



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

**FSM 2300 - RECREATION, WILDERNESS, AND RELATED  
RESOURCE MANAGEMENT**

**CHAPTER 2350 - TRAIL, RIVER, AND SIMILAR RECREATION OPPORTUNITIES**

**Amendment No.:**

**Effective Date:**

**Duration:** This amendment is effective until superseded or removed.

**Approved:**

**Date Approved:**

**Posting Instructions:** Amendments are numbered consecutively by Title and calendar year. Post by document; remove the entire document and replace it with this amendment. Retain this transmittal as the first page(s) of this document. The last amendment to this title was 2300-2006-3 to 2350.

<b>New Document</b>	2350	26 Pages
<b>Superseded Document(s) by Issuance Number and Effective Date</b>	2350 (Amendment 2300-2006-3, 05/22/2006)	76 Pages

**Digest:**

2350 – Removes FSM 2352, “Road Recreation,” updates FSM 2353, “Trail Management,” to be consistent with the travel management rule at 36 CFR Part 212, Subparts A, B, and C, and removes FSM 2355, “Off-Road Vehicle Use Management.”

2350 – Revises opening text for focus and clarity.

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**Digest Continued:**

2350.2 – Adds reference to education, outdoor ethics, and restoration as potential mitigation techniques.

2350.3 – Makes minor changes in wording to improve clarity.

2352 – Removes section entitled “Road Recreation Management.”

2353.01a – Makes minor changes in wording to improve clarity. Incorporates laws related to accessibility of trails (Architectural Barriers Act of 1968, Rehabilitation Act of 1973, and Americans with Disabilities Act of 1990) into this section.

2353.01b – Changes references to 36 CFR Parts 212 and 261 to match the travel management rule published on November 9, 2005. Adds Wilderness-Primitive Areas (36 CFR Part 293), Minerals (36 CFR 228.4), Enforcement of Nondiscrimination on the Basis of Disability in Programs or Activities of the USDA (7 CFR Parts 15e and 15b), and the Architectural Barriers Act Accessibility Standards (41 CFR Part 102-76, Subpart C) to the list of regulatory authorities.

2353.01c – Changes caption to “Executive Orders.” Adds Executive Order 11644, as amended by Executive Order 11989, “Use of Off-Road Vehicles.”

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**Digest Continued:**

2353.01d – Adds new section entitled “Other Authorities.” Adds Forest Service Trail Accessibility Guidelines (FSTAG) and references to FSM 2330.12 FSM 5330.

2353.03 – Makes minor changes in wording to improve clarity, provide consistency with the travel management rule, and maintain consistency of cross-references. Refers to “establishment” of components of the National Trails System, rather than “designation,” to avoid confusion with designation of trails for motor vehicle use under 36 CFR Part 212, Subpart B. Adds policy covering sustainability of the trail system, motor vehicle use, over-snow vehicle use, recreation event permits, and signing.

2353.04b – Clarifies the Chief’s responsibilities relative to the National Trails System.

2353.04d – Changes caption from “Director, Recreation, Heritage and Wilderness Resources Staff, Washington Office” to “Director, Recreation and Heritage Resources Staff, Washington Office.” Revises existing responsibilities and adds responsibilities associated with managing, sustaining, and monitoring use on National Forest System (NFS) trails and relationships with national trail user groups and manufacturers of recreational equipment.

2353.04e – Makes minor changes in wording to improve clarity.

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**Digest Continued:**

2353.04f – Adds responsibilities for Director, Law Enforcement and Investigations Staff, Washington Office, for regulation and enforcement with respect to NFS lands.

2353.04g – Recodes FSM 2353.04f to FSM 2353.04g and removes direction for approving a trail system as a component of a land management plan. Adds to the responsibility of Regional Foresters for National Scenic and National Historic Trails the authority to sign notices for the **Federal Register** of the availability of trail maps and clarifies the procedure for major and minor trail relocations. Adds the Regional Forester for the Northern Region as the lead official for the Nez Perce (Nee Me Poo) National Historic Trail. Adds responsibilities for user group relations, program monitoring, coordination, and oversight for trails designated for motor vehicle use.

2353.04h – Recodes FSM 2353.04g to FSM 2353.04h, and updates Forest Supervisor responsibilities. Adds responsibility to designate appropriate trails for motor vehicle use; to maintain the travel management atlas, including a motor vehicle use map; to support and coordinate responsible use of NFS trails; to integrate trail use with other programs; to monitor motor vehicle use; to obtain compliance with regulations governing trail use; and to initiate temporary emergency closures on trails designated for motor vehicle use as required.

2353.05 – Adds definitions for “commercial filming,” “forest Trail,” “guiding,” “noncommercial group use,” “outfitting,” “recreation event,” “still photography,” “temporary trail,” and “unauthorized trail.” Revises definitions for “National Forest System trail,” “National Trail

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System components,” “standard maintenance,” “trail,” and “trailhead.” Removes definitions for “four-wheel drive way” and “trail vehicle.”

2353.06 – Recodes “References” to FSM 2353.1.

2353.1 – Changes caption to “Administration of National Forest System Trails,” and adds references cited on the Recreation and Heritage Resources Integrated Business Management website.

2353.11 – Adds requirement to administer each National Scenic and National Historic Trail to meet the purpose of that trail.

2353.12 – Adds requirement to use national data bases (Infra) and geographic information system (GIS).

2353.13 – Adds requirement to comply with Engineering Manual 7100-15, “Sign and Poster Guidelines for the Forest Service.”

2353.14 – Adds requirement to use Infra and GIS for inventories.

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2353.16 – Changes caption to “Cooperative Relationships and Volunteers,” and clarifies direction on these relationships. Adds tribal governments to list of potential cooperators.

2353.17 – Changes caption to “Development, Reconstruction, and Maintenance,” and incorporates direction on development from FSM 2353.18.

2353.18 – Changes caption to “Trail Management Objectives,” and references direction on the use of trail management objectives in FSM 7714 and the Recreation and Heritage Resources Integrated Business Management website.

2353.2 – Updates and expands list of possible trail uses, and changes reference for trail guides to the Recreation and Heritage Resources Integrated Business Management website.

2353.21 – Adds reference to design parameters outlined on Recreation and Heritage Resources Integrated Business Management website.

2353.23 – Changes reference to “designated trails” to “National Trails” to avoid confusion between National Trail System components and trails designated for motor vehicle use.

2353.24 – Changes caption from “Preconstruction and Construction” to “Construction,” and adds references to EM-7720-104, “Standard Drawings for Construction and Maintenance of Trails.”

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2353.25 – Adds reference to Recreation and Heritage Resources Integrated Business Management website for information on management of trail use.

2353.26 – Adds reference to Recreation and Heritage Resources Integrated Business Management website for information on developing trail maintenance procedures.

2353.27 – Adds direction on motor vehicle use by people with disabilities. Wheelchairs are specifically excluded from the definition of motor vehicle in the travel management rule and are welcome on all NFS lands open to foot travel. Provides that there is no requirement to allow people with disabilities to use motor vehicles in areas closed to public motor vehicle use.

2353.28 – Adds section entitled “Management of Motor Vehicle Use” and adds direction on designating motor vehicle use on NFS roads, NFS trails, and areas on NFS lands, including National Scenic and National Historic Trails.

2353.28a – Adds section entitled “Information,” including requirements for publishing a motor vehicle use map that clearly identifies those NFS roads, NFS trails, and areas on NFS lands designated for motor vehicle use.

2353.28b – Adds section entitled “Safety,” and adds direction on the promotion of public safety.

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2353.28c – Adds section entitled “Signing.” Requires posting route identifiers as soon as practicable that are consistent with route identifiers on the corresponding motor vehicle use map and EM-7100-15.

2353.28d – Adds section entitled “Regulation of Use.” Adds requirements for temporary emergency closures.

2353.28e – Adds section entitled “Enforcement,” and directs readers to FSM 5300 and 7716.54 and FSH 5309.11.

2353.28f – Adds section entitled “Permits,” and provides direction for issuing permits specifically authorizing motor vehicle use.

2353.28g – Adds section entitled “Permit Issuance,” and directs readers to the appropriate section in the Forest Service directives system.

2353.28h – Adds section entitled “Recreation Event Permits,” and provides direction previously found in FSM 2355 on when it is appropriate to issue recreation event permits authorizing motor vehicle use.



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2353.28i – Adds section entitled “Monitoring Effects of Motor Vehicle Use,” and directs readers to applicable regulatory and FSM provisions for policy direction.

2353.3 – Changes caption to “Administration of National Recreation Trails.”

2353.31 – Changes references to “designation of a National Recreation Trail” to “establishment of a National Recreation Trail” to avoid confusion with designation of a trail for motor vehicle use under 36 CFR 212.51.

2353.32 – Changes references to “designation of a National Recreation Trail” to “establishment of a National Recreation Trail” to avoid confusion with designation of a trail for motor vehicle use under 36 CFR 212.51.

2353.33 – Changes caption to “Establishment of National Recreation Trails.”

2353.33a – Changes references to “designation of a National Recreation Trail” to “establishment of a National Recreation Trail” to avoid confusion with designation of a trail for motor vehicle use under 36 CFR 212.51.

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2353.33b – Changes caption to “Criteria for Establishing National Recreation Trails” and replaces “designation” with “establishment” in the text. Removes requirement that a National Recreation Trail must be continuous.

2353.33c – Changes caption to “Reports on Establishment of National Recreation, Connecting, and Side Trails” and changes “designation report” to “establishment report.”

2353.34 – Changes caption to “Development of the National Recreation Trail System.”

2353.34a – References Recreation and Heritage Resources Integrated Business Management website, rather than FSH 2309.18, chapter 2, as the source for trail design parameters.

2353.35 – Clarifies direction for National Recreation Trails with a segment in a wilderness area. Only the portion of the trail in a wilderness area must be managed in accordance with wilderness direction. Changes the paragraph heading “Removal of a National Recreation Trail Designation” to “Rescission of Establishment of a National Recreation Trail.”

2353.4 – Changes caption to “Administration of National Scenic and National Historic Trails.”

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2353.41 – Replaces previous direction to “ensure retention of the outdoor recreation experience for which the trail was established” with “ensure protection of the purpose for which the trails were established.”

2353.42 – Adds definition of the components of the National Trails System from 16 U.S.C. 1242(a). Adds direction on management of National Scenic Trail and National Historic Trail corridors. Clarifies direction on designation of National Trails for motor vehicle use.

2353.43 – Changes caption to “Development of the National Scenic and National Historic Trail System” and changes text to match, and references National Trails System Act.

2353.43a – Changes caption to “Establishment,” revises direction for conducting trail studies, removes redundant direction regarding environmental analysis and land management planning, and removes the requirement to transmit studies to the President of the United States.

2353.43b – Makes minor changes in wording to improve clarity.

2353.43c – Changes caption to “Relocation of National Scenic and National Historic Trails.”

2353.44 – Changes caption to “Management of National Scenic and National Historic Trails.” Adds direction for development of a comprehensive plan for acquisition, management,

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development, and operation of each trail. Clarifies direction on designation of National Trails for motor vehicle use.

2353.45 – Adds new section entitled “Cooperative Management of National Scenic and National Historic Trails,” and adds direction for cooperative management as provided in 16 U.S.C. 1246(h) and 1250.

2353.5 – Changes caption to “Administration of Connecting and Side Trails.”

2353.51 – Removes section entitled “Development of Connecting and Side Trails.” Retains direction in FSM 2353.5, but changes references to “designation of connecting and side trails” to “establishment of connecting and side trails” to avoid confusion with designation of trails for motor vehicle use under 36 CFR 212.51.

2354 – Retains “River Recreation Management” without modification.

2355 – Removes the entire section entitled “Off-Road Vehicle Use Management.”

2356 – Retains “Cave Management” without modification.

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Trail, river, and similar recreation opportunities are characterized by activities that involve relatively low-density use and that occur over broad expanses of land or water. These include activities such as hiking, caving, mountaineering, over-snow vehicle use, cross-country skiing, horseback riding, bicycle riding, off-highway vehicle use, driving for pleasure, boating, hunting, and fishing.

**2350.2 – Objectives**

1. Provide recreation opportunities for responsible use of forest, water, and cave resources.
2. Provide opportunities for a variety of recreational pursuits, with emphasis on activities that harmonize with the natural environment and are consistent with the recreational role of the National Forests.
3. Mitigate adverse impacts of uses on natural, cultural, and historical resources and on other uses through education, outdoor ethics programs, and restoration.

**2350.3 – Policy**

1. Manage forest, water, and cave resources and their recreational access and support facilities under the principles enumerated in FSM 2303.
2. Emphasize opportunities in all recreation opportunity spectrum classes that require minimal supporting facilities for the convenience of users, more self-reliance by users, and less intrusion by constructed facilities upon the natural environment.

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3. Coordinate management of trail, river, and similar recreational opportunities with nearby recreational sites and facilities. These sites and facilities include campgrounds, picnic areas, ski areas, resorts, and, as appropriate, recreational facilities off NFS lands.

4. Coordinate management of trail, river, and similar recreational opportunities with other related resource management activities to maximize efficiency and integrate objectives, as appropriate.

5. Regulate uses only to the extent necessary to provide for user and public safety; to protect natural, cultural, and historical resources; to achieve recreational experience objectives; and to comply with Federal and State laws.

6. Inform users about management objectives and low-impact recreation practices.

## **2353 – NATIONAL FOREST SYSTEM TRAILS**

### **2353.01 – Authority**

#### **2353.01a – Laws**

The principal laws for administration of NFS trails are:

1. National Trails System Act (16 U.S.C. 1241 (note), 1241-1249). This act establishes a National Trail System containing National Recreation, National Scenic, National Historic, connecting, and side trails for the purpose of providing trail recreation opportunities. The act addresses trail development and administration and encourages the use of volunteers in the Forest Service's trail program. The act also authorizes agreements to carry out its purposes.



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2. National Forest Roads and Trails Act (16 U.S.C. 532-538). This act recognizes that construction and maintenance of an adequate system of roads and trails within and near the National Forests is essential to meeting the increasing demands for timber, recreation, and other uses. The act authorizes and establishes procedures related to rights-of-way, easements, construction, record-keeping, and agreements.

3. Surface Transportation Assistance Act of 1978, as amended (23 U.S.C. 101a, 201-204). This act establishes criteria for forest highways, defines NFS roads and NFS trails, and authorizes funding for construction and maintenance of NFS roads and NFS trails.

4. Emergency Relief for Federally Owned Roads (ERFO) Program (23 U.S.C. 125). This program authorizes the Federal Highway Administration to make funds available for repair of federally owned roads and trails damaged or destroyed by natural disasters or catastrophic events.

5. Architectural Barriers Act (ABA) of 1968, as amended (42 U.S.C. 4151 *et seq.*). This act requires that all facilities designed, constructed, altered, or leased by a Federal agency be accessible to persons with disabilities.

6. Rehabilitation Act of 1973, as amended, Sections 504 and 508 (29 U.S.C. 794 and 794d). Section 504 of this act (29 U.S.C. 794) prohibits Federal agencies and recipients of Federal financial assistance from discriminating against any person with a disability. Section 508 of this act (29 U.S.C. 794d) requires that all electronic and information technology purchased or developed by a Federal agency allow persons with disabilities to have access to and

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use of the information and data that are comparable to those provided to persons without disabilities.

7. Americans with Disabilities Act of 1990 (ADA) (42 U.S.C. 12101 *et seq.*). This act prohibits discrimination on the basis of disability by State or local governments and in public accommodation and public transportation. The ADA does not apply to Federal agencies except for Title V, section 507c. This provision clarifies that the Wilderness Act of 1964 is preeminent in federally designated wilderness areas, contains a definition of a wheelchair, and states that a device that meets that definition can be used wherever foot travel is permitted in federally designated wilderness areas (FSM 2353.05).

### **2353.01b – Regulations**

The principal regulations for administration of NFS trails are:

1. Travel Management (36 CFR Part 212). These regulations govern administration of the forest transportation system, designation of roads, trails, and areas for motor vehicle use, and use by over-snow vehicles.

2. Prohibitions (36 CFR Part 261). These regulations establish prohibitions necessary to manage and control use, including use of NFS trails. In particular, these regulations include a prohibition on the use or possession of a motor vehicle on NFS lands other than in accordance with designations established under 36 CFR 212.51 and a prohibition on the use or possession of an over-snow vehicle on NFS lands in violation of a restriction or prohibition established under

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36 CFR 212.81. In addition, these regulations authorize issuance of orders that prohibit certain activities.

3. Wilderness-Primitive Areas (36 CFR Part 293). These regulations prohibit motorized and mechanized use in wilderness and primitive areas.

4. Minerals (36 CFR 228.4). This provision prescribes the requirements for a plan of operation and access routes.

5. Enforcement of Nondiscrimination on the Basis of Disability in Programs or Activities of USDA (7 CFR Parts 15e and 15b). USDA regulations implementing section 504 of the Rehabilitation Act as it applies to programs and activities conducted by USDA are found at 7 CFR Part 15e. The USDA regulations implementing section 504 of the Rehabilitation Act as it applies to USDA-assisted programs are found at 7 CFR Part 15b. These provisions address program accessibility; requirements for accessible programs in new, altered, or existing facilities; accessibility transition planning; accessible communication requirements; and compliance procedures.

6. Architectural Barriers Act Accessibility Standards (41 CFR Part 102-76, Subpart C). These guidelines, which were issued by the Architectural and Transportation Barriers Compliance Board (Access Board) in 2004, apply to buildings and facilities subject to the Architectural Barriers Act of 1968 and were adopted on November 8, 2005, by the General Services Administration (GSA) as accessibility standards to be used by Federal agencies operating under the authority of GSA.

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### **2353.01c – Executive Orders**

Executive Order 11644, as amended by Executive Order 11989, “Use of Off-Road Vehicles.”

Provides for regulations governing use of off-road vehicles on Federal lands to protect natural resources, promote public safety, and minimize conflicts among uses.

### **2353.01d – Other Authorities**

1. Forest Service Trail Accessibility Guidelines (FSTAG). The FSTAG applies to new or altered trails in the NFS that are not addressed in Federal accessibility guidelines or standards or when the FSTAG sets a standard for new or altered trails, sites or facilities that is equal to or higher than that established by Federal accessibility guidelines or standards. The FSTAG is available electronically at <http://www.fs.fed.us/recreation/programs/accessibility>. Copies of the FSTAG may also be obtained by writing to the Accessibility Program Manager, Recreation and Heritage Resources Staff, Washington Office.

2. See FSM 2330.12 for related direction on authorities governing accessibility of recreation programs, sites, and facilities.

3. See FSM 5301 for authorities regarding law enforcement.

### **2353.02 – Objectives**

1. Provide trail-related recreational opportunities that serve public needs and meet land management and recreation policy objectives.

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2. Provide trail recreational opportunities that emphasize the natural setting of the National Forests and that are consistent with land capability.

3. Provide trail access for National Forest management and protection.

**2353.03 – Policy**

1. Manage NFS trails to achieve the desired conditions identified in the applicable land management plan.

2. Provide diverse trail opportunities for experiencing a variety of environments and modes of travel consistent with each National Forest's recreation role (FSM 2302 and 2303) and land capability.

3. Establish outstanding and qualified trails or networks of trails as components of the National Trails System.

4. Emphasize long-term cost effectiveness and need when developing or rehabilitating trail facilities.

5. Where needed, provide trail access for resource management and protection.

6. Inventory and include all NFS trails on an administrative unit in the forest transportation atlas.

7. Provide a trail system that is environmentally, socially, and financially sustainable.

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8. Ensure that motor vehicle use of trails is in accordance with designations established under 36 CFR 212.51, any restrictions and prohibitions on over-snow vehicle use established under 36 CFR 212.81, and direction in FSM 7710.

9. Issue a recreation event permit involving competitive use of NFS roads, NFS trails, and areas on NFS lands only when the event is appropriate for the National Forest setting (FSM 2302 and 2303). Do not permit timed events for motor vehicles where the objective is to travel between two points in the shortest possible time.

10. Use signing as necessary to identify authorized or prohibited uses of NFS trails. Select the method that best informs the public and that is easiest to administer. Coordinate signing with adjacent Federal, State, and local trail and law enforcement managers. Follow the direction in EM-7100-15 for signing trails.

11. Ensure that all new or altered trails with a Designed Use of Hiker/Pedestrian that connect directly to a trailhead or currently accessible trail comply with Federal and Forest Service accessibility guidelines and standards for trails (FSM 2353.01a, para. 5-7; 2353.01b, para. 5-6; and 2353.01d, para. 1). The FSTAG applies when it establishes an equal or higher standard for trails than Federal accessibility standards (FSM 2353.01b, para.6).

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**2353.04 – Responsibility**

**2353.04a – Secretary of Agriculture**

The Secretary of Agriculture has delegated all actions prescribed by the National Trails System Act to the Chief in accordance with Title 7, Code of Federal Regulations, section 2.60(a)(1) and (a)(7), except:

1. Appointment of a chairperson and members of the advisory council for a particular National Scenic or National Historic Trail.
2. Designation of the Department's representative on the advisory council for a National Scenic or National Historic Trail administered by another agency.

**2353.04b – Chief**

The Chief has the responsibility to:

1. Recommend to the Secretary National Scenic and National Historic Study Trails for inclusion in the National Trails System.
2. Approve and submit National Scenic and National Historic Trail comprehensive plans to Congress (16 U.S.C. 1244(e) and (f)).
3. When in the public interest, enter into an agreement with the Secretary of the Interior that transfers management responsibilities for segments of National Scenic or National Historic Trails (16 U.S.C. 1246(a)(1)(B)).

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4. Select the corridor for National Scenic and National Historic Trails and publish notice of availability of required maps and descriptions in the **Federal Register** (16 U.S.C. 1246(a)(2)).

5. Refer a substantial relocation of a National Scenic or National Historic Trail to Congress for action (16 U.S.C. 1246 (b)).

**2353.04c – Deputy Chief, National Forest System**

The Deputy Chief, National Forest System, has the responsibility to:

1. Assign Forest Service leadership for National Scenic and National Historic Trail studies conducted by the Forest Service or the Secretary of the Interior.
2. Consult with the Secretary of the Interior on matters related to the National Trails System.

**2353.04d – Director, Recreation and Heritage Resources Staff, Washington Office**

The Director, Recreation and Heritage Resources Staff, Washington Office, has the responsibility to:

1. Provide leadership for planning, development, and management of NFS trails.
2. Make recommendations regarding the Forest Service trail program and budget, including trail planning, construction and reconstruction, improvement, maintenance, and operation.



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3. Coordinate with national representatives of user groups, other agencies, and Members of Congress and prepare memoranda of understanding and cooperative agreements when appropriate.

4. Provide leadership for development and management of a trail information system capable of providing data to managers and the public.

5. Prepare regulations relating to development and operation of NFS trails.

6. Provide leadership for the management and sustainability of National Scenic and National Historic Trails.

7. In coordination with the Secretary of the Interior, provide leadership for establishment of National Recreation Trails (16 U.S.C. 1243).

8. Provide leadership for establishment of connecting and side trails on NFS lands (16 U.S.C. 1245).

9. Work with national trail user groups and manufacturers of recreational equipment, including off-highway vehicles, to achieve trail program objectives.

10. Identify and coordinate research and monitoring to evaluate the effects of off-highway vehicles on NFS lands and on users' expectations, characteristics, and experiences.

**2353.04e – Director, Engineering Staff, Washington Office**

The Director, Engineering Staff, Washington Office, has the responsibility to:

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1. Provide engineering expertise with respect to recreation activities involving the forest transportation system.
2. Provide leadership to Regions on engineering problems related to NFS trails.
3. Provide leadership in developing equipment and methods for construction and maintenance of trails.

**2353.04f – Director, Law Enforcement and Investigations Staff, Washington Office**

The Director, Law Enforcement and Investigation Staff, Washington Office, has the responsibility to:

1. Provide regulatory and enforcement expertise with respect to recreation activities on NFS lands.
2. Coordinate with NFS line officers to ensure law enforcement and compliance responsibilities are met (FSM 5304).

**2353.04g – Regional Foresters**

Regional Foresters have the responsibility to:

1. National Recreation Trails
  - a. Establish National Recreation Trails on NFS lands.
  - b. As appropriate, establish National Recreation Trails on non-NFS lands with the consent of cooperating Federal, State, or local agencies or private landowners.

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2. National Scenic and National Historic Trails

a. Participate in the study, development, and operation of National Scenic and National Historic Trails administered by the Secretary of the Interior when those trails cross NFS lands.

b. For trails administered by the Secretary of Agriculture:

(1) Recommend organizations and individuals to be represented on the advisory council and provide administrative support to the council.

(2) Approve the location of these trails within the applicable corridor, and sign notices for the **Federal Register** of availability of maps and descriptions of the location of these trails (16 U.S.C. 1246(a)(2) and (b)). For trails that traverse multiple Regions, the lead Regional Forester has this responsibility (FSM 2353.04(f)(4)).

(3) In accordance with the National Trails System Act, prepare and, if needed, revise a comprehensive plan. Submit the plan to the Chief for approval. For trails that traverse multiple Regions, the lead Regional Forester is responsible (FSM 2353.04(f)(4)).

(4) Enter into cooperative agreements with States, counties, or private organizations to construct, maintain, and manage those portions of the trail located on non-Federal land and outside the boundaries of National Forests.

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- (5) When in the public interest, enter into written cooperative agreements with States or their political subdivisions, private landowners, private organizations, or individuals to operate, develop, and maintain any part of a National Scenic or National Historic Trail.
- (6) Approve non-substantial relocations of National Scenic and National Historic Trails, publish required notices in the **Federal Register**, and refer recommendations for substantial relocations to the Chief (16 U.S.C. 1246(b)).
- c. Conduct studies authorized by the National Trails System Act to determine the feasibility and desirability of establishing trails as National Scenic or National Historic Trails. Where those studies involve more than one Region, the Region with the most trail mileage involved will be the lead Region.
3. Connecting and Side Trails. Establish connecting and side trails as components of National Recreation, National Scenic, or National Historic Trails as appropriate under Section 6 of the National Trails System Act.
4. Lead Forest Service Official for National Scenic and National Historic Trails. The Regional Forester for the following Regions is the lead Forest Service official for coordinating matters concerning the study, planning, location, and operation of each of the following trails:
- a. Southern Region: Appalachian National Scenic Trail and Florida National Scenic Trail.

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- b. Rocky Mountain Region: Continental Divide National Scenic Trail.
  - c. Pacific Southwest Region: Pacific Crest National Scenic Trail.
  - d. Northern Region: Nez Perce (Nee Me Poo) National Historic Trail.
5. Trails Designated for Motor Vehicle Use
- a. Engender cooperation and support of user groups on a Regional basis to help achieve program objectives.
  - b. Provide activity assessments through management reviews and land management plan monitoring procedures.

**2353.04h – Forest Supervisors**

Forest Supervisors have the responsibility to:

1. Develop, operate, and maintain NFS trails.
2. Designate appropriate NFS trails for motor vehicle use following procedures in FSM 7710. This responsibility may be delegated to District Rangers.
3. Maintain the travel management atlas, including the motor vehicle use map and the forest transportation atlas, for the administrative unit they administer (FSM 7711).
4. Ensure availability of engineering, recreation, and Forest Protection Officer support for management of the NFS trail system.

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5. Prepare reports on establishment of National Recreation Trails and connecting and side trails.
6. Support and coordinate responsible use of NFS trails through appropriate outdoor ethics programs.
7. Integrate management of trail use with other resource management programs consistent with the applicable land management plan.
8. Establish monitoring intervals and criteria, practices, a sampling basis, and standards against which the effects of motor vehicle use will be evaluated and reported through land management planning and management review procedures.
9. Coordinate with interested individuals and groups, adjacent National Forests, and other Federal, State, and local agencies and law enforcement officials in implementing and obtaining compliance with regulations affecting trail use, including designating trails for motor vehicle use.
10. Close trails to motor vehicle use immediately when motor vehicle use is directly causing or is likely to directly cause considerable adverse effects, until the Forest Supervisor determines that such adverse effects have been mitigated or eliminated and that measures have been implemented to prevent future recurrence (36 CFR 212.52(b)(2)).

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### **2353.05 – Definitions**

All-Terrain Vehicle (ATV). A type of off-highway vehicle that travels on three or more low-pressure tires; has handle-bar steering; is less than or equal to 50 inches in width; and has a seat designed to be straddled by the operator.

Commercial Filming. Use of motion picture, videotaping, sound recording, or any other moving image or audio recording equipment on NFS lands that involves the advertisement of a product or service, the creation of a product for sale, or the use of models, actors, sets, or props, but not including activities associated with broadcasting breaking news, as defined in FSH 2709.11, chapter 40 (36 CFR 251.51).

Difficulty Levels. The degree of challenge a trail presents to an average user's physical ability and skill. Difficulty is a function of trail condition and route location, including alignment, steepness of grades, gain and loss of elevation, and amount and kind of natural barriers that must be crossed. Difficulty levels may be applied to all the types of trails discussed in this manual and the Trails Management Handbook.

- a. Easiest. A trail requiring limited skill with little challenge to travel.
- b. More Difficult. A trail requiring some skill and challenge to travel.
- c. Most Difficult. A trail requiring a high degree of skill and challenge to travel.

Snow, ice, rain, and other weather conditions may increase the level of difficulty.

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

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Guiding. Providing services or assistance (such as supervision, protection, education, training, packing, touring, subsistence, transporting people, or interpretation) for pecuniary remuneration or other gain to individuals or groups on NFS lands (36 CFR 251.51).

Less Than Standard Maintenance. Maintenance where some work is not performed, resulting in a trail that does not fully serve its objectives.

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

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

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

National Trails System Components. National Recreation Trails, National Scenic Trails, National Historic Trails, and connecting and side trails (National Trails System Act, sec. 4 and 5).

Noncommercial Group Use. An activity conducted on NFS lands that involves a group of 75 or more people, either as participants or spectators, and where an entry or participation fee



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is not charged and the primary purpose is not the sale of a good or service, and in either case, regardless of whether the activity is intended to produce a profit (36 CFR 251.51).

Off-Highway Vehicle (OHV). Any motor vehicle designed for or capable of cross-country travel on or immediately over land, water, sand, snow, ice, marsh, swampland, or other natural terrain.

Outfitting. Renting on or delivering to NFS lands for pecuniary remuneration or other gain any saddle or pack animal, vehicle, boat, camping gear, or similar supplies or equipment (36 CFR 251.51).

Recreation Event. A recreational activity conducted on NFS lands for which an entry or participation fee is charged, such as animal, vehicle, or boat races; dog trials; fishing contests; rodeos; adventure games; and fairs (36 CFR 251.51).

Standard Maintenance. Maintenance that is adequate for the trail to serve its management objectives.

Still Photography. Use of still photographic equipment on NFS lands that takes place at a location where members of the public generally are not allowed or where additional administrative costs are likely, or uses models, sets, or props that are not a part of the site's natural or cultural resources or administrative facilities (36 CFR 251.51).

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

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

Trailhead. The transfer point between a trail and a road, water body, or airfield, which may have developments that facilitate transfer from one transportation mode to another.

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

Wheelchair or Mobility Device. A device, including one that is battery-powered, that is designed solely for use by a mobility-impaired person for locomotion and that is suitable for use in an indoor pedestrian area. A person whose disability requires use of a wheelchair or mobility device may use a wheelchair or mobility device that meets this definition anywhere foot travel is permitted (Title V, sec. 507c, of the ADA).

### **2353.1 – Administration of National Forest System Trails**

Comply with the direction in FSH 2309.18, Trails Management Handbook, the references cited in FSH 2309.18, section 06, and the references cited on the Recreation and Heritage Resources Integrated Business Management website at <http://www.fs.fed.us/r3/measures/> in managing a trails program.

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**2353.11 – Relationship Between National Trails and National Forest System Trails**

Manage National Trails as NFS trails. Administer each National Scenic and National Historic Trail corridor to meet the purpose of the corresponding trail.

**2353.12 – Documentation**

1. Include all NFS trails in an administrative unit in the applicable forest transportation atlas (see FSM 7711.2). Use the Forest Service Infrastructure (Infra) database and the transportation layer of the geographic information system (GIS) for the storage and analysis of information in a forest transportation atlas.

2. Identify NFS trails on a map of suitable scale, and make it available to the public at offices of the Forest Supervisor, District Ranger, and cooperators.

**2353.13 – Marking**

Mark NFS trails with appropriate signs or markings that bring the trail location and authorized uses to the attention of the public. Use standard sign designs and signing procedures in Engineering Manual 7100-15, “Sign and Poster Guidelines for the Forest Service.”

**2353.14 – Inventory**

Inventory all NFS trail facilities in the Infra Travel Routes Trails Module. Link the Infra data to the transportation layer in the GIS, and record travel management strategies in the Infra Access and Travel Management (ATM) module.

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### **2353.15 – Establishment of Management Priorities**

See FSH 2309.18, Trails Management Handbook, chapter 1, for direction on establishment of management priorities.

### **2353.16 – Cooperative Relationships and Volunteers**

Develop cooperative relationships with other Federal, tribal, State, and local governments, organizations, and private individuals on matters concerning NFS trails. Wherever appropriate, enlist volunteers and volunteer organizations in developing and maintaining trails (National Trails System Act (16 U.S.C. 1241 (note), sec. 11).

### **2353.17 – Development, Reconstruction, and Maintenance**

Follow the direction in FSH 2309.18, Trails Management Handbook, chapters 1 and 2, when developing, reconstructing, or maintaining trails.

### **2353.18 – Trail Management Objectives**

Manage each trail to meet the objectives developed for that trail or corresponding network of trails consistent with the applicable land management plan. The use of trail management objectives is described in FSM 7714 and on the Recreation and Heritage Resources Integrated Business Management website at <http://www.fs.fed.us/r3/asures/>.

### **2353.2 – Types of Trails**

1. Develop trails that are suitable for a variety of modes of travel, such as hiking, horseback riding, bicycling, and motor vehicle use. Use the appropriate trail classes found on the

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Recreation and Heritage Resources Integrated Business Management website at

<http://www.fs.fed.us/r3/measures/>.

2. Where the management objectives for a trail are consistent with a variety of uses, design the trail for the mode of travel or class of vehicle requiring the most demanding design, construction, and maintenance specifications.

### **2353.21 – Difficulty Levels**

1. Difficulty levels are incorporated into design parameters found on the Recreation and Heritage Resources Integrated Business Management website at

<http://www.fs.fed.us/r3/measures/>. If difficulty levels are applied, they must be consistent with the national characteristics listed in the design parameters such as typical grade, typical cross slope of the tread, minimum width, and firmness of the tread surface. Describing obstacles that may be encountered is optional.

2. Use difficulty levels to communicate to users what to expect when using a trail and to broaden the available recreation experience by introducing various degrees of challenge.

Consider displaying difficulty symbols on maps and signs and in brochures.

### **2353.22 – Recreation Opportunity Spectrum**

Use the recreation opportunity spectrum in trail development and operation (FSM 2310 and FSH 2309.18, Trails Management Handbook, ch. 1).

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### **2353.23 – Right-of-Way Protection**

Use cooperative agreements or acquisition authorities as appropriate to protect National Trails and their corridors (National Trails System Act (16 U.S.C. 1246(e) and FSM 5400).

### **2353.24 – Construction**

Where appropriate, comply with EM-7720-103, “Standard Specifications for Construction of Trails,” and EM-7720-104, “Standard Drawings for the Construction and Maintenance of Trails,” for trail construction.

### **2353.25 – Management of Trail Use**

See FSH 2309.18, Trails Management Handbook, chapter 4, and the Recreation and Heritage Resources Integrated Business Management website at <http://www.fs.fed.us/r3/measures/> for direction on management of trail use.

### **2353.26 – Maintenance Management Process**

When developing trail maintenance procedures, consider the maintenance management process described in chapter 4 of FSH 2309.18, Trail Management Handbook, and the Recreation and Heritage Resources Integrated Business Management website at <http://www.fs.fed.us/r3/measures/>.

### **2353.27 – Accessibility**

1. Ensure all new or altered trails with a Designed Use of Hiker/Pedestrian that connect directly to a trailhead or currently accessible trail comply with Federal and Forest Service accessibility guidelines and standards (FSM 2353.01a, para. 5-7; 2353.01b, para. 5-6; and

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2353.01d, para. 1). The FSTAG applies when it establishes an equal or higher standard for trails than Federal accessibility standards (FSM 2353.01b, para. 6). The FSTAG is available electronically at <http://www.fs.fed.us/recreation/programs/accessibility>.

2. In accordance with section 504 of the Rehabilitation Act of 1973, ensure that no person with a disability is denied participation in a Federal program that is available to all other people solely because of his or her disability. Wheelchairs that meet the definition in 36 CFR 212.1 are welcome on all NFS lands that are open to foot travel. These wheelchairs are specifically exempted from the definition of motor vehicle in 36 CFR 212.1, even if they are battery-powered.

3. There is no legal requirement to allow people with disabilities to use OHVs or other motor vehicles on NFS roads, NFS trails, and areas on NFS lands that are closed to motor vehicle use. Such an exemption would undercut the resource protection and other management objectives afforded by the closure and would fundamentally alter the nature of the Forest Service's travel management program (7 CFR 15e.103). Restrictions on motor vehicle use that are applied consistently to everyone are not discriminatory.

### **2353.28 – Management of Motor Vehicle Use**

1. Direction on travel planning and analysis, including designation of NFS roads, NFS trails, and areas on NFS lands for motor vehicle use, is contained in FSM 7700 and 7710 and FSH 7709.55. Trails open to motor vehicles shall be designated through the process established in 36 CFR Part 212, Subpart B, and FSM 7710.

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2. Motor vehicle use on National Scenic and National Historic Trails must be consistent with the National Trails System Act (16 U.S.C. 1244 and 1246(c)).

**2353.28a – Information**

Publish a motor vehicle use map clearly identifying those NFS roads, NFS trails, and areas on NFS lands designated for motor vehicle use (FSM 7711.3). In addition to the motor vehicle use map, utilize signs, maps, and other means to inform the public of motorized recreational opportunities.

**2353.28b – Safety**

1. Promote public safety through cooperation with user groups, dissemination of information, public contact, and active enforcement. For example, in areas of concentrated public use or where there may be an abnormal level of safety risk involved in off-highway vehicle use, it may be desirable to place conspicuous warnings in written material distributed to the public or on signs. Consult with the local Office of the General Counsel in connection with placement and wording of warnings.

2. Coordinate with Law Enforcement and Investigations personnel in developing safety education programs, identifying safety issues, and in developing enforcement programs.



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**2353.28c – Signing**

1. Only the motor vehicle use map is required to implement and enforce designations under 36 CFR 212.51 and 36 CFR 261.13. However, as soon as practicable, units should post route identification signs on routes designated for motor vehicle use.
2. Route identifier signs must match those shown on the corresponding motor vehicle use map (FSM 7716.42) on trails designated for motor vehicle use.
3. Use uniform signing methods (EM-7100-15) to display information about designated roads, trails and areas.

**2353.28d – Regulation of Use**

1. Designate those NFS roads, NFS trails, and areas on NFS lands open to motor vehicle use by vehicle class and, if appropriate, by time of year in accordance with 36 CFR 212.51. Standard vehicle classes are defined in FSM 7716.11.
2. Temporary, emergency closures may be implemented pursuant to 36 CFR 212.52(b)(1) and 36 CFR Part 261, Subpart B, to provide short-term resource protection or to protect public health and safety without advance public notice.
3. Temporary, emergency closures shall be implemented if the Forest Supervisor or District Ranger determines that motor vehicle use on a NFS trail or in an area on NFS lands is directly causing or will directly cause considerable adverse effects on public safety or soil, vegetation, wildlife, wildlife habitat, or other natural or cultural resources associated with that

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trail or area. Temporary, emergency closures implemented under this paragraph shall remain in effect until the Forest Supervisor or District Ranger determines that such adverse effects have been mitigated or eliminated and that measures have been implemented to prevent future recurrence. Coordinate closure orders with Law Enforcement and Investigations personnel.

**2353.28e – Enforcement**

Coordinate enforcement programs with Law Enforcement and Investigations personnel (FSM 5300 and 7716.54 and FSH 5309.11).

**2353.28f - Permits**

1. Require permits for:

- a. Commercial filming (36 CFR 251.50(d)(1), FSM 2720);
- b. Still photography (36 CFR 251.50(d)(1), FSM 2720);
- c. Outfitting or guiding (36 CFR 251.50(d)(1), FSH 2709.11, chapter 40);
- d. Recreation events (36 CFR 251.50(d)(1), FSM 2721.49); and
- e. Noncommercial group uses (36 CFR 251.50(d)(1), FSM 2723.11).

2. Authorize motor vehicle use on NFS trails and in areas on NFS lands that are not designated for motor vehicle use through permit or other specific written authorization issued under Federal law or regulations (36 CFR 261.13(i)).

**2353.28g – Permit Issuance**

See FSM 1950, 2700, and 2710 and FSH 2709.11, chapter 10.

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**2353.28h – Recreation Event Permits**

1. Ensure that trail activities authorized under a recreation event permit minimize adverse effects, promote activities in harmony with the natural terrain, and enhance the experience and appreciation of the National Forest environment. Examples include events based on a driver's ability to travel without environmental or machine abuse, traveling in a predetermined safe time over an environmentally acceptable route, and following such a route by map and compass.

2. Do not issue recreation event permits for:

a. Activities that are inappropriate on NFS trails, such as events involving obstacle courses or hill climbs, drag or acceleration events, and weight or vehicle-to-vehicle pulls (FSM 2302 and 2303).

b. Activities that can be conducted off NFS lands.

**2353.28i – Monitoring Effects of Motor Vehicle Use**

Monitor the effects of motor vehicle use (36 CFR 212.57; FSM 7717).

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**2353.3 – Administration of National Recreation Trails**

**2353.31 – Policy**

1. In establishing National Recreation Trails, emphasize a trail network concept where possible. Establish interconnecting trails as National Recreation Trails where a number of them meet the applicable criteria.

2. NFS trails designated for motor vehicle use may also be established as National Recreation Trails.

3. Do not establish National Recreation Trails within a wilderness area; however, a short segment of a National Recreation Trail may be located within a wilderness area.

4. The Regional Forester may establish National Recreation Trails on NFS lands and on lands not under the jurisdiction of the Forest Service with the written consent of the owner.

**2353.32 – National Recreation Trails**

Regional Foresters may establish National Recreation Trails (FSM 2353.04) as provided in sections 4 and 6 of the National Trails System Act. These trails must:

1. Provide significant recreational opportunities;
2. Provide a day-use or extended trail experience for a variety of outdoor recreational opportunities that are accessible to population centers; and
3. Form a network of National Recreation Trails.

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**2353.33 – Establishment of National Recreation Trails**

**2353.33a – Reports**

Prepare and submit a report to the Regional Forester on establishment of National Recreation Trails. The report must include the following information:

1. An approval page.
2. The name and location of the trail, including a map showing the trail, when appropriate.
3. The history of the trail.
4. A description of the trail, its management objectives, and its environment, including cultural features.
5. Management direction for the trail, including resource protection, safety, maintenance, applicable regulations, signing, and associated recreational facilities.
6. An assessment of impacts on the trail and its associated resources if it is established as a National Recreation Trail.
7. A statement that the trail or trail system will be available for public use and enjoyment for at least 10 consecutive years.

**2353.33b – Criteria for Establishing National Recreation Trails**

Trails must meet the following criteria to be established as National Recreation Trails:

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1. Readiness. The trail must be in place and available for public use.
2. Use and Availability. The trail must provide a variety of trail-related recreational opportunities within approximately 2 hours of automobile travel time from the population centers of the Region under consideration.
3. Length. The length may vary, depending upon the trail's use and purpose.
4. Location. The trail must incorporate the significant natural and cultural features of the area through which it passes. The trail may pass through a variety of locations if that design is in accordance with planned trail use and reasonably provides for public safety.

**2353.33c – Reports on Establishment of National Recreation, Connecting, and Side Trails**

Submit one copy of the establishment letter and establishment report to the Director, Recreation and Heritage Resources, Washington Office, and appropriate copies to cooperators.

**2353.34 – Development of the National Recreation Trail System**

**2353.34a – Design**

Follow the direction on trail design on the Recreation and Heritage Resources Integrated Business Management website at <http://www.fs.fed.us/r3/measures/>.

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**2353.35 – Management of National Recreation Trails**

1. Other Uses for National Recreation Trails. The primary purpose of a National Recreation Trail is outdoor recreational use. Allow other uses such as power transmission, livestock drives, and logging operations that do not conflict with the nature and purposes of the trail. Ensure that visual management considerations are incorporated into authorization of these uses.

2. Management Objectives. Manage use in keeping with the objectives established for the trail and surrounding NFS lands. Where a segment of trail traverses a wilderness area, manage the segment within the wilderness area so that the trail and its associated uses are compatible with wilderness objectives.

3. Rescission of Establishment of a National Recreation Trail. Occasionally the need to rescind establishment of a National Recreation Trail may arise. When it is not possible to relocate the trail or otherwise preserve its status, the Regional Forester may approve rescinding its establishment as a National Recreation Trail. Submit copies of the report effecting the rescission to the Director, Recreation and Heritage Resources Staff, Washington Office, and cooperators involved in establishing the trail as a National Recreation Trail (FSM 2353.33c).

4. Rescission of National Recreation Trails in Wilderness. National Recreation Trails in a wilderness area that predate that wilderness area may remain, but should be considered for rescission ten years after establishment of the wilderness area (see FSM 2353.33a for the

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statement in the report on establishment of National Recreation Trails concerning the 10-year limit on National Recreation Trails in wilderness areas).

## **2353.4 – Administration of National Scenic and National Historic Trails**

### **2353.41 – Objective**

Develop and administer National Scenic and National Historic Trails to ensure protection of the purposes for which the trails were established and to maximize benefits from the land.

### **2353.42 – Policy**

1. The National Trails System (16 U.S.C. 1242(a)) includes:

- a. National Recreation Trails. These trails provide a variety of outdoor recreational uses that are accessible to urban areas.
- b. National Scenic Trails. These extensive trails provide an outstanding opportunity for recreation, conservation, and enjoyment of the nationally significant scenic, historic, natural, or cultural qualities of the areas they traverse.
- c. National Historic Trails. These trails follow as closely as possible original routes of national historic significance. The purpose of these trails is the identification and protection of the historic route and its artifacts for public use and enjoyment.
- d. Connecting or Side Trails. These trails provide access to or connect National Recreation, National Scenic, and National Historic Trails.



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2. Ensure that management of each trail in the National Trails System addresses the nature and purpose of the trail and is consistent with the applicable land management plan (16 U.S.C. 1246(a)(2)).
3. Trail location and design decisions and management practices should perpetuate the spectrum of recreation objectives envisioned for the trail.
4. Administer National Scenic and National Historic Trail corridors to be compatible with the purpose of the corresponding trail.
5. National Scenic Trails shall not be designated for use by motor vehicles, except as provided in enabling legislation. National Historic Trails may be designated for motor vehicle use if the designation is made when the trail is established as a National Historic Trail and motor vehicle use will not substantially interfere with the nature and purposes of the trail.

**2353.43 – Development of the National Scenic and National Historic Trail System**

National Scenic Trails, National Historic Study Trails, and National Historic Trails are established by act of Congress (16 U.S.C. 1244(a)).

**2353.43a – Establishment**

Conduct studies of National Historic Study Trails in accordance with 16 U.S.C 1244(b).

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**2353.43b – Administration**

1. Form an advisory council within 1 year of establishment of any National Scenic or National Historic Trail (16 U.S.C. 1244).
2. When it is in the public interest, transfer management responsibilities for a segment of a National Scenic or National Historic Trail from the United States Department of Agriculture to the United States Department of the Interior through a memorandum of understanding between the two departments. Develop, operate, and maintain the trail segment for which management responsibilities have been transferred under the laws, regulations, and policies of the department acquiring the management responsibilities (16 U.S.C. 1246(a)(1)).
3. In accordance with section 5(f) of the National Trails System Act, within 2 fiscal years of establishment of a National Scenic or National Historic Trail, and after consulting with affected Federal agencies, States, and the trail's advisory council, the Secretary shall submit to Congress a comprehensive trail management plan.

**2353.43c – Relocation of National Scenic and National Historic Trails**

A segment of a National Scenic or National Historic Trail corridor may be relocated to preserve the purposes for which the trail was established and to promote sound multiple-use management. Relocation requires the consent of the agency with jurisdiction over the underlying land. Publish notice of the relocation in the **Federal Register**. Substantial relocations require an act of Congress (16 U.S.C. 1246(b)).

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**2353.44 – Management of National Scenic and National Historic Trails**

1. Develop and, if necessary, revise a comprehensive plan for acquisition, management, development, and use of each trail (16 U.S.C. 1244(e) or (f)).
2. Manage each National Scenic or National Historic Trail within a wilderness area so that each trail and its associated uses are compatible with wilderness management direction (see FSM 2353.42(2)).
3. A National Scenic Trail shall not be designated for motor vehicle use, except as provided in enabling legislation. Motor vehicle use may be specifically authorized as necessary to meet emergencies or to enable access by adjacent landowners (16 U.S.C. 1246; 36 CFR 212.51).

**2353.45 – Cooperative Management of National Scenic and National Historic Trails**

The Forest Service shall provide for development and maintenance of these trails where they traverse Federal land, and shall cooperate with and encourage States to operate, develop, and maintain trail segments located outside the boundaries of Federal lands. When in the public interest, enter into cooperative agreements with States or local governments, landowners, private organizations, or individuals to operate, develop, or maintain any portion of these trails either on or off Federal lands. Agreements may include provisions for limited financial assistance to encourage participation in the acquisition, protection, operation, development, or maintenance of these trails (16 U.S.C. 1246(h) and 1250).

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**2353.5 – Administration of Connecting and Side Trails**

Establish connecting and side trails where appropriate (16 U.S.C. 1245). Follow the process for establishment of National Recreation Trails. Connecting and side trails complement National Recreation, National Scenic, and National Historic Trails by providing additional public access or additional recreational opportunities. Manage connecting and side trails in accordance with the direction for the trails they complement.