



UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Release

Date

MANUAL TRANSMITTAL SHEET

Subject

6200 – National Scenic and Historic Trails

1. Explanation of Material Transmitted: This release transmits a National Scenic and Historic Trails manual. This manual provides the line manager and program staff professionals with general policies for the administration and management of National Scenic and Historic Trails. This manual identifies program coordination requirements and responsibilities; general requirements for inventory, monitoring, planning, and management; requirements for trails undergoing feasibility study and for National Trail activation; and data management requirements for National Scenic and Historic Trails. The manual also describes requirements for establishing other components of the National Trails System, including National Recreation, Connecting, and Side Trails.

2. Reports Required: National Scenic and Historic Trail Feasibility Study Reports and trailwide Comprehensive Plans associated with transmittal documents as required by Congress.

3. Material Superseded: H-1601-1 Land Use Planning Handbook, Appendix C, IIIA 1, 2, and 3, regarding National Scenic and Historic Trails; and Appendix C, IIIB 6, regarding National Recreation Trails (03/11/05).

4. Filing Instructions: File as directed below.

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None

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6200

Assistant Director,
National Landscape Conservation System and
Community Partnerships

INTERNAL DRAFT DOCUMENT
6200 – NATIONAL SCENIC AND HISTORIC TRAILS

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Chapter 1. Overview

1.1 Purpose

1. This manual is provided to fulfill the requirements of and achieve the policy and purposes set forth in the National Trails System Act (NTSA).
2. This manual provides the Bureau of Land Management (BLM) policy and program guidance on administering and managing congressionally designated National Scenic and Historic Trails (National Trails) within the National Landscape Conservation System (NLCS). The BLM may serve as National Trail Administrator, National Trail Manager, or both. This manual describes the BLM's roles, responsibilities, agency interrelationships, and policy requirements as National Trail Administrator and National Trail Manager.
3. This manual also provides general policy for the recommendation of National Recreation, Connecting, and Side Trails for designation.

1.2 Objectives

1. Comply with the requirements of the NTSA, other laws, regulations, and policies, and prescribe methods, standards, and training.
2. Administer and manage National Trails as components of the National Trails System and the BLM's NLCS, and recommend, through land use planning, National Recreation, Connecting, and Side Trails as components of the National Trails System.
3. Fulfill the nature and purposes of designated National Trails through effective inventory, monitoring, planning, administration, management, land acquisition, protection, development, maintenance, and operation (stewardship responsibilities).
4. Administer and manage the diverse network of designated trails and associated areas and settings by encouraging and assisting volunteer citizen, community, and partnership involvement.
5. Conserve, protect, restore, and provide for the enjoyment and appreciation of the resources, qualities, values, and associated settings for which the National Trails were designated.

1.3 Authority

1. Federal Advisory Committee Act of 1972, as amended (5 U.S.C. Appendix 2 1-16)
2. Federal Land Policy and Management Act (FLPMA) of 1976, as amended (43 U.S.C. 1701 *et seq.*, exclusive of 43 U.S.C. 1782)
3. Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 460I-4 through 460I-11)

4. Department of Transportation Act of 1966, as amended (49 U.S.C. 1653(f))
5. National Environmental Policy Act (NEPA) of 1969, as amended (42 U.S.C. 4321 *et seq.*)
6. National Historic Preservation Act of 1966, as amended (16 U.S.C. 470)
7. Historic Sites Act of 1935, as amended (16 U.S.C. 461-467)
8. National Trails System Act of 1968, as amended (16 U.S.C. 1241-1251)
9. Omnibus Public Land Management Act of 2009 (16 U.S.C. 7201-7203)

1.4 Responsibility

A. *The Director, Bureau of Land Management, and the Deputy Directors, Bureau of Land Management*, through the Assistant Director, National Landscape Conservation System, are responsible for:

1. Establishing policy to support the conservation, protection, restoration, enjoyment, and appreciation of the resources, qualities, values, and associated settings for which the National Trails were designated.
2. Coordinating National Trails policy and budget with other BLM programs.
3. Developing and maintaining relationships with tribes; other Federal, state, and local agencies; private and nonprofit organizations; landowners; land users; and individuals (tribes, other affected agencies, partners, and interests) and participating on the Federal Interagency Council on Trails.
4. Ensuring completion of National Trail Feasibility Studies, as assigned, and delegating primary responsibility for the study to specific State Office(s) with assistance from the National Operations Center.
5. Selecting a lead state for National Trail administration; selecting a lead state for management coordination for the state's assigned trail; and upon designation, formally activating BLM National Trail administration and/or management responsibilities through a memorandum.
6. Directing review of trailwide Comprehensive Plans when the BLM is assigned National Trail administration responsibilities and when the National Trail addressed in the trailwide Comprehensive Plan is managed by the BLM, and reviewing land use plans addressing National Trails, including Resource Management Plans and Statewide Trail Management Plans, when the BLM is responsible for National Trail management.

7. Considering funding of the acquisition of lands or interests in lands for the permanent protection of National Trail resources, qualities, values, and associated settings, as identified through the Bureau's prioritization process.
8. Establishing and implementing National Trail data standards and providing database support.

B. *The Director, Bureau of Land Management, and the Deputy Directors, Bureau of Land Management, through the Assistant Director, Renewable Resources and Planning, are responsible for:*

1. Establishing policy to support National Recreation, Connecting, and Side Trails.
2. Considering National Recreation, Connecting, and Side Trails policy and budget with other BLM programs.
3. Developing and maintaining relationships with tribes, other affected agencies, partners, and interests.
4. Reviewing recommendations and submitting proposed National Recreation, Connecting, and Side Trails application packages for designation to the Secretary or his/her designee.

C. *State Directors are responsible for:*

1. Implementing policy and budget direction and providing statewide program coordination for administering and managing National Trails, including assigning National Trails Program Lead responsibilities and data steward responsibilities, maintaining trailwide coordination responsibilities for particular trails, and maintaining an official statewide National Trails Program Lead and program backup list.
2. Providing National Trail Administrator and line officer leadership when National Trail administration is assigned.
3. Developing and maintaining relationships in administration and/or management roles with tribes, other affected agencies, partners, and interests.
4. Conducting National Trail Feasibility Studies, when assigned, in coordination with other affected BLM states, and with assistance for such studies from the National Operations Center.
5. Incorporating National Trails within land use plans and plan revisions and/or amending affected land use plans to address National Trails, ensuring National Trails are addressed to required standards, and approving land use plans.

6. Developing trailwide Comprehensive Plans in coordination with tribes, other affected agencies, partners, and interests; approving the trailwide Comprehensive Plans when assigned National Trail administration; and revising or updating trailwide Comprehensive Plans as conditions warrant.
7. Ensuring that activities within the National Trail management corridors are conducted according to the NTSA, national and state policies and guidance, trailwide Comprehensive Plans, Resource Management Plans, and Statewide Trail Management Plans and meeting requirements across office jurisdictions.
8. Setting priorities and requesting funding for acquisitions of lands or interests in lands for the permanent protection of National Trail resources, qualities, values, and associated settings in a manner that is on par with other BLM resource programs, using the national prioritization process.
9. Establishing and maintaining National Trail serialized case files.
10. Reviewing recommendations and submitting proposed National Recreation, Connecting, and Side Trails for designation by the Secretary or his/her designee, and maintaining a list of these designated trails within the state.

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

1. Incorporating National Trails within the land use planning process in accordance with this policy.
2. Developing and maintaining relationships with tribes, other affected agencies, partners, and interests.
3. Ensuring that activities within National Trail management corridors are conducted according to the NTSA, national and state policies and budgets, trailwide Comprehensive Plans, Resource Management Plans, and Statewide Trail Management Plans and ensuring compatible management of National Trail resources on shared trail boundaries with adjoining offices and in coordination with tribes, other affected agencies, partners, and interests.
4. Assigning National Trails Program Lead responsibilities.
5. Inventorying and monitoring National Trail resources, qualities, values, and associated settings.
6. Acquiring lands or interests in lands, as appropriate and consistent with policy direction established by the Director, for the permanent protection of National Trail resources, qualities, values, and associated settings.
7. Establishing and maintaining National Trail serialized case files.

8. Evaluating and recommending, through the land use planning process, proposed National Recreation, Connecting, and Side Trails for designation by the Secretary or his/her designee and preparing an application.

1.5 References

1. Executive Order 13195, Trails for America in the 21st Century
2. Secretarial Order 3308, Management of the National Landscape Conservation System
3. Departmental Manual, Part 710
4. BLM Manual 1203, Delegation of Authority
5. BLM Manual 1601, Land Use Planning
6. BLM Manual 6120, Congressionally Required Maps and Legal Boundary Descriptions for National Landscape Conservation System Designations
7. BLM Manual 8100, Cultural Resources Inventory, Planning, Management, and Tribal Consultation Series
8. BLM Manual 8320, Planning for Recreation and Visitor Services
9. BLM Manual 8400, Visual Resource Management
10. BLM Handbook 1601-1, Land Use Planning
11. BLM Handbook 1790-1, National Environmental Policy Act
12. BLM Handbook 2100-1, Acquisition
13. BLM Handbook 8120-1, General Procedural Guidance for Native American Consultation
14. BLM Handbook 8410-1, Visual Resource Inventory
15. BLM Handbook 8431-1, Visual Resource Contrast Rating
16. BLM Handbook 9114-1, Trails
17. National Scenic and Historic Trails Strategy and Work Plan, 2006
18. Trails for America, Report on the Nationwide Trail Study, 1966

1.6 Policy

A. *Statement of Programmatic Policy*

1. The BLM shall conserve, protect, and restore National Trail resources, qualities, values, and associated settings on lands within National Trail rights-of-way and administratively designated management corridors. The BLM shall promote preservation, public access, travel opportunities, enjoyment, and appreciation of National Trails for present and future generations as a component or unit of the NLCS or the National Trails System.
 - i. *For National Scenic Trails*, the BLM shall provide for maximum compatible outdoor recreation potential and for the conservation and enjoyment of the nationally significant scenic, historic, natural, or cultural qualities of the areas and associated settings through which such trails may pass.
 - ii. *For National Historic Trails*, the BLM shall identify and protect the historic route and its historic remnants and artifacts for public use and enjoyment, including the nationally significant scenic, historic, natural, or cultural qualities of the areas and associated settings through which such trails may pass, following as closely as possible and practicable the original trails or routes of travel of national historic significance. National Historic Trails shall be assumed to contain properties eligible for the National Register of Historic Places pending an evaluation of specific historic properties from the associated period of use as measured against National Register eligibility criteria.
2. The BLM shall prevent substantial interference with the nature and purposes of the National Trails and shall make reasonable efforts to avoid activities incompatible with the purposes for which such trails were established. Avoiding is achieved by prohibiting, minimizing, or mitigating uses that are incompatible with National Trail purposes. When preparing the environmental review for any plan and/or activity that may impact the National Trail, the BLM shall include, subject to valid existing rights and within the appropriate NEPA document, the rationale for the activity and how any minimizing or mitigating activity will avoid substantial interference with the National Trail and its nature and purposes. As congressionally designated components of the NLCS and National Trails System, extraordinary circumstances apply within National Trail management corridors and adjacent lands, requiring an environmental assessment or environmental impact statement.
3. The BLM shall identify allowable activities and necessary restrictions through land use planning and day-to-day management; shall make reasonable efforts to avoid incompatible activities; and shall promote preservation of National Trails through stewardship responsibilities, which include inventory, monitoring, planning, administration, management, acquisition, protection, development, maintenance, and operation.

4. The BLM shall strive to manage each National Trail segment in a balanced manner that harmonizes and complements multiple-use activities identified in land use plans for that specific area to ensure continued maximum benefits.
5. The BLM shall fulfill National Trail stewardship responsibilities as directed in the NTSA in cooperation with tribes, other affected agencies, partners, and interests, and the BLM shall ensure adequate public involvement for management activities through the established NEPA and planning processes.
6. The BLM may recommend National Recreation, Connecting, and Side Trails through the land use planning process.

B. National Trail Feasibility Study Actions

1. The BLM shall participate in the preparation of National Trail Feasibility Studies authorized by Congress and additional route component studies authorized by the Secretary where such studies involve BLM-managed lands or related waters.
2. The BLM shall complete National Trail Feasibility Studies, study revisions, and/or studies of additional route components, if assigned by the Secretary. Such studies shall be completed in accordance with the National Trail Feasibility Study requirements in Section 5(b) of the NTSA and the provisions in this manual. For National Historic Study Trails only, the BLM shall use the National Historic Trail designation criteria established in Section 5(b) of the NTSA, as well as the National Historic Landmark criteria established under the Historic Sites Act. In addition to these requirements, the BLM shall:
 - i. Assign primary responsibility for the National Trail Feasibility Study to a State Office(s) with assistance for such studies provided by the National Operations Center.
 - ii. Establish, identify, and describe the nature and purposes of the trail within the National Trail Feasibility Study.
 - iii. Use the National Historic Landmark criteria under the authority of the Historic Sites Act to determine national significance for potential National Historic Trails.
 - iv. Include trail descriptions, maps, images, and illustrations when recommending a proposed route. The maps and descriptions shall be prepared using BLM data standards so the maps and descriptions can be readily used and become official upon National Trail designation.
 - v. Identify public land areas adjacent to or along proposed trails with cultural modifications that support or detract from National Trail-caliber resources, qualities, values, and associated settings.

- vi. Prepare the appropriate level of environmental review (environmental impact statement or environmental assessment) for the National Trail Feasibility Study in accordance with Section 102 of NEPA.
3. The BLM shall manage and maintain trails that are authorized and funded for National Trail Feasibility Study by Congress, and trails that are recommended for National Trail designation through the feasibility study, in a manner that conserves and protects the trail under study, including:
 - i. Public lands under study or recommended for potential National Trail designation must remain in public land ownership.
 - ii. Subject to valid existing rights, the BLM shall devise methods to avoid adverse impacts from discretionary actions to the trail tread or trace under study, including minimizing and mitigating techniques.
 - iii. Emergency and temporary closures may be employed to close or restrict the use of lands and resources to conserve, protect, and restore the trail under study or the recommended trail. Closures shall follow all BLM procedural requirements, including environmental review, timeframe, scope, and approval.
 - iv. The BLM may assist volunteers and volunteer organizations in planning, developing, maintaining, and managing trails under study and recommended trails. The BLM may provide information and technical assistance to organizations that are working towards congressional designation for a potential National Trail.

C. *National Trail Activation.* Activation is required for newly designated National Trails, including notification, program organization and delegation, transmittal of program policy requirements, and reporting. Activation is required at the Washington, State, and District and Field Office levels, and shall occur at the delegated level in accordance with section 1.4 of this manual. Upon congressional designation of a National Trail:

1. *The Washington Office* shall:
 - i. Select a State Office to administer the National Trail based on a preponderance of miles and/or the location of National Trail infrastructure when the Department of the Interior is named in the enabling legislation and upon notification from the Department that the BLM is charged with National Trail administration.
 - ii. Assign a lead state for management coordination purposes based on a preponderance of miles and/or the location of National Trail infrastructure, when the BLM is assigned National Trail management responsibilities.

- iii. Issue an Instruction Memorandum to all affected State Offices activating National Trail conservation, protection, and restoration under the National Trails management standards; describing administration and/or management responsibilities; requesting a review of land use plans and enabling legislation; requesting assignment of official National Trails Program Leads; and instituting other policy requirements.

2. *State Offices* shall:

- i. Select a State Office employee as a National Trail Administrator to fulfill National Trail administration responsibilities when the BLM is assigned National Trail administration, including coordinating trailwide oversight, implementing National Trail administration policy requirements, and fulfilling budget responsibilities.
- ii. Serve as National Trail co-administrator with other Federal agencies when assigned. State Offices shall participate with any co-administrating agencies, when assigned a co-administrator role, to establish an equitable operational agreement, such as a cooperative agreement.
- iii. Select a State Office employee as a National Trails Program Lead for the state to facilitate National Trail management responsibilities, including coordination of National Trail policy implementation, communication among offices, and fulfilling budget responsibilities.
- iv. Coordinate special multistate management issues, actions, and opportunities among states for the National Trail assigned by the Washington Office to the state.
- v. Issue an Instruction Memorandum to affected District and Field Offices activating National Trail conservation, protection, and restoration under the National Trails management standards; describing inventory and monitoring, planning, and management responsibilities; requesting official National Trails Program Leads; and instituting other policy requirements.

3. *District and Field Offices* shall:

- i. Assign the designated National Trail(s) to the appropriate Program Lead. Assignments shall be maintained for all designated National Trails.

D. *The BLM as National Trail Administrator.* When assigned to the BLM by the Department of the Interior, the BLM shall provide oversight, guidance, technical assistance, and consultation to all agency and local National Trail Managers with physical site management responsibility and authority, including tribes, other affected agencies, partners, and interests, to ensure trailwide consistency and coordination in fulfilling the nature and purposes of the National Trail. In addition, the BLM will lead the development of the statutorily required trailwide Comprehensive Plan, which provides strategic direction for National Trail administration and management.

1. *National Trail Administration*

i. *Advisory Council*

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

ii. *Cooperative Relationships, Agreements, and Assistance*

- a. The BLM shall coordinate with, consult, and assist cooperating Federal, state, and local governments to encourage the development and implementation of provisions for compatible land practices, including participation in stewardship responsibilities on portions of the trail located both on and off public lands and use of cooperative agreements.
- b. The BLM may provide assistance to encourage state and local governments to enter into written cooperative agreements with landowners, private organizations, or individuals, which would lead to securing the necessary real property rights in a National Trail management corridor.
- c. The BLM may facilitate the transfer of stewardship responsibilities between Federal agencies. Any transfer shall occur through cooperative agreement, must significantly enhance National Trail operations, and must support National Trail nature and purposes.
- d. The BLM may initiate, enter into, and manage cooperative agreements for the purposes of fulfilling stewardship responsibilities, including agreements to transfer limited financial assistance to partners to achieve National Trail purposes. The BLM shall encourage partner participation and may provide technical assistance to willing landowners, private organizations, individuals, and volunteers in fulfilling stewardship responsibilities.
- e. The BLM may provide education and training to volunteers on methods of National Trail stewardship responsibilities, and the BLM may provide Federal facilities, equipment, tools, and technical equipment to volunteers and volunteer organizations to achieve National Trail purposes.

iii. *Certification for National Historic Trails.* The BLM shall establish a certification program to officially recognize trail resources, qualities, values, and associated settings on non-Federal lands. In addition to the requirements identified in Section 3 of the NTSA:

- a. The BLM shall describe the certification process, requirements, and criteria for certification within the trailwide Comprehensive Plan.

- b. The BLM shall certify non-Federal sites and segments that meet the National Historic Trail criteria established in Section 5(b) of the NTSA, and other supplemental criteria, through voluntary, nonbinding, and written certification agreements.
- c. The BLM shall offer technical assistance for site conservation, protection, restoration, planning, design and development, visitor use management, research, and signing for the certified property, and the BLM may offer limited funding.
- d. The BLM shall require the certification application to include a statement regarding how the site, segment, and/or property meets the National Historic Trail criteria and other criteria identified in the trailwide Comprehensive Plan.

iv. *Protection and Property Interest*

- a. The BLM shall comply with laws, regulations, and policy as National Trail administration responsibilities are conducted. As the administering agency, the BLM shall encourage compliance and participation by all National Trail managing agencies, landowners, and property interests.
- b. The BLM shall encourage willing landowners to monitor the National Trail and trail uses, shall encourage conforming uses, and may assist with measures to help prevent private property trespass and related issues.
- c. The BLM shall encourage willing landowners to nominate eligible National Historic Trail properties located on their lands for listing on the National Register of Historic Places.
- d. The BLM shall review and comment on proposals of other agencies that affect the National Trail environment. Comments may include avoidance action or proposed project modification or mitigation to promote the nature and purposes of the National Trail; to protect resources, qualities, values, and associated settings; and to achieve management goals and objectives.
- e. The BLM shall provide for resource conservation, protection, and restoration by developing trailwide, interagency guidelines and regulations, as conditions warrant, and in cooperation with agency partners.
- f. The BLM shall work with willing sellers and use exchange, donation, purchase, and other authorities in accordance with the NTSA to acquire lands or interests in lands.
- g. The BLM shall support willing landowners in their efforts to donate or convey qualified real property interests, such as conservation easements, to other qualified agencies or organizations for National Trail conservation purposes.

- v. *Interpretation and Trail Marking.* In addition to the requirements in Sections 3, 5, and 7 of the NTSA, and in a manner that does not put resources at risk, the BLM shall conduct interpretation, sign, and marking programs.
 - a. The BLM shall provide planning, design, production assistance, and trailwide consistency for National Trail interpretation. The BLM shall proactively share National Trail information with the public.
 - b. The BLM shall establish a uniform marker for each National Trail consistent with standard designs and logos and in coordination with affected trail interests.
 - c. The BLM shall coordinate the marking of National Historic Trails, as well as existing parallel public roads and auto tour routes, to facilitate the retracement of and commemorate the historic route.
 - d. The BLM shall coordinate with the trail managing agency or their designee, to ensure trail markers and signage on Federal lands are erected and maintained to standard. Where trails cross non-Federal lands, markers shall be provided, placed, and maintained in accordance with written cooperative agreements with willing landowners.

- vi. *Studies, Reports, and Funding*
 - a. The BLM may prepare special studies and documentation for National Trails, and may conduct National Trail-related research projects.
 - b. The BLM shall prepare annual reports and other summaries of National Trail conditions, accomplishments, and issues, including performance requirements, strategic plans, and reports.
 - c. The BLM shall implement standard agency program procedures by identifying, requesting, managing, and accounting for the necessary funding needed to administer and/or manage each National Trail to meet performance and management standards.

- vii. *Official Map*
 - a. The BLM shall maintain on file the official map and descriptions of the congressionally designated trail and shall make the map available for public inspection as directed in the enabling legislation.
 - b. The BLM shall maintain on file the map and descriptions of the selected National Trail right-of-way or any substantial relocation of the National Trail right-of-way, after publication in the Federal Register.

2. *National Trail Inventory and Monitoring*

- i. The BLM shall assist to identify the National Historic Trail route and its historic remnants and artifacts and identify National Scenic Trail routes through inventory and monitoring.
- ii. The BLM shall assist to inventory, document, and evaluate the resources, qualities, values, and associated settings of the National Trail in cooperation with affected tribes, National Trail co-administration agencies, National Trail managing agencies, and other affected agencies, partners, and interests. The inventory shall be encouraged and conducted on an ongoing basis.
- iii. The BLM shall assist in assessing land status, identifying opportunities to improve connectivity and manageability, and facilitating appropriate and adequate legal access to and transportation along the National Trails.
- iv. The BLM shall encourage the use of and comply with Federal Trail Data Standards during the inventory and monitoring process. Inventory and monitoring data shall be documented in BLM databases.

3. *Trailwide Comprehensive Planning*

- i. The BLM shall lead the interagency effort to develop or update, as conditions warrant, the statutorily required trailwide Comprehensive Plan and accompanying environmental review following the requirements of NEPA and Section 5 of the NTSA.
- ii. The BLM shall incorporate the nature and purposes description from the National Trail Feasibility Study. If the National Trail Feasibility Study is silent, the BLM shall establish, identify, and describe the nature and purposes of the National Trail within the trailwide Comprehensive Plan.
- iii. The BLM shall incorporate the determination of national significance from the National Trail Feasibility Study into the trailwide Comprehensive Plan.
- iv. The BLM shall identify protection, access, transportation, and land acquisition criteria in the trailwide Comprehensive Plan. Criteria shall include the protection of National Trail resources, qualities, values, and associated settings; consistency with regulations and policy; and improvement of National Trail connectivity and manageability.
- v. The BLM shall identify the land- and water-based components of National Historic Trails located on Federal lands that meet the National Historic Trail criteria within the trailwide Comprehensive Plan as Federal Protection Components.
- vi. The BLM shall identify high-potential historic sites and high-potential route segments as defined in Section 12 of the NTSA within the trailwide Comprehensive Plan.

- vii. The BLM shall select a National Trail right-of-way in the trailwide Comprehensive Plan based on the approximate route location designated by Congress and based on best available resource data from the National Trail Feasibility Study, inventories, surveys, or other source materials that may identify resources, qualities, values, and associated settings. The National Trail right-of-way may consist of all lands that contain National Trail resources, qualities, and values, regardless of ownership. While private lands may be encompassed within the National Trail right-of-way, they are not subject to BLM management.
- viii. The BLM, as National Trail administering agency, shall recommend this general right-of-way to land managing agencies as the minimum zone of protection in the trailwide Comprehensive Plan. This right-of-way serves as the basis for the administratively designated National Trail management corridor established through the BLM's land use planning process.
- ix. The BLM shall ensure the National Trail right-of-way includes all high-potential historic sites and high-potential route segments. In addition to the requirements identified in Section 5 and 7 of the NTSA, the BLM shall consider the following when selecting the right-of-way:
 - a. Minimizing adverse effects upon adjacent landowners or users.
 - b. The capability to develop and manage each segment.
 - c. The compatibility of National Trail management with proposed, potential, and current uses of the land.
 - d. Input from other agencies, adjacent landowners, and stakeholder interests.
 - e. Reference material, such as the enabling legislation, legislative history, National Trail Feasibility Study Reports, or other trail-specific history.
 - f. The general presence of the resources, qualities, and values for which the National Trail was designated, as well as cultural modifications.
 - g. For National Historic Trails, the right-of-way need not be continuous onsite.
- x. The BLM shall prepare supporting documentation, including the selected National Trail right-of-way maps and descriptions, and shall coordinate map preparation for the Federal Register notice.
- xi. The BLM 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. The authorizing officer for the Federal Register notice is the State Director with delegated National Trail administration responsibilities.

- xii. The BLM shall identify criteria for minor relocations of the selected National Trail right-of-way, including:
 - a. Concurrence of the National Trail managing agency.
 - b. A determination that relocation is necessary to fulfill National Trail nature and purposes.
 - c. A determination that the relocation will promote National Trail management.
 - d. Protection of at-risk cultural or natural resources.
 - e. Recognition that a substantial relocation of the National Trail shall be through an Act of Congress.
- xiii. The BLM may, for National Historic Trails, identify auto tour routes within the trailwide Comprehensive Plan to retrace and commemorate the historic route.
- xiv. The BLM shall encourage National Trail managing agencies to consider and incorporate the trailwide Comprehensive Plan, and the associated National Trail right-of-way, into their land use planning documents.
- xv. The BLM shall address National Trail administration-level functions in the trailwide Comprehensive Plan.
- xvi. The BLM shall support implementation of and encourage compliance with the trailwide Comprehensive Plan.

E. *The BLM as National Trail Manager.* The BLM shall conserve, protect, and restore the National Trail resources, qualities, values, and associated settings, and the BLM shall execute stewardship responsibilities in coordination with the National Trail Administrator; tribes; Federal, state, and/or local agencies; private landowners; and other partners. In addition, the BLM shall establish National Trail management corridors administratively through land use plans, revisions, and amendments.

1. *National Trail Inventory and Monitoring*

- i. The affected BLM Field Offices, upon designation, shall initiate an official field inventory of the National Trail resources, qualities, values, and associated settings of the public land areas through which the National Trail passes. The associated settings shall be comprised of scenic, historic, natural, cultural, recreation, and other landscape components. The inventory shall identify opportunities to improve connectivity and manageability and provide appropriate and adequate access to and transportation along the National Trails. The inventory shall include identification of existing land uses and prior rights on public lands.

- ii. The BLM shall coordinate the inventory on an ongoing basis across offices and states to ensure consistency and information sharing. The inventory shall be conducted in coordination with the National Trail administering agency and in cooperation with tribes, other affected agencies, partners, and interests.
- iii. The BLM shall monitor National Trail resources, qualities, values, and associated settings on an ongoing basis. Monitoring efforts shall be coordinated across offices and states to ensure consistency and information sharing.
- iv. The BLM shall use Federal Trail Data Standards during the inventory and monitoring process.

2. *Land Use Planning*

i. *Land Use Planning for National Trails*

- a. The BLM shall approve, plan, and manage stewardship responsibilities to meet defined National Trail goals and objectives.
- b. The BLM shall address National Trails within each state through the land use planning process, including Resource Management Plans, revisions, or amendments; Statewide Trail Management Plan land use plan amendments; and implementation plans as appropriate. The BLM may amend all Resource Management Plans in the state simultaneously through the development of a Statewide Trail Management Plan, or incorporate National Trails in plan revisions. National Trails shall be addressed through planning within a timely manner following designation.
- c. The BLM shall describe goals, objectives, and desired outcomes and associated allowable uses, management actions, and necessary restrictions in Resource Management Plans and Statewide Trail Management Plans. Implementation decisions shall be described in implementation-level or activity-level plans.
- d. The BLM shall establish National Trail management corridors administratively through the land use planning process.
- e. The BLM shall address minor relocation of a National Scenic Trail through the land use planning process.

ii. *National Trail Land Use Planning Requirements*

- a. The affected BLM State Office(s) shall, for designated National Trails, and upon designation of new National Trails, conduct a National Trails program review and evaluation of land use plans decisions, including allocation decisions (allowable uses, management actions, and restrictions), to determine if National Trails are addressed according to policy requirements in the trail area, in preparation for land use planning.
- b. The BLM shall, where a tract of land is the subject of National Trail legislation, govern such tract by the enabling legislation, the NTSA, and other laws that support National Trail purposes.
- c. The BLM shall consider, within the land use plan, revision, or amendment, any management direction provided within the National Trail enabling legislation and incorporate provisions from the National Trail Feasibility Study and trailwide Comprehensive Plan, if developed. The land use plan, revision, or amendment must include and describe the National Trail's nature and purposes and guidance regarding allowable uses, management actions, and necessary restrictions. If the trailwide Comprehensive Plan is silent on the nature and purposes, the affected State Office(s) shall coordinate with the National Trail administering agency to establish, identify, and describe the National Trail nature and purposes. For National Historic Trails, include high-potential historic sites, high-potential route segments, Federal Protection Components, and other properties that contribute to the national significance of the trail.
- d. The BLM shall establish, within the land use plan, goals, objectives, and desired outcomes and associated allowable uses, management actions, and necessary restrictions within the National Trail management corridor to conserve, protect, and restore National Trail resources, qualities, and values within and based on the associated settings. The National Trail management corridor shall be designed to harmonize with and complement any multiple-use activities identified in land use plans for that specific area to ensure continued maximum benefits.
- e. The BLM land use plan decisions shall conserve, protect, and restore National Trails and their management corridors by preventing substantial interference with the nature and purposes of these trails; promoting their preservation by making reasonable efforts to avoid activities that are incompatible with National Trail purposes; and maximizing opportunities to fulfill National Trail stewardship responsibilities. Avoiding is achieved by prohibiting, minimizing, or mitigating uses that are incompatible with National Trail purposes.

- f. The BLM, through the land use planning process, shall make designations, such as Visual Resource Management Class I and II, Areas of Critical Environmental Concern, Recreation Management Areas, cultural resource classifications, and travel management area and trail designations (limited or closed), within or adjacent to a National Trail management corridor, for all segments of the National Trail management corridor to conserve, protect, and restore National Trail resources, qualities, values, and associated settings.
 - g. The BLM, through the land use plan, shall identify land protection, access, transportation, FLPMA rights-of-way corridors, avoidance areas, and acquisition criteria. Criteria shall include consistency with regulations and policy; the conservation, protection, and restoration of National Trail resources, qualities, values, and associated settings; compliance with National Trail goals and objectives; consolidation of lands within the National Trail management corridor; direction for split estate; and improvement of trail connectivity and manageability. For National Historic Trails, direct Federal land acquisition for trail purposes shall be limited to high-potential route segments and high-potential historic sites.
 - h. The BLM may identify auto tour routes within the land use plan to retrace and commemorate the historic route (National Historic Trails only).
 - i. The BLM may identify and recommend for designation potential Connecting and/or Side Trails that enhance access to and connections between National Trails.
 - j. The BLM shall include, within the land use plan, monitoring strategies to track the implementation and effectiveness of plan decisions.
- iii. *National Trail Management Corridor*
- a. The BLM shall establish a National Trail management corridor administrative designation in the land use plan. The location of the National Trail management corridor shall be based on the congressionally designated National Trail route, the National Trail selected right-of-way in the trailwide Comprehensive Plan, and BLM inventories. If a National Trail right-of-way is not selected in the trailwide Comprehensive Plan, the National Trail management corridor shall be located and established within the land use plan based on the congressionally designated route and BLM inventory. For National Historic Trails, the management corridor need not be continuous onsite.

- b. The BLM shall ensure the National Trail management corridor width is sufficient to conserve, protect, and restore the National Trail resources, qualities, values, and associated settings of the areas through which the trail passes. The National Trail management corridor may include Connecting and/or Side Trails (see 1.6F1ii). For National Historic Trails, this shall include all Federal Protection Components, including all high-potential historic sites and high-potential route segments, and where applicable, the designated route where history actually occurred as evidenced through inventory. For National Historic Trails, the National Trail management corridor may also include the associated auto tour route. The National Trail management corridor administrative designation may include cutoffs or braided routes that are not designated as part of the National Trail, if they are associated with the National Historic Trail, and are under study or recommended for designation. While private lands may be encompassed by the National Trail management corridor boundary, they are not subject to BLM management. Land owners may elect to participate in National Trail management on their lands through a cooperative agreement or other instrument with the BLM.
 - c. The BLM may relocate the National Trail management corridor if criteria established in the land use plan are met. Proposals for relocation must include the location and a purpose and need statement. Criteria may include safety, resource conservation, and further identification and evaluation of National Trail resources, qualities, values, and associated settings. Generally, minor relocations could be allowed within the National Trail management corridor. Substantial relocation of a National Trail shall occur only through an Act of Congress.
 - d. The BLM shall depict the National Trail management corridor administrative designation on a map, ensuring a readily identifiable and manageable area. The National Trail management corridor boundary shall be based on the associated natural or manmade physical landscape features and described in the following order of precedence: ridgelines, toe-of-the-slope, rivers, and turning points, such as peaks, buttes, and geologic features; roads, primitive roads, and railroads; and land status. Arbitrary measures, such as footage, mileage, and contour intervals, shall be discouraged.
 - e. The BLM shall reference the proposed and final National Trail management corridor administrative designation in the Federal Register notices required for the draft and final Resource Management Plan or Statewide Trail Management Plan and accompanying environmental statements. The reference shall include maps, boundaries, and descriptions.
3. *National Trail Management*
- i. *National Trails Management Standards*

- a. The BLM shall conserve, protect, and restore National Trail resources, qualities, values, and associated settings, subject to valid existing rights, and the BLM shall prevent substantial interference with the nature and purposes of each National Trail and shall make reasonable efforts to avoid incompatible activities; identify allowable uses, management actions, and necessary restrictions; and promote preservation through stewardship responsibilities. Avoiding is achieved by prohibiting, minimizing, or mitigating uses that are incompatible with National Trail purposes. Upon designation of a National Trail, the BLM shall manage to this standard in coordination with the National Trail administering agency and in cooperation with tribes, other affected agencies, partners, and interests.
- b. The BLM shall, for designated National Trails that have not been addressed to standard in the land use plan (establishing corridors), provide notice to the public, interested parties, or affiliated organizations of all proposals being considered that could adversely impact the National Trail nature and purposes and resources, qualities, values, and associated settings. The BLM shall complete inventories of the area of possible effect to ensure informed decisions through the environmental review. Subject to valid existing rights, the BLM shall consider, in its decision and accompanying NEPA documentation, measures to avoid impacts of the activity that are determined to substantially interfere with the nature and purposes of the National Trail and its resources, qualities, values, and associated settings. For National Historic Trails, the NEPA analysis of the effects of proposed actions shall include a discussion of the impacts to national significance based on the criteria established through the Historic Sites Act, as well as a discussion of impacts to properties nominated and eligible for the National Register of Historic Places under the National Historic Preservation Act. Proposed decisions determined to substantially interfere with the nature and purposes of the National Trail and its resources, qualities, values, and/or associated settings must be reviewed by the State Director.
- c. The BLM shall review activities that exist at the time of designation for compatibility with National Trail purposes. Reasonable efforts shall be made to avoid activities incompatible with the purposes for which the National Trail was established.
- d. The BLM shall manage National Trails under National Trail management plans, including trailwide Comprehensive Plans, Resource Management Plans, Statewide Trail Management Plans, and implementation plans. After completion of land use planning, decisions are made at the delegated level and must comply with the plan's identified goals, objectives, and provisions. Decisions shall be made to prevent substantial interference to the nature and purposes, as described in planning for the National Trail.

- e. When project proposals are considered by the BLM that could adversely affect National Trails, the BLM shall identify options to prohibit, minimize, and mitigate the adverse impacts across a reasonable range of alternatives within the appropriate NEPA document. Proposed mitigation shall be commensurate with the lost National Trail resources, qualities, values, and associated settings. Onsite mitigation considerations can include moving the project location, minimizing the scale, camouflaging the proposed activity with visual screening techniques, or similar actions. Where onsite mitigation cannot compensate for lost resources, qualities, values, or associated settings, offsite mitigation or monetary compensation must be analyzed and effected in accordance with applicable authorities.
- f. The BLM shall retain National Trails and associated management corridors in public land ownership. The BLM shall normally conduct realty actions, such as acquiring lands or easements, under a willing seller policy. Donation, exchange, and other acquisition of lands shall occur with willing landowners or agencies. For National Historic Trails, direct Federal land acquisition for trail purposes shall be limited to areas identified as high-potential route segments and high-potential historic sites. The BLM may reserve a FLPMA right-of-way unto itself for National Trail management purposes which shall be shown on the Master Title Plats.
- g. The BLM shall manage appropriate and adequate access to and transportation along the National Trails. Decisions shall conserve, protect, and restore trail resources, qualities, values, and associated settings and comply with National Trail goals and objectives as provided in the land use plan. Motorized vehicle use shall be prohibited for National Scenic Trails; however, some specific legislative exceptions may apply. Motorized vehicle use may be limited or prohibited on National Historic Trails.
- h. The BLM shall employ emergency closures, temporary closures, and supplementary rules, as needed, to close or restrict the use of lands and resources to conserve, protect, and restore the nature and purposes of the National Trail and resources, qualities, values, and associated settings of the National Trail. Closures shall follow procedural requirements, including environmental review, timeframe, scope, and approval.
- i. The BLM shall not relinquish management of National Trail units to other Federal agencies. Specific stewardship responsibilities, such as trail maintenance, may be transferred to improve efficiency and shall occur through cooperative agreements. Agreements shall ensure law enforcement capability is clear. The BLM may fulfill National Trail management responsibilities for other Federal lands whose stewardship responsibilities have been transferred to the BLM through the appropriate process. Any transfer of stewardship responsibilities from the BLM and any transfer of management responsibilities to the BLM must include the following in the transfer documentation:

- (1) The specific lands and National Trail segment, including a map and description.
- (2) Terms and conditions of the transfer.
- (3) Defined maintenance and management responsibilities for the BLM.
- (4) Specific requirements and responsibilities for private land easements.
- (5) The timeframe for the transfer.
- (6) A statement that the management of the transferred segment is subject to the laws, regulations, and policies of the BLM, if so intended.
- (7) Specified law enforcement responsibilities.
- (8) A description of any exceptions.
- (9) Requirements for a periodic review of the agreement.

ii. *Cooperative Relationships, Agreements, and Assistance*

- a. The BLM shall coordinate with affected tribes, the National Trail administering agency, other affected Federal and state agencies, partners, and interests to achieve National Trail management purposes and to conduct National Trail-related research projects. The BLM shall also encourage and assist partner and volunteer involvement in fulfilling stewardship responsibilities of the National Trails.
- b. The BLM may initiate, enter into, and manage cooperative agreements for the purpose of fulfilling stewardship responsibilities, including agreements to transfer limited financial assistance to partners to achieve National Trail purposes. The BLM may provide technical assistance and guidance in executing National Trail stewardship responsibilities to ensure National Trail resources, qualities, values, and associated settings are conserved, protected, and restored while providing for public enjoyment and appreciation.
- c. The BLM may provide assistance to encourage state and local governments to enter into written cooperative agreements with landowners, private organizations, or individuals, which would lead to securing the necessary real property rights in a National Trail management corridor and would assist with subsequent management.

- d. The BLM may provide volunteers and volunteer organizations with education and training on methods of National Trail stewardship responsibilities, Federal facilities, equipment, tools, and technical equipment to achieve National Trail purposes. The BLM may develop operating and training programs to organize and supervise volunteer trail building efforts for trails that are components of the National Trails System or for trails that, if so developed and maintained, could qualify for designation as components of the National Trails System.

F. *Other Components of the National Trails System: National Recreation, Connecting, and Side Trails.* National Recreation, Connecting, and Side Trails are designated by the Secretary of the Interior under the NTSA. The authorities for designation and management of these trails differ from the authorities that establish and require the BLM to conserve, protect, and restore National Scenic and Historic Trails within the selected National Trail right-of-way.

1. *Recommendation Requirements*

- i. The BLM shall evaluate proposals for and recommend designation of National Recreation Trails located on public lands in the Resource Management Plan. National Recreation Trails should be considered in connection with recreation and transportation planning, including planning for metropolitan and other urban areas. Trail management corridors are not required.
- ii. The BLM shall evaluate proposals for and recommend designation of Connecting and Side Trails located on public lands in the land use plan, including Statewide Trail Management Plans (see 1.6E2iiib), where developed.
- iii. The BLM shall forward National Recreation, Connecting, and Side Trail land use plan decisions to the Washington Office in order to meet the Secretary's designation timeframe.
- iv. The BLM shall, where the BLM has a preponderance of miles in mixed ownership, ensure recorded deeds for public access rights are in place with all landowners, state or private, whose property or interest in property the trail crosses prior to consideration of the National Recreation, Connecting, and/or Side Trail proposal in the land use plan.

2. *Application Requirements.* The BLM shall complete an application package for designation of a National Recreation, Connecting, or Side Trail after recommendation in the land use plan, revision, or amendment. This information shall include:

- i. A recommendation statement from the Field Manager.
- ii. The name and location of the trail, including a map of sufficient scale that clearly depicts the nominated trail and its land status, a description of land uses, prior rights, and supporting photographs or images.

- iii. The history of the trail, such as its date of initial construction; purpose; significance in local, regional, or national events; and other notable information.
 - iv. A description of the trail, trail resources, and, for Connecting and Side Trails, the management goals and objectives of the National Trail to which it connects.
 - v. Management direction for the trail, including resource protection, safety, maintenance, regulations, signing, and recreation facilities.
 - vi. An estimate of annual maintenance costs.
 - vii. A statement that the trail or trail system shall be available for public use and enjoyment for the life of the Resource Management Plan.
 - viii. Field Manager and State Director approval of the application package, which is then forwarded to the Division Chief, Recreation and Visitor Services, for consideration and submission to the Secretary or his/her designee.
3. *Designation Criteria.* Each BLM State Office shall maintain a list of designated National Recreation, Connecting, and Side Trails within the state. The BLM shall evaluate proposals and recommend National Recreation, Connecting, and Side Trail designation based on the following criteria:
- i. Proposed National Recreation Trails must provide a variety of compatible outdoor recreation uses in or reasonably accessible to urban or high-use areas. Proposed Connecting and Side Trails must provide additional points of access to National Trails or provide connections between such trails.
 - ii. A proposed trail must be existing and available for public use for the life of the plan.
 - iii. A proposed trail must have been designed, constructed, and maintained according to best management practices, in keeping with the trail's identified uses. The trail may pass through a variety of locations if the design is in accordance with planned trail use and reasonably provides for public safety. For Connecting and Side Trails, the proposed trail must provide a similar or supporting experience to the National Trail, including travel management prescriptions.
 - iv. The proposed trail designation must be in compliance with applicable land use plans and environmental laws.
 - v. Recorded deeds for public access rights must be in place with all landowners, state or private, whose property or interest in property the trail crosses.
 - vi. Roads and trails suitable for passenger car travel are not eligible for National Recreation Trail designation. Proposed Connecting and Side Trails must support the planning and trail management goals and objectives for the National Trail and be similar in character and experience to the National Trail with which it connects.

- vii. National Recreation, Connecting, and Side Trails are not subject to National Scenic and Historic Trail authorities or policies.

1.7 File and Records Maintenance

A. Offices administering or managing National Trails must establish and maintain National Trail serialized case files according to this manual and BLM Manual Section 6120. 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, the National Trail right-of-way, the National Trail management corridor, including boundaries and descriptions, and any subsequent amendments to the National Trail right-of-way or National Trail management corridor administrative designation.
2. A copy of the NTSA; National Trail-specific enabling legislation; legislative history; National Trail Feasibility Study; any Historic Context Study and Report; National Register eligible, nominated, and listed property information such as completed Multiple Property Documentation Forms; high-potential historic sites and high-potential route segments information; the trailwide Comprehensive Plan, Resource Management Plan, Statewide Trail Management Plan, and subsequent implementation plans; and all trail inventory and monitoring data.
3. Detailed information related to the designation and stewardship responsibilities of the National Trails.
4. Documentation regarding administration and/or management issues associated with the National Trail or the National Trail right-of-way/management corridor administrative designation.
5. Documentation regarding the rationale for recommending designated National Trail and/or associated National Trail management corridor relocation (substantial and minor), including applicable plan amendments.

B. After the National Trail management corridor administrative designation is established through the planning process, the National Trail management corridor shall be portrayed on the Master Title Plats.

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 management corridor administrative designation made in the land use plan, and any subsequent National Trail management corridor amendments. National Trail Administrators shall maintain maps of the National Trail right-of-way selected in the trailwide Comprehensive Plan and any substantial relocations.

D. Public Land Statistics, Stewardship Asset Reports, and lists maintained by National Trail Program Leads shall be used to report designated National Trails program status, issues, opportunities, and accomplishments.

1.8 Data Standards and Management

1. Each BLM State Office shall identify a National Trail data steward. National Trail data stewards shall coordinate data collection, ensure National Trail data are documented in BLM databases, and compile and maintain the National Trail serialized case file.
2. Trail data and data collection shall comply with the Department of the Interior Data Management Systems, Federal Trail Data Standards, NLCS Data 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 BLM shall establish uniform mapping through an associated database to manage and track National Trail information related to management corridor inventory and monitoring, planning, land status, acquisition of lands or interests in lands, and similar information. The mapping and database shall document National Trail resources, qualities, values, and associated settings 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 BLM shall share data with various agencies, organizations, partners, and the public according to data sharing agreements and established protocol.

Glossary of Terms

-A-

allocation decisions. The activities and foreseeable developments that are allowed, restricted, or excluded for all or part of the planning area, based on desired future conditions, as identified in the land use plan.

associated settings. The associated settings include recreation, historic, cultural, scenic, natural (including ecological and geologic), scientific, and other landscape-level components.

avoid. Prevention of substantial interference to the nature and purposes and the resources, qualities, values, and associated settings of the National Trails from discretionary, incompatible, multiple-use activities. Avoiding is achieved by prohibiting, minimizing, or mitigating uses that are incompatible with National Trail purposes.

-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.

certification agreement. A nonbinding cooperative 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. Discretionary and nondiscretionary allowable uses and management actions that harmonize, or have been minimized or mitigated in order to harmonize, with National Trail nature and purposes; management goals and objectives; and the resources, qualities, values, and associated settings within the National Trail management corridor.

Comprehensive Plan. Statutorily required plan providing strategic direction for the future administration and management of a National Scenic or Historic Trail and its resources, qualities, values, and associated settings.

congressionally designated trail. Route depicted on the map or study report referenced in the National Scenic or Historic Trail enabling legislation. This route is typically shown in the National Trail Feasibility Study. For National Historic Trails, this is the NHT 1 attribute in the Federal Trail Data Standards.

Connecting Trail. Designated at the secretarial level upon recommendation by the BLM, these trails provide additional points of public access between National Trails or adjoin two points along a National Trail.

-F-

Federal Interagency Council on Trails. A longstanding interagency working group (since 1969) with core membership composed of the Department of the Interior's BLM, National Park Service, and Fish and Wildlife Service; the United States Department of Agriculture's Forest Service; and the Department of Transportation's Federal Highway Administration. 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.

Federal Protection Component. Selected land- and water-based components of a National Historic Trail that are located on federally owned land, meet the National Historic Trail criteria listed in the National Trails System Act, and are identified in trailwide Comprehensive Plans, Resource Management Plans, and Statewide Trail Management Plans.

Federal Trail Data Standards. A core set of standardized trail data attributes with corresponding definitions and values applicable to tabular and spatial data. The standards are applicable to all trails, including National Trails, managed by the U.S. Forest Service, National Park Service, U.S. Fish and Wildlife Service, and the 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, pending evaluation, to contain remnants, artifacts, and other properties eligible for the National Register of Historic Places.

high-potential route segment. Segments of a trail which would afford 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. High-potential route segments are assumed eligible for the National Register of Historic Places, pending evaluation.

Historic Context Study and Report. 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 history is 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 National Trails System Act requirement for BLM to identify, document, and evaluate National Trail resources, qualities, values, and associated settings through the inventory process.

incompatible use. An activity that obstructs or hinders the nature and purposes of a National Trail.

-L-

land use plan. A set of decisions that establish management direction for land within an administrative area, as prescribed under the planning provisions of FLPMA; an assimilation of land-use-plan-level decisions developed through the planning process outlined in 43 CFR 1600, regardless of the scale at which the decision was developed. The term includes both Resource Management Plans and Statewide Trail Management Plans.

-M-

management. Conservation, protection, and restoration of the National Scenic and/or Historic Trail resources and the execution of stewardship responsibilities by the National Trail managing agency.

maximum compatible outdoor recreation potential. One of the criteria for designating and determining the location of a National Scenic Trail. The recreation potential is tempered by the capacity of the area to sustain such use.

minimize. To reduce substantial interference to the nature and purposes and the resources, qualities, values, and associated settings of the National Trails from discretionary multiple-use activities to the smallest possible amount, degree, effect, or magnitude of the action and its implementation.

mitigate. To moderate, to a degree less than substantial, the force or intensity of interference to the nature and purposes and the resources, qualities, values, and associated settings of the National Trails from discretionary multiple-use activities. Mitigation includes minimizing, rectifying the impact, reducing or eliminating the impact over time, and compensating for the impact by replacing or providing substitute resources or environments.

monitor. To measure change of the baseline inventory record of National Trail resources, qualities, values, and associated settings over time.

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 because they possess exceptional value or quality in illustrating or interpreting the heritage of the United States.

National Historic Trail. Extended (long-distance) trails that follow as closely as possible and practicable the original trails or routes of travel of national historic significance. Designation shall be of a continuous route; however, the established, developed, or acquired trail may be in segments and not contiguous. 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.

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

National Recreation Trail. Designated at the secretarial level upon recommendation by the BLM, National Recreation Trails provide a variety of compatible outdoor recreation uses in or reasonably accessible to urban 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 properties that meet National Register listing criteria.

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 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 scenic, historic, natural, or cultural qualities of the areas through which such trails pass. They 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 Administrator. As described in this policy, the National Trail administering agency provides oversight, guidance, and consultation to all National Trail managing agencies, landowners, and interests with physical site management responsibility and authority, including tribes; Federal, state, and local agencies; private landowners; and other partners, to ensure trailwide consistency and coordination in fulfilling National Trail purposes.

National Trail advisory council. Council established to advise the Secretary charged with the administration of the National Trail with respect to matters relating to the trail, including the selection of National Trail right-of-way, standards for the erection and maintenance of markers along the trail, and the administration of the trail.

National Trail Feasibility Study. This study is authorized through an Act of Congress and determines the feasibility and desirability of designating a trail or route as a National Scenic or Historic Trail.

National Trail Inventory. An official record of National Trail resources, qualities, values, and associated settings and the methods used in developing the record.

National Trail management corridor. Administrative designation established through the land use planning process for a public land area encompassing National Trail resources, qualities, values, and associated settings present or to be restored. The National Trail management corridor is established in the land use plan based on the location of the National Trail right-of-way selected in the trailwide Comprehensive Plan, as available. The National Trail management corridor boundary is based on physical setting attributes and may be of variable width.

National Trails management standards. The official management standards under which the BLM is required to manage National Trails in consultation with affected tribes and the trail administering agency and in cooperation with other affected agencies, partners, and interests.

National Trail Manager. The National Trail managing agency, landowner, or interest is the decisionmaking entity for lands under its jurisdiction. When the BLM is the National Trail management agency for public lands or lands transferred to the BLM, the BLM is required to inventory, monitor, plan, and manage those lands within the National Trail management corridor to conserve, protect, and restore the resources, qualities, values, and associated settings; prevent substantial interference with the nature and purposes of the National Trail; and make reasonable efforts to avoid incompatible activities.

National Trails Program Lead. Provides multistate information-sharing for trailwide management and operational issues for the assigned trail, including communication with the National Trail Administrator, other BLM National Trails Program Leads, and primary trail organizations.

National Trail right-of-way. General corridor selected by the National Trail administering agency in the trailwide Comprehensive Plan as required by the National Trails System Act. The National Trail right-of-way also differs from a FLPMA right-of-way, which is a grant issued pursuant to FLPMA authorities. See also National Trail management corridor.

National Trails System. The National Trails System, containing National Scenic and Historic Trails; National Recreation, Connecting, and Side Trails; and rail-trails, was established by Congress 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.

nature and purposes. The trail-related characteristics that support National Trail designation, including the resources, qualities, values, and associated settings, and the primary uses of the trail for which the trail is designated, administered, and managed. Also, the management description identified through or based on information from the Trail Feasibility Study; the National Trail enabling legislation; and the trailwide Comprehensive Plan, Resource Management Plan, revision, amendment, and/or Statewide Trail Management Plan.

-R-

Resource Management Plan. See land use plan.

resources, qualities, and values. Recreation, historic, cultural, scenic, natural (including ecological and geologic), and scientific elements, features, and characteristics of the National Trail which contribute to its associated settings.

-S-

Side Trail. Designated at the secretarial level upon consideration of the recommendation by the BLM, providing additional single points of public access to National Trails.

Statewide Trail Management Plan. State-level land use plan amendment that establishes a National Trail management corridor administrative designation, allowable uses, management actions, and necessary restrictions for resources and resource uses within the corridor.

stewardship responsibilities. Inventory, monitoring, planning, administration, management, land acquisition, protection, development, maintenance, training, and operation of the National Trails.

substantial interference. Effect of an incompatible activity or use on the nature and purposes of a National Trail, causing obstruction or hindrance in the BLM's ability to conserve, protect, and restore trail resources, qualities, values, and associated settings, including the preservation of, public access to, travel opportunities within, or enjoyment and appreciation.

substantial relocation. A major change in the location of the designated National Scenic Trail requiring an Act of Congress. Because the location of a National Historic Trail is based on the identification of the original trail or route of travel of national historic significance, designated National Historic Trails are not relocated (see definition of identification). Any relocation of the National Trail management corridor shall be through the land use planning process.

-T-

Trail Manager. Line officer assigned National Trail management responsibilities.

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.

tribes, other affected agencies, partners, and interests. Tribes; other Federal, state, and local agencies; private and nonprofit organizations; partners; landowners; land users; and individuals.

-U-

uniform marker. A distinctive symbol and logo used to mark and officially represent each National Trail.