



UNITED STATES  
DEPARTMENT OF THE INTERIOR  
BUREAU OF LAND MANAGEMENT

Release  
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MANUAL TRANSMITTAL SHEET

Subject

6250 – National Scenic and Historic Trail Administration (Public)

1. Explanation of Material Transmitted: This release corrects cross-references to Manual 6280, Management of National Scenic and Historic Trails and Trails Under Study or Recommended as Suitable for Congressional Designation (Public). The previous manual release referenced Manual 6280 as Manual 6260/6270. This manual release also contains an updated Glossary.

This manual is one of three in the National Trails System manual series (BLM Manuals 8353, 6250, and 6280). This manual addresses specific functions delegated to the BLM from the Secretary of the Interior pursuant to the National Trails System Act. Specifically, this manual describes how to conduct National Scenic or Historic Trail Feasibility Studies, how to administer a National Scenic or Historic Trail upon designation by Congress, and the responsibilities of National Scenic or Historic Trail Administrators. This manual also identifies data and records management requirements.

2. Reports Required: None.
3. Material Superseded: BLM manual release number 6-133.
4. Filing Instructions: File as directed below.

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*/s/ Carl Rountree*

Assistant Director,  
National Landscape Conservation System  
and Community Partnerships  
Bureau of Land Management

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UNITED STATES  
DEPARTMENT OF THE INTERIOR  
BUREAU OF LAND MANAGEMENT

Release  
6-133

MANUAL TRANSMITTAL SHEET

Date  
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Subject

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*/s/ Mike Pool*

Acting Director,  
Bureau of Land Management

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**Chapter 1. Overview**

National Scenic and Historic Trails (National Trails) are authorized and designated only by Act of Congress. Congress may authorize the BLM, through the Secretary, as the agency most likely to administer a designated trail, to make studies for the purpose of determining the feasibility and desirability of designating other trails as National Scenic or National Historic Trails (National Trail Feasibility Study).

The Secretary charged with National Trail administration following congressional designation of a trail executes requirements under the National Trails System Act (NTSA), which may include establishing an advisory council for each trail, completing a trailwide Comprehensive Plan, and leading efforts to develop the trail in coordination with land managing agencies. National Trail administration responsibilities are fulfilled as directed in the NTSA in coordination with tribes; other National Trail Administrators; National Trail managing agencies (including all BLM public land managers along the congressionally designated National Trail); other Federal, state, and local government agencies; private and nonprofit organizations; willing landowners; land users; and individuals (herein referred to as tribes, affected agencies, willing landowners, partners, and interested parties).

One of the purposes of the NTSA is to encourage public/private partnerships as a founding principle. Interested publics or grassroots organizations work on, help identify the location of, and assist in managing a subject trail along with the agencies responsible for administration and management of the trail area.

**1.1 Purpose**

A. This manual is provided to fulfill the requirements of and achieve the policy and purposes set forth in the NTSA in concert with other supporting laws and policies, including:

1. Establishing trails within scenic areas and along historic travel routes of the Nation, often remotely located, to provide for the ever-increasing outdoor recreation needs of an expanding population, and 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.
2. Providing the means for attaining these objectives by instituting a national system of recreation, scenic, and historic trails, and by prescribing the methods by which, and standards according to which, additional components may be added to the system (see BLM Manual 8353 for National Recreation, Water, and Connecting and Side Trails policy).

3. Encouraging and assisting volunteer citizen involvement in planning, development, maintenance, and management, where appropriate, of trails.

B. This manual provides the Bureau of Land Management (BLM) policy and program guidance on administering congressionally designated National Trails as assigned by the Department of the Interior within the National Landscape Conservation System (NLCS) and this manual describes the BLM's roles, responsibilities, agency interrelationships, and policy requirements for National Trail Administrators.

C. This manual provides the BLM policy and program guidance conducting National Scenic or Historic Trail Feasibility Studies, and for initiating official notification of the designation of a National Trail including the BLM's responsibility for administration and management of the trail (commonly referred to as "activation" of a designated Trail).

## 1.2 Objectives

1. Comply with the requirements of the NTSA, trail enabling legislation, and other laws and policies and provide methods, standards, and training for achieving National Trail purposes.
2. Administer National Trails as components of the National Trails System within the organizational structure of the BLM's NLCS.
3. Safeguard the nature and purposes of designated National Trails through effective trailwide leadership for inventory, monitoring, planning, administration, management, land or easement acquisition, protection, development, maintenance, training, and operations (stewardship responsibilities).
4. Encourage National Trail managers to conserve, protect, and restore National Trails.
5. Encourage trail managers to provide for the enjoyment and appreciation of the resources, qualities, values, and associated settings and primary use or uses for which a National Trail was designated.
6. Encourage trail managers to provide for the enjoyment and appreciation of the resources, qualities, values, and associated settings and primary uses within the National Trail Right-of-Way.

7. Administer the diverse network of designated trails and associated National Trail Rights-of-Way by encouraging and assisting volunteer citizen, community, and partnership involvement.
8. Develop and maintain relationships, and collaborate and coordinate with tribes, affected agencies, willing landowners, partners, and interested parties.
9. Establish agency requirements for conducting National Trail Feasibility Studies and activating National Trail responsibilities upon designation.

### 1.3 Authority

1. National Trails System Act of 1968, as amended (16 U.S.C. 1241-1251)
2. Federal Land Policy and Management Act (FLPMA) of 1976, as amended (43 U.S.C. 1701 *et seq.*)
3. Omnibus Public Land Management Act of 2009 (16 U.S.C. 7201-7203)
4. National Historic Preservation Act of 1966, as amended (16 U.S.C. 470)
5. National Environmental Policy Act (NEPA) of 1969, as amended (42 U.S.C. 4321 *et seq.*)
6. Historic Sites Act of 1935, as amended (16 U.S.C. 461-467)
7. Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 460I-4 through 460I-11)
8. Federal Advisory Committee Act of 1972, as amended (5 U.S.C. Appendix 2 1-16)
9. Department of Transportation Act of 1966, as amended (49 U.S.C. 1653(f))

### 1.4 Responsibility

A. *The Director, Bureau of Land Management*, through the Assistant Director, National Landscape Conservation System and Community Partnerships, is responsible for:

1. Developing the budget and establishing policy to effectively administer National Trails.
2. Coordinating the National Trails budget and policy with other BLM programs and other Federal agencies.

3. Developing and maintaining relationships, and collaborating and coordinating with tribes, affected agencies, willing landowners, partners, and interested parties, and participating on the Federal Interagency Council on Trails.
4. Coordinating with other Interior agencies when the Department of the Interior is identified as responsible for administering a trail in the trail enabling legislation.
5. Selecting a lead state for National Trail administration, based on a preponderance of miles and/or the location of National Trail infrastructure, upon notification from the Department that the BLM is charged with National Trail administration.
6. Issuing an Instruction Memorandum that describes the administration responsibilities and policy requirements for the appropriate BLM State Office as Trail Administrator.
7. Directing Washington and State Office review of the trailwide Comprehensive Plan when the BLM is assigned National Trail administration responsibilities (trailwide Comprehensive Plan requirements, derived from NTSA authorities, are not met through the completion of FLPMA Section 202 land use plans. See BLM Manual 6280, FLPMA Section 202 land use planning requirements for National Trails).
8. Coordinating National Trails System annual reports; congressionally or agency-required reports; and reports on National Trail program areas, such as performance, budget, partnership endeavors, workload accomplishments, and operations issues.
9. Providing effective trailwide leadership for National Trail stewardship responsibilities.
10. Implementing Federal Trail Data Standards and providing geospatial and tabular data stewardship and support.
11. If assigned by the Department, conducting National Trail Feasibility Studies, delegating primary responsibility for the study to specific State Office(s), and requesting assistance from the National Operations Center.

B. *State Directors* are responsible for:

1. Implementing budget and policy direction and providing statewide and/or multistate program coordination for administering National Trails.
2. Developing and maintaining relationships, and collaborating and coordinating with tribes, affected agencies, willing landowners, partners, and interested parties.

3. Providing National Trail Administrator and line officer leadership when National Trail administration is assigned to the BLM, including selection of a State Office employee, or qualified delegated staff, to serve as the National Trail Administrator to fulfill National Trail administration responsibilities.
4. Providing administrative and programmatic support to the National Trail Administrator at the State Office, or if delegated, to the Field Office.
5. Jointly serving as National Trail Administrator with another Federal agency when assigned, establishing an equitable operational agreement (e.g., a memorandum of understanding) with other administrating agencies to establish a mutually agreed upon operating framework.
6. Developing trailwide Comprehensive Plans in coordination with tribes, affected agencies, willing landowners, partners, and interested parties; approving the trailwide Comprehensive Plans when assigned National Trail administration; and updating trailwide Comprehensive Plans as policy or resource conditions warrant.
7. Providing effective leadership for trailwide stewardship responsibilities.
8. Preparing and submitting annual reports, including National Trails System annual reports; congressionally or agency-required reports; and reports on National Trail program areas, such as performance, budget, partnership endeavors, workload accomplishments, and operations issues.
9. Assigning National Trail data steward responsibilities.
10. Establishing and maintaining National Trail serialized case files and ensuring the National Trail is recorded on the Master Title Plats.
11. Implementing Federal Trail Data Standards and providing geospatial and other database support.
12. Conducting National Trail Feasibility Studies, when assigned, in coordination with other affected BLM states and requesting assistance for such studies from the National Operations Center.



C. *District and Field Managers* are responsible for:

1. If National Trail administration is delegated, following the responsibilities of State Directors described in 1.4. B. of this manual section, assigning the designated National Trail(s) to the appropriate staff, and serving as line officer for National Trail administration.
2. Conducting roles and responsibilities consistent with the level of authority delegated to the State Office to ensure trailwide leadership and streamlined agency functionality.

1.5 References

1. Executive Order 13195, Trails for America in the 21<sup>st</sup> Century
2. Secretarial Order 3308, Management of the National Landscape Conservation System
3. Secretarial Order 3319, Establishment of a National Water Trails System
4. Departmental Manual, Part 710, National Rivers and Trails Systems
5. BLM Manual 1203, Delegation of Authority
6. BLM Manual 1601, Land Use Planning
7. BLM Manual 1626, Travel and Transportation Management
8. BLM Manual 6120, Congressionally Required Maps and Legal Boundary Descriptions for National Landscape Conservation System Designations
9. BLM Manual 6280 Management of National Scenic and Historic Trails and Trails Under Study or Recommended as Suitable for Congressional Designation
10. BLM Manual 8100, The Foundations for Managing Cultural Resources
11. BLM Manual 8320, Planning for Recreation and Visitor Services
12. BLM Manual 8353, Trail Management Areas – Secretorially Designated National Recreation, Water, and Connecting and Side Trails
13. BLM Manual 8400, Visual Resource Management

14. BLM Handbook, 1283-1, Data Administration and Management
15. BLM Handbook 1601-1, Land Use Planning
16. BLM Handbook 1790-1, National Environmental Policy Act
17. BLM Handbook 8120-1, General Procedural Guidance for Native American Consultation
18. BLM Handbook 8342-1, Travel and Transportation Management
19. BLM Handbook 9114-1, Trails
20. Federal Geographic Data Committee, Federal Trail Data Standards, FGDC-STD-017-2011
21. The National Landscape Conservation System 15-Year Strategy, 2010-2025: The Geography of Hope
22. National Scenic and Historic Trails Strategy and Work Plan, 2006
23. Trails for America: Report on the Nationwide Trails Study, 1966
24. The National Trails System Interagency Memorandum of Understanding
25. Applicable Trailwide Comprehensive Plans

## 1.6 Policy

### A. *Statement of Programmatic Policy*

1. Once a trail is designated by Congress, the National Trail Administrator, shall identify and determine the nature and purposes of National Trails, select National Trail Rights-of-Way, and establish goals and objectives within trailwide Comprehensive Plans to safeguard the nature and purposes of assigned National Trails, provide for maximum compatible outdoor recreation potential, and protection, conservation and enjoyment of the nationally significant scenic, historic, natural, and cultural qualities of the areas and associated settings through which such trails may pass, as well as the primary use or uses of the trail. The National Trail Administrator shall encourage and assist tribes, affected agencies, willing landowners, and interested parties in the planning, management, education, and interpretation of National Trails. The National Trail Administrator shall provide trailwide leadership and guidance for trailwide stewardship responsibilities (see Appendix 1 for display of National Trails and corresponding administering agencies).
2. The National Trail Right-of-Way (see glossary) is selected by the National Trail administering agency in the trailwide Comprehensive Plan and includes the area of land that is of sufficient width to encompass National Trail resources, qualities, values, and associated settings in order to further the purposes for which the trail was designated by Congress. In selecting the right-of-way, the BLM, through the Secretary, shall include the resources, qualities, values, and associated settings, (comprised of the scenic, historic, cultural, recreation, natural, and other landscape values of the land areas through which such National Trails may pass), and the primary use or uses.
  - i. *National Scenic Trails*
    - a. The National Trail administrator will select the location of the National Scenic Trail Right-of-Way based on the congressionally designated route:
      - (1) to represent desert, marsh, grassland, mountain, canyon, river, forest, and other areas, as well as landforms that exhibit significant characteristics of the physiographic region.
      - (2) which best provides a continuous, sustainable, and premier trail-related experience that safeguards the nature and purposes for which the National Trail was established.
    - b. The National Trail Administrator shall identify, inventory, plan for, and protect National Scenic Trail for public use and enjoyment.

- c. Criteria for location of the National Scenic Trail Right-of-Way for a National Scenic Trail designated by Congress include the highest possible scenic value; relative freedom from intrusion; maximum retention of natural conditions, scenic and historic features, and primitive character of the trail area; sustainable trail and resource conditions; opportunities for high-quality primitive non-motorized recreation experiences, including providing, where appropriate, campsites, shelters, and related-public-use facilities and to provide continuous and sufficient public access; and avoidance of, so far as practicable, highways, motor roads, mining areas, energy transmission lines, commercial and industrial developments, range fences and improvements, private operations, and any other foreseeable activities that would be incompatible with the protection of the trail in a natural condition and use for primitive outdoor recreation experiences. 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.

- ii. *National Historic Trails*

- a. National Historic Trails are generally designated by Congress as a continuous route, but the established or developed National Historic Trail and selected trail right-of-way need not be located as such on the ground (see Section 3(3) NTSA, Designation of such trails or routes shall be continuous, but the established or developed trail, and the acquisition thereof, need not be continuous onsite).
- b. In selecting the Right-of-Way for a National Historic Trail, the National Trail Administrator shall follow as closely as possible and practicable the original trails or routes of travel of national historic significance to maximize vicarious experiences and resource protection.
- c. The National Trail Administrator shall identify, inventory, plan for, and protect high potential historic sites and high potential route segments and the historic route and historic remnants and artifacts for public use and enjoyment. High potential historic sites and high potential route segments shall be included within the selected National Trail Right-of-Way during trailwide Comprehensive Planning and/or updates.

- (1) *High potential historic sites* shall be identified and included within the trailwide Comprehensive Plan when related or in close proximity to the route and which provide opportunities to interpret the historic significance of the trail during the period of its major use. The criteria for consideration of sites as high potential historic sites include historic significance, presence of visible historic remnants, scenic quality, and relative freedom from intrusion.
    - (2) *High potential route segments* shall be identified and included within the trailwide Comprehensive Plan as segments of a trail which would afford a high-quality recreation experience in a portion of the route having greater than average scenic values or affording an opportunity to vicariously share the experience of the original users of a historic route.
  - d. The National Trail Administrator shall encourage National Historic Trail public land managing agencies to manage high potential historic sites and high potential route segments in a manner which protects the historic significance of the trail and the identified values. For Federal agencies, high potential historic sites and high potential route segments are called Federal Protection Components (see glossary).
  - e. National Historic Trails shall be assumed to contain properties eligible for the National Register of Historic Places, pending evaluations of the significance of specific trail sites or segments according to the National Register criteria, and may qualify as Federal Protection Components.
3. The National Trail Administrator shall identify, determine, and describe the nature and purposes of the National Trail and provide strategic direction for safeguarding the nature and purposes within the trailwide Comprehensive Plan, in coordination with participating public land managing agencies. The nature and purposes of a National Trail are the character, characteristics, and the congressional intent for a designated National Trail, including the resources, qualities, values, and associated settings of the areas through which such trails may pass; primary use or uses of a National Trail; and activities promoting the preservation of, public access to, travel within, and enjoyment and appreciation of a National Trail.

4. The National Trail Administrator shall establish measures and recommendations through the trailwide Comprehensive Plan, in coordination with participating public land managing agencies, to guide the uses on the Trail that will not cause substantial interference with the nature and purposes of the National Trails, and the National Trail administrator shall encourage and assist National Trail managers in efforts to avoid activities incompatible with the purposes for which such trails were established.
5. The National Trail Administrator shall encourage and assist National Trail public land managers and willing landowners to manage the National Trails and the areas through which such National Trails may pass in a manner that protects the national significance of the trails.
6. National Trails are nationally significant by virtue of congressional designation under the NTSA.
  - i. National Scenic Trails are established 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, and may be located so as to represent the landform characteristics of the physiographic regions of the nation.
  - ii. National Historic Trails follow as closely as possible and practicable the original trails or routes of travel of national historical significance, and have as their purpose the identification and protection of the historic route and its historic remnants and artifacts for public use and enjoyment.
7. The National Trail Administrator shall encourage and assist National Trail public land managers and willing landowners to provide a premier, sustainable trail and premier trail-related experience that safeguards the nature and purposes of the National Trail.
8. When requested by a National Trail public land managing agency, or as a cooperating agency, the National Trail Administrator will participate in the environmental review of any plan and/or activity that has the potential to cause substantial interference, incompatibility, or significant adverse impact to the National Trail. The National Trail Administrator shall provide recommendations regarding actions to prohibit, minimize, or mitigate impacts in order to prevent substantial interference or significant adverse impact to the nature and purposes of the National Trail. Recommendations shall be documented and formally provided to the National Trail public land managing agency.

9. National Trail administration responsibilities shall be fulfilled as directed in the NTSA in cooperation with tribes, affected agencies, willing landowners, partners, and interested parties, and the National Trail Administrator shall ensure adequate public involvement in administration activities through established NEPA and planning processes.

B. *National Trail Feasibility Study*

1. The BLM shall complete National Trail Feasibility Studies or study revisions assigned to the agency by the Department of the Interior. Such studies shall be completed in accordance with the National Trail Feasibility Study requirements in Section 5(b) of the NTSA and the criteria and provisions in this manual, including:
  - i. Assigning primary responsibility for the National Trail Feasibility Study to a State Office, with assistance for such studies provided by the National Operations Center.
  - ii. Identifying, determining, and describing the nature and purposes of the trail within the National Trail Feasibility Study.
  - iii. Including trail descriptions, maps, images, illustrations, and consideration of standards for boundary evidence certificate(s) when recommending a proposed route. The maps and descriptions shall be prepared using Federal Trail Data Standards and related national geospatial standards so the maps and descriptions can be readily used and become official upon National Trail designation.
  - iv. Identifying public land areas adjacent to or along proposed trails with cultural modifications, such as features of the built environment, which support or detract from National Trail-caliber resources, qualities, values, and associated settings or the primary use or uses.
  - v. Preparing the appropriate environmental document, such as an environmental assessment or environmental impact statement, for the National Trail Feasibility Study in accordance with Section 102 of NEPA.
  - vi. Ensuring consultation with and encourage participation of tribes, other affected agencies, partners, and interested parties, including willing landowners and land users (see Appendix 2 for the National Trail Designation Process, including conducting the National Trail Feasibility Study).

2. The BLM shall submit the final study to Congress through the Secretary of the Interior and recommend to the Secretary the agency or agencies best suited for the National Trail administration role under guidelines in Departmental Manual Part 710.

C. *National Trail Activation.* Activation is the official notification required for newly designated National Trails, including program organization, delegation, transmittal of program policy requirements, and reporting. Activation is required in accordance with the responsibilities outlined in this manual at the Washington Office level (see section 1.4. A. of this manual).

D. *National Trail Administration.* Trailwide responsibility is assigned to the BLM or the National Park Service by the Secretary of the Interior when the Department of the Interior is named as the responsible lead in National Trail-specific legislation. This responsibility involves trailwide coordination, guidance, technical assistance, and consultation to National Trail managers that have physical site management responsibility. National Trail administration responsibilities are fulfilled as directed in the NTSA in coordination with tribes; other National Trail Administrators; National Trail managing agencies (including all BLM public land managers along the congressionally designated National Trail); other Federal, state, and local government agencies; private and nonprofit organizations; willing landowners; land users; and individuals. National Trail administration includes leadership in the development of the statutorily required trailwide Comprehensive Plan, which provides strategic direction for National Trail administration and management, including identification of the nature and purposes of the National Trail and selection of the National Trail Right-of-Way.

1. *National Trail Administrator.* The National Trail Administrator is the individual delegated the responsibility to conduct National Trail administration when the BLM or National Park Service is assigned this responsibility by the Secretary of the Interior (see National Trail Administration). Every congressionally designated National Trail is assigned a National Trail Administrator. The responsible agency assigns the role to an individual to perform National Trail administration duties (BLM Manual 1203, Delegation of Authority). The individual assigned the National Trail administration role, must carry out the following responsibilities.

- i. *Advisory Council*

- a. The National Trail Administrator shall establish and support a National Trail advisory council according to the requirements described in the NTSA or trail enabling legislation. The National Trail Administrator may use advisory councils established through FLPMA in compliance with the Federal Advisory Committee Act, provided that the NTSA and the enabling legislation advisory council requirements are met.



*ii. Cooperative Relationships, Agreements, and Financial Assistance*

- a. The National Trail Administrator shall coordinate with, consult, and assist cooperating Federal, state, and local government agencies to encourage the development and implementation of provisions for compatible land practices, including guidance for stewardship responsibilities on portions of the trail located both on and off public lands, through the use of memorandums of understanding, cooperative agreements, volunteer agreements, or appropriate instruments (agreements).
- b. The National Trail Administrator may facilitate efforts to transfer stewardship responsibilities between Federal agencies if the transfer is the most appropriate mechanism to accomplish the purposes of the NTSA. Any transfer shall occur through an agreement, must significantly enhance National Trail operations, and must support the National Trail nature and purposes.
- c. The National Trail Administrator may initiate, enter into, and manage agreements for the purpose of fulfilling stewardship responsibilities, including cooperative agreements to grant or transfer limited financial assistance to partners to achieve National Trail purposes.
- d. The National Trail Administrator shall encourage state and local government agencies to enter into written agreements with willing landowners, private organizations, or individuals, to promote management of the congressionally designated trail and the selected National Trail Right-of-Way, including efforts to acquire lands or interests in lands within or outside of the National Trail Right-of-Way pursuant to the Section 7 of the NTSA.
- e. The National Trail Administrator may work with willing sellers and potential land managers to facilitate acquisition, through exchange, donation, and purchase, of lands or interests in lands within the selected National Trail Right-of-Way.
- f. The National Trail Administrator may support willing landowners in efforts to donate or otherwise convey real property interests to qualified organizations for the conservation purpose of preserving or enhancing the resources, qualities, values, or associated settings of the National Trails. These donations or conveyances may include public access grants, open space, scenic, or conservation easements. The National Trail Administrator may offer such support by providing:

- (1) Letters of support. Letters may support the efforts to donate or convey real property interests, and must not endorse the organization.
  - (2) Descriptions of how securing real property interests will help achieve the nature and purposes of the National Trail.
  - (3) Descriptions of why the property is important in achieving National Trail purposes.
  - (4) Surveys of the property.
  - (5) Inventories of the resources, qualities, values, and associated settings and primary use or uses of the property.
  - (6) Property value estimates.
  - (7) Case file work.
- g. The National Trail Administrator may encourage willing landowners to work with federal land managing agencies and the State Historic Preservation Officer to determine the eligibility of National Historic Trail properties and/or to nominate eligible National Historic Trail properties located on the subject lands for listing on the National Register of Historic Places.
- h. The National Trail Administrator shall initiate discussions with affected states and the political subdivisions to encourage development and implementation by such entities of appropriate measures to protect willing landowners from trespass resulting from trail use and from unreasonable personal liability and property damage caused by trail use.
- i. The National Trail Administrator may encourage and assist partner participation and provide technical assistance to willing landowners, private organizations, individuals, and volunteers in fulfilling stewardship responsibilities.
- j. The National Trail Administrator may provide education and training to tribes, public land managing agencies, partners, and volunteers on methods of National Trail stewardship.

- k. The National Trail Administrator may provide Federal facilities, equipment, tools, and technical equipment to volunteers and volunteer organizations to achieve National Trail purposes through cooperative agreements.
  - l. The National Trail Administrator may provide for resource conservation, protection, and restoration by developing trailwide interagency guidelines and regulations, as conditions warrant and in cooperation with agency partners.
- iii. *Certification for National Historic Trails.* The National Trail Administrator shall establish a voluntary National Trail certification program to officially recognize trail resources, qualities, values, and associated settings on non-Federal lands (state and local government and private) in cooperation with willing landowners. In addition to the requirements identified in Section 3 of the NTSA, the National Trail Administrator shall:
- a. Describe the certification process, requirements, and criteria for certification within the trailwide Comprehensive Plan, or reference a nationally approved process.
  - b. Certify non-Federal segments that meet the National Historic Trail criteria established in a Feasibility Study pursuant to Section 5(b) of the NTSA, and other supplemental criteria in the trailwide Comprehensive Plan, through voluntary, nonbinding, and written certification agreements.
  - c. Offer technical assistance for the certified property including site conservation, protection, restoration, planning, design and development, visitor use management, research, and marking with signs. If warranted, the National Trail Administrator may offer limited funding assistance, in accordance with applicable law.
  - d. Include a statement in the certified property file which describes how the segment meets the National Historic Trail criteria and other criteria identified in the trailwide Comprehensive Plan.
- iv. *Interpretation, Education, and Uniform Trail Marking.* In addition to the requirements in Sections 3, 5, and 7 of the NTSA and in a manner that will not substantially interfere with the nature and purposes of the trail, the National Trail Administrator shall facilitate trail interpretation and uniform trail marking and signing programs.

- a. The National Trail Administrator shall provide planning, design, production assistance, and trailwide consistency for National Trail interpretation and education, and the National Trail Administrator shall proactively share National Trail information with the public.
- b. In coordination with affected trail interests, the National Trail Administrator shall establish a distinctive uniform mark for each National Trail under administration pursuant to Section 7(c) of the NTSA (see glossary) and protect the mark as a Federal insignia under 18 U.S.C. 701. The design, lettering, format, installation, and maintenance of these markers shall conform to National Trails System standards used by Federal agencies that administer and manage National Trails.
- c. The National Trail Administrator shall coordinate with the National Trail public land managing agency to ensure trail markers and signage on Federal lands are erected and maintained according to agency standards. Where trails cross non-Federal lands, uniform trail markers and signs shall be provided, installed, and maintained in accordance with written agreements with willing landowners. Uniform trail markers and signs must not be used or placed as property boundary identifiers.
- d. For National Historic Trails, the National Trail Administrator shall coordinate the uniform trailwide marking and signing process for not only the National Historic Trail, but also existing parallel public roads and auto tour routes, to facilitate retracement of and commemorate the historic route.
- e. The National Trail Administrator, where necessary, may provide guidance to public land managing agencies and willing landowners in signing the boundaries of the National Trails. All property boundary markings will be to agency standards.
- v. *Studies, Reports, and Funding*
  - a. The National Trail Administrator may prepare special studies and documentation for National Trails, and may conduct National Trail-related research projects.
  - b. The National Trail Administrator shall prepare and submit annual reports, including National Trails System annual reports; congressionally or agency-required reports; and reports on National Trail program areas, such as performance, budget, partnership endeavors, workload accomplishments, and operations issues.

- c. The National Trail Administrator shall implement standard agency program procedures by identifying, requesting, managing, and accounting for the necessary funding needed to administer each National Trail to meet performance standards.

vi. *Official Map*

- a. The National Trail Administrator shall maintain the official map and descriptions of the congressionally designated trail, in accordance with this policy, and the National Trail Administrator shall make the map available for public inspection as directed in the enabling legislation.
- b. The National Trail Administrator shall maintain a map and descriptions of the selected National Trail Right-of-Way or any substantial relocation, after publication in the Federal Register. Maps of minor relocations may be maintained by the National Trail Administrator.
- c. Copies of the official map of the congressionally designated trail and National Trail Right-of-Way map(s) shall be provided to affected National Trail public land managing agencies for use in land use planning and management.
- d. Duplicate copies of the official map and description shall be provided to the BLM Eastern States Office.

2. *National Trail Inventory and Monitoring*

- i. As part of the trailwide Comprehensive Planning process, National Trail Administrator shall identify, list, and map high potential historic sites and high potential route segments of National Historic Trails.
- ii. The National Trail Administrator, to the extent practicable, shall conduct a viewshed analysis in cooperation with land managing agencies to inform the selection of the required National Trail Right-of-Way for the trailwide Comprehensive Plan. Refer to BLM Manual 6280 for inventory and monitoring processes.
- iii. The National Trail Administrator shall encourage and assist tribes, affected agencies, willing landowners, partners, and interested parties by providing guidance and entering into agreements regarding inventory, monitoring, and data or database management for National Trail or National Trail resources, qualities, values, and associated settings and the primary use or uses.

- iv. The National Trail Administrator shall assist land managing agencies in assessing land status, identifying opportunities to improve connectivity and manageability, and facilitating sufficient access to and transportation along the National Trails.
- v. The National Trail Administrator shall encourage public land managing agencies to use the Federal Trail Data Standards, and related national geospatial standards, during the inventory and monitoring process, and shall encourage land managing agencies to document inventory and monitoring data according to policy standards.

### 3. *Trailwide Comprehensive Planning*

- i. The National Trail Administrator shall lead the interagency effort to develop, or update, as policy or resource conditions warrant, the statutorily required trailwide Comprehensive Plan, public participation, and accompanying environmental document, following the requirements of NEPA and Section 5 of the NTSA (see special requirements for Continental Divide National Scenic Trail, NTSA Sections 5(e) and 5(f)).
- ii. Upon designation of a trail by Congress, the National Trail Administrator shall incorporate the nature and purposes (see glossary) description, and a description of the characteristics that make the proposed trail worthy, including the national historic significance, of National Trail designation from the National Trail Feasibility Study into the trailwide Comprehensive Plan.
- iii. The National Trail Administrator shall incorporate management decisions regarding protection, sufficient access, transportation, and land or easement acquisition planning and criteria into the trailwide Comprehensive Plan. The Comprehensive Plan shall include consideration of the protection of the nature and purposes of the National Trail and the resources, qualities, values, and associated settings and primary use or uses; consistency with regulations and policy; and improvement of National Trail connectivity and/or manageability.

- iv. The National Trail Administrator shall select a National Trail Right-of-Way in the trailwide Comprehensive Plan based on the general route location designated by Congress and the best available resource data. The selection of the National Trail Right-of-Way shall be in conformance with the Statement of Programmatic Policy described in this manual and shall be consistent with the nature and purposes of the National Trail. The location and width of such National Trail Rights-of-Way across Federal lands under the jurisdiction of another Federal agency shall be by agreement with the affected agencies. In selecting the National Trail Right-of-Way for trail purposes, the National Trail Administrator shall obtain the advice and assistance of tribes, affected agencies, willing landowners, partners, and interested parties.
  - a. The selected National Trail Right-of-Way boundary may encompass all lands that contain National Trail resources, qualities, values, and associated settings. In selecting the rights-of-way full consideration shall be given to minimizing the adverse effects upon the adjacent landowner or user and this operation. While private lands may be included within the selected National Trail Right-of-Way, they are not subject to Federal management, and reasonable access must be provided. The National Trail Administrator may identify high value land areas within the selected National Trail Right-of-Way on private lands, and plan to work with any willing landowners, through agreement, for use of private lands for trail purposes. 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.
  - b. The National Trail Administrator shall ensure the National Historic Trail Right-of-Way and the Continental Divide National Scenic Trail (see NTSA Sections 5(e) and 5(f)) includes all high potential historic sites and high potential route segments.
  - c. After selection of the National Trail Right-of-Way in the approved trailwide Comprehensive Plan, the BLM shall publish notice of the availability of appropriate maps or descriptions in the Federal Register.
  - d. If the National Trail Right-of-Way was not selected in an existing trailwide Comprehensive Plan, the National Trail Administrator shall revise or update the trailwide Comprehensive Plan to incorporate a selected National Trail Right-of-Way and publish notice of the availability of appropriate maps or descriptions in the Federal Register.

- e. The National Trail Administrator shall follow the specific requirements identified in Sections 5 and 7 of the NTSA, and consider the following when selecting the National Trail Right-of-Way:
- (1) The National Trail Feasibility Study Reports, enabling legislation, legislative history, or other relevant documentation.
  - (2) The presence of the resources, qualities, and values and primary use or uses for which the National Trail was designated, as well as cultural modifications that may add to or detract from the National Trail.
  - (3) The capability to develop and manage each segment, and the capability to design the National Trail Right-of-Way in a manner that harmonizes and complements, to the extent practicable, established multiple-use plans for the specific area, to ensure continued maximum benefits from the land.
  - (4) The compatibility of National Trail management with proposed, potential, and current uses of the land.
  - (5) Input from other agencies, adjacent landowners, and stakeholder interests.
  - (6) Potential adverse impacts upon adjacent landowners, users, or operations.
  - (7) For National Historic Trails, the National Trail Rights-of-way:
    - (i) Need not be continuous.
    - (ii) May encompass, if part of the congressionally designated route, high potential historic sites and high potential route segments as satellite areas that are separated from the primary corridor. Satellite areas may include landmark features observed by early travelers or similar circumstances that warrant inclusion and protection.
  - (8) Criteria and/or considerations for National Trail Right-of-Way relocations include land acquisition, easements, or exchanges, and other manageability factors.



- v. The National Trail Administrator shall, within the trailwide Comprehensive Plan and with the concurrence of the head of the Federal agency that has jurisdiction over the lands involved, identify considerations for the relocation of the selected National Trail, including:
  - a. What constitutes major and minor relocation of the National Trail;
  - b. Protection of related at-risk cultural or natural resources.
  - c. Recognition that a substantial relocation of the National Trail Right-of-Way shall be through an Act of Congress.
  - d. Allowance for minor trail relocations, such as for resource protection (see BLM Manual 6280, planning section), that may be facilitated through agency land use planning in consultation with tribes, affected agencies, willing landowners, partners, and interested parties.
  - e. Determination that relocation is necessary to safeguard the nature and purposes of the National Trail.
  - f. A determination that the relocation is necessary to promote a sound National Trail 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
- vi. The National Trail Administrator shall identify and map the selected National Trail Right-of-Way in the trailwide Comprehensive Plan, including the identified high potential historic sites and high potential route segments; and prepare the National Trail Right-of-Way map and description for the required Federal Register notice.
- vii. The National Trail Administrator shall address National Trail administration-level functions in the trailwide Comprehensive Plan.
- viii. The National Trail Administrator shall, within the trailwide Comprehensive Plan and with the concurrence of the head of the Federal agency that has jurisdiction over the lands involved, identify a process to determine and approve final National Scenic Trail alignments.

- ix. The National Trail Administrator shall, for National Trails, propose exemplary Connecting and Side Trails that adjoin two points along a National Trail, provide additional points of public access between or to National Trails, or provide additional single points of public access to special features along such trails, within the trailwide Comprehensive Plan, after consultation with the National Trail manager(s). Evaluation and recommendation of Connecting and Side Trails shall occur in accordance with the provisions established in M-8353 and any supplemental guidance or instruction developed nationally.
- x. The National Trail Administrator shall, for National Historic Trails, identify through the Comprehensive National Trail planning process auto tour routes within the trailwide Comprehensive Plan to retrace and commemorate the historic route, to the extent practicable. Auto tour routes shall normally be restricted to existing all-weather roads or paved highways. Developed trails to facilitate route retracement may also be considered to provide for maximum vicarious and resource protection.
- xi. The National Trail Administrator shall publish the notice of availability of the selected National Trail Right-of-Way maps and descriptions in the Federal Register concurrently with the draft and final trailwide Comprehensive Plan and NEPA document. The authorizing officer for the Federal Register notice is the State Director with delegated National Trail administration responsibilities.
- xii. The trailwide Comprehensive Plan may be updated based on new information discovered by the National Trail Administrator or provided to the National Trail Administrator by public land managing agencies, landowners, or the public such as the following:
  - a. For National Scenic Trails, the trailwide Comprehensive Plan may be updated based on optimal route location reviews, relocation of the National Trail Right-of-Way, subsequent selection of the deferred National Trail Right-of-Way, acquisition of key properties, or other purposes.
  - b. For National Historic Trails, the trailwide Comprehensive Plan may be updated based on data regarding high potential historic sites, high potential route segments, National Register eligible properties, acquisition of key properties, relocation of the National Trail Right-of-Way, or for other purposes.
    - (1) Federal Protection Component recommendations determined through public land managing agency inventories must be considered and updated in the trailwide Comprehensive Plan.

#### 4. *Trailwide Comprehensive Plan Implementation*

- i. The National Trail Administrator shall implement the trailwide Comprehensive Plan, in consultation and coordination with public land managing agencies, interested stakeholders, and willing landowners.
- ii. The National Trail Administrator shall work with National Trail public land managing agencies, interested stakeholders, and willing landowners on the incorporation of trailwide Comprehensive Plan provisions into agency land use plans, to the extent possible, and if not already incorporated. Trailwide Comprehensive Plan provisions include management objectives for the selected National Trail Right-of-Way, descriptions of high potential historic sites and high potential route segments, and non-Federal certified site or segment objectives.

#### 1.7 File and Records Maintenance

A. National Trail Administrators must establish and maintain National Trail serialized case files according to this manual and BLM Manual 6120, as applicable. Recordkeeping requirements are mandated by Executive Orders 12866 and 13353, the Paperwork Reduction Act (44 U.S.C. 3501), and the guidelines of the BLM Paperwork Schedule program. The serialized case file shall contain:

1. The official map depicting the congressionally designated trail, a map depicting the selected National Trail Right-of-Way, including boundaries and descriptions, any subsequent change to the selected National Trail Right-of-Way, and any designated Connecting or Side Trails associated with the National Trail.
2. A copy of the NTSA; National Trail-specific enabling legislation; legislative history; the National Trail Feasibility Study; any historic context study and report; National Register eligible, nominated, and listed property information, including completed Multiple Property Documentation Forms; a list and map of high potential historic sites and high potential route segments; the trailwide Comprehensive Plan, including applicable plan updates or revisions, and subsequent implementation plans; and pertinent trail inventory and monitoring data.
3. For the selected National Trail Right-of-Way, either a determination that a boundary evidence review is not required signed by the Authorized Officer, or the appropriate Standards for Boundary Evidence Certificate(s) signed by the State Office Chief Cadastral Surveyor.

4. Detailed information related to the designation and stewardship responsibilities of the National Trails, including agreements.
5. Documentation regarding administration issues associated with the selected National Trail Right-of-Way.
6. Documentation regarding the rationale for recommending National Trail relocation.

B. After a National Trail Right-of-Way is established through the trailwide Comprehensive Plans, the selected National Trail Right-of-Way shall be portrayed on the Geographic Coordinate Data Base.

C. The following maps shall be available for public inspection in the affected BLM offices: the official map depicting the congressionally designated trail, maps of the National Trail Right-of-Way selected through the trailwide Comprehensive Plan, and maps of subsequent relocations.

D. Agency reports shall be prepared and submitted annually, including National Trails System annual reports; congressionally or agency-required reports; and reports on National Trail program areas, such as performance, budget, partnership endeavors, workload accomplishments, and operations issues.

#### 1.8 Data Standards and Management

1. National Trail data stewards shall coordinate data collection, ensure National Trail data are documented in databases, compile and maintain the National Trail serialized case file, and ensure the National Trail is recorded to the Master Title Plats, as applicable.
2. Trail data and data collection, including maps, shall comply with Department of the Interior data management systems, Federal Trail Data Standards, related national geospatial standards, and other data management policies, including those addressing sensitive cultural resources data. Data management shall be consistent with standards outlined in national programmatic agreements, state protocol agreements, and state data sharing agreements.

3. The National Trail Administrator shall conduct uniform mapping through an approved database to manage and track National Trail information related to National Trail Rights-of-Way inventory and monitoring, planning, land status, acquisition of lands or interests in lands, and similar information. The mapping and database shall document National Trail attributes and/or the resources, qualities, values, and associated settings, and primary use or uses, as required by this policy, by other BLM programs, and by interagency applications developed through the Federal Interagency Council on Trails. The BLM shall manage and analyze data, including maps, property records, historic research, and maintenance schedules.
4. The National Trail Administrator shall share data with various agencies, organizations, partners, and the public according to data sharing agreements and established protocol.

## Glossary of Terms

-A-

*activation.* Term used to initiate official field notification of the designation of a National Trail and/or the National Trail administration role, as assigned, under the National Trails System Act. Term usage is consistent with the National Park Service.

*associated settings.* The geographic extent of the resources, qualities, and values or landscape elements within the surrounding environment that influence the trail experience and contribute to resource protection. Settings associated with a National Scenic or Historic Trail include scenic, historic, cultural, recreation, natural (including biological, geological, and scientific), and other landscape elements (see resources, qualities, and values).

*avoid.* Subject to valid existing rights, agency action taken pursuant to applicable law, to the greatest extent possible to prohibit, deny, minimize, or mitigate activities on public lands that are incompatible with National Trail purposes under the National Trails System Act (see compatible and incompatible activities).

-C-

*certification.* The administrative process whereby nonfederally owned properties along National Historic Trails are identified and recognized by the trail administering agency for the historical and/or thematic association with one or more National Historic Trails through signed certification agreement. Certified properties may be eligible for the National Register.

*certification agreement.* A nonbinding agreement between the trail administering agency and one or more partners, including state and/or local government or private land owners. The agreement formalizes a good-faith arrangement to work together toward common purposes for the National Historic Trail, such as conserving, protecting, restoring, and interpreting a historic property.

*compatible activities.* Allowable uses and management actions on public lands that harmonize, or have been minimized or mitigated in order to harmonize, with the National Trail nature and purposes.

*Comprehensive Plan.* Statutorily required plan providing strategic direction and guidance for the future administration and management of a congressionally designated National Scenic or Historic Trail. The plan includes identification of the nature and purposes, goals and objectives, high potential sites and high potential segments (historic trails), and the selection of the National Trail Right-of-Way.

*congressionally designated trail route.* General Route designated by Congress as the National Trail. It is depicted on the official map or National Trail Feasibility Study referenced in the National Scenic or Historic Trail enabling legislation. For National Historic Trails, this is the NHT 1 attribute in the Federal Trail Data Standards.

*Connecting Trail.* Secretarially designated trails that complement National Recreation, Scenic, or Historic Trails by providing additional points of public access between such trails or connecting to such trails (See Side Trail).

-F-

*Federal Interagency Council on Trails.* A longstanding interagency working group (since 1969, and reestablished by Executive Order 13195 in 2001) operating under an interagency memorandum of understanding with core membership composed of the Department of the Interior, BLM, National Park Service, and Fish and Wildlife Service; the United States Department of Agriculture, Forest Service; the United States Department of Transportation, Federal Highway Administration; and the United States Department of the Army, United States Army Corp of Engineers. The Council's mission is to share information with agency and nonprofit partners, coordinate program decisions, and make policy recommendations among all appropriate Federal agencies to foster the development of America's National Trails System.

*Federal Protection Component.* As described in Section 3 and 12 of the National Trails System Act, selected high potential historic sites and high potential route segments and other land- and water-based components of a designated National Historic Trail located on federally owned land which meet the National Historic Trail criteria listed in the National Trails System Act and are identified in trailwide Comprehensive Plans, Resource Management Plans, and implementation plans.

*Federal Trail Data Standards.* A core set of standardized trail data attributes with corresponding definitions and values applicable to tabular and spatial data, approved by the Federal Geographic Data Committee on September 30, 2011. The standards are applicable to all trails, including National Scenic and Historic Trails, managed by the U.S. Forest Service, National Park Service, U.S. Fish and Wildlife Service, and BLM.

-H-

*high potential historic site.* Historic sites related to the route or sites in close proximity thereto which provide opportunity to interpret the historic significance of the trail during the period of its major use. The criteria for consideration of sites as high potential historic sites include historic significance, presence of visible historic remnants, scenic quality, and relative freedom from intrusion. High potential historic sites are assumed to contain remnants, artifacts, and other properties eligible for the National Register of Historic Places, pending evaluation. Under the National Trails System Act, high potential historic sites located on federally owned land are referred to as Federal Protection Components.

*high potential route segment.* Segments of a trail which would afford a high-quality recreation experience in a portion of the route having greater than average scenic values or affording an opportunity to vicariously share the experience of the original users of a historic route. National Historic Trail high potential route segments are assumed to contain remnants, artifacts, and other properties eligible for the National Register of Historic Places, pending evaluation. Under the National Trails System Act, high potential route segments located on federally owned land are referred to as Federal Protection Components.

*historic context study and report.* In-depth documentary research on the historic sites and trail segments focused on the period of use. Documents trail resource research, identification, location, assessment, and evaluation. The information contained in the report is used for planning and is a precursor to the National Register nomination process.

*historic route.* Trail location where historic events are known to have occurred as evidenced by historic remnants or artifacts or through research and subsequent identification. For National Historic Trails, this is the NHT 2 attribute in the Federal Trail Data Standards.

-I-

*identification.* For both National Trail administration and management, the requirement to identify, document, and evaluate National Trail resources, qualities, values, and associated settings, and the primary use or uses, which support the nature and purposes of National Trail designation.

*incompatible use.* An activity that affects (hinders or obstructs) the nature and purposes of a designated National Trail (see substantial interference).

-M-

*major relocation.* A significant change in the location of the designated National Trail that would substantially depart from the Congressional route, established National Trail Right-of-Way, or Management Corridor, requiring an Act of Congress.

*Management Corridor.* See National Trail Management Corridor.

*maximum compatible outdoor recreation potential.* A criterion for determining the location of a National Scenic Trail. The recreation potential is tempered by the capacity of the area to sustain such use.

*Multiple Property Documentation Form.* The National Register of Historic Places Multiple Property Documentation Form (NPS 10-900-b) nominates groups of related significant properties for listing on the National Register. The form serves as a basis for evaluating the National Register eligibility of related properties. When nominated and listed in the National Register of Historic Places, the Multiple Property Documentation Form, together with individual registration forms, constitutes a multiple property submission.



-N-

*National Historic Landmark.* Nationally significant historic places designated by the Secretary of the Interior that possess exceptional value or quality in illustrating or interpreting the heritage of the United States (see National Historic Landmark criteria).

*National Historic Landmark criteria.* A set of criteria used to evaluate the national significance of a property pursuant to the Historic Sites Act of 1935 and the National Historic Preservation Act (see National Park Service Cultural Resources National Register Bulletin, How to Prepare National Historic Landmark Nominations).

*National Historic Trail.* A congressionally designated trail that is an extended, long-distance trail, not necessarily managed as continuous, that follows as closely as possible and practicable the original trails or routes of travel of national historic significance. The purpose of a National Historic Trail is the identification and protection of the historic route and the historic remnants and artifacts for public use and enjoyment. A National Historic Trail is managed in a manner to protect the nationally significant resources, qualities, values, and associated settings of the areas through which such trails may pass, including the primary use or uses of the trail.

*National Historic Trail criteria.* Criteria, established in Section 5(b) of the National Trails System Act which must be addressed within the National Historic Trail Feasibility Study in order for a trail to be considered for designation.

*National Recreation Trail.* Trail designated by the Secretary of the Interior, or delegated officer, through a standardized process, including a recommendation and nomination by the BLM. National Recreation Trails provide a variety of compatible outdoor recreation uses in or reasonably accessible to urban areas or high-use areas.

*National Register eligible.* Includes properties both formally determined as eligible for inclusion in the National Register by the Secretary of the Interior and all other significant properties that meet National Register listing criteria. This includes any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in, the National Register of Historic Places maintained by the Secretary of the Interior.

*National Register of Historic Places.* The National Register is the official Federal list of districts, sites, buildings, structures, and objects significant in American history, architecture, archeology, engineering, and culture. National Register properties have significance to the history of the communities, states, or the Nation.

*National Scenic Trail.* A congressionally designated trail that is a continuous and uninterrupted extended, long-distance trail so located as to provide for maximum outdoor recreation potential and for the conservation and enjoyment of the nationally significant resources, qualities, values, and associated settings and the primary use or uses 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 that exhibit significant characteristics of the physiographic regions of the Nation.

*National Trail.* For purposes of this manual, National Trail refers only to congressionally designated National Scenic or Historic Trails.

*National Trail Administration.* Trailwide responsibility assigned to the BLM or National Park Service by the Secretary of the Interior when the Department of the Interior is named as the responsible lead in National Trail-specific legislation (see National Trail Administrator). The responsibility involves trailwide coordination, guidance, technical assistance, and consultation with National Trail managers that have physical site management responsibility. National Trail administration responsibilities are fulfilled as directed in the NTSA in coordination with tribes; other National Trail Administrators; National Trail managing agencies (including all BLM public land managers along the congressionally designated National Trail); other Federal, state, and local government agencies; private and nonprofit organizations; willing landowners; land users; and individuals (tribes, affected agencies, willing landowners, partners, and interested parties). National Trail administration includes leadership in the development of the statutorily required trailwide Comprehensive Plan, which provides strategic direction for National Trail administration and management, including identification of the nature and purposes of the National Trail and selection of the National Trail Right-of-Way.

*National Trail Administrator.* Individual delegated the responsibility to conduct National Trail administration when the BLM or National Park Service is assigned this responsibility by the Secretary of the Interior (see National Trail Administration). The responsible agency assigns the role to an individual to perform National Trail administration duties (BLM Manual 1203, Delegation of Authority).

*National Trail advisory council.* Council established to advise the Secretary that is charged with the administration of the National Trail with respect to matters relating to the trail, including the selection of a National Trail Right-of-Way in the trailwide Comprehensive Plan, standards for the erection and maintenance of markers along the trail, and the administration of the trail.

*National Trail Feasibility Study.* Study authorized through an Act of Congress to determine the feasibility and desirability of designating a trail route as a National Scenic or Historic Trail.

*National Trail Inventory.* The official record and the process used in developing the record of National Trail resources, qualities, values, and associated settings and the primary use or uses.

*National Trail Management Corridor.* Allocation established through the land use planning process, pursuant to Section 202 of Federal Land Policy and Management Act and Section 7(a)(2) of the National Trails System Act (“rights-of-way”) for a public land area of sufficient width within which to encompass National Trail resources, qualities, values, and associated settings and the primary use or uses that are present or to be restored.

*National Trail manager.* The agency, landowner, or interest (see certification) with the authority and/or responsibility for decisionmaking for lands under its jurisdiction. Also, the official responsible for land and water management of trail-related resources.

*National Trail Right(s)-of-Way.* Term used in Section 7(a)(2) of the National Trails System Act to describe the corridor selected by the National Trail administering agency in the trailwide Comprehensive Plan and which includes the area of land that is of sufficient width to encompass National Trail resources, qualities, values, and associated settings. The National Trail Right-of-Way, in the context of the National Trails System Act, differs from a Federal Land Policy and Management Act (FLPMA) Title V Right-of-Way, which is a grant issued pursuant to FLPMA authorities. It becomes a key consideration in establishing the National Trail Management Corridor in a Resource Management Plan. See also National Trail Management Corridor.

*National Trails inventory standards.* The standards the BLM must meet as it conducts National Trail inventory, assessments, and documentation of National Trail resources, qualities, values, and associated settings and the primary use or uses in the management role.

*National Trails management standards.* The standards the BLM must meet as it manages the National Trail resources, qualities, values, and associated settings, and the primary use or uses.

*National Trails monitoring standards.* The standards the BLM must meet as it monitors National Trail inventory; resources, qualities, values, and associated settings and the primary use or uses; effectiveness of implementation of Resource Management Plan decisions; projects within the National Trail Management Corridor; and acquired lands.

*National Trails planning standards.* The standards the BLM must meet as it conducts land use planning to establish the National Trail Management Corridor and to address all programs and uses within the management corridor.

*National Trails System.* Congressionally authorized system of trails recognized through the authority of the National Trails System Act, containing National Scenic and Historic Trails, National Recreation Trails, Connecting and Side Trails, and authorities applied to rail-trails.

*National Trails System Act.* Public Law 90-543, as amended and codified in 16 U.S.C. 1241-1251, which establishes the National Trails System.

*nature and purposes.* The term used to describe the character, characteristics, and congressional intent for a designated National Trail, including the resources, qualities, values, and associated settings of the areas through which such trails may pass; the primary use or uses of a National Trail; and activities promoting the preservation of, public access to, travel within, and enjoyment and appreciation of National Trails.

-P-

*primary use or uses.* Authorized mode or modes of travel, and/or activities identified in the National Trails System Act, enabling legislation, or legislative history, through the trailwide Comprehensive Plan or approved Resource Management Plan.

-R-

*resources, qualities, and values.* The significant scenic, historic, cultural, recreation, natural (including biological, geological, and scientific), and other landscape areas through which such trails may pass as identified in the National Trails System Act (see associated settings).

*Right(s)-of-way.* See National Trail Right(s)-of-Way.

-S-

*Side Trail.* Secretarially designated trails that complement National Recreation, Scenic, or Historic Trails by providing additional single points of public access to special features along such trails (see Connecting Trail).

*stewardship responsibilities.* As National Trail Administrator or National Trail manager, agency obligations to conduct inventory, monitoring, planning, administration, management, land or easement acquisition, protection, development, maintenance, training, and operations of the National Trails. These responsibilities may be conducted in partnership with tribes, affected agencies, willing landowners, partners, and interested parties.

*substantial interference.* Determination that an activity or use affects (hinders or obstructs) the nature and purposes of a designated National Trail (see nature and purposes).

-T-

*trail segment.* Distinct sections of a trail, categorized based on similar trail conditions, management goals and objectives, manageability, settings, ownership patterns, presence of high potential route segments, National Register eligible properties, and landscape-scale control points or trail access points.

-U-

*uniform marker.* A distinctive symbol or logo used to mark and officially represent each National Trail, developed and monitored by the National Trail administering agency.

**Appendix 1 – National Trails and Corresponding Administering Agencies\***  
(See chapter 1.6A1)

<b>NAME OF NATIONAL TRAIL</b>	<b>NATIONAL TRAIL ADMINISTRATOR</b>
Arizona National Scenic Trail	U.S. Forest Service
Continental Divide National Scenic Trail	U.S. Forest Service
Pacific Crest National Scenic Trail	U.S. Forest Service
Pacific Northwest National Scenic Trail	U.S. Forest Service
Potomac Heritage National Scenic Trail	National Park Service
California National Historic Trail	National Park Service
El Camino Real de Tierra Adentro National Historic Trail	BLM and National Park Service
Iditarod National Historic Trail	BLM
Juan Bautista de Anza National Historic Trail	National Park Service
Lewis and Clark National Historic Trail	National Park Service
Mormon Pioneer National Historic Trail	National Park Service
Nez Perce National Historic Trail	U.S. Forest Service
Old Spanish National Historic Trail	BLM and National Park Service
Oregon National Historic Trail	National Park Service
Pony Express National Historic Trail	National Park Service
Washington-Rochambeau Revolutionary Route National Historic Trail	National Park Service

\*This list includes only those National Trails where the BLM has administration or management responsibility.

## **Appendix 2 – National Trail Designation Process**

(See chapter 1.6B1)

National Scenic and Historic Trails are authorized and designated only by Act of Congress. Congress may authorize the BLM, through the Secretary, to make studies for the purpose of determining the feasibility and desirability of designating other trails as National Scenic or National Historic Trails (National Trail Feasibility Study).

One of the purposes of the NTSA is to encourage public/private partnerships as a founding principle. Interested publics or grassroots organizations work on, help identify the location of, and assist in managing a subject trail along with the agencies responsible for management of the trail area. The BLM is not directed or specifically authorized under the NTSA to identify potential National Scenic or Historic Trails for inclusion in the National Trails System through the land use planning process.

1. An Act of Congress, through the NTSA, directs that a National Trail Feasibility Study be conducted, and assigns a Department to conduct the study.
2. A National Trail Feasibility Study is developed by an assigned agency, including consultation and participation by interested tribes, other affected agencies, willing landowners, partners, and interested parties, which may or may not recommend the trail as suitable for designation.
3. If the National Trail Feasibility Study recommends a trail as suitable for designation, an Act of Congress is required to designate the trail as a National Scenic or Historic Trail and include the trail under Section 5(a) of the NTSA.
4. Once designated by Congress, a trailwide Comprehensive Plan is developed by the National Trail administering agency in coordination with National Trail managing agencies. The trailwide Comprehensive Plan provides strategic direction and establishes the nature and purposes for the National Trail, and a National Trail Right-of-Way is selected.
5. After designation, as National Trail manager, the BLM conducts inventories under FLPMA and NTSA authorities; addresses the National Trail through the land use planning process, including the establishment of the National Trail Management Corridors; and manages the National Trail in coordination with the National Trail administering agency (might be the BLM, if assigned) and tribes, other agencies, partners, and interested parties.

6. Special provisions in the enabling legislation, such as for the Old Spanish National Historic Trail, or subsequent congressionally authorized National Trail Feasibility Studies for trail segments associated with an existing congressionally designated National Trail may result in the addition of designated trail miles. Other special circumstances can always apply.

This process takes anywhere from 6 to 15 years. Because of the need for two rounds of congressional action, a trail is most likely to succeed in this process if there is a strong, well organized, citizen-based organization at work on behalf of the trail.