furtherance of the purposes of this Act, the Secretaries are authorized and encouraged to utilize the Volunteers in the Parks Act of 1969, the Volunteers in the Forests Act of 1972, and section 6 of the Land and Water Conservation Fund Act of 1965 (relating to the development of Statewide Comprehensive Outdoor Recreation Plans).

(b) Each Secretary or the head of any Federal land managing agency, may assist volunteers and volunteers organizations in planning, developing, maintaining, and managing trails, Volunteer work may include, but need not be limited to:

(1) Planning, developing, maintaining, or managing trails which are components of the national trails system, or (B) trails which, if so developed and maintained, could qualify for designation as components of the national trails system; or (2) operating programs to organize and supervise volunteer trail building efforts with respect to the trails referred to in paragraph (1), conducting trail-related research projects, or providing education and training to volunteers on methods of trails planning, construction, and maintenance.

(c) The appropriate Secretary or the head of any Federal land managing agency may utilize and make available Federal facilities, equipment, tools, and technical assistance to volunteers and volunteer organizations, subject to such limitations and restrictions as the appropriate Secretary or the head of any Federal land managing agency deems necessary or desirable.

**CONSULTATION WITH OTHERS****Pre-draft**

Numerous individuals, resource specialists with Federal and State agencies, private organizations and special interest groups were contacted during the development of the Draft Florida Scenic Trail Comprehensive Plan. Comments and recommendations from these sources were extremely supportive and constructive. Their experience and knowledge played a significant part in the successful deliberations of the Florida National Scenic Trail Advisory Council and Planning Team.

**Post-draft**

When the Draft Plan was completed on March of 1986, it was distributed to all the Federal, State and local agencies, individuals, organizations and groups who previously commented on the project. In addition, it was announced available for review by the general public and copies were distributed to publicly accessible locations like libraries. Individuals who requested a personal copy were accommodated as supplies permitted. Over six hundred Draft Plans were distributed.

The response to the Draft Comprehensive Plan was good. Eighty-seven letters were received from a cross-section of concerned citizens and resource management officials. Comments ranged from complete approval to heavy criticism of planning process and the Plan. The majority of the comments focused on the following issues: protection, multiple use, user responsibilities, trail certification, user conflicts, trail routes, and private landowners. Comments relating to these basic issues are summarized as follows:

**\* Protection**

- The trail needs legislative protection. There should be lasting protection.
- There is concern about management practices on lands next to Trail.
- Scenic quality needs protection.
- Carrying capacity is important. There is concern about overuse in some areas.
- Protection should be a requirement of certification.

- Trail damage can result from improper use. Trail should be designated for specific uses.
- FNST must receive priority treatment from all agencies.
- Protect wildlife and plants.

\* **Multiple Use**

- Horses and bicycles should be permitted on the Trail.
- Special trails should be constructed for horses.
- FNST is for everyone, it should have something for everyone.
- Multiple use can lead to serious conflicts among users.
- Horse and bicycle use should not be permitted on foot trails.
- Sections of the Trail are needed for the handicapped.

\* **User Responsibilities**

- Hikers should maintain foot trail only sections, horse riders and bikers maintain other sections.
- Users should construct and support their sections of Trail.

\* **Trail Certification**

- The Florida Trail should not be immediately certified. Federal lands should go through same certification procedures as all other lands to assure proper protection and management of the Trail.
- Certification should be contingent upon meeting protection measures.

\* **User Conflicts**

- Bikers, hikers and horseback riders have different needs and viewpoints. These users see problems with maintaining desirable recreation experiences at same time on same trail.
- Swamp buggy users want their own FNST section. Realize hiker will not be compatible in same area.
- Safety difficult to manage with mixed users. Multiple uses will increase safety problems.

\* **Trail Route**

- Gulf Island National Seashore should be the Northwest terminus of the FNST because of its unique natural and cultural qualities and its visitor information services.

- Dual trail routes are desirable.
- Existing Trails should be used where possible.
- A western route is desirable in the central portion of the State. Why was one not included in Plan?
- Merritt Island National Wildlife Refuge is a unique area and should be included in the FNST.
- How should side trails be included in FNST system?
- Trail on roads and highways not very desirable but will occasionally be necessary.

■ **Private Land Owners**

- How will Trail be secured across private lands?
- Concern over private owner's liability.
- How to assemble multiple ownerships into a workable section of trail.
- Management and protection of Trail on private lands.

Public input on the Draft Comprehensive Plan was discussed thoroughly by the USDA, Forest Service Staff, FNST Advisory Council and Planning Team. Where serious conflicts existed, material was carefully rewritten to clarify objectives and remove misleading statements. Many reviewers made editorial recommendations that were helpful in reorganizing and improving this document.

For the most part, the public wanted the Plan to be more flexible regarding multiple use and trail routing, while less flexible regarding protection. Revisions in this Final Plan reflect the appropriateness of their concerns and the soundness of their recommendations.



## APPENDIX D

### ISSUES, CONCERNS AND OPPORTUNITIES

The following Issues, Concerns, and Opportunities (ICO's) are a result of brainstorming by the general public, agencies, organizations, the FNST Advisory Council, the FNST Planning Team and responsible officials. These ICO's will be studied, categorized, and formulated into location criteria which will evaluate various trail routing alternatives.

1. It is important to emphasize the unique characteristics of the various environments, therefore justifying the National Scenic Trail designation.
2. A Comprehensive Trail Plan with specified corridors should depict long and short-term development strategies.
3. Minimize federal intervention in FNST projects. Responsibilities for establishing and managing the trail should be in the hands of each landowner.
4. Consider routing the trail to Gulf Coast beach areas such as Choctawhatchee Bay and Gulf Islands to enhance the uniqueness and interest of the Florida Trail.
5. The trail must be sensitive to both the positive and negative economic impacts of the private landowner.
6. Trail uniformity is a concern with various federal, State, local government and private lands.
7. What are the roles of the FTA, local, State and federal agencies in the land acquisition planning administration and management of the FNST?
8. Minimize private landowner liabilities. Outline an incentive program to encourage private landowner participation in the FNST.
9. Will security be a problem on this Trail?
10. Will trails across the Department of Defense lands present a safety problem?
11. How will the trail segments be managed during the hunting season?
12. Are all-terrain bicycles and horses compatible on the trail?
13. How will off-road vehicle use in South Florida effect the FNST and vice versa?
14. How may a broad base of support for the FNST be created?
15. Make various sections of the trail accessible to the handicapped and other special user groups.

16. Provide a wide range of recreation opportunities.
17. Visual management should be a key planning and design element when routing the trail.
18. Interpret the physical and sociological aspects of the dynamic Florida landscape.
19. Utilize connector trails to various points of interest to enhance variety, diversity, and public access.
20. Incorporate the recreation opportunity spectrum into management and design of the trail and its support facilities.
21. Be consistent with the goals and objectives of the Florida State Comprehensive Plan.
22. Minimize impacts to wildlife habitat.
23. Minimize impact to private landowners.
24. Consider future growth trends.
25. Project must be cost efficient:
  - a. Initial cost
  - b. Construction
  - c. Administrative cost
  - d. Maintenance cost
  - e. Vandalism
26. Minimize non-compatible uses.
27. FNST must meet user needs:
  - a. Functional
  - b. Capacity
  - c. Diversity
  - d. Interest
28. The Trail Plan must have routing flexibility to accommodate the diverse environments in the State of Florida.
29. A continuous National Scenic Trail the length of Florida may be very difficult due to the lack of public lands.
30. Actively seek easements.
31. Consider user health, safety and welfare in location of the trail.
32. Should there be a minimum trail length for National Scenic Trail certification?
33. Locate trail to take advantage of various water features throughout the State.
34. Trail users and landowners generally oppose condemnation for the FTA.

**MANAGEMENT PLAN**

Each Management Plan will vary in length and detail depending on the complexity of the decision to be made. Various examples of Management Plans will be filed at the Forest Supervisor's Office, National Forests in Florida, for additional information.

**\* Management Plan Outline**

1. Introduction
  - a. Purpose of Plan
  - b. Scope of Plan
  - c. Role of management authority
  - d. Location and vicinity maps
2. Affected Environment
  - a. Description of resources
  - b. Issues, concerns and opportunities
  - c. Site analysis
3. Evaluation Criteria
  - a. Criteria definition
4. Alternatives
  - a. Effect of implementation
  - b. Evaluation of alternatives
  - c. Preferred alternative
5. Action Plan
  - a. Tasks such as:
    - Coordination
    - Scheduling
    - Monitoring
6. Appendix
  - a. Management agreements
  - b. Guidelines
  - c. Other pertinent information and plans

For an overview of the certification process and where the Management Plan fits, see Chapter V.

APPENDIX F

EASEMENT DEED

THIS EASEMENT DEED made this \_\_\_\_\_ day of \_\_\_\_\_, 19\_\_\_\_, by and between \_\_\_\_\_, Grantor, and the Florida Trail Association, Grantee.

WITNESSETH:

WHEREAS: The "National Trails System Act" P.L. 90-543 (82 Stat. 919) authorizes and encourages the establishment of a system of National Scenic Trails and whereas the Florida National Scenic Trail has been authorized by Act of Congress dated January 3, 1983 and whereas such Act encourages the involvement of volunteer citizen groups in the planning, development, maintenance and management of trails.

WHEREAS: A portion of the Florida National Scenic Trail presently crosses land of the Grantor and it is the intention of the Grantor to convey an interest in land in the form of an easement to the Florida Trail Association;

NOW THEREFORE, in consideration of \_\_\_\_\_ (\$\_\_\_\_\_), the receipt of which is hereby acknowledged, the Grantors do hereby grant to the Grantee and its assigns forever, a perpetual easement for a trail on, over, and across a tract of land acquired by \_\_\_\_\_ from \_\_\_\_\_, and recorded in Deed Book \_\_\_\_\_, Page \_\_\_\_\_, County of \_\_\_\_\_, State of Florida.

The easement hereby conveyed is more particularly described as follows:

Being a strip of land \_\_\_\_\_ feet wide (\_\_\_\_\_ feet on either side of the center line of the Florida National Scenic Trail) and located upon the ground in accordance with the references shown on the plat attached hereto.

Grantor and Grantee do hereby covenant and agree for themselves, their successors and assigns that they shall use and restrict use of the easement as set forth below:

1. USE BY GRANTEE

A. Construct, reconstruct, relocate, operate, use and maintain the Florida National Scenic Trail within the easement areas;

B. Authorize and administer use of the trail easement area in accordance with the provisions and intent of the National Trails System Act.

2. RESTRICTIONS ON USE BY GRANTOR

The Grantor agrees to restrict its future use of the easement area as follows: \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

IN TESTIMONY WHEREOF the Grantors have set their hands and affixed their seals the day and year first above written.

WHEREAS, The "National Trails System Act" (16 U.S.C. 431-437) authorizes and encourages the establishment of a system of National Scenic Trails and whereas the Florida National Scenic Trail has been authorized by Act of Congress dated January 3, 1983 and whereas such Act encourages the involvement of volunteer citizens groups in the planning, development, maintenance and management of trails;

WHEREAS, A portion of the Florida National Scenic Trail presently crosses land of the Grantor and it is the intention of the Grantor to convey an interest in land in the form of an easement to the Florida Trail Association;

NOW THEREFORE, in consideration of \_\_\_\_\_ (\$ \_\_\_\_\_), the receipt of which is hereby acknowledged, the Grantors do hereby grant to the Grantee and its assigns forever, a perpetual easement for a trail on, over, and across a tract of land acquired by \_\_\_\_\_ from \_\_\_\_\_, and \_\_\_\_\_, County of \_\_\_\_\_, State of Florida, recorded in Deed Book \_\_\_\_\_, Page \_\_\_\_\_, County of \_\_\_\_\_, State of Florida.

The easement hereby conveyed is more particularly described as follows:

Being a strip of land \_\_\_\_\_ feet wide (\_\_\_\_\_ feet on either side of the center line of the Florida National Scenic Trail) and located upon the ground in accordance with the references shown on the plat attached hereto.

Grantor and Grantee do hereby covenant and agree for themselves, their successors and assigns that they shall use and restrict use of the easement as set forth below:

USE BY GRANTEE

- A. Construct, reconstruct, relocate, operate, use and maintain the Florida National Scenic Trail within the easement areas;
- B. Authorize and administer use of the trail easement area in accordance with the provisions and intent of the National Trails System Act.

APPENDIX G

SAMPLE

MEMORANDUM OF AGREEMENT  
BETWEEN  
THE MANAGING AGENCY  
AND  
THE FLORIDA TRAIL ASSOCIATION  
CONCERNING THE CONSTRUCTION AND OPERATION OF THE  
FLORIDA NATIONAL SCENIC TRAIL

**THIS AGREEMENT**, made and entered into this \_\_\_\_\_ day of \_\_\_\_\_ 1986, by and between the Florida Trail Association hereinafter referred to as the "FTA", and the Managing Agency, in furtherance of the National Trails System Act of October 2, 1968, (82 Stat. 919; 16 U. S. C. 1241 et seq.).

**WHEREAS**, the aforementioned Act provides in 16 U. S. C. 1244(a)(13) that the Florida National Scenic Trail shall be administered by the Secretary of Agriculture.

**WHEREAS**, the Act provides further that when determined to be in the public interest, it authorizes cooperative agreements with State and private organizations "to operate, develop, maintain, and protect any portion of a national scenic trail either within or outside a federally administered area."

**WHEREAS**, establishment of the Florida National Scenic Trail was conceived on the premise of a cooperative venture between all levels of government and the private sector.

**WHEREAS**, the FTA, founded in 1964, is a private, non-profit corporation composed of individual members for the purpose of promoting, building, maintaining, and protecting the Trail.

**WHEREAS**, it is the mutual desire of the Managing Agency and the FTA to enter into an agreement whereby the latter, through its members, will participate in the planning, development, and maintenance of the Trail.

**NOW, THEREFORE**, in consideration of the above, both parties hereto mutually agree to:

1. Coordinate all activities and programs related to the Trail to assure that efforts of each party will compliment those of the other.
2. Meet at least annually to review the operation, development, and maintenance of the Trail. An annual Action Plan will be drafted, identifying priority tasks and setting responsibilities for achievement.
3. Each party will provide the name of its spokesperson to the other party within thirty (30) days of signing this Agreement.

4. Cooperate in the promotion of the Trail and the education of its users.

The Managing Agency agrees to:

1. Carry out its management role and authority over the Trail as outlined in the management plan.
2. Delegate to the FTA the development and maintenance of the Trail as stated in the management plan.
3. Involve the FTA, at the earliest possible date, in the planning of proposed highway improvement, utility crossings, or any other development having a significant impact on the Trail. The parties agreeing to this understanding will use their authority to minimize such impacts to the Trail and its corridor.

The FTA agrees to:

1. Strengthen its volunteer force to develop and maintain the Trail, working in cooperation with other involved trail clubs and volunteer organizations, the Forest Service, and other concerned Federal, State, and local managing agencies.
2. Construct necessary segments of the Trail according to the standards shown in the Florida National Scenic Trail Comprehensive Plan or as modified by the parties to this agreement in the management plan.

The Managing Agency may need to provide tools and materials for the completion of certain trail facilities.

3. Maintain the Trail under the jurisdiction of the Managing Agency according to the standards found in the Florida National Trail Comprehensive Plan and the FTA's Trail Manual of the Florida Trail.
4. Be the principle contact and coordinator for appropriate volunteer organizations or individuals to help construct or maintain segments of the Trail. The FTA will work within the managing agency's policies and procedures for the use of volunteers on any trail project.
5. Develop and distribute detailed maps and guidebooks for the Trail in this section with the cooperation of the Managing Agency.
6. To construct and maintain the Trail and related facilities consistent with the Trails Act, applicable regulations, the Comprehensive Plan, and approved plans of the responsible Management Agency.

Nothing in this Agreement shall affect or interfere with fulfillment of the obligations or exercise of the authority of the land managing agency to manage the lands along the Trail route

(within the boundaries of areas they administer) and the programs under their jurisdiction in accordance with their basic land management responsibilities.

No member of or Delegate to Congress shall be admitted to any share or part of this Agreement or any benefit that may arise therefrom.

During the performance of this Agreement, the cooperators agree to abide by the terms of Executive Order 11246 on nondiscrimination and will not discriminate against any person because of race, color, religion, sex, or national origin. The cooperators will take affirmative action to ensure that applicants are employed without regard to their race, color, religion, sex, or national origin.

This Agreement will exist for a period of no longer than five (5) years, at which time all parties to the Agreement will evaluate its benefits and determine if the Agreement should be reaffirmed. It may be terminated or revised upon ninety (90) days advance written notice given by one of the parties to the other, or it may be terminated earlier by mutual consent of both parties.

The obligation of the Managing Agency to perform the responsibilities specified in this Agreement is contingent upon the availability of appropriated funds. No legal liability on the part of the Managing Agency to carry out such responsibilities shall arise unless and until appropriated funds are made available to cover the expenses associated with performing the responsibilities specified herein.

---

Responsible Manager  
The Managing Agency

Date

---

President, Florida Trail Association

Date



CO-OPERATIVE AGREEMENT

THIS AGREEMENT, made and entered into this \_\_\_\_\_ day of \_\_\_\_\_, 1986, by and between the FLORIDA TRAIL ASSOCIATION, hereinafter referred to as the "ASSOCIATION", and the REGIONAL DIRECTOR U.S. FISH AND WILDLIFE SERVICE, ATLANTA, GEORGIA, hereinafter referred to as the "FISH AND WILDLIFE SERVICE".

WITNESSETH:

WHEREAS, the ASSOCIATION is interested in the conservation of the Natural Resources of the United States and is desirous of working with the FISH AND WILDLIFE SERVICE and assisting in constructing and maintaining a Trail for hiking, as part of the proposed Florida National Scenic Trail, across parts of the St. Marks National Wildlife Refuge, in accordance with Article IV, Section 1 b in the By-Laws of the Florida Trail Association and the Certificate of Incorporation of the Florida Trail Association, Inc. with the State of Florida (December 29, 1964); and

WHEREAS, the UNITED STATES is the owner of lands within the boundaries of the St. Marks National Wildlife Refuge, located in the State of Florida and under the authority of 16 USC 668 dd(d), agrees to cooperate with the ASSOCIATION in the construction and maintenance of this section of the Florida Trail;

NOW, THEREFORE, the Agreement witnesseth:

A. THE FISH AND WILDLIFE SERVICE AGREES: -

1. To periodically aid the ASSOCIATION in the actual on-the-ground location of the Trail and other improvements.
2. To aid in relocating existing Trails should it become necessary for Refuge administration.
3. To coordinate any proposed re-locations with the ASSOCIATION.

4. To remark the Trail where obliterated by Fish and Wildlife Service activities.
5. That when public works programs such as YCC, etc., are available, and as deemed possible by the Fish and Wildlife Service, these forces may be used to help construct and maintain the Trail.
6. To first coordinate any anticipated timber harvest within a corridor 50 ft. on either side of the Florida Trail (except Trail superimposed on road and levee systems) with the FTA Section Leader in charge of the St. Marks NWR section; to, if desirable, conduct only light/low intensity management actions in an additional 50 ft. within a corridor on either side of the Florida Trail or outside the right-of-way if the Trail is superimposed on the road system; to locate the outside edge of any log loading deck no closer than 100 ft. to either side of the Florida Trail; to parallel skidder/truck trails no closer than 50 ft. of the Florida Trail; to cross the Florida Trail with timber harvest equipment only at right angles; and to throw and/or leave no slash within 50 ft. of either side of the Florida Trail.

B. THE ASSOCIATION AGREES:-

1. To construct and maintain a primitive Trail across the St. Marks National Wildlife Refuge as part of the Florida Trail.
2. That a work plan covering actual Trail location, construction, reconstruction, and maintenance will be developed and mutually agreed upon before any work can be started. Written approval of the Refuge Manager is required before the work can begin. If circumstances warrant, this plan may be amended by mutual agreement during the course of the year.

3. To take necessary precautions for prevention of fires, and to clean up all work areas to the satisfaction of the FISH AND WILDLIFE SERVICE.
4. To promote the public use and recognition of the Florida Trail on the St. Marks National Wildlife Refuge.
5. To mark the Trail with 2" X 6" elliptical orange paint stripes neatly applied, or two such stripes at a major changes in the route.

C. IT IS MUTUALLY AGREED:-

1. Work performed under this Agreement will be under the immediate supervision of Association officials.  
The Fish and Wildlife Service will provide such operational supervision, technical advice, guidance and inspection as it considers necessary for the proper conduct of this project.
2. That improvements placed on Fish and Wildlife Service land, at the direction of either party, shall thereupon become property of the UNITED STATES, and shall be subject to the same regulations and administration by the St. Marks National Wildlife Refuge as all other Refuge improvements of a similar nature.
3. Permission to perform work on the St. Marks National Wildlife Refuge does not in any way convey to the ASSOCIATION, their officials, or any person or persons working with the ASSOCIATION in the performance of said work, any special status to circumvent Refuge regulations or employee status that would extend to them the benefits of the Federal Employee Compensation Act, as amended.
4. The Trail and improvements will be open to the general public, and the ASSOCIATION will in no way control access to or use of the Trails or improvements. All persons who use the Trail will comply with Refuge regulations while in the Refuge.

5. Notwithstanding any provision of this agreement, nothing shall commit the Fish and Wildlife Service to incur financial obligations under this Agreement, except to the extent funds are provided for such purposes in Appropriation Acts of Congress.
6. All signs, sign materials, and sign construction will conform with standards prescribed by the Fish and Wildlife Service.
7. This Agreement may be revised as necessary, by mutual consent of both parties through issuance of a written amendment signed and dated by both parties.
8. During periods of conflicting use (public or Refuge, e.g., public hunts, or prescribed burns), portions of the Trail can be temporarily closed to hiking activities.
9. This Agreement shall become effective when executed by both parties, and shall continue in effect for a term not to exceed five years, with the right to renew for additional five-year periods.
10. This Agreement may be terminated by either party, upon written notice to the other, to take effect 30 days after written notice is served.

FLORIDA TRAIL ASSOCIATION, INC.

DATED: \_\_\_\_\_

BY: \_\_\_\_\_

UNITED STATES DEPARTMENT OF INTERIOR  
FISH AND WILDLIFE SERVICE

DATED: \_\_\_\_\_ Recommended

by: \_\_\_\_\_  
Refuge Manager

DATED: \_\_\_\_\_ Approved

by: \_\_\_\_\_  
Regional Director

APPENDIX H

Interagency Agreement  
Between  
Department of Agriculture  
United States Forest Service  
and  
Department of the Interior  
United States Fish and Wildlife Service

**WHEREAS**, this Agreement is developed under the following authority:

The National Trails System Act, 16 U.S.C. 1241, et. seq. as amended and by the National Parks and Recreation Act of 1978, 92 Stat. 3511, 16 U.S.C. 1244(a)(9).

**WHEREAS**, the purpose of the Agreement is to provide the basis for cooperation between the Forest Service and the Fish and Wildlife Service to implement the Comprehensive Management Plan for the Florida National Scenic Trail. Forest Service input shall be coordinated through the Regional Forester of the Southern Regional Office. Fish and Wildlife Service input shall be coordinated through the Regional Director of the Region 4 Office.

**WHEREAS**, National Parks and Recreation Act of 1978 , 92 Stat. 3511, 16 U.S.C. 1244(a)(9) amended the National Trails System Act ("the Act"). The Act places responsibility for administering the Trail with the Secretary of the Agriculture ("Secretary"). Only Federal lands are to be administered as Initial Protection Segments of the Trail. In furtherance of the objective, the Act provides that interagency agreements between Interior and cooperating Federal agencies may be written for marking the Trail, establishing rights-of-way, and development and maintenance of facilities. Pursuant to this Act, the Comprehensive Management Plan for the Trail outlines objectives and practices to be observed in the management of the Trail and identifies the St. Mark's Wildlife Refuge as an Initial Protection Segment on Federal land under the authority of the U. S. Fish and Wildlife Service. The Regional Director (Region 4) and appropriate field personnel were consulted in the preparation and approval of the plan.

**ARTICLE I**

This interagency agreement entered into by and between the United States Forest Services (Forest Service), party of the first party, acting through its duly authorized representatives, and the Fish and Wildlife Service, party of the second part; is for the implementation of the Comprehensive Management Plan for the Florida National Scenic Trail.

**ARTICLE II**

Both the Forest Service and Fish and Wildlife Service mutually desire that the Florida National Scenic Trail across the St. Mark's Wildlife Refuge be appropriately marked, administered, and managed as guided by the Comprehensive Plan to accomplish the purpose of the National Trail System Act.

**NOW THEREFORE**, in consideration of the aforementioned premises, the parties hereto agree to follow:

- A. Forest Service agrees to:

1. Designate the United States Forest Service (USFS), National Forests in Florida, as the Federal Agency to carry out the Department's responsibilities, as appropriate, concerning the Trail.
  2. Provide the Fish and Wildlife Service with an initial set of Trail markers in accordance with the marking program established in the Comprehensive Management Plan for the Trail.
  3. Publish a notice of the Trail right-of-way in the Federal Register.
  4. Assist the Fish and Wildlife Service in interpretive opportunities for providing information and distribution to the public.
- B. Subject to (a) availability of funds, (b) availability of manpower, and (c) priorities as established by the Fish and Wildlife Service for the expenditure of those funds and manpower on lands which it manages, the Fish and Wildlife Service agrees to:
1. Mark the Florida National Scenic Trail with an initial set of markers furnished by the Forest Service, and marked according to the marking process identified in the Comprehensive Management Plan for the Trail.
  2. Maintain the Trail markers erected under Item B.1 above.
  3. Administer, manage, protect, and maintain Fish and Wildlife Service managed segments in accordance with the purposes of the Trail and the Comprehensive Management Plan.
  4. Develop, operate, and maintain public access, recreational and interpretive opportunities, and visitor use facilities in accordance with the Comprehensive Management Plan.
  5. Promulgate such rules and regulations as may be necessary for proper administration and protection of Fish and Wildlife Service managed segments.
  6. Seek cooperative agreements with owners of those private lands within the Trail right-of-way adjoining high potential Federally owned segments where necessary to assure adequate protection or public access to the segment.
  7. Consider acquiring necessary interests through donation, exchange, or purchase of lands identified in Item B.6 above where cooperative agreements with private landowners cannot be consummated.
  8. Provide interpretive programs through signing, exhibits, educational efforts, and interpretive materials.
  9. For the purpose of enhancing the Trail environment, the Fish and Wildlife Service will designate zones along the segments of the Trail which traverse areas under their administration, such zones will vary in width as necessary to assure maximum retention of the outdoor recreation experience for which the Trail was established. The determinations as to width of these zones will take into account variations in terrain, land cover, vegetative type, land management, scenic and historic points of interest,

natural features, cultural qualities, recreational values, and other factors that may affect operation, development, and maintenance of the Trail. Said zones shall be planned and designated on development or management plans using the criteria presented in "The Florida National Scenic Trail Comprehensive Plan."

- C. The Forest Service and the Fish and Wildlife Service mutually agree to:
1. Establish individual coordinators within each administering agency for Trail administration activities.
  2. Follow the guidelines set forth in the Florida National Scenic Trail Comprehensive Plan, and to manage the Trail's resources accordingly.
  3. Keep each other informed and to consult periodically on management problems pertaining to the Trail, including consultation with the Florida National Scenic Trail Advisory Council, and coordinating Trail management with the planning of programs for other units of the National Trails System, trails systems, and other land-use programs.
  4. Subject to the availability of funds and personnel, provide assistance at the request of either party for the planning and development of facilities, acquisition of land, and the administration of the Trail.

#### ARTICLE III

The term of this Agreement shall be for a period of **FIVE (5) YEARS** from the date first written. It is understood by the parties hereto that this Agreement may be extended for a period not to exceed **FIVE (5) YEARS** by a mutual written agreement among the parties hereto and incorporated by reference into this Agreement.

#### ARTICLE IV

The Forest Service shall be represented by the Regional Forester, Southern Region together with his/her successor or successors in office and his/her duly authorized representatives. The Fish and Wildlife Service shall be represented by the Regional Director of Region 4 together with his/her successor or successors in office or his/her duly authorized representatives.

#### ARTICLE V

There are no items requiring reimbursement. The Forest Service will furnish the Fish and Wildlife Service with an adequate supply of Trail markers.

#### ARTICLE VI

The Fish and Wildlife Service and Forest Service will annually review the management of the Trail segments, and report to the Regional Director and Regional Forester.

#### ARTICLE VII

This Agreement may be terminated by mutual consent or by either party by providing **SIXTY (60) DAYS** written notice to the other(s).

**ARTICLE VIII**

Nothing in this Agreement will require work for which funds are not available. Nor shall anything in the Agreement affect or interfere with fulfillment of the obligations and rights of the parties hereto to manage the lands and programs administered by them in accordance with their other basic land management responsibilities.

**ARTICLE IX**

This Agreement constitutes the full, complete and entire segment between and among the parties hereto; no representative of either party hereto has the authority to make, or has made, any statement, agreement, oral or written, in connection herewith, which modifies, adds, or changes any stipulation, provision, term, covenant, agreement or condition hereof. No modification or amendment to this Agreement shall be binding on any party hereto unless such modification or amendment shall be in **WRITING**, executed in duplicate by the parties hereto, attached to this Agreement, and incorporated in, and by reference made a part of this Agreement.

**IN WITNESS THEREOF**, the parties hereto have affixed their hands and seals and have caused this Agreement to be executed on the date hereinabove first written.

**DATE:**

\_\_\_\_\_  
**REGIONAL FORESTER, FOREST SERVICE  
DEPARTMENT OF AGRICULTURE**

**DATE:**

\_\_\_\_\_  
**REGIONAL DIRECTOR, FISH AND WILDLIFE  
SERVICE - DEPARTMENT OF THE INTERIOR**



APPENDIX I

START UP COSTS

Trail Markers . . . . . 15,000  
Brochure Preparation, Printing and Distribution . . . 20,000

-----

ANNUAL OPERATING COSTS TO FY 88

Advisory Council and Planning  
Team Meetings . . . . . 5,000  
Administrative and Technical Support  
including 1/3 year FS Trail Planner  
and Coordinator . . . . . 15,000  
Travel and maintenance. . . . . 5,000

-----

OPERATING COSTS AFTER FY 88

Advisory Council Meetings . . . . . 4,000  
Administrative Management. The Act  
calls for a qualified person  
within the administering agency  
(US Forest Service) to be appointed  
as Administrator of the FNST.  
Assuming this person to be at the  
minimum GS-11 Journeyman Level, the  
salary per year will be . . . . . 36,000  
Annual Trail Marker Additions and  
replacement . . . . . 5,000

\*NOTE: All items listed above are mandated by the National Trails System Act (P.L. 90-543 Stat. 919 as amended).

## APPENDIX J

### TRAIL DESIGN STANDARDS

The design of the Florida National Scenic Trail (FNST) exhibit high quality performance, and minimize disturbance to the environment. It should be designed on a segment-by-segment basis to accommodate, in a safe and enjoyable manner, the volume and type of traffic planned. The cost of maintenance is another important factor that trail design must consider. A well designed trail can significantly reduce future costs.

The following are recommended design standards that all participating managing authorities are urged to use:

#### TRAIL ROUTING

The routing of the trail is one of the most important factors in trail design. It should be done with experienced leaders from the managing authority cooperating with the Florida Trail Association (FTA).

#### General Considerations

1. Provide for all weather and all season passage where possible. Avoid the need for bridges, boardwalks, and other expensive to maintain structures.
2. Provide a great variety of vegetation and natural beauty. Capitalize on panoramic scenes from the trail such as prairies, marshes, ponds, sink holes, and ocean.
3. Route the trail to pass within one-fourth mile of potable water and campsite. Avoid roads, airboat and motorcycle trails, and military operations.
4. Avoid abrupt changes in direction which confuses the hiker. A smoothly curving trail is more of a pleasure to hike.
5. Observe limitations imposed by the landowner. Trail location can help meet these limitations and reduce conflicts.

#### Archaeological and Cultural Considerations

1. Avoid sensitive archaeological sites.
2. Locate the trail near archaeological or historical sites where recommended by the landowner and State Historic Preservation Officer. Interpret the meaning of the site through maps, guidebooks, and signs.
3. When appropriate, provide views and sounds of man's activities such as harvesting timber, harvesting crops, livestock ranching, and fishing without conflicting with these activities.

## River, Highway, Railroad Crossings

1. Provide crossings by means of safe bridges and underpasses where volume of traffic is high.
2. Provide adequate visibility when roads or railroads are crossed at grade.
3. Take advantage of natural or existing features to afford a quick crossing without breaking the continuity of the trail.
4. Cross man-made features such as roads and power transmission lines at right angles to avoid prolonged visual contact.

## User Facilities

1. Provide access at varying distances along the trail so users can choose different length trips.
2. Take advantage of opportunities to provide drinking water, showers, clothes washing facilities, and other services needed by hikers.

## **TREAD STANDARDS**

The trail should be cleared approximately four feet wide and cleared high enough to permit passage of a hiker and his pack. The actual tread should be at least 18 inches wide. Vary the width to avoid a "tunnel effect" where the vegetation dictates. In dense growth, the width may narrow to three feet and still allow the hiker to pass.

Avoid leaving stubs in the tread that trip hikers. Remove logs or cut at an angle to permit foot traffic but restrict vehicles.

## Blazing

1. Mark the primary trail with two inch wide and six inch long painted orange blazes. Blazes should be frequent enough to assure the hiker he is on the route. Normally, the next blaze should come into view ahead while the hiker is passing one.
2. Blaze side trails to water, campsites, and observation points with light blue paint.

## **STRUCTURES AND FACILITIES**

### Campsites

1. Select a reasonably level and clear wooded site to accommodate six to eight small tents. Avoid placing a site near dead or dying trees or where subject to seasonal flooding. A campsite should be located near a suitable water supply if possible. This may mean boiling for a prescribed time.

2. Furnish toilets only when required by the managing authority. The hiker should be educated to use "no trace" methods where use is light.
3. Locate campsites one hiking day apart (8 to 10 miles). They should be remote (one mile) from highways, public recreation areas, and residences.

#### Bridges and Boardwalks

1. Use quality structures made of treated wood that will withstand the elements.
2. Get approval for all bridges and boardwalks from the managing authority. The U. S. Forest Service will provide recommendations upon request. Suggestions for bridge designs can be found in handbooks recommended on page 7.

#### **TRAILHEADS**

A trailhead is defined as a facility provided solely for the trail user to transfer from motorized highway travel to nonmotorized trail travel. A trailhead is not intended as a site for picnicking or overnight camping, and the design should discourage such use.

The frequency, location, design, and facilities provided will be determined after careful consideration of:

- The objectives of the Recreation Opportunity Spectrum (ROS) Class for the area.
- The number of and mix of user types (equestrian, hiker, day use, long distance use, etc.).
- The carrying capacity of other trailheads serving the area.
- The need to mitigate conflicts between foot traffic and saddle horses.

Major trailheads will normally be located near primary highways and be designed and constructed to a higher level of development than minor trailheads on forest roads. Major trailheads may include such amenities as paved roads, landscaping, flush toilets, corral and daily custodial care by agency personnel. Minor trailheads could be as simple as a 3-5 car parking area, garbage can, bulletin board, and only infrequent attention by an agency personnel. The basic items in site design are:

- parking
- sanitation
- water within a reasonable distance by trail
- horse facilities where allowed

-- access to the main trail

Where possible, trailheads should be sited away from the main trail and accessed by short feeder trails. When trailheads are constructed in conjunction with a developed campground or picnic area, maintain a clear separation between the two facilities.

## SIGNS

### The Uniform Marker

As required by Section 7(c) of the Act, the Secretary of Agriculture has established the uniform marker for use on the FNST.

Purpose and Placement of the Marker - The purpose of the 18 inch and 9 inch markers is to identify the location of the FNST to the motoring public. The markers should be placed so they can be readily seen from a moving vehicle approaching from either direction. The placement of the markers may require approval of appropriate State or County authorities. It is recommended that two 18 inch markers appear at each state and federal highway crossing and two 9 inch markers appear at each county and forest road crossing.

The purpose of the three and one-half inch marker is to identify the FNST to the person approaching from a side trail. It is to be used only on the FNST at common access junctions; at intersections with other trails; and where needed as a reassurance sign if other land use activities or game trails make the trail location uncertain to the traveler. The three and one-half inch marker is not intended to be used as a trail blazer. It should be attached to a wooden sign post or imbedded in the sign's surface. In areas subject to vandalism, the brand (of identical dimensions) may be more practical. Use of the three and one-half inch marker shall be held to the minimum necessary to meet the purpose.

Directional, Information, Interpretive and Regulatory Signs - These signs will be placed along the trail, on side trails, and trailheads, to meet the needs of the user and management, or to add to the enjoyment of the user by pointing out or interpreting resources and land uses. Insofar as possible, agencies will strive for standardization of sign design along the trail. Normally, these will be made of wood. Signing on side trails, access routes, and parking areas, directing people to the FNST will be done only with quality lettered signs.

Signing Within Wilderness, National Parks, and State Parks - Other than use of the uniform marker, signing within these areas will conform to the objectives and standards established for each area.

Signing and Marking on Land Other Than Federal - The placement and maintenance of markers and signs on these lands will be authorized through appropriate language in a

memorandum of agreement with state and county highway departments, railroad companies, municipalities, and private landowners. Signing of private lands, in addition to identifying the route, will have objectives of educating the trail user to the concerns of landowners, interpreting appropriate management or development activities if the landowner desires, and building a positive relationship between the trail and owners of the land.

Maintenance of Signing and Marking - The designation of the Florida Trail as a National Scenic Trail mandates the maintenance of a high standard of signing. Managing agencies should give high priority to timely repair and/or replacement of missing or damaged markers and signs.

### **TRAIL RELOCATION**

During the initial trail location phase, frequent relocation may be expected. A housing project may threaten the trail, landowners may change and not agree to the trail location, or the opportunity for a better location may arise. When the trail must be moved, any relocation should be made to provide a more desirable trail for the hiker. Once the current phase of corridor selection and trail location is complete, relocations are expected to be far less frequent. Minor relocations of the footpath, to protect the land or improve scenic quality, may be done by the local manager or landowner in cooperation with the FTA. Major relocation will be made only upon the approval of the U. S. Forest Service after reviewing a joint proposal by the land manager and the FTA. The desirability of any new location will be carefully assessed before any changes are made. This procedure will allow the U. S. Forest Service and the FTA to maintain reliable records of the trail's location.

### **ANNUAL MAINTENANCE**

The FTA will prepare, with the land manager, an agreement listing all maintenance needs and assign performance responsibilities. In addition, annual plans may be needed to identify current maintenance projects. Annual maintenance should include:

1. Clearing brush and logs from footpath.
2. Maintaining a smooth tread and reducing erosion.
3. Picking up litter.
4. Touching up paint blazes.
5. Repairing or replacing signs, facilities, bridges, and stiles.

### **MINIMUM TRAIL STANDARDS**

1. Properly cleared footway.

2. Adequate side to side and overhead clearance.
3. Adequate blazes properly executed and maintained.
4. Available and suitable campsites and water.
5. Safe facilities such as bridges, stiles, and boardwalks
6. Appropriate signs where needed.

#### TRAIL REFERENCE MANUAUS

The following manuals are recommended as aids in designing and maintaining the trail:

1. Appalachian Trail Stewardship Series - Trail Design, Construction, and Maintenance - Robert Proudman and William Birchard, Jr., Appalachian Trail Conference, Harpers Ferry, West Virginia 25424.
2. Forest Service Trails Management Handbook - Forest Service Manual 2309.18, June 1985.
3. Trail Manual of the Florida Trail - Florida Trail Association, Inc., P. O. Box 13708, Gainesville, Florida 32604.
4. Trail South - A Guide Dealing with Forest Trails in the Southern Region - US Department of Agriculture, US Forest Service, Atlanta, Georgia 30367.

## APPENDIX K

### FOREST SERVICE VISUAL MANAGEMENT SYSTEM

#### A. INTRODUCTION

The American people have been and continue to be concerned about the visual quality of their environment. Because of this concern, it has become appropriate to establish the "visual landscape" as a basic resource, to be treated as an essential part of and receive equal consideration with the other basic resources of the land" (FSM 2380).

While the public has become more aware of the value of scenic resources, demand has also increased for goods and services produced on much of the same land. It has become necessary to be able to quantify and develop standards for visual resources so they can be managed like the more tangible resources of timber, range and wildlife.

The Forest Service Visual Management System provides a methodology for evaluation, and managing scenic resources within a multiple use framework.

#### \* Objectives of the System are:

- Establishes criteria for identification and classification of scenic quality as well as esthetic concern for the quality on National Forest lands.
- Establishes quality objectives for alteration of the visual resource.
- Provides all disciplines involved in land management the freedom to explore viable alternatives in order to attain the appropriate visual quality objectives.
- Inputs the visual resource into the established as well as the proposed land use and multiple use methods of planning and operation.
- Recognizes the great variation in visual strength of the various types of natural landscapes and their inherent capabilities to accept alteration.

#### B. PREMISES

Research has provided many of the premises on which the system is based. Additional premises are drawn from the basic concepts, elements, principles, and variables of visual resource management described in National Forest Landscape Management, Volume I, Agriculture Handbook No. 434, Superintendent of Documents, Washington, DC 20402.

#### \* Expected Images Exist

"The majority of the recreation-oriented people who visit the National Forests have an image of what they expect to see. Such an image or mental picture is generated by



available information concerning a particular area and the person's experience with that or similar areas. The image produced represents the knowledgeability, expectedness, romanticism and emotionalism associated with features within the area. Obviously, several images may exist simultaneously, even within a single individual, and yet a particular geographic region tends to have an identifiable image." (Newby, Floyd, Environmental Impact Appraisal of proposed developments in the Harney Peak Area of the Black Hills, Pacific Southwest Forest and Range Experiment Station, USDA Forest Service, Berkeley, California.)

Although studies of people's images of forest areas result in varied responses from one geographic region to another, one factor generally remains constant. People expect to see a naturally appearing character within each general region.

\* **Esthetic Concern Varies and Types of Viewers are Critical**

It is assumed that esthetic concern varies among National Forest users. Those people most concerned about esthetics are those who are in an area because of, or have a major interest in, the scenic qualities, e.g., recreation area residents and travelers.

\* **View Duration is Critical**

The visual impacts of management activities increase as the duration of view increases beyond a quick glance. Examples are those areas seen from vista points, visitor centers, end of road tangents, etc.

\* **Number of Viewers is Critical**

The visual impacts of a management activity become more important as the actual or potential number of viewers increases.

\* **All Lands are Viewed**

Because all National Forest lands can be seen from aircraft or high vista points, a minimum visual quality objective should be determined.

\* **Diverse Landscape Character is Important**

All landscapes have a definable character and those with the greatest variety or diversity have the greatest potential for high scenic value.

\* **Retention of Character is Desirable**

Landscapes with distinctive variety in form, line, color and/or texture should be retained and perpetuated.

\* **The Capacity of Each Landscape to Absorb Alteration Without Losing its Visual Character is Critical**

Each landscape unit has its individual capacity to accept alteration without losing its inherent visual character. This may be expressed in the screening ability of the vegetation and landforms, the variety of vegetative cover and rock outcrops and water, and its ability to recover vegetatively after disturbances.

\* **The Visual Impact and Character of Management Activities is Critical**

The visual impact of management activities increases as the amount of landscape alteration increases. The visual impact of management activities generally increases as the visual elements in the management activity deviate from the same elements in the natural landscape.

\* **Focus of Viewer Attention is Critical**

The dominance and arrangement of elements will focus viewer's attention and subject certain areas to critical scrutiny. Major peaks, water forms, rock outcrops, meadows, edges, enframed views, axial patterns and convergent patterns are typical areas of focalization. The visual impact of management activities increases as the focus of viewer attention increases in such managed areas.

\* **Alteration of Character May be Desired**

Landscapes with little or no variety may be enhanced by alteration.

\* **Viewing Distance is Critical**

Visibility and clarity of detail is often a function of viewing distance. The visual impact of management activities usually increases as viewing distance decreases.

\* **Viewing Angle is Critical**

Visual impact of management activities increases as the viewer's line of sight tends to become perpendicular to the slope upon which the management activity is to take place.

\* **Management is Necessary**

Landscapes are dynamic and even those areas of high aesthetic value may require some management activity to retain the valued character.

\* **Additional Premises**

Other variables which affect the system indirectly are motion of activity, lighting, weather conditions, and seasons of the year.

## C. IMPORTANT TERMS

### \* Character Type

An area of land that has common distinguishing visual characteristics of landform, rock formations, water forms, and vegetative patterns is called a character typed. Its establishment is based on physiographic sections as defined by Nevin M. Fenneman. (Fenneman, Nevin M. 1931 Physiography of Western United States. New York and London: McGraw-Hill Book Company).

Character types are used as a frame of reference to classify physical features of a given area as to their degree of scenic quality.

### \* Character Subtype

In some cases, the major character type will be too broad or great in diversity of character to provide a logical frame of reference to classify physical features. For such situations, each major character type may be further broken into subtypes.

Subtypes are divisions of the major character types which are significantly different in visual characteristics from each other.

Such subtypes should also be based on physiographic subsections defined in Fenneman's book.

Subtypes should be areas of significant size and visual difference within the major character type.

Subtypes are also used to identify those portions of major character types having distinctive or outstanding common features and may be recognized nationally for their scenic quality.

### \* Characteristic Landscape

The characteristic landscape is the naturally established landscape being viewed. It visually represents the basic vegetative patterns, landforms, rock formations, and water forms which are in view. It usually makes up a small portion of a character subtype depending on how much is viewed.

### \* Distant Zones

Distant zones are divisions of a particular landscape being viewed. They are used to describe the part of a characteristic landscape that is being inventoried or evaluated. The three distance zones are:

- Foreground - The limit of this zone is based upon distances at which details can be perceived. Normally in foreground views, the individual boughs of trees form texture. It will usually be limited to areas within 1/4 to 1/2 mile of the observer, but

must be determined on a case-by-case basis as should any distance zoning.

- Middleground - This zone extends from foreground zone to 3 to 5 miles from the observer. Texture normally is characterized by the masses of trees in stands of uniform tree cover. Individual tree forms are usually only discernible in very open or sparse stands.
- Background - This zone extends from middleground to infinity. Texture in stands of uniform tree cover is generally very weak or non-existent. In very open or sparse timber stands, texture is seen as groups or patterns of trees.

#### \* Dominance Elements

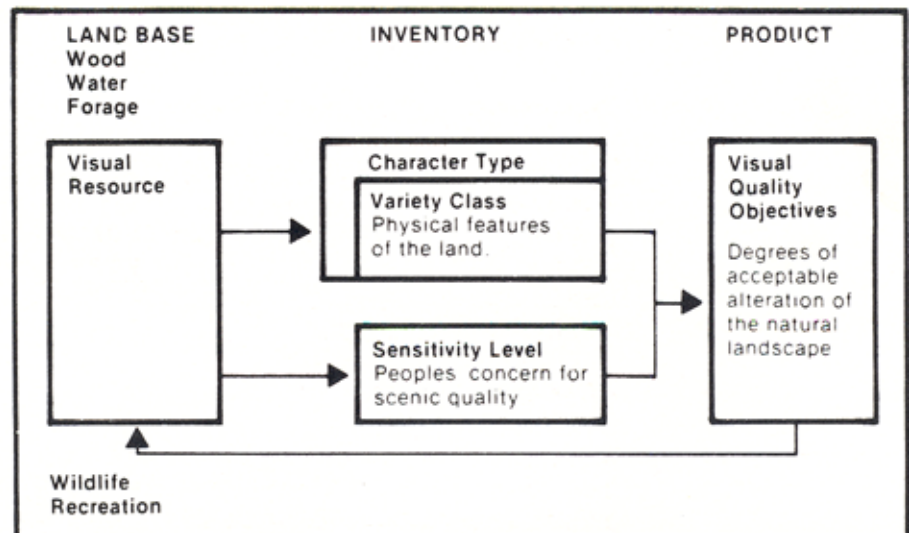
The dominance elements are the simplest visual recognition parts which make up the characteristic landscape. An observer sees landscapes in terms of form, line, color, and texture. The potential visual strength of each dominance element over the broad spectrum of landscape varies.

#### \* Management Activities

A management activity is any activity of man imposed on a characteristic landscape. It is seen in terms of form, line, color, and texture.

## System Process

The basic premises and terminology have been presented to orient the reader to the foundation on which the Visual Management System is developed. The flow chart diagram on this page should help the reader to see the relationship between those premises and the system's process. The diagram should also help keep the reader oriented within the total system as he moves through the various sections of this publication.



# Scope

The Visual Management System applies to all management activities on National Forest lands including, but not limited to, timber harvesting, road construction, fuel breaks, utility corridors, winter sports sites, and structures. The system provides input for the Multiple Use Planning and Decision-Making Process.

## PLANNING PROCEDURE



The visual quality objectives set only visual goals. Management objectives for soils, water, air, wildlife, and fire control may often reinforce the visual objectives, or in some cases, be more stringent and override these visual goals. Occasionally, there will be conflicts that must be resolved by trade-off decisions. The system does not incorporate planning factors such as politics and economics which are critical to land management. While not included in the system, these factors can and will occasionally modify the product.

The Visual Management System is designed to function at any level of the land planning process. To assist this planning, the visual resource may be evaluated at any one of various intensities.

For example, an intensive land use plan that covers a typical drainage requires many types of data gathered and interpreted at a very detailed scale. In contrast, a land use plan that covers one or perhaps parts of two National Forests requires data of the broadest type with data accuracy related to the most easily recognizable land and resource changes.

Though low intensity broad scale inventories should be used where appropriate, the long range goal of National Forest Landscape Management is to inventory and interpret the visual resource on most lands of the National Forests at a detailed, intensive level.

(See appendix for definition of detail & broad inventory levels)

Additional visual resource objectives such as retaining or adding variety, opening up vistas or screening views, should come from detailed, coordinated studies such as found in "Forest Landscape Description and Inventories".<sup>4</sup> Such studies will provide added objectives to be managed under a visual quality objective.

Overall, the visual quality objectives contained in this chapter incorporate the extreme variability of the lands scenic quality, the visual sensitivity of the land and the ability of various Forest landscapes to undergo alteration.

<sup>4</sup>Litton, R. Burton, Jr. 1968. Forest Landscape Description and Inventories—a basis for land planning and design. USDA Forest Service, Pacific Southwest Forest and Range Experiment Station, Berkeley, California.



## APPENDIX L

### FOREST SERVICE RECREATION OPPORTUNITY SPECTRUM

#### A. INTRODUCTION

Recreation means many things to many people and it is difficult to find common terms of understanding. Managers and researchers have observed that people participate in preferred activities in preferred settings for desired experiences. In order to constructively deal with this behavioral phenomenon, researchers have developed a model which recognizes the relationships of activities, settings and experiences and provide suitable categories in which they can be placed for analysis and planning. The model is called the Recreation Opportunity Spectrum (ROS USER GUIDE, Washington, DC: US Dept. of Agriculture, Forest Service: 1982 37 p.).

#### 13—RECREATION OPPORTUNITY SPECTRUM

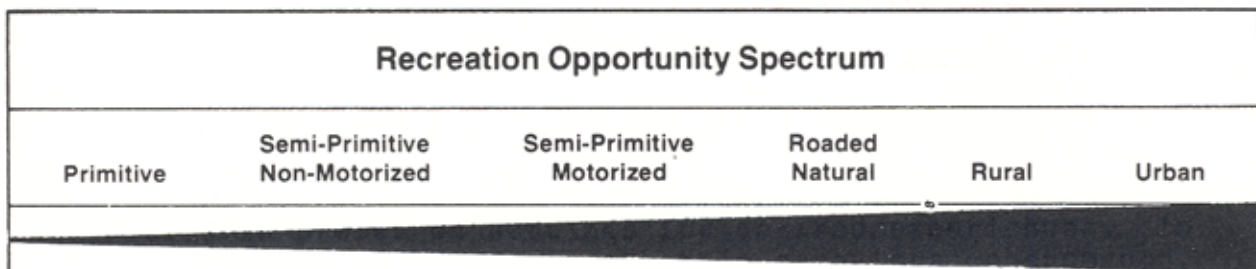
While the goal of the recreationist is to obtain satisfying experiences, the goal of the recreation resource manager becomes one of providing the opportunities for obtaining these experiences. By managing the natural resource settings, and the activities which occur within it, the manager is providing the opportunities for recreation experiences to take place. Therefore, for both the manager and the recreationist, recreation opportunities can be expressed in terms of three principal components: the activities, the setting, and the experience.

For management and conceptual convenience possible mixes or combinations of activities, settings, and probable experience opportunities have been arranged along a spectrum, or continuum. This continuum is called the Recreation Opportunity Spectrum (ROS) and is divided into six classes (Figure 1). The six classes, or portions along the continuum, and the accompanying class names have been selected and conventionalized because of their descriptiveness and utility in Land and Resource Management Planning and other management applications.

Each class is defined in terms of its combination of activity, setting, and experience opportunities (Table 1). Subclasses may be established to reflect local or regional conditions as long as aggregations can be made back to the six major classes for regional or national summaries. An example of a subclass may be a further breakdown of Roaded Natural into subclasses based on paved, oiled, or dirt surfaced roads, which in turns reflects amount of use, or a further breakdown of Primitive based upon aircraft or boat use.

The Recreation Opportunity Spectrum provides a framework for defining the types of outdoor recreation opportunities the public might desire, and identifies that portion of the spectrum a given National Forest might be able to provide.

Figure 1



# ROS Activity Characterization\*

Primitive	Semi-Primitive Non-Motorized	Semi-Primitive Motorized	Roaded Natural	Rural	Urban
<p><u>Land Based (includes Aircraft):</u></p> <ul style="list-style-type: none"> <li>Viewing Scenery</li> <li>Hiking and Walking</li> <li>Horseback Riding</li> <li>Camping (all)</li> <li>Hunting (all)</li> <li>Nature Study (all)</li> <li>Mountain Climbing</li> <li>General Information</li> </ul> <p><u>Water Based:</u></p> <ul style="list-style-type: none"> <li>Canoeing</li> <li>Sailing</li> <li>Other non-motorized watercraft</li> <li>Swimming</li> <li>Fishing (all)</li> </ul> <p><u>Snow and Ice Based:</u></p> <ul style="list-style-type: none"> <li>Snowplay</li> <li>X-Country Skiing/Snowshoeing</li> </ul>	<p><u>Land Based (includes Aircraft):</u></p> <ul style="list-style-type: none"> <li>Viewing Scenery</li> <li>Automobile (off-road use)</li> <li>Motorcycles and Scooters</li> <li>Specialized landcraft</li> <li>Aircraft (motorized)</li> <li>Hiking and Walking</li> <li>Horseback Riding</li> <li>Camping (all)</li> <li>Hunting (all)</li> <li>Nature Study (all)</li> <li>Mountain climbing</li> <li>General Information</li> </ul> <p><u>Water Based:</u></p> <ul style="list-style-type: none"> <li>Boating (powered)</li> <li>Canoeing</li> <li>Sailing</li> <li>Other watercraft</li> <li>Swimming</li> <li>Diving (skin or scuba)</li> <li>Fishing (all)</li> </ul> <p><u>Snow and Ice Based:</u></p> <ul style="list-style-type: none"> <li>Ice and Snowcraft</li> <li>Skiing, downhill</li> <li>Snowplay</li> <li>X-Country Skiing/snow-shoeing</li> </ul>	<p><u>Land Based (includes Aircraft):</u></p> <ul style="list-style-type: none"> <li>Viewing Scenery</li> <li>Viewing Activities</li> <li>Viewing Works of Human-Kind</li> <li>Automobile (includes off-road use)</li> <li>Motorcycles and Scooters</li> <li>Specialized landcraft</li> <li>Train and bus touring</li> <li>Aircraft (motorized)</li> <li>Aerial trams and lifts</li> <li>Aircraft (non-motorized)</li> <li>Hiking and Walking</li> <li>Bicycling</li> <li>Horseback riding</li> <li>Camping (all)</li> <li>Organization</li> <li>Camping (all)</li> <li>Picnicking</li> <li>Resort and Commercial services</li> <li>Resort Lodging</li> <li>Recreation Cabin use</li> <li>Hunting (all)</li> <li>Nature Studies (all)</li> <li>Mountain climbing</li> <li>Gathering Forest Products</li> <li>Interpretive Services (all)</li> </ul> <p><u>Water Based:</u></p> <ul style="list-style-type: none"> <li>Tour Boat and Ferry</li> <li>Boat Powered</li> <li>Canoeing</li> <li>Sailing</li> <li>Other watercraft</li> <li>Swimming and waterplay</li> <li>Diving (skin and scuba)</li> <li>Waterskiing and water-sports</li> <li>Fishing (all)</li> </ul> <p><u>Snow and Ice Based:</u></p> <ul style="list-style-type: none"> <li>Ice and Snowcraft</li> <li>Ice Skating</li> <li>Sledding and Tobogganing</li> <li>Downhill skiing</li> <li>Snowplay</li> <li>X-Country skiing/snow shoeing</li> </ul>	<p><u>Land Based:</u></p> <ul style="list-style-type: none"> <li>Viewing Scenery</li> <li>Viewing Activities</li> <li>Viewing Works of Humankind</li> <li>Automobile (includes off-road use)</li> <li>Motorcycles and Aircraft</li> <li>Scooters</li> <li>Specialized land-craft</li> <li>Train and bus touring</li> <li>Aircraft (motorized)</li> <li>Aerial trams and lifts</li> <li>Aircraft (non-motorized)</li> <li>Hiking and Walking</li> <li>Bicycling</li> <li>Horseback riding</li> <li>Camping (all)</li> <li>Organization</li> <li>Camping (all)</li> <li>Picnicking</li> <li>Resort and Commercial services</li> <li>Resort Lodging</li> </ul> <p><u>Land Based (includes Aircraft):</u></p> <ul style="list-style-type: none"> <li>Recreation Cabin use</li> <li>Hunting (all)</li> <li>Nature Studies (all)</li> <li>Mountain climbing</li> <li>Gathering Forest Products</li> <li>Interpretive Services (all)</li> <li>Team Sports</li> <li>Individual Sports</li> <li>Games and Play</li> </ul> <p><u>Water Based:</u></p> <ul style="list-style-type: none"> <li>Tour Boat and Ferry</li> <li>Boat Powered</li> <li>Canoeing</li> <li>Sailing</li> <li>Other watercraft</li> <li>Swimming and waterplay</li> <li>Diving (skin and scuba)</li> <li>Waterskiing and water sports</li> <li>Fishing</li> </ul> <p><u>Snow and Ice Based:</u></p> <ul style="list-style-type: none"> <li>Ice and Snowcraft</li> <li>Ice skating</li> <li>Sledding and Tobogganing</li> <li>Downhill skiing</li> <li>Snowplay</li> <li>X-Country skiing/snow shoeing</li> </ul>		

\*These activity characteristics (from R I M FSH 2309.11) are illustrative only. Specific additions or exception of activities within a ROS class may occur depending upon local forest situations.

Table 1 (continued)

ROS Setting Characterization*					
Primitive	Semi-Primitive Non-Motorized	Semi-Primitive Motorized	Roaded Natural	Rural	Urban
Area is characterized by essentially unmodified natural environment of fairly large size. Interaction between users is very low and evidence of other users is minimal. The area is managed to be essentially free from evidence of human-induced restrictions and controls. Motorized use within the area is not permitted.	Area is characterized by a predominantly natural or natural-appearing environment of moderate-to-large size. Interaction between users is low, but there is often evidence of other users. The area is managed in such a way that minimum on-site controls and restrictions may be present, but are subtle. Motorized use is not permitted.	Area is characterized by a predominantly natural or natural-appearing environment of moderate-to-large size. Concentration of users is low, but there is often evidence of other users. The area is managed in such a way that minimum on-site controls and restrictions may be present, but are subtle. Motorized use is permitted.	Area is characterized by predominantly natural-appearing environments with moderate evidences of the sights and sounds of man. Such evidences usually harmonize with the natural environment. Interaction between users may be low to moderate, but with evidence of other users prevalent. Resource modification and utilization practices are evident, but harmonize with the natural environment. Conventional motorized use is provided for in construction standards and design of facilities.	Area is characterized by substantially modified natural environment. Resource modification and utilization practices are to enhance specific recreation activities and to maintain vegetative cover and soil. Sights and sounds of humans are readily evident, and the interaction between users is often moderate to high. A considerable number of facilities are designed for use by a large number of people. Facilities are often provided for special activities. Moderate densities are provided far away from developed sites. Facilities for intensified motorized use and parking are available.	Area is characterized by a substantially urbanized environment, although the background may have natural-appearing elements. Renewable resource modification and utilization practices are to enhance specific recreation activities. Vegetative cover is often exotic and manicured. Sights and sounds of humans, on-site, are predominant. Large numbers of users can be expected, both on-site and in nearby areas. Facilities for highly intensified motor use and parking are available with forms of mass transit often available to carry people throughout the site.

\*This table is for descriptive purposes only. Use the five specific ROS class delineation criteria given in Table 2 to identify the actual areas to which these descriptions apply.





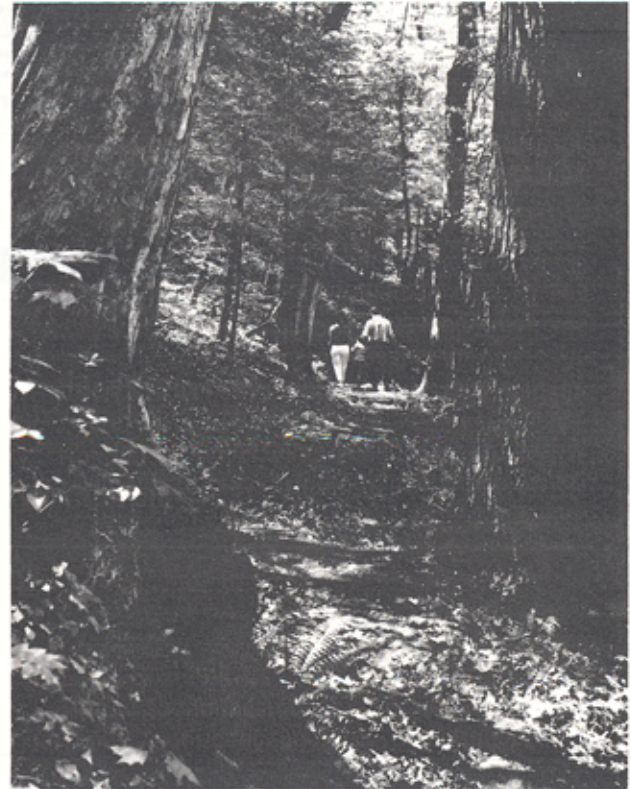


Table 1 (Continued)

ROS Experience Characterization*					
Primitive	Semi-Primitive Non-Motorized	Semi-Primitive Motorized	Roaded Natural	Rural	Urban
Extremely high probability of experiencing isolation from the sights and sounds of humans, independence, closeness to nature, tranquility, and self-reliance through the application of woodsman and outdoor skills in an environment that offers a high degree of challenge and risk.	High, but not extremely high, probability of experiencing isolation from the sights and sounds of humans, independence, closeness to nature, tranquility, and self-reliance through the application of woodsman and outdoor skills in an environment that offers challenge and risk.	Moderate probability of experiencing isolation from the sights and sounds of humans, independence, closeness to nature, tranquility, and self-reliance through the application of woodsman and outdoor skills in an environment that offers challenge and risk. Opportunity to have a high degree of interaction with the natural environment. Opportunity to use motorized equipment while in the area.	About equal probability to experience affiliation with other user groups and for isolation from sights and sound of humans. Opportunity to have a high degree of interaction with the natural environment. Challenge and risk opportunities associated with more primitive type of recreation are not very important. Practice and testing of outdoor skills might be important. Opportunities for both motorized and non-motorized forms of recreation are possible.	Probability for experiencing affiliation with individuals and groups is prevalent, as is the convenience of sites and opportunities. These factors are generally more important than the setting of the physical environment. Opportunities for wild-land challenges, risk-taking, and testing of outdoor skills are generally unimportant except for specific activities like downhill skiing, for which challenge and risk-taking are important elements.	Probability for experiencing affiliation with individuals and groups is prevalent, as is the convenience of sites and opportunities. Experiencing natural environments, having challenges and risks afforded by the natural environment, and the use of outdoor skills are relatively unimportant. Opportunities for competitive and spectator sports and for passive uses of highly human-influenced parks and open spaces are common.

\*These experiences are highly probable outcomes of participating in recreation activities in specific recreation settings.

Quality Objectives in the Visual Management System and equating the two is not recommended. For example, middle and background Visual Management System areas are often where Primitive and Semi-Primitive Recreation Opportunity Spectrum classes occur. A retention or partial retention Visual Quality Objective given to such an area for management direction could have a vastly different meaning than the delineated Recreation Opportunity Spectrum class.

Thus identify the Recreation Opportunity Spectrum classes through the setting descriptions in the

Evidence of Humans Criteria. Table 5, and not through use of Visual Quality Objectives. To assist in this, the Evidence of Humans Criteria are purposely worded differently than the definitions of Visual Quality Objectives.

Forests which have completed an Existing Visual Condition inventory as part of their Visual Management System can use this information to assist in using the Evidence of Humans Criteria. However, interpretation of Existing Visual Condition data (short of determining Visual Condition Type) on location and size of existing human activities can be a helpful aid in determining the Recreation Opportunity Spectrum class.

Table 5

Evidence of Humans Criteria					
Primitive	Semi-Primitive Non-Motorized	Semi-Primitive Motorized	Roaded Natural	Rural	Urban
Setting is essentially an unmodified natural environment. Evidence of humans would be unnoticed by an observer wandering through the area.	Natural* setting may have subtle modifications that would be noticed but not draw the attention of an observer wandering through the area.	Natural* setting may have moderately dominant alterations but would not draw the attention of motorized observers on trails and primitive roads within the area.	Natural* setting may have modifications which range from being easily noticed to strongly dominant to observers within the area. However from sensitive** travel routes and use areas these alterations would remain unnoticed or visually subordinate.	Natural* setting is culturally modified to the point that it is dominant to the sensitive** travel route observer. May include pastoral, agricultural, intensively managed wildland resource landscapes, or utility corridors. Pedestrian or other slow moving observers are constantly within view of culturally changed landscape.	Setting is strongly structure dominated. Natural or natural-appearing elements may play an important role but be visually subordinate. Pedestrian and other slow moving observers are constantly within view of artificial enclosure of spaces.
Evidence of trails is acceptable, but should not exceed standard to carry expected use.	Little or no evidence of primitive roads and the motorized use of trails and primitive roads.	Strong evidence of primitive roads and the motorized use of trails and primitive roads.	There is strong evidence of designed roads and/or highways.	There is strong evidence of designed roads and/or highways.	There is strong evidence of designed roads and/or highways and streets.
Structures are extremely rare.	Structures are rare and isolated.	Structures are rare and isolated.	Structures are generally scattered, remaining visually subordinate or unnoticed to the sensitive** travel route observer. Structures may include power lines, micro-wave installations and so on.	Structures are readily apparent and may range from scattered to small dominant clusters including power lines, microwave installations, local ski areas, minor resorts and recreation sites.	Structures and structure complexes are dominant, and may include major resorts and marinas, national and regional ski areas, towns, industrial sites, condominiums or second home developments.

\*In many southern and eastern forests what appears to be natural landscapes may in actuality have been strongly influenced by humans. The term natural-appearing may be more appropriate in these cases.

\*\*Sensitivity level 1 and 2 travel routes from Visual Management System USDA Handbook 461.

## Social Setting Criteria\*

Primitive	Semi-Primitive Non-Motorized	Semi-Primitive Motorized	Roaded Natural	Rural	Urban
Usually less than 6 parties per day encountered on trails and less than 3 parties visible at campsites.	Usually 6 –15 parties per day encountered on trails and 6 or less visible at campsites.	Low to moderate contact frequency.	Frequency of contact is: * Moderate to High on roads; Low to Moderate on trails and away from roads.	Frequency of contact is: * Moderate to High in developed sites, on roads and trails, and water surfaces; Moderate away from developed sites.	Large numbers of users onsite and in nearby areas.

\*These criteria apply during the typical recreation use season. Peak days may exceed these limits.  
 \* \*Specific numbers must be developed to meet regional or local conditions.

In areas of concentrated use the social setting criteria may not result in the same Recreation Opportunity Spectrum class as the physical setting criteria for the area. When this occurs a "setting inconsistency" is taking place. Setting inconsistencies are discussed in Section 21.5.



Table 7

Managerial Setting Criteria					
Primitive	Semi-Primitive Non-Motorized	Semi-Primitive Motorized	Roaded Natural	Rural	Urban
On-site regimentation is low with controls* primarily off-site.	On-site regimentation and controls* present but subtle.	On-site regimentation and controls* present but subtle.	On-site regimentation and controls* are noticeable, but harmonize with the natural environment.	Regimentation and controls* obvious and numerous, largely in harmony with the man-made environment.	Regimentation and controls* obvious and numerous.

\*controls can be physical (such as barriers) or regulatory (such as permits).



**21.4—MANAGERIAL SETTING**—The managerial setting reflects the amount and kind of restrictions placed on people's actions by the administering agency or private landowner which affect recreation opportunities.

**21.41—MANAGERIAL SETTING MAPPING**—Apply the managerial regimentation and noticeability criteria in Table 7. Place the information on the social setting overlay, or on the physical setting overlay if a separate social setting is not used. Label the information for future identification.



# NATIONAL RECREATION TRAILS

*Information and  
Application Procedures  
for Designation*

U.S. Department of the Interior  
National Park Service

As the Nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering the wisest use of our land and water resources, protecting our fish and wildlife, preserving the environmental and cultural values of our national parks and historical places, and providing for the enjoyment of life through outdoor recreation. The Department assesses our energy and mineral resources and works to assure that their development is in the best interests of all our people. The Department also has a major responsibility for American Indian reservation communities and for people who live in Island Territories under U.S. administration.



U.S. DEPARTMENT OF THE INTERIOR  
National Park Service



## NATIONAL RECREATION TRAILS INFORMATION AND APPLICATION PROCEDURES FOR DESIGNATION

### I. PREFACE

The story of the American trail is as old as the story of America itself. Trails played an important role in the early settlement of our country. Pioneers and explorers followed game and Indian trails in opening up new frontiers. In those days, trails abounded, but they meant only one thing--a way to get from one place to another. They were the superhighways of early America and usually followed the most direct, not necessarily the most scenic, route to a destination.

Today, numerous types of trails play a vital role in the lives of many Americans. Some of these same trails will provide opportunities for future generations seeking a wide variety of outdoor recreation experiences.

This booklet addresses one type of trail, the national recreation trail. The purpose of this booklet is to promote the addition of more trails into the National Trails System. The procedures and the criteria for designation are explained to enable citizens' groups, conservation groups, public officials, and other trails-minded individuals to complete and submit an application for national recreation trail designation.

National recreation trail designation carries with it the prestige and notoriety of the National Trails System. The trail becomes a component of the system without a long study process. National recreation trails offer a wide range of trail-related activities through the efforts of a number of different trail sponsors. Often, resultant favorable publicity has brought attention to communities, furthered outdoor recreation opportunities in many localities, and provided for some protection to the trail itself.

By January 1983, 719 national recreation trails, ranging in length from under 1/4 mile to 213 miles, had been designated. They are located on abandoned railroad rights-of-way, old logging roads, park and forest lands, islands, streams, etc. They accommodate hikers, bicyclists, skiers, canoeists, horseback riders, blind persons, persons in wheelchairs, and motorized vehicle enthusiasts such as motorcyclists and snowmobilers. Ownership and administration represent a full range of interests--Federal, State, and local governments, quasi-public organizations, and the private sector.

## II. LEGISLATIVE MANDATE

The National Trails System Act of October 2, 1968 (Public Law 90-543), as amended, established the following mandate for a national system of trails:

"In order to provide for the ever-increasing outdoor recreation needs of an expanding population and in order to promote public access to, travel within, and enjoyment and appreciation of the open air, outdoor areas, and historic resources of the Nation, trails should be established (i) primarily, near the urban areas of the Nation, and (ii) secondarily, within scenic areas and along historic travel routes of the Nation, which are often more remotely located."

The intent of the Act is to provide the means for attaining the above-mentioned objectives by instituting a national system of trails and by prescribing the methods by which, and standards according to which, additional components may be added to the system.

## III. NATIONAL TRAILS SYSTEM

The National Trails System is composed of four types of trails: national recreation trails, national scenic trails, national historic trails, and connecting or side trails. National recreation trails provide for numerous outdoor recreation activities in a variety of urban, rural, and remote areas. They may be designated by the Secretary of the Interior or by the Secretary of Agriculture where lands administered by that agency are involved.



National scenic trails, like the Appalachian Trail and the Pacific Crest Trail, are long-distance trails that provide for maximum outdoor recreational pursuits and for the protection and enjoyment of nationally significant scenic, historic, natural, or cultural

features and qualities. In addition to the aforementioned trails, the Ice Age Trail, North Country Trail, and the Continental Divide Trail have been designated as national scenic trails with designated mileage totalling 11,800 miles. National historic trails include the Oregon Trail, Lewis and Clark Trail, Mormon Pioneer Trail, Iditarod Trail, and the Overmountain Victory Trail. They are extended trails that provide identification and protection of the historic route and its historic remnants and artifacts as well as provide for public use and enjoyment. Designated mileage for the national historic trails totals 9,200 miles. National scenic trails and national historic trails are designated only by the Congress. Side trails provide additional points of public access to national recreation, national scenic or national historic trails, while connecting trails provide connections between such trails.

The Department of the Interior and the Department of Agriculture cooperate in the administration of the National Trails System. The Secretary of Agriculture has delegated the responsibility for national recreation trails on land administered by that agency to the Forest Service. The National Park Service is responsible for the overall administration of the national recreation trails program on all other lands, including non-Federal.

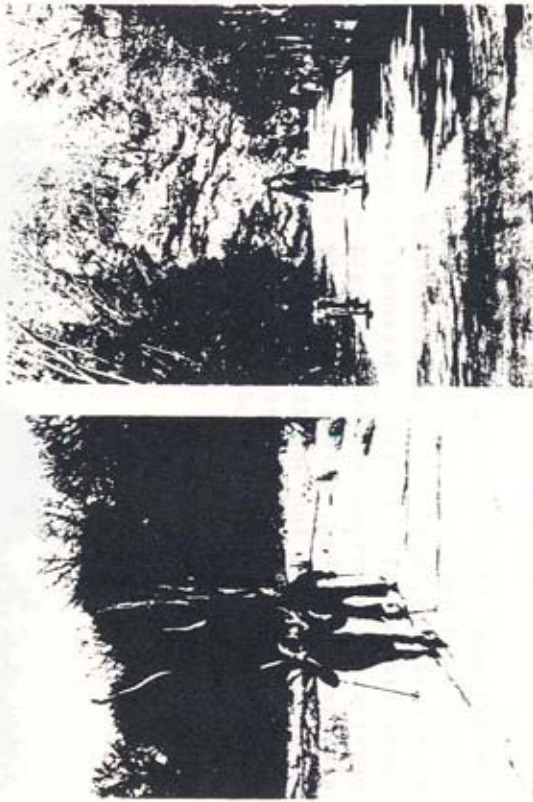
The National Trails System Act directed the Secretaries of the Interior and Agriculture to encourage States and local governments, as well as private interests, to establish trails on lands in or near urban areas and directed the Secretary of Housing and Urban Development to encourage the planning of recreation trails in connection with urban recreation and transportation planning.

#### IV. BACKGROUND

Nationwide surveys of year-round recreation activities have revealed that an overwhelming majority of Americans engage in some form of trail-related outdoor recreation activity. Bicycling, walking or jogging/running for pleasure, hiking, backpacking, and horseback riding accounted for a considerable portion of the total summer recreation participation.

In the last decade, bicycling, jogging/running, and walking have gained millions of enthusiasts. Many communities have been presented with both the benefits and problems of trails activities which demand attention because of either overburdened or too few trail facilities.

Another trail-related boom occurred with the motorized recreational vehicles such as motorcycles, mopeds, trail bikes, snowmobiles, dune buggies, and all-terrain vehicles. Proper trail planning and development is essential in providing suitable areas for such motorized vehicles while avoiding the user-related conflicts and resource impacts now present in many areas.





## V. CRITERIA

An interagency task force developed, and the Secretaries of the Interior and Agriculture adopted, the following criteria supplementary to those in the National Trails System Act for national recreation trails:

### Readiness

A trail must be ready for public use before it can be designated as a national recreation trail.

### Availability

A national recreation trail can be in or reasonably accessible to urban areas, or within existing Federal and State parks, forests, or other recreation areas. "Reasonably accessible" is interpreted to mean available for day use or within approximately 2 hours travel of urban areas.

### Length

National recreation trail length may vary depending on use and purpose, but it must be continuous. It may be short, perhaps one-half mile in length (example: wheelchair trails for the handicapped, trails for the blind), or it may extend many miles and incorporate urban-rural characteristics (example: canal towpaths).

### Location

Whenever possible, the significant natural and cultural features of the surrounding area should be incorporated into the trail network. A national recreation trail may be located on land or water as long as the trail reasonably provides

for public safety. Examples of possible trail locations are: streams or stream valleys and their flood plains; utility rights-of-way such as natural gas lines and power lines; abandoned railroad or other rail rights-of-way; easements for underground cables; areas around reservoirs, irrigation or transportation canals; or along levees and flood dikes.

### Design and Use

A national recreation trail must be designed according to accepted design and construction standards commensurate with the type of use anticipated. A trail may be designed solely for hikers, horseback riders, bicyclists, or motorcycle riders or, where practicable, for a combination of uses. Special provisions may be made for use by the handicapped.

### Certification

Before a trail is designated as a national recreation trail, the agency administering the trail must certify that the trail will be available for public use for at least 10 consecutive years following designation.

Supporting documents such as property titles, leases, or easement agreements must also be finalized and included as part of the application

Following the required 10-year period, the trail may be recertified in perpetuity if the applicant/administering agency so requests in writing.

### Management/Administration

The trail administrator must submit trail management information covering such items as fire protection, maintenance, police surveillance, rules and regulations, and other related matters. Although a trail's primary purpose should be for recreational use, other uses, such as power lines, sheep driveways, logging road operations, etc., may be permitted if they do not substantially interfere with the nature and purpose of the trail.

National recreation trails and related facilities are open to all who respect the trail rules and regulations. A reasonable user fee may be charged.



### VI. APPLICATION PROCESS

The governmental unit or private organization which owns or administers the land and water on which the trail is located is responsible for submitting an application for national recreation trail designation. However, this does not preclude another agency or organization from maintaining or operating the trail.

Except for applications from the Forest Service and the land managing agencies of the Department of the Interior, applications for national recreation trail designation must be submitted to the regional office of the National Park Service (NPS) serving the trail locale. A sample application format and a list of NPS regional office addresses and their jurisdictions are included in the back of this booklet.

Interior's land managing agencies (Bureau of Land Management, Fish and Wildlife Service, Bureau of Indian Affairs, and National Park Service) and the Forest Service process trail applications through their respective offices.

However, the National Park Service provides technical assistance to any agency desiring to designate a national recreation trail on its lands or waters. The Service also maintains the nationwide inventory of NRTs.

National recreation trail applications are reviewed by the NPS national recreation trails coordinators in the regional offices and the Washington Office to ensure that the trails meet the established criteria. In addition, the NPS regional trails coordinator provides the appropriate State Liaison Officer with a copy of the application for review and comment.

If a trail application is in order, the regional office is encouraged to conduct an on-site inspection with the applicant and appropriate governmental representatives. If the trail is eligible for inclusion in the National Trails System, the Service recommends that favorable action be taken by the Secretary of the Interior.

When the application is approved by the Secretary, a letter and certificate are prepared indicating that the trail has been designated as a component of the National Trails System. A trail dedication ceremony is usually planned by the trail's administrator.

If the trail does not meet the criteria, the applicant is informed and allowed time for correction of the deficiency. If the deficiency is not corrected within a specified period of time, the application is returned.

Each national recreation trail may be marked with the national recreation trail symbol. An illustration of the symbol, which has been registered with the U.S. Patent Office, is shown on the next page.

#### VII. CONGRESSIONAL AND STATE NOTIFICATIONS

When national recreation trails are designated, Congressional members and State Liaison Officers are notified by the respective agencies. Subsequently, the designation information is released to the media.



## UNIFORM MARKER FOR NATIONAL RECREATION TRAIL

SAMPLE APPLICATION FORMAT FOR  
NATIONAL RECREATION TRAIL DESIGNATION

I. Name of Trail

II. Agency or Organization Responsible For:

- 1. Submitting Application
- 2. Operation and Maintenance

III. Location

- 1. Attach maps of the approximate scale, showing the general location of the trail route and its proximity to urban areas.
- 2. Describe where the trail is in relation to urban areas and give the population within a 2-hour driving distance of the trail.

IV. Description

- 1. Indicate whether the trail is a single segment or a portion of a larger trails system or network.
- 2. Give length of trail to be designated.
- 3. Describe the trail and related features, including such items as vegetation, terrain, recreation facilities, significant natural and cultural features, environmental intrusions, etc.
- 4. Describe ownership of the trail right-of-way. If under lease, give tenure and any special terms of the lease. Include a copy of property title, lease, or easement agreement when appropriate. (Note: The trail must be in existence and available for public use for at least 10 consecutive years following designation).

- 5. Briefly describe the design and construction standards of the trail (e.g., width of the right-of-way, tread width and surface, safety features, etc.)

V. Use

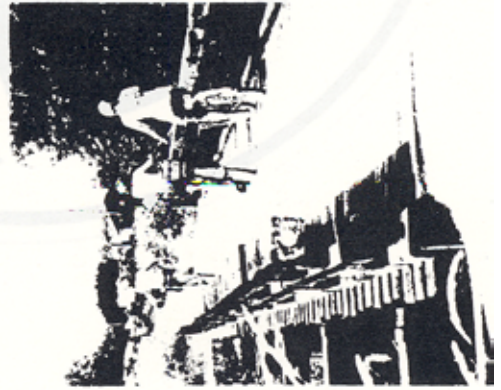
Discuss the types of recreational and nonrecreational uses within the trail right-of-way and any possible changes in use.

VI. Administration and Management

- 1. Indicate if a user fee is charged and, if so, state the amount of the fee.
- 2. Describe the management scheme for the trail (e.g., maintenance, fire protection, police surveillance, rules and regulations, etc.).
- 3. Discuss existing or potential problems, including probable solutions.

VII. Other

Include a sampling of photographs depicting the trail and its use. (Black and white 8" x 10" photographs are preferred).



### ACKNOWLEDGEMENTS

In addition to the Florida National Scenic Trail Planning Team and Advisory Council Special Recognition should be given to:

F. Norman Heintz  
Former Recreation Staff Officer  
National Forests in Florida

Carter Boydston  
Executive Director  
Florida Trail Association, Inc.

Mary Ann Twyford  
Senior Trails Planner  
Florida Department of Natural Resources

Tracy Suber  
Trails Planner  
Florida Department of Natural Resources

For their outstanding contributions to the Florida National Scenic Trail and this document.

VIII. Certification

Include the following statement:

I hereby certify that: (1) I am duly authorized to represent the agency or organization noted below, and (2) the trail is in existence and will be available for public use for at least 10 consecutive years beyond the date it is designated as a component of the National Trails System.

Applicant  
(Agency)

By

Signature

Title

Address

Date

NATIONAL PARK SERVICE  
REGIONAL OFFICES

NORTH ATLANTIC REGIONAL OFFICE  
15 State Street  
Boston, Massachusetts 02109  
(Maine, New Hampshire, Vermont,  
Massachusetts, Rhode Island,  
Connecticut, New York,  
New Jersey)

MID-ATLANTIC REGIONAL OFFICE  
143 South Third Street  
Philadelphia, Pennsylvania 19106  
(Pennsylvania, Maryland,  
West Virginia, Delaware, Virginia,  
excluding parks assigned to  
National Capital Region)

NATIONAL CAPITAL REGIONAL OFFICE  
1100 Ohio Drive S.W.  
Washington, D.C. 20242  
(District of Columbia, some  
units in Maryland, Virginia,  
West Virginia)

SOUTHEAST REGIONAL OFFICE  
Richard B. Russell Federal Bldg.  
75 Spring Street, S.W.  
Atlanta, Georgia 30303  
(Kentucky, Tennessee, North  
Carolina, South Carolina,  
Mississippi, Alabama, Georgia,  
Florida, Puerto Rico,  
Virgin Islands)

MIDWEST REGIONAL OFFICE  
1709 Jackson Street  
Omaha, Nebraska 68102  
(Ohio, Indiana, Michigan,  
Wisconsin, Illinois, Minnesota,  
Iowa, Missouri, Nebraska, Kansas)

ROCKY MOUNTAIN REGIONAL OFFICE  
P.O. Box 25287  
Denver, Colorado 80225  
(Montana, North Dakota,  
South Dakota, Wyoming, Utah,  
Colorado)

SOUTHWEST REGIONAL OFFICE  
P.O. Box 728  
Santa Fe, New Mexico 87501  
(Arkansas, Louisiana, Texas,  
Oklahoma, New Mexico,  
northeast corner of Arizona)

WESTERN REGIONAL OFFICE  
Box 36063  
450 Golden Gate Avenue  
San Francisco, California 94102  
(California, Nevada, most of  
Arizona, Hawaii)

PACIFIC NORTHWEST REGIONAL OFFICE  
601 Fourth & Pike Building  
Seattle, Washington 98101  
(Idaho, Oregon, Washington)

ALASKA REGIONAL OFFICE  
540 West 5th Avenue,  
Room 202  
Anchorage, Alaska 99501