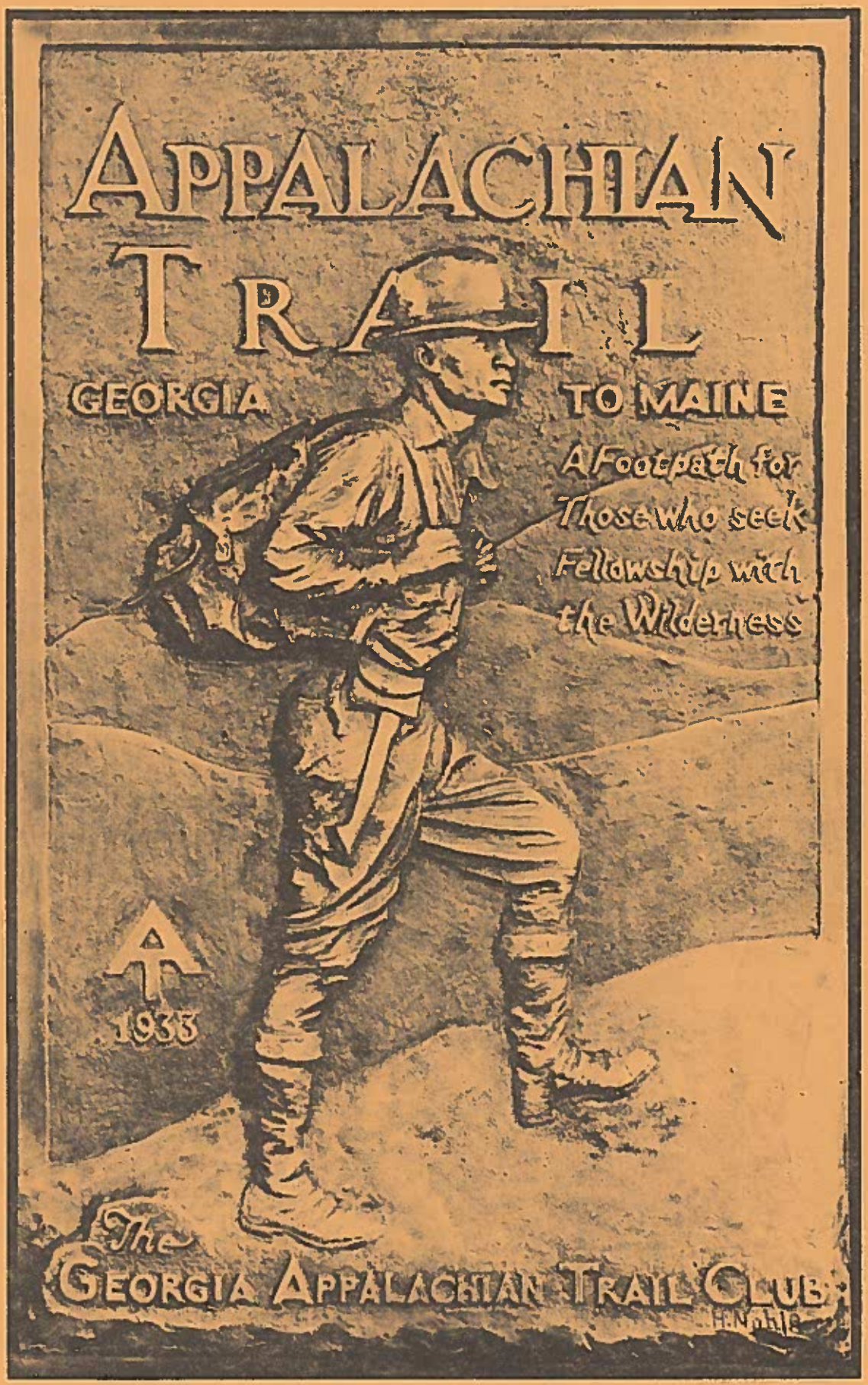

COMPREHENSIVE PLAN

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

COMPREHENSIVE PLAN

for the Protection, Management,

Development and Use

of the

APPALACHIAN NATIONAL SCENIC TRAIL

Approved Russell E. Dickenson

Director, National Park Service

AUG 7 1981

Date

Approved J. Mc Peterson

Chief, USDA Forest Service

AUG 10 1981

Date

Prepared by: Appalachian Trail Project Office
National Park Service
Harpers Ferry, West Virginia 25425

September 1981

The Appalachian Trail is a way, continuous from Katahdin in Maine to Springer Mountain in Georgia, for travel on foot through the wild, scenic, wooded, pastoral, and culturally significant lands of the Appalachian Mountains. It is a means of sojourning among these lands, such that the visitors may experience them by their own unaided efforts.

In practice, the Trail is usually a simple footpath, purposeful in direction and concept, favoring the heights of land, and located for minimum reliance on construction for protecting the resource. The body of the Trail is provided by the lands it traverses, and its soul is in the living stewardship of the volunteers and workers of the Appalachian Trail community.

- Definition of the Appalachian Trail, from "Appalachian Trail Management Principles" (ATC)

CONTENTS

Introduction and Purpose of Plan

The comprehensive plan which follows describes a special recreational resource: the Appalachian Trail. The Trail's unique history and traditions require a management approach quite different from that in National Parks; the plan's content and format reflect this difference.

The plan was called for initially in the March, 1978, amendments to the National Trails System Act. Its two-year deadline was subsequently extended by Public Law 95-625 to September 30, 1981.

The primary purpose of the plan is to provide Congress information it needs to meet its oversight responsibility for the Appalachian Trail. To some extent, therefore, the plan is a report on the progress achieved to date in the administration of the Trail. In addition, the plan provides an opportunity to organize the accumulated policy directions, guidelines and understanding about administration of the Trail for the benefit of the private, state and federal partners in the Trail project.

The plan is intended to provide a framework for development and management of the Trail and its immediate environs. Detailed guidance for managers is provided by other documents. Cooperative agreements among various partners define relationships at the national, state and local levels. Local plans and agreements between individual trail clubs and public agencies provide direction and establish responsibility for development and management of individual trail sections. Agency manuals and handbooks and the ATC's manual, Trail Design, Construction, and Maintenance provide policy and technical direction for management of the trail, related facilities and adjacent lands.

Preparation of the plan has already served an important purpose by involving a great many individuals and organizations in the development of the concepts under which the Trail is administered. This process of definition and involvement will continue, leading to further improvements in understanding and implementation in the years ahead.

DEFINITIONS

Definitions of a few key terms at the outset will help make the plan more comprehensible.

Appalachian Trail Community - A broad term including all those with an interest in or relationship to the Appalachian Trail: hikers, volunteers, landowners, federal and state agency personnel, local officials, and citizens of the towns through which the Trail passes.

Corridor - The zone of land, outside existing boundaries of forests, parks, and gamelands, in which recently acquired federal and state interests provide permanent protection for the Trail.

Culture, cultural - Archeological and historical resources.

Forest Service - The U.S. Department of Agriculture Forest Service, which administers the National Forests.

Local Management Plan - The plan for management of a section of Trail, prepared by that section's maintaining trail club in cooperation with the government partner for that section.

Manager - One who designs, constructs, maintains the Trail and its related facilities, and oversees Trail-related lands. The volunteers and employees of Trail organizations and employees of public agencies share the management of the Appalachian Trail.

Trailway - A general term describing the environment of the Trail, a "zone of concern" in which consideration of the effects of land uses on the Trail experience is important. This zone of concern may include private lands adjacent to the corridor and lands in multiple-use management by government agencies, on which consideration of the Trail is sought on a cooperative basis.

I. Resource to be Protected

The Physical Resource

Extending over a distance of some 2100 miles, the Appalachian Trail is a meandering footpath through mostly forested country from Maine to Georgia.* Its route generally extends along the crest of the Appalachian Mountains, but descends to cross pastoral valleys and the great rivers of the eastern United States: Penobscot, Kennebec, Androscoggin, Connecticut, Housatonic, Hudson, Delaware, Lehigh, Schuylkill, Susquehanna, Potomac, James, New, Holston, Wautauga, Nolichucky, French Broad, Big Pigeon, Little Tennessee and the Nantahala.

The Appalachian Trail was proposed by forester Benton MacKaye in 1921 as a footway linking the scenic high ridges of the eastern seaboard. Beginning at the summit of Katahdin** in Maine, the Trail wends its way through the remote, lake-dotted forests of Maine, traverses the White Mountains of New Hampshire with its Presidential Range, and crosses the Connecticut River into Vermont where it joins the Long Trail and follows the southern Green Mountains. Through the Berkshires, Taconics, and Housatonic Highlands of Massachusetts and Connecticut, the Hudson Highlands of New York and the northern New Jersey Highlands, the Trail follows a succession of ridges interspersed with valleys and small towns.

Near High Point, New Jersey, the Trail climbs onto the Kittatinny Mountain ridge and, west of the Delaware River, continues on Blue Mountain through most of Pennsylvania. It then follows South Mountain through the historic areas of southern Pennsylvania and Maryland to reach the Potomac River at Harpers Ferry.

The Trail proceeds through West Virginia and Virginia on the Blue Ridge south to Roanoke. It then picks its way through the complex mountain system of the southern Appalachians, first in southern Virginia (where Mount Rogers is featured) and then in Tennessee and North Carolina, where Holston Mountain, the Iron Mountains, Roan Mountain, the Unaka Mountains, the Bald Mountains, the Great Smokies, the Cheoah Mountains, and the Nantahala Range are followed. High elevation grass "balds" grace the Trail with spectacular views. Once again following the Blue Ridge in Georgia, the Trail reaches its southern terminus at Springer Mountain.

In its 2100 miles, the Trail offers a diversity of topography and a variety of vegetation and animal life. Numerous sites of ecological and cultural significance are traversed. The Trail hiker is exposed to the entire splendid range of land forms, history, and uses of the land that are found along the Appalachian Mountains.

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*Most through-hikers walk northward on the Trail; however, the long-standing tradition of the Trail is to list features north-to-south, and that convention will be followed in this plan.

**The term "Katahdin", rather than "Mt. Katahdin" is used because, literally translated, Katahdin means "Mightiest Mountain".

The Volunteer Resource

Along with the mountains, fields and forests, the volunteers of the Appalachian Trail clubs require recognition as the other significant resource of the Trail. The traditional role of the volunteer is described in Senate Report No. 95-636 (1978):

> "The Appalachian Trail itself...predates the Federal legislation by several decades. Conceived over 50 years ago by Benton MacKaye, the Appalachian Trail was made a reality prior to World War II. Adequate trail maintenance during those years was due in large part to the efforts of volunteers. These private individuals and trail club members have devoted many thousands of hours of their free time to the Appalachian Trail at no cost to the government. They represent a 51-year tradition of cooperative efforts with local, state, and federal land managing agencies which has resulted in extensive savings to the taxpayer and the protection of the resource."

For over half a century the Appalachian Trail has been constructed, maintained and protected by members of the volunteer community, coordinated by the Appalachian Trail Conference. In some sections, state and federal land managing agencies have played major roles. The 31 maintaining Trail clubs* range from 26,000 to 44 members and this array of trail clubs, diverse in membership and size, represents a human resource which is fundamental to the preservation of the traditions and integrity of the Trail.

Tidewater A.T. Club

The most recent addition to the ranks of Trail maintaining clubs is the Tidewater A.T. Club, centered in Virginia Beach, Virginia. Assigned a 9.8-mile section of the Trail in 1973, the club now has over 300 members eager to work on the A.T., despite the 200-mile commute to their section. Other clubs are much closer to their Trail sections.

*The number sometimes given is 60; some of the 31 designated maintaining clubs are actually conferences or associations, and have delegated sub-sections of their Trail section to their member clubs, thus bringing the total to 60.

II. Management Philosophy

The following statements of principle and policy outline the underlying themes of the Appalachian Trail. They provide background for management of the Trail as a whole. More specific policies and practices based on these general guidelines are contained in management plans for sections of Trail, prepared by trail clubs and government agencies. These guidelines are consistent with the purposes of the Appalachian Trail as part of the National Trails System and with Section 7(h) of the National Trails System Act.

1. Management will be carried out through the Cooperative Management System as defined in the Comprehensive Plan.

a) The management system will preserve and strengthen the role of the volunteer, in which rests the "soul" of the Appalachian Trail.

> The "soul" of the Appalachian Trail is what has distinguished it over the years from all other trails. This soul results from the high level of participation by the people who live along it and provide for its care and maintenance. The Trail has been attended to by the many, without direct supervision, which makes it basically a grassroots undertaking. It reflects the personalities of thousands of persons who have devoted their energies to the Trail because they love it. Volunteers with little means help keep the Trail a simple footpath.

b) Local partnerships between trail clubs and agencies will be the basic building blocks of the system.

c) The stewardship of private landowners and the involvement of townspeople along the Trail is an important tradition and will be reflected in the system.

d) Among cooperating partners, management decisions will be by mutual agreement, to the extent possible.

e) Management will be decentralized to the extent possible.

2. The Appalachian Trail will be managed to favor those values which have been traditional as goals within the AT community.

a) The Trail will lie lightly on the land, remaining a simple footpath.

b) Diversity in appearance of the Trail and related facilities (like bridges, stiles, shelters, and signs) is welcome within established standards.

> Techniques used by A.T. builders and maintainers to perfect the Trail on its various sections are as diverse as the topography, soils, vegetative cover, and use patterns of the sections themselves. Management guidelines are, therefore, generally given in terms of desired end results rather than specific directions. An essential management ingredient is the intuition and thoughtfulness of the maintainer. One Trail goal is a continuous, traversable trail preserving certain common characteristics throughout its length. Another is to leave open all the options for diversity as will allow the Trail to possess a continuity of charm and freshness.

c) Management will reflect a sympathetic concern for the special needs of long-distance hikers, while basically maintaining the Trail for hikers of all distances.

d) Commercial endeavors designed to profit from visitor use are not an acceptable component in the Trail corridor.

e) Shelters are a tradition on the AT, but use of the Trail should not depend on them. No attempt is made to provide such amenities for every potential user, so each person must be prepared to do without them. Shelter density and design should be consistent with a sense of the natural.

f) Care must be exercised, as the Trail is relocated or reconstructed, that its primitive quality is not lost. What are seen as Trail improvements may sometimes be steps in a progressive loss in simplicity for the footpath.

3. Diversity in the character and use of Appalachian Trail lands will continue.

a) Classified wilderness areas will be managed in accordance with the Wilderness Act.

b) Lands retaining a sense of the wild and primeval will be managed with special concern for these values.

c) Federal and state lands so designated will continue to be managed for multiple use. Plans for management of these areas will provide for the Trail and resources to be managed to complement each other in a way that will assure continued maximum benefits from the land.

d) The Forest Service "Direction Statement for the AT" of 1977 establishes policies and guidelines to ensure that management within National Forest areas contributes to a desirable Trail experience.

e) Open areas and vistas are a particularly pleasing element of the AT. Management activities needed to preserve these characteristics are encouraged, so long as they reflect sensitivity to other Trail values.

f) Supportive zoning, donation of conservation easements, or voluntary restraint on adjacent private lands will be sought where needed to preserve a desirable Trail environment.

4. Basic maintenance, construction, and marking will be in accord with standards as defined in the Appalachian Trail Conference manual, "Trail Design, Construction, and Maintenance."

5. Hikers along the Appalachian Trail must be responsible for their own safety and comfort.

Trail design, construction, and maintenance should reflect a concern for safety without detracting from the opportunity for hikers to experience the wild and scenic lands by their own unaided efforts, and without sacrificing aspects of the Trail which may challenge their skill and stamina. Attempts to provide protection for the unprepared lead to a progressive diminution of the experience available to others.

6. Managers will foster an unregimented atmosphere and otherwise encourage self-reliance and respect for Trail values by users.

a) The AT is a means, often the best means, of venturing into and enjoying the Appalachian Mountains domain.

b) Hiker regulations will be kept as unrestrictive as possible, and should be developed only to the extent they are proven necessary to protect the physical trail, its environment, and the interests of adjacent landowners.*

c) Managers' communications to hikers will be primarily through guidebooks and other literature distributed off the Trail, and secondarily through signs on the Trail.

7. Incompatible activities will be controlled by educational efforts and, failing this, by enforcement of laws and Trail regulations.

a) Appropriate state, federal, and local agencies will see that the purposes of laws and regulations are not neglected within their jurisdictions. Where problems develop, noncoercive solutions -- design, education, volunteer ridgerunners or caretakers -- are preferred. Enforcement of regulations should not detract, if possible, from the hiking experience and be exercised only in a way that complements and reinforces educational approaches. Where the footpath is within the Appalachian Trail corridor purchased by the National Park Service, or is outside the boundaries of existing public areas, the Trail clubs and their agency partners will work with local law enforcement officials to assure their understanding of law enforcement needs and of the primary emphasis on education.

b) Management actions will discourage activities that would degrade the Trail's natural and cultural resources or social values, such as use by groups or organizations involved in promotion, sponsorship, or participation in spectator events or competitive activities, or by groups which by their size or commercial interest generate use which is inconsistent with the concept of a simple footpath.

8. Special Issues.

a) Motorized vehicles are specifically prohibited from the footpath by the National Trails System Act, except in emergencies or where specific crossings for landowners have been arranged. Management plans and actions, using educational efforts or trail design modifications and working with ORV user groups, will aim for the elimination of illegal motorized vehicle use.

*In certain high-use areas along the Trail, the need for regulation has been demonstrated, and the managing partner will give these areas special attention.

b) Horseback use also may result in damage to the Trail and may have an adverse effect on hikers' enjoyment. Riding is limited to those sections of the Trail which have traditionally accommodated horse use. On other sections, managers should work with equestrian groups to seek alternative trails for horses.

c) Hunting near the Trail is legal in many jurisdictions. Safety for hikers during the hunting season can best be pursued through education of hikers to wear orange; and of hunters to avoid shooting near or across the Trail.

9. The Trail will be continuous in its marking and be open to all to walk upon it.

III. Cooperative Management System

History of AT Management

While the sixty-year history of the Appalachian Trail is, for the hiker, a story of varied landscapes, solitude, and challenge along a 2100-mile footpath, it is also a record of a unique series of relationships which have provided stewardship for the Trail. The layout, construction, and maintenance of the Trail has been a shared effort of volunteer organizations, private landowners, and public agencies.

Volunteers began the marking and cutting of the Appalachian Trail in Palisades Interstate Park in 1922. Existing sections of New York/New Jersey Trail Conference, Dartmouth Outing Club, and Appalachian Mountain Club hiking trails, as well as a portion of the Green Mountain Club's Long Trail, were incorporated into the Appalachian Trail in the 1920's. The Civilian Conservation Corps helped construct the Trail in Maine. Pennsylvania's State Game Commission and the Maryland State Forester participated in the establishment of the Trail in those states, and in the south, National Parks and National Forests shared with volunteers in developing the Trail within their boundaries. Along the length of the Trail, private landowners (both individual and corporate) gave passage to the Trail across their lands and, in some cases, joined in the management efforts.

In 1938 and 1939, Appalachian Trailway Agreements were signed between the Appalachian Trail Conference and each state, recognizing more formally the existence of the Trail and the Conference's role in maintaining it. A similar agreement between the Forest Service and the National Park Service was signed in 1938. These agreements were the basis for Trail management over the next 30 years. Following passage of the National Trails System Act in 1968, new agreements were signed between the Conference and the National Park Service, the Park and Forest Services, and in 1980, between the Conference and Forest Service.

The joint public and private involvement in the Trail's beginnings has persisted in the management of the footpath. The Appalachian Trail Conference, formed in 1925, has unified and coordinated the efforts of volunteers, and today, thirty-one member trail clubs have responsibility for sections of the Trail. Where the Trail lies on public lands (see box, following page), the responsible agencies have taken a major role in managing the Appalachian Trail.

Proposed Management Direction

Under the authority of the National Trails System Act (1968) and its amendments (1978), the Secretary of the Interior (represented by the National Park Service) has been given responsibility for administration of the entire Trail in consultation with the Secretary of Agriculture (represented by the Forest Service.) The Secretary of the Interior may, however, delegate to states or private organizations or individuals the responsibility to operate, develop, or maintain portions of the Trail.

In its deliberations Congress also recognized that the active role of the volunteers in management, which has been one of the Trail's great assets, should continue (Senate Report No. 95-636). The National Park Service, Forest Service, and other federal and state agencies will maintain this primacy of the volunteer through a close working partnership with volunteer-based organizations.

Public Lands Along the Appalachian Trail

FEDERAL

National Forests

- White Mountain
- Green Mountain
- George Washington
- Jefferson
- Cherokee
- Pisgah
- Nantahala
- Chattahoochee

National Park System

- Delaware Water Gap National Recreation Area
- C&O Canal National Historical Park
- Harpers Ferry National Historical Park
- Shenandoah National Park
- Blue Ridge Parkway
- Great Smoky Mountains National Park
- Appalachian Trail Corridor

Tennessee Valley Authority

Smithsonian Institution (Nat'l Zoological Park)

STATE

Maine

- Baxter State Park
- Department of Inland Fisheries and Wildlife Lands
- Bureau of Parks & Recreation Lands
- Bigelow Preserve
- Mahoosucs Public Lands (Public Reserved Land)
- Grafton Notch State Park
- Other parcels of Public Reserve Lands

New Hampshire

- Lead Mine State Forest
- Mt. Washington State Park
- Crawford Notch State Park
- Franconia Notch State Forest
- Sentinel Mountain State Forest
- N.H. Home for the Elderly

Vermont

- Les Newell Wildlife Management Area
- Kent Pond Fish & Game Impoundment Area
- Gifford Woods State Park/Forest
- Calvin Coolidge State Forest
- Clarendon Gorge Fish & Game Land
- Hapgood State Forest
- Stanford Meadows Wildlife Management Area

Massachusetts

- Clarksburg State Forest
- Mt. Greylock State Reservation
- October Mountain State Forest
- Beartown State Forest
- East Mountain State Forest
- Mt. Everett State Reservation
- Commonwealth-acquired A.T. Corridor Land

Connecticut

- Mohawk State Forest/Park**
- Housatonic State Forest
- Housatonic Meadows State Park
- Macedonia Brook State Park**

New York

- Harlem Valley Psychiatric Center
- Depot Hill State Forest
- Clarence Fahnestock Memorial State Park
- Hudson Highlands State Park
- Bear Mountain-Harriman State Park

New Jersey

- A.S. Hewitt State Forest
- Wawayanda State Park
- High Point State Park
- Stokes State Forest
- Worthington State Forest

Pennsylvania

- State Game Lands 168,217,106,110,80,211,170
- Delaware State Forest
- Weiser State Forest
- Swatara State Park
- Michaux State Forest
- Pine Grove Furnace State Park
- Caledonia State Park
- Samuel Dixon Restoration Center
- Commonwealth-acquired A.T. Corridor Land

Maryland

- South Mountain Natural Environment Area
- Greenbrier State Park
- Washington Monument State Park
- Gathland State Park

Virginia

- Sky Meadows State Park
- Thompson Wildlife Management Area
- Grayson Highlands State Park
- Commonwealth-acquired A.T. Corridor Land

Georgia

- Vogel State Park
- Walasiyi Inn at Neels Gap

**The Trail will not cross these parks once Trail relocations are completed.

NOTE: Brief intersections of the Appalachian Trail with other lands in public or public/private ownership are too numerous to list here. For example, state Departments of Transportation own rights-of-way for their highways which the Trail crosses. Similarly, New York City owns the right-of-way of the Catskill Aqueduct, also crossed by the Appalachian Trail. The watersheds of many towns are crossed by the Appalachian Trail.

The Appalachian Trail Conference, representing the volunteer at a Trail-wide level, will retain the responsibility for assuring that the Appalachian Trail is satisfactorily operated and maintained and will serve in a back-up capacity to the trail clubs.

Management for a resource as diverse as the Appalachian Trail involves many actions:

- o designing, constructing, and maintaining a footpath and associated facilities
- o monitoring newly-acquired corridor lands to assure their proper management
- o providing information and facilities for hikers
- o providing information for adjacent landowners
- o responding to fire, trespass, and emergency situations
- o planning for the future

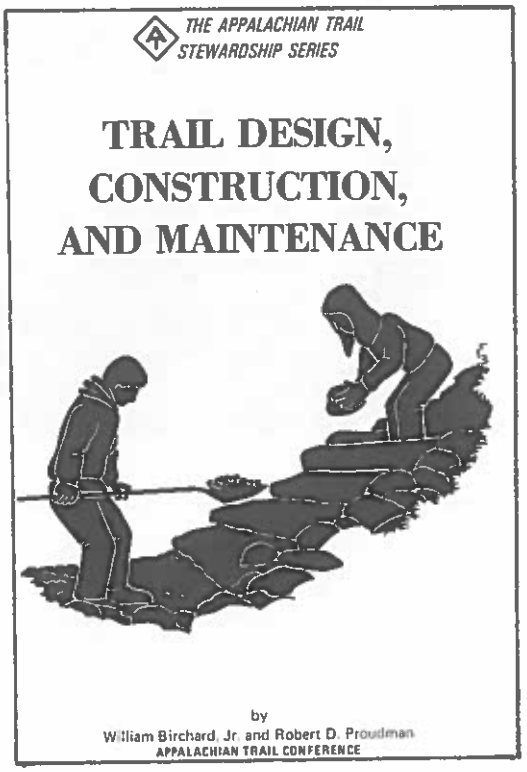
The National Park Service recognizes the strength of the public/private effort to meet these management challenges. It also recognizes that consolidation of the existing volunteer/agency relationship into one system could endanger the traditional spirit of cooperation. The Cooperative Management System for the AT which has emerged extends the partnership concept while seeking to protect the tradition of flexibility.

Trail Design, Construction, and Maintenance

This manual of trail stewardship, published by the Appalachian Trail Conference in 1981, contains standards for the maintenance, design, and construction of the Appalachian Trail and its side trails. It provides, through diagrams and illustrations as well as text, a guide and specific working direction for builders and maintainers of the Trail. It is an expansion of an earlier ATC publication, and contains the following chapter headings:

1. TRAIL CLEARING
2. TRAIL MARKING
3. TRAIL SIGNS
4. DESIGN OBJECTIVES FOR THE APPALACHIAN TRAIL
5. TRAIL DESIGN FOR RECREATION
6. TRAIL DESIGN FOR ENVIRONMENTAL PROTECTION
7. TRAIL BUILDING: CONSTRUCTION AND RECONSTRUCTION
8. FOOT BRIDGES AND STILES
9. TRAIL TOOLS

ATC will publish additional stewardship information which discusses monitoring of corridor lands, coordination of management, control of visitor use, and facility development.



The Local Partnership: A Decentralized Approach

The basic building block of the Cooperative Management System is the relationship between the individual trail club and the designated government agency (see Appendix I). The sum total of these partnerships covers the entire Trail. The cooperative effort emphasized at the local level allows the decentralization of decision-making and responsiveness to local problems and needs. While arrangements between the partners may vary on different sections of Trail, the goal of cooperative management is to preserve and strengthen the existing volunteer-centered system through agreement on division of responsibilities between volunteer organization and agency. Thus, in one area a club may simply blaze and do light clearing along the Trail, with the government partner providing the balance of management; on another section a club may be responsible for major Trail relocation and rehabilitation, construction and maintenance of shelters, emergency search and rescue, and information and education activities. Several clubs presently perform their own management-related research. Clubs are encouraged to take on as much responsibility as they can.

The Local Partnership

Tennessee Eastman Hiking Club and the Cherokee National Forest share responsibility for 122 miles of the A.T. in the state of Tennessee. They meet twice a year to outline work which needs to be accomplished, and more frequently on an informal basis.

On other sections of Trail, state agencies, local and county governments, private land trusts, and individual landowners may contribute to stewardship of the Trail.

While responsibility for overall Trail administration lies with the National Park Service, land-managing agencies retain their authority on lands under

their jurisdiction. For these situations, the goal is to assure the existence of a cooperative working arrangement between partners. Under the authority granted in the National Trails System Act, the National Park Service (with the Forest Service and the Conference) will ensure that adequate management procedures are being followed, but will defer to club/agency initiatives to the greatest extent possible.

Participants in Cooperative Management System, by State, as of July 1, 1981*

STATE	TRAIL CLUB	GOVERNMENT AGENCY PARTNER
MAINE	Maine Appalachian Trail Club	Baxter State Park
	Appalachian Mountain Club	ME Dept of Conservation
		ME Dept of Inland Fisheries & Wildlife
NEW HAMPSHIRE	Appalachian Mountain Club	NH Dept of Resources & Economic Development
	Dartmouth Outing Club	White Mountain National Forest
VERMONT	Dartmouth Outing Club	VT Agency of Environmental Conservation
	Green Mountain Club	Green Mountain National Forest
MASSACHUSETTS	AMC, Berkshire Chapter	MA Dept of Environmental Management
CONNECTICUT	AMC, Connecticut Chapter	CT Dept of Environmental Protection
NEW YORK	NY/NJ Trail Conference	NY State Office of Parks & Recreation
		NY Dept of Environmental Conservation
NEW JERSEY	NY/NJ Trail Conference	NJ Dept of Environmental Protection
		Delaware Water Gap Nat'l Recreation Area
PENNSYLVANIA	Springfield Trail Club	PA Game Commission
	Batona Hiking Club	PA Dept of Environmental Resources
	AMC, Delaware Valley Chapter	Hawk Mountain Sanctuary (private)
	Philadelphia Trail Club	Borough of Hamburg
	Blue Mountain Eagle Climbing Club	
	Allentown Hiking Club	
	Brandywine Valley Outing Club	
	Susquehanna Appalachian Trail Club	
	York Hiking Club	
	Mountain Club of Maryland	
	Potomac Appalachian Trail Club	
MARYLAND	Potomac Appalachian Trail Club	MD Dept of Natural Resources
		C&O Canal National Historical Park
VIRGINIA/	Potomac Appalachian Trail Club	Harpers Ferry National Historical Park
WEST VIRGINIA	Old Dominion AT Club	VA Dept of Conservation & Econ Dev
	Tidewater Appalachian Trail Club	Shenandoah National Park
	Natural Bridge AT Club	George Washington National Forest
	Roanoke Appalachian Trail Club	Blue Ridge Parkway
	Kanawha Trail Club	Jefferson National Forest
	Virginia Tech Outing Club	
	Piedmont Appalachian Trail Hikers	
	Mt. Rogers Appalachian Trail Club	
	Tennessee Eastman Hiking Club	
TENNESSEE/	Tennessee Eastman Hiking Club	Cherokee National Forest
NORTH CAROLINA	Carolina Mountain Club	Tennessee Valley Authority
	Smoky Mountains Hiking Club	National Forests of North Carolina
	Nantahala Hiking Club	(Pisgah, Nantahala)
		Great Smoky Mountains National Park
GEORGIA	Georgia Appalachian Trail Club	Chattahoochee National Forest

*List shows only which organizations are involved. An appendix lists mileages and an accurate pairing of Trail partners.

Other Management Partners

Supporting the local managing partners are a series of broader relationships between agencies and volunteers. The Appalachian Trail Conference, representing all the volunteer clubs, has agreements with the National Park Service and the Forest Service. The National Park Service has additional agreements with land-holding agencies -- the Forest Service, the state agencies and other Trail land-managing agencies such as the Smithsonian Institution.

ATC and ATPO

People are freqently confused as to the difference between the Appalachian Trail Conference and the Appalachian Trail Project Office. Both are located in Harpers Ferry.

The Conference, with over 15,000 individual members, is a private, nonprofit confederation of the 31 maintaining Trail clubs and their affiliates (with a combined membership of 60,000). It assigns Trail sections to clubs, acts as a central clearinghouse for Trail-wide information, publishes guidebooks, provides technical assistance to clubs, and allows the Trail clubs to speak with a united voice on issues affecting the Trail. There is a paid central office and field staff. The Conference is governed by a Board of Managers.

The A.T. Project Office is a part of the National Park Service. Headed by a Project Manager, it has the responsibility to see that the requirements of the National Trails System Act for the protection and management of the Trail are fulfilled. In practice, the Conference and Park Service work in close partnership with the Forest Service in coordinating the federal and state protection programs and in supporting local management planning efforts.

The traditional A.T. sign

The sign for the A.T. as part of the National Trails System

States like West Virginia, Tennessee, North Carolina, and Georgia which have limited land management responsibilities along the Trail are also valuable partners in the system, contributing technical assistance, public information and education programs, and support in efforts to preserve open lands adjacent to the Trail. Private landowners, participating through Trail clubs or individually, are active partners in Trail management. The Appalachian National Scenic Trail Advisory Council (ANSTAC) provides a forum for the discussion of Trail-wide issues among the various partners.

ANSTAC

An advisory council for the Appalachian Trail is called for under Section 5(d) of the National Trails System Act. The Appalachian National Scenic Trail Advisory Council (ANSTAC), given a life of ten years (1978-1988) by the Act, may have up to 35 members appointed by the Secretary of the Interior, each serving a two-year term. The Advisory Council meets at least annually. As required by the Act, it is composed of representatives of the four federal agencies with the Trail on their lands (Interior, Agriculture, Smithsonian Institution, Tennessee Valley Authority), the 14 Appalachian Trail states, the Appalachian Trail Conference, and other interested private organizations, including landowners and users. The Advisory Council serves as a forum for the principal partners in the administration of the Trail and thus plays an important role in recommending policy directions for the Trail project.

IV. Operation of the Cooperative Management System

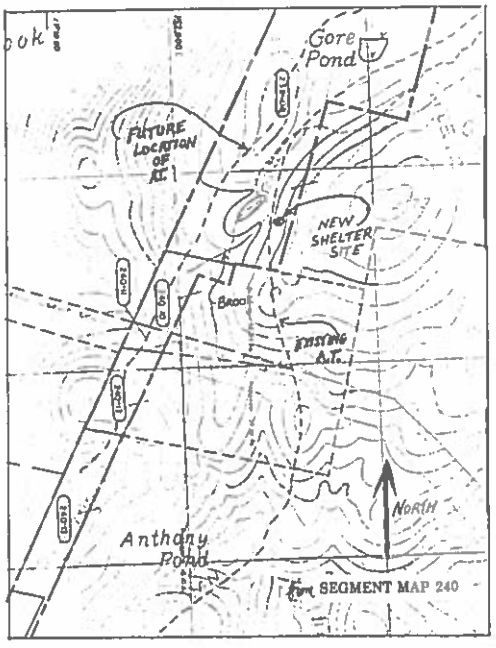
The Cooperative Management System for the Appalachian Trail, simple enough on paper, becomes far more complex when one looks at the day-to-day decisions and planning needed to manage the 2100-mile Trail. Assuring some degree of coordination among the volunteers of the 31 trail clubs, the land managing agencies along the Trail, and other agencies, communities, and user groups presents a formidable challenge. The National Park Service, the Appalachian Trail Conference and the Forest Service, working together, function as a clearinghouse for Trail-wide issues and information, while supporting and encouraging the planning and management actions occurring at the local level through which the Cooperative Management System functions.

Local Management Planning

Crucial to the planning for the Appalachian Trail, and reflecting the decentralized partnership system for its management, are the planning efforts occuring at the local and regional levels. Each trail club, with the participation of its agency partner and, where appropriate, the local community, is preparing a Local Management Plan, which documents and may expand the club's traditional management of the Trail. This Plan describes the management tasks, assesses each partner's contribution to management, assigns responsibilities and provides a standard procedure to identify site-specific actions needed and the process to be followed. Inclusion of representatives of the entire Trail community in management planning, which is occurring in some areas, enhances the overall management effort. Landowners with a particular interest in the Trail have made and will continue to make a major contribution to both the planning and actual operation of the Trail. By developing an informed and concerned constituency surrounding the Trail, the prospect for long-term preservation of Trail values and lands is strengthened.

Local Management Planning

Each of the 31 Trail maintaining clubs is preparing a written plan describing its role in the management of the A.T. A general approach for location of camping, water, parking, and access points is outlined, and specific actions are laid out. The local planning process includes public agencies and private groups in many areas. A sample Local Management Plan is included as an appendix.



Map used for locating a shelter site

An alternative approach for addressing local management issues is used by some clubs and the Forest Service. These partners, after defining management needs, assign responsibilities to one or the other partner in the form of an Agreement for Sponsored Voluntary Services. Building on this division of work assignments between club and forest administrator, a club may develop its own Local Management Plan encompassing broader management issues.

Within each topic in the following outline, the planners should define management principles which apply, discuss the past and present situations, consider alternative approaches, and then propose actions. Local Management Planning should not be seen as an end, but as an ongoing process of discussion and consultation between partners.

Local Management Plan - General Outline

PURPOSE OF PLAN

I. INTRODUCTION

- A. Overview of Trail Section Maintained by Club
  1. General route description
  2. Facilities
  3. Significant scenic, natural, cultural, and historic resources
  4. Land ownership (USFS, NPS, State, Private)
- B. The Maintaining Club
  1. Goals and history
  2. Organization and membership
  3. Activities
- C. Working Relationships and Agreements with Other Groups
  1. Government (USFS, NPS, State, Local)
  2. Other maintaining groups

II. MANAGEMENT SYSTEM

- A. The Physical Trail
  1. Marking
  2. Clearing
  3. Treadway
  4. Overnight use facilities
  5. Water sources
  6. Relocations
  7. Side Trails
  8. Others (bridges, registers, trailheads, parking, etc.)
- B. Relationships
  1. Other maintaining organizations
  2. ATC
  3. Government partners (USFS, NPS, State, Local)
  4. Abutting landowners
- C. Resource Protection
  1. Fire prevention and suppression
  2. Law enforcement
  3. Search and rescue
  4. Information and education
  5. Corridor monitoring
  6. Consideration of environmental impacts
- D. Other Uses
  1. Trail users
     a. compatible
     b. incompatible

III REVIEW AND REVISION OF PLAN

IV. COOPERATIVE AGREEMENTS

V. MAPS

Other Planning Efforts

A number of state and national parks and forests along the Trail are engaged in preparing management plans for their areas, including the Appalachian Trail. National Park units are preparing General Management Plans, and National Forests are preparing Forest Plans. Active participation of Trail volunteers and the Appalachian Trail Conference in these agency efforts will assure consistency between these plans and the Local Management Plans.

The Forest Service is also preparing Regional Plans. Recognition of the Appalachian Trail will occur through participation of the Project Office and ATC and Trail clubs in the Forest Service regional planning process for the Eastern and Southern Regions.

U. S. DEPARTMENT OF AGRICULTURE • FOREST SERVICE

NATIONAL FORESTS IN NORTH CAROLINA NEWS

JULY 1980

OBJECTIVE: To inform the public of activities on the National Forests in North Carolina and provide them with an opportunity to have a voice in management actions that affect them or their environment.

SUPERVISOR ANNOUNCES MAJOR FOREST ISSUES

Dear Reader

We have completed the first phase of our planning process the identification of major issues of the Nantahala and Pisgah National Forests. We are pleased that so many of you took the opportunity to help us in this activity. We were able to identify 1,600 issues and concerns from your input. These came not only from the residents of the 18 counties in which the two forests are located, but from other counties in North Carolina as well as other states.

People generally offered their opinions on a variety of subjects ranging from how to use the resources, recognizing specific areas for their special qualities, to how timber should be harvested.

What did we do with these comments? An interdisciplinary Team of Forest Service staff was formed to look at the issues and concerns. To make sure the same or similar concern was treated correctly and fairly the team was made up of people of different professions such as foresters, Wildlife Biologists,

Through the process the 1,600 original issues and concerns were combined to form 56 different issues. Of these

- Seven related to the planning process and are being considered in the development of the process itself.
- Three involved the authority of other agencies or level of Government and will be forwarded to them for their consideration, and
- One was beyond the scope of the National Forest to resolve and was forwarded to for consideration during Regional or National planning.

The remaining 39 are land management issues that will be considered in the formulation of the Land Management Plan and were further combined into 11 major issues.

We are now looking at these issues to see if we can adequately address them within the framework of our present management. If not, other ways of managing the Forest will be examined. Our goal is to reach a management program that will provide the best 11 major issues that will be dealt with in the Land Management Plan. As each comment was received, it was given a code to allow us to follow it and determine what happened to it as we went on the planning process.

The development of the Nantahala Pisgah Land Management Plan is a challenging and important task. Your help has been appreciated in developing the major issues. Your participation will be even more important as we develop and evaluate alternative approaches to deal with the issues.

I appreciate your time and effort and ask that you continue to participate until the plan is completed.

Sincerely,

GEORGE A. OLSON
Forest Supervisor

GEORGE A. OLSON
Forest Supervisor

NFNC VISITOR INFORMATION

Trails Built for Handicapped

The Nantahala and Pisgah National Forests have trails that pro-

Forest Service Planning

Each National Forest is preparing a Forest Plan as required by the Forest Management Act. The North Carolina National Forests have circulated a newsletter-format questionnaire to help identify issues, concerns, and opportunities. Both Regional and National Forest Service Plans are being developed by interdisciplinary teams to assure adequate consideration of all resource values, including the A.T. Public involvement is provided for at several stages in the planning.

Coordination and Review of Planning

Planning for the Appalachian Trail at the local level is being coordinated by the Appalachian Trail Conference. Conference field staff are working with individual clubs to assure that each local plan covers the topics essential to adequate management for that section, that it is consistent with the basic goals for the Trail (expressed in the Management Philosophy section of this plan), and that it has been developed in consultation with the agency partner. The ATC's Trail Design, Construction, and Maintenance manual, as well as the Comprehensive Plan, helps set the basic standards for Trail management. The ATC Board of Managers and staff, the National Park Service, and the Forest Service on National Forests, will take an active role in reviewing each local plan.

Cooperative Agreements

The relationships among the partners in the Cooperative Management System, described in the local plans, are formalized through a series of Cooperative Agreements. These agreements are being established on two levels:

- A state-level agreement defines the relationships among the principal partners for that state -- the trail clubs and cooperating agencies plus the Appalachian Trail Conference and the National Park Service. Because of special circumstances, this agreement may be confined to a portion of a state.

- On a second level, supporting the section-by-section agreements, are broader agreements for mutual consultation and cooperation on the entire Trail. For example, the broad agreement between the Conference and the Forest Service, while not specifying management responsibility for any section of Trail, helps place each individual club/National Forest interaction in a context of partnership and provides general guidance for the form of their local agreement.

The emphasis in both levels of agreements is on simplicity, by establishing a process of regular consultation and cooperation, rather than on prescriptions for every situation.

New Jersey Cooperative Agreement

In New Jersey, an agreement will recognize formally the existing commitment of the New York/New Jersey Trail Conference, the Appalachian Trail Conference, the New Jersey Department of Environmental Protection, and the National Park Service to work together cooperatively in the operation, development, and maintenance of the Appalachian Trail in that state.

The agreement will describe the roles of the four partners; recognize the legislation, existing plans, and agreements on which the agreement is built; and commit all partners to mutual consultation on Trail issues. Simple in form, the agreement provides a basis for local discussion and cooperation in the future management of the Trail.

Issue Identification and Resolution

The process for issue identification and resolution emphasizes consultative approaches over line authority and local solutions above central direction. Inevitably, in a project of the scale of the Appalachian Trail, with the diversity of the resource and the numbers of managers involved, differences in approach to problems develop. An issue as simple as whether to build a bridge or simply ford a stream could cause disagreement between two managing partners.

In some cases, legal requirements under which an agency operates will dictate a course of action. In others, decisions by mutual agreement will be sought.

All steps to identify and resolve issues should be initiated at the most local management level. Only those issues which cannot be resolved or issues that appear to have wide-ranging consequences will be filtered to higher levels. Even here, issue resolution will generally assume the form of recommendations back to local partners.

Litter on the Trail - Two Solutions

Litter, particularly at trailheads, is a Trail-wide issue. However, each local club is expected to deal with the problem on its section of Trail.

The Batona Hiking Club of Philadelphia recognized a litter problem at the trailhead at Wind Gap. The Club's Trail Supervisor contacted the Borough of Wind Gap and got an agreement for the Borough to install and service a trash container.

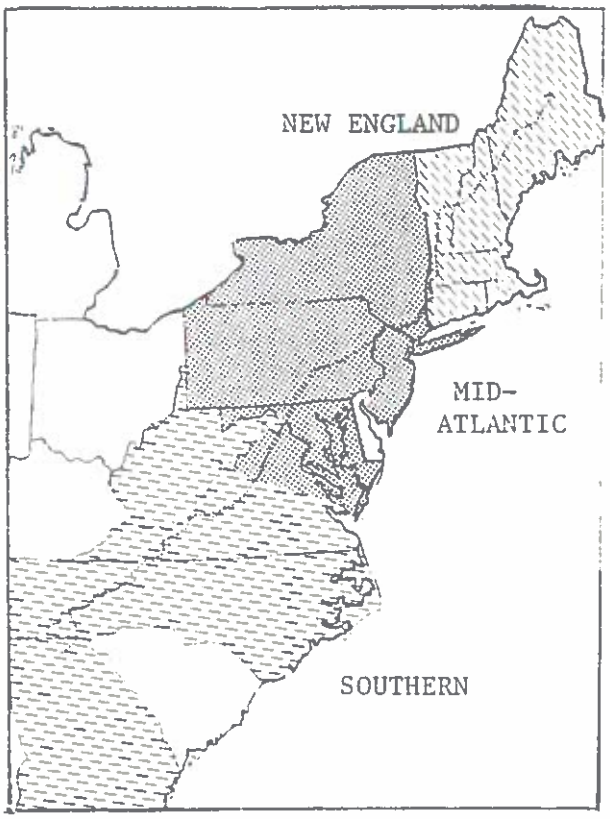
The New York/New Jersey Trail Conference conducts a semi-annual "Litter Day" cleanup of its Trail sections.

The Conference (through its central and field staff) will serve as a clearinghouse when clarification of existing policy is needed by local managers. If new direction or policy is called for, the local managers should seek guidance within their agency or club, which, in turn, may consult the ATC Regional Management Committee, the Conference Board of Managers, the NPS, or the Forest Service. Some issues may be referred to a new "partnership committee" which was created to advise the ATC Board of Managers. It includes representatives of the Conference, the Forest Service, the National Park Service, and state agencies.

Should an issue remain unresolved, a special task force of representatives chosen for their broad knowledge of the subject may be convened. For major issues involving the whole Trail, advice of the Appalachian National Scenic Trail Advisory Council may be requested.

Regional Management Committees

The Appalachian Trail Conference divides the Trail into three regions, each with a Regional Management Committee. This Committee provides advice and helps set policy for the Trail clubs in its region. Each region's approach to this Committee is different. In the south, where the Committee is in operation, both volunteers and agencies are represented.



Funding

Although most AT management will be performed through volunteer activity or normal agency operations, additional funding for certain projects will be necessary. Congressionally-authorized funds for the Appalachian Trail are specifically designated for land acquisition, administration, and planning. Only limited funds have been programmed for Trail management and none for development of facilities or Trail construction outside existing federal lands.

Clubs and their agency partners, therefore, need to seek agreement in their mutual planning on the need for, and potential sources of, funds. The Appalachian Trail Conference has, as a stated goal, the generation of such funds from private sources, and will assist clubs in exploring the options for funding and material donations. Several local volunteer organizations have already successfully initiated endowment funds or received grants for Trail management. In certain instances, such as major capital improvements, some public investment may be required as a supplement to private funding sources.

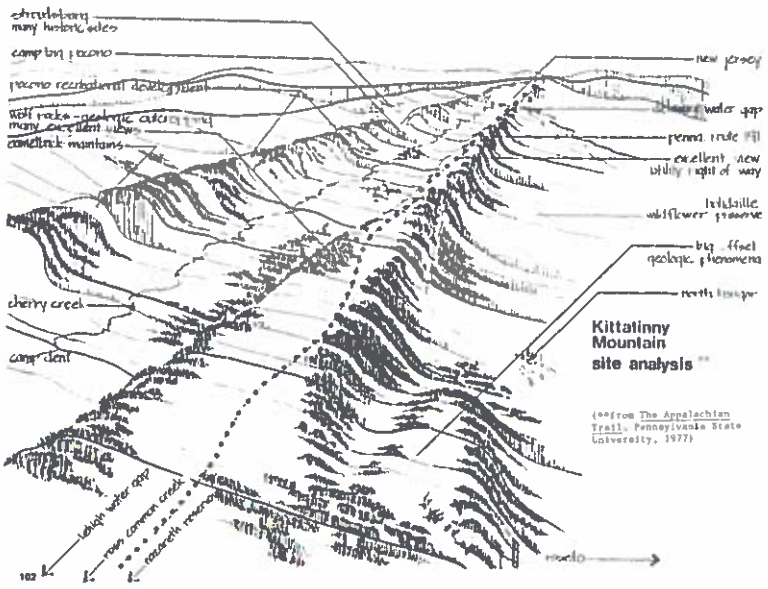
A.T. Management Fund

In Connecticut and Massachusetts, the Appalachian Mountain Club has established a Management Fund for the A.T. The Mt. Riga Corporation, a large landowner along the Trail, is one of a number of initial contributors to the fund. The income from the fund will be used solely for maintenance, capital improvements, and information and education programs. Such endowments are being established in other states as well.

V. Protection of Trailway

The current scope of the Appalachian Trail program is a direct result of the Congressional mandate in the National Trails System Act Amendments of 1978 which were designed to assure permanent protection and management for the Trail. Following the direction given in the Act, individual states, the Forest Service and the National Park Service have proceeded to acquire interests in lands where the Trail is inadequately protected or poorly located so that a continuous Trail in protected lands could be established.

Within state parks and forests and within the proclamation boundaries of national forests, whole tracts and rights-of-way have been acquired where needed to protect the Trail and to achieve the management objectives of the agencies concerned. The National Park Service has acquired a few large tracts to protect especially significant natural resources along the Trail that lie outside existing park and forest units. Between these large tracts and existing park and forest units, several states and the National Park Service have been acquiring sufficient interests to provide a right-of-way for the Trail and to limit adverse developments close to the Trail. The Forest Service has nearly completed acquisition of tracts within National Forest boundaries needed for protection of the Trail, while approximately 500 miles of the Trail remain to be protected outside National Forest boundaries. (See table in Appendix B.)



Planning for Trail Protection

Planning for protection of the Trail has been a careful process. Years have gone into selection of the most viable and scenic route. Steps followed by the Park Service and Forest Service, working with the Appalachian Trail Conference, states and local governments, landowners, and Trail clubs, include:

--Evaluation of present route
--Reviewing new route alternatives where needed and feasible
--Preparation of planning maps by National Park Service
--Discussion with landowners and community
--Environmental assessment of alternatives for relocation
--Survey (after flagging of footpath)
--Title research
--Appraisal of lands
--Negotiations with landowners
--Acquisition of interests in corridor lands
--Construction of new trail (where needed)

Volunteers have had a particularly active role in the first five steps.

In National Park Service acquisitions, easements have been emphasized which leave structures, farmland and productive woodland near the Trail in private ownership. Where the National Park Service has acquired more land or interests in land than are necessary to meet Trail protection objectives, efforts will be made to exchange excess lands and interests for interests in land along inadequately protected Trail segments.

Wherever the Trail is inadequately protected, efforts will be made to extend protection with the assistance of state agencies and private conservation organizations and through exchange of surplus government lands and interests in land. Cooperation of landowners and local communities will be sought to avoid adverse developments along the Trail route. Additional interests in land needed for protection of the Trail will be purchased by state agencies, the Forest Service and the National Park Service to the extent appropriations are made available for this purpose.

The objectives are to assure that the Trail will be continuous, in a desirable location, and that it will be adequately buffered from incompatible developments, to the extent that objective is achievable. In some cases, short sections of the Trail will remain on roads or sidewalks where there is no feasible alternative. The Trail also will continue to go through a number of towns that have been a traditional part of the Appalachian Trail experience.

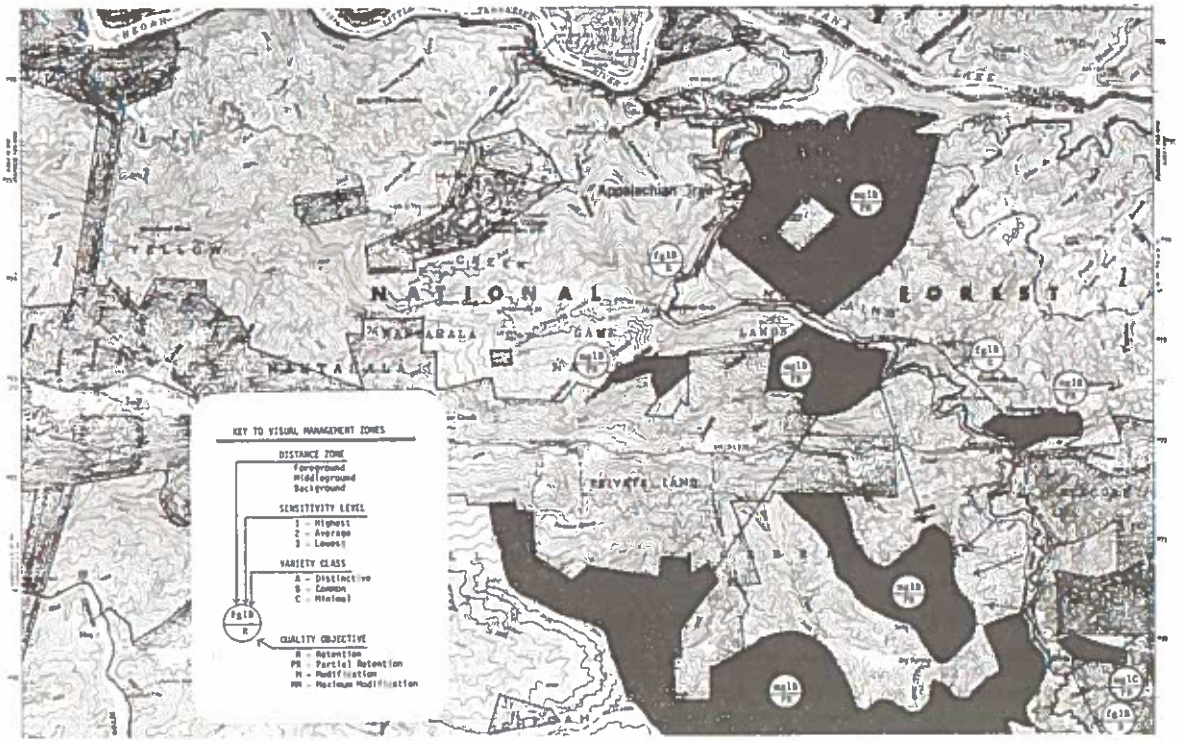
Relocation of the Trail

The Appalachian Trail, with the myriad natural and human forces at work on its 2100 miles, has changed location in minor and major ways over the years. A blowdown to be bypassed here, a scenic overlook to be included there, a second home development or increase in traffic on a country lane, have resulted in countless re-routings, large and small, for the Appalachian Trail. But throughout, the Trail has remained continuous and well-blazed.

Once the current phase of corridor protection and Trail relocation is complete, changes in the Trail route are expected to be far less frequent. Minor alterations in the location of the footpath, to protect the land or improve scenic quality, will continue to be at the discretion of the local managers, agency and volunteer. Major relocations will continue to be made only with the consultation of the National Park Service, the Conference, and Forest Service. Under the Relocation Procedures worked out in 1977, the desirability of a new location will be carefully assessed before any change is made. The procedure will also allow the National Park Service and Conference to maintain a reliable record of the exact location of the Trail.

Recognition of the Appalachian Trail

Within existing land agency jurisdictions -- parks, forests, gamelands, watersheds -- the Appalachian Trailway should be given recognition to insure it maintains its existing character. In some cases, an agency will specify a corridor of certain width on either side of the Trail where no detrimental management actions will occur. In others, a "zone of consultation" will provide for discussion of management actions by the land agency and volunteer clubs in areas adjacent to the Trail where these actions might have adverse impact on the hiking experience. The Forest Service's Visual Management System provides for such consultation.



Visual Management System

As required in the National Forest Management Act, the Forest Service evaluates all its lands for their visual quality. This evaluation is conducted through a mapping process which identifies the type of landscape, the degree of variety or scenic quality, and its sensitivity to public viewing. The process then recommends general management regimes for a given area, ranging from Preservation to Maximum Modification.

The A.T., as a National Scenic Trail, is given a maximum sensitivity rating. Depending upon other resource values, most areas in the Trail's foreground and middleground are then slated for "Preservation" (if in a Wilderness Area), "Retention", or "Partial Retention".

Volunteers from A.T. clubs have been encouraged to join Forest Service landscape architects in mapping the A.T. in their areas.

Monitoring the Corridor Lands

In areas of newly-acquired state or Park Service tracts, the monitoring of corridor lands will become a major new responsibility for the Trail clubs and their government partners. A volunteer monitoring program has already been initiated by several of the Trail clubs, using local landowners as well as club volunteers to watch over the corridor lands. Information on and maps of each tract acquired are given to the monitor, who then visits the property periodically to observe and report any problems. Cases of timber trespass or vandalism have been infrequent, and can usually be handled by a discussion between monitor and the adjacent landowner. Local police and fire jurisdictions, backed up by the agency partner, provide law enforcement or fire assistance when that becomes necessary.

Landowners who have sold easements for the Trail are encouraged to continue their stewardship of lands near the Trail, thus joining the monitoring effort.

A current problem for the volunteer corridor monitors is that the external boundaries of the Trail corridor are not surveyed or marked. The National Park

Service has initiated a pilot project for boundary marking on a section of Trail on the Virginia/West Virginia line, and plans to complete survey and marking of the corridor perimeter as significant sections of Trail lands are acquired.

Leases, Special Use Permits & Cooperative Agreements

The newly-acquired Trail corridor contains a significant number of sites--structures, agricultural and forest lands--where continuing use of these facilities and resources seems both desirable and compatible with the Trail. Some of these uses are included as reservations in easement terms. Local and volunteer managers will, through their corridor monitoring program, be familiar with these easement terms. Where no easement exists, local managers will evaluate each situation for its potential benefits and impacts on the Trail, and then recommend to the land-managing agency the use of a cooperative agreement, the issuance of a special use permit, establishment of a lease, or other appropriate arrangements within existing laws.

The Future Protection of Trailway Values

The isolated and scenic character of the Appalachian Trail will continue to be threatened in the future. Extending the length of the Eastern seaboard, within a half-day's drive of a third of the nation's populace, the presently wild or pastoral areas through which the Trail passes will be continuously under pressure for many kinds of development: recreational homes, ski areas, mining and industrial operations, communications facilities, highways, and energy projects. For example, impacts of major second-home developments on ridgetop land have been averted in more than a dozen cases through federal acquisition, and more such development proposals are probable near the Trail. Plans for energy-producing windmills in the high ridges of the Appalachians are likely in the near future.

It is not only the quality of the landscape and visible land uses which affect the Appalachian Trail experience, however. Noise pollution, degradation of air quality, and that intangible, the human community along the Trail, all affect the enjoyment of Trail users. Even where the Trail seems securely enveloped in National Parks, National Forests, and state park and forest land, activities on lands adjacent to or within these units may adversely affect the Trail.

No federal funding for land protection beyond the present acquisition program is expected. In the event that further protection is undertaken, it is the local and state governments and private citizens who are expected to provide the initiative outside federal boundaries. Local or state ordinances, easements, or conservation zones will be sought to protect open land and nonconflicting land uses, and funding from local sources may support these efforts.

Awareness of ongoing threats should arouse in the Appalachian Trail community a concern and a vigilance. At the same time, emphasis should be on integration with compatible land uses, rather than on an attempt to preclude them. Agricultural use which preserves pastoral scenery along the Trail is not only compatible but desirable, and cooperation with organizations dedicated to agricultural land preservation will be sought. Harvesting of timber in areas adjacent to the Trail, long a tradition, is considered a compatible use in general and an understood use in National Forests. Again, the emphasis for the Trail community will be on seeking careful consideration of the impacts of such management on the Trail experience, rather than on an attempt to prevent it. Where other projected land uses, including energy development projects, appear to conflict with Trail values, ways to reduce the impacts will be sought at the planning stage.

Land Trusts

The long-standing involvement of the Ottauquechee Regional Planning Commission and of the Ottauquechee Regional Land Trust in Vermont is bearing fruit with innovative approaches to protecting the Trail. Land Trust representatives are working with landowners affected by the protection program to help devise easements and similar restrictions on the use of land that are consistent with current agricultural and forestry uses and also with the protection of the Trail and the Trail environment. They accompany advice on planning with expertise on tax benefits, thereby encouraging donations that can reduce significantly the cost of acquiring interests needed to protect the Trail. Land Trust involvement ensures that local conservation objectives--preserving productive farm and timber land, open space preservation, orderly and compatible development--are combined with Trail protection objectives. With the help of these local experts, Trail protection in Vermont has become a locally-popular tool for preserving the desirable characteristics of the rural areas in which it is located.

SUITABILITY OF SOILS FOR RESIDENTIAL DEVELOPMENT - LEE TRACT

An informal system linking the volunteer corridor monitors with local and regional groups -- town planning commissions, and private groups such as The Nature Conservancy -- to pursue conservation of open space will be established under the direction of the National Park Service and Conference. While the emphasis will be on local solutions, the National Park Service, together with the Appalachian Trail Conference and Forest Service, will monitor the trends Trail-wide and facilitate local solutions, with the advice and cooperation of ANSTAC, where needed.

It is clear that long-term protection of the Appalachian Trail rests not so much with acquiring tracts of wild land as with the relationships which are established with national forests and parks, state and local agencies, and the people who own land or reside along the Trail. The Trail values to be perpetuated include more than a narrow footpath, and the scheme for protecting these values must thus be broader than simple ownership of land. Trail clubs, the Appalachian Trail Conference, the Forest Service and the Project Office share equally in the responsibility for creating a climate of concern for the Trail, and for finding the convergence of interests between Trail users and adjacent communities (protection of watersheds being one example). Only through the continued and growing recognition of the Appalachian Trail as a valued resource, with actions and policies backing that recognition, will Trail values be perpetuated.

VI. Use of the Appalachian Trailway

Type of Use

The Appalachian Trail provides a premier long-distance hiking opportunity which gives the Trail its unique character. However, most visitors are short-term hikers; only about 100 "end-to-enders" hike the entire length of the Trail each year. The pattern of heavy short-term use -- day hikes and backpack trips measured in days rather than months -- dictates careful balancing of the needs of the less experienced hiker with those of the long-distance hiker.

2000-Milers*

From 1936 to 1969 only 50 people hiked the entire A.T.

1970	10
1971	23
1972	35
1973	88
1974	71
1975	69
1976	92
1977	60
1978	77
1979	115
1980	118

*Figures include only those hikers who reported their accomplishment to the Appalachian Trail Conference. They reflect hikers who walked the Trail over a number of years as well as those who accomplished the feat in one season.

Amount of Use

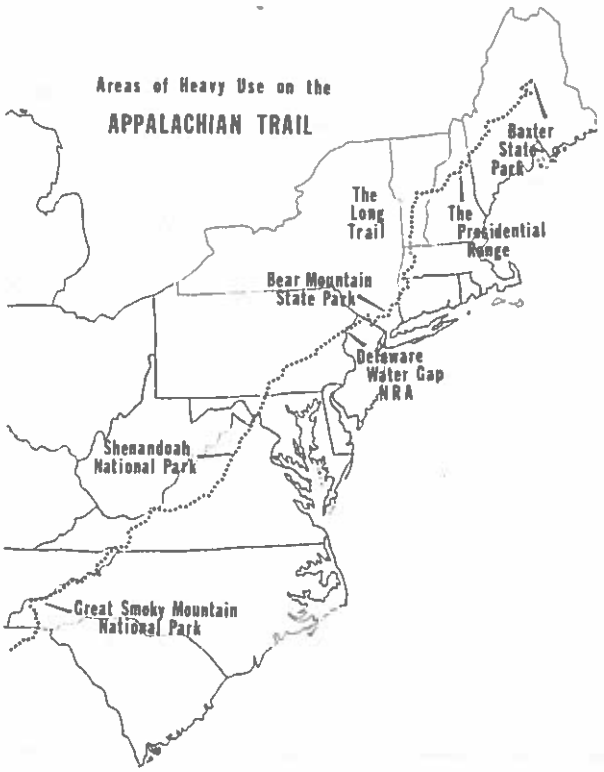
Given the spectrum of use, a total figure for use of the Appalachian Trail is neither easy to come by nor would it be particularly helpful. On the low end we have the numbers of end-to-enders (above); on the high end, we have the national and state parks and forests where visitors can step from their cars to walk briefly on the Appalachian Trail as it crosses a road or parking area. In Great Smoky Mountains National Park (with 8 million recreation visitors in 1980), White Mountain National Forest (2.8 million), Shenandoah National Park (1.8 million), and Bear Mountain-Harriman State Parks (1.9 million in 1979), the Trail is easily accessible from an automobile, and figures from these areas of "those who walked on the Appalachian Trail" could give an inflated view of Trail use. Between these extremes we have hikers (undoubtedly numbering in the millions) whose walks on the Appalachian Trail range from a few hours to a few months.

A great majority of use occurs from late spring through October; however, use during other months is increasing everywhere along the Trail.

Use of the Trail

No figures are available for "number of hikers using the Appalachian Trail", except for very short segments. The number of access points, and 12-month use in some areas, makes counting of hikers difficult; the varieties of use (ranging from hikes of a few hundred yards to journeys of the entire 2000 miles) make a single figure for Trail use of dubious value.

Areas which have been identified by local managers as enjoying heavy use are indicated on this map.



With the improvement in Trail quality resulting from the current protection program, and the emerging pattern of closer-to-home vacations, future use will probably be heavier on some sections of the Trail. However, the recent trends for both backpacking and use of the national parks indicates that the dramatic increase in hiking and backpacking of the 1970's has tapered off.* Predictions for future use levels for the AT should take into account these opposing trends.

Access

Access to the Appalachian Trail has traditionally been unrestricted for hikers, and freedom of use will continue along most of the Trail. The only exceptions are in Great Smoky Mountains and Shenandoah National Parks, certain designated Wilderness Areas, and Baxter State Park, where requirements for an overnight camping permit (in order to preserve the resource) effectively limit daytime use. In these cases, special attention to the needs of through-hikers is given. Formal access to the Trail is provided through side trails and trailheads designated in local management plans; not all roadcrossings of the Trail are designated access points, and not all access side trails are on public land.

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*1) Scardino, et. al., 1980. Forecasting Trends in Outdoor Recreation on a Multi-State Basis. Paper given at National Recreation Trends Symposium. 2) National Parks Statistical Abstract. 1979. 3) USDA-Forest Service. 1980. An Assessment of the Forest and Range Situation in the United States. (RPA)

Overnight Use

Public and private landowners along the way, as well as the volunteer Trail clubs, have a long history of accommodating the hikers of the Appalachian Trail. They have provided for at least a basic level of overnight use, water, access, and safety, as well as trail continuity and upkeep, to maintain a Trail experience that is diverse and challenging. The accommodation of Trail visitors will follow and build on this tradition; guidelines are laid out in the Overnight Use Principles approved by the Trail Advisory Council in 1977.

Hikers encounter diverse arrangements for overnight accommodation along the Appalachian Trail. Tent camping is most common, although local conditions frequently require Trail managers to place some restrictions on where tent camping may occur. A range of possibilities for tenting, from constructed platforms for tents in designated areas, to camping zones, to dispersed back-country camping all occur on one section or another of the Trail.

The AT's traditional system of open shelters, which the ATC plans to retain, provides for shelter from inclement weather and an opportunity for sociability which many hikers enjoy. The present system consists of 230 shelters along the Trail's 2100 miles, supplemented locally by enclosed huts, cabins and hostels (run by Trail clubs, churches, and other private groups.) Permits and fees are required in some jurisdictions.

Shelters

The 230 primitive shelters along the Appalachian Trail have various designs. Four common designs are shown below:

A solid, presawn and prefabricated construction was used in the Smith Shelter in Pennsylvania.

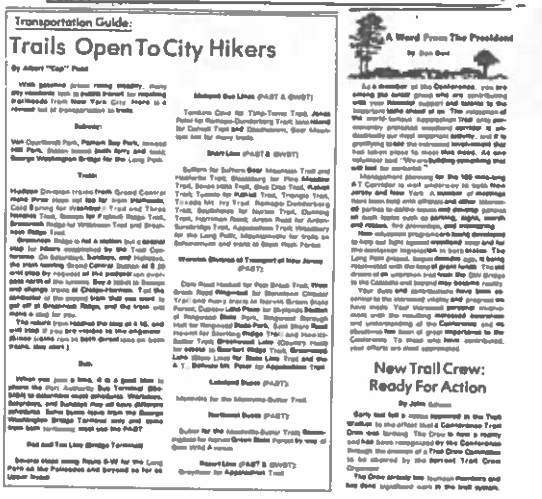
The Gentian Pond Shelter in New Hampshire was built with native logs and a shingled roof.

Open-front Adirondack shelter in Connecticut.

A stone shelter in the Smoky Mountains.

Transportation

The impact of public transportation on use of the Appalachian Trail will be evaluated by both local managers and the National Park Service. Reduction of the public's reliance on private automobile is a goal shared at the local and Trail-wide levels. Also, planning for Trail-related facilities depends on a knowledge of how people will travel to and from the Trail.



Trail Walker

Transportation Guide:

Trails Open To City Hikers

A Word From The President

New Trail Crew: Ready For Action

potomac appalachian

potomac appalachian trail club

Out To The *AT* In Pennsylvania By Public Bus

Summer Brings Unusual Problems to Shenandoah Park

Amendment to Trails Act In Works

Public Transportation

In its monthly newsletter, the Potomac Appalachian Trail Club includes information on public transportation to trailheads. The New York/New Jersey Trail Conference has similar notices in its Trail Walker.

Information and Education

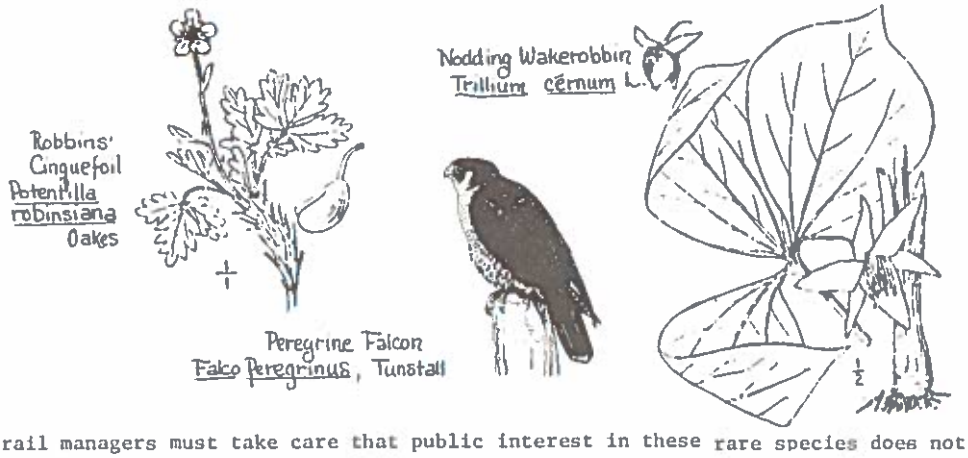
Information and maps for hikers are available through the ATC headquarters in Harpers Ferry as well as at parks, forests, and local bookstores along the Trail. Several clubs have brochures with maps available in trailside boxes. The Conference publishes guidebooks for the entire Trail which are updated every few years. Interim relocations and other changes are published in the Appalachian Trailway News and are available from the Conference.

Overuse

Perhaps the greatest concern shared by Trail managers and the adjacent community is the possibility of overuse of the Trail. For a resource as fragile as the Trail -- much of it lying as it does on steep slopes, ridgetops, and in unusual natural areas -- the threat to its preservation as a stable and attractive physical resource is very real. In addition, the Trail's reputation for providing a primitive and solitary communion with nature may easily be lost if overwhelmed by a substantial increase in visitor use.

Threatened or Endangered Species along the A.T.

A number of rare, threatened, endangered or geographically limited species have been identified on or near the Appalachian Trail. These include:



Trail managers must take care that public interest in these rare species does not threaten their habitat.

Carrying Capacity

One approach to the problem of overuse lies in applying the concept of carrying capacity to the Appalachian Trail. One definition for carrying capacity is:

> "The amount, kind, and distribution of use that can occur without leading to unacceptable impacts on either the physical/biological resource or the available experience." (Hendee, et.al., 1978. Wilderness Management)

The concept, while difficult to apply for a trail of the length, physical diversity, and the variety of management objectives of the Appalachian Trail, provides a useful starting point for considering the problems of overuse.

The concept of carrying capacity is best kept divided into its two components. One is the physical and biological capacity of the area to sustain use. The other is the "social carrying capacity": the ability to sustain numbers of users without unacceptable degradation of the Trail experience (be that an expectation for solitude, or for socializing with others.) These two carrying capacities provide a conceptual framework for observing the Trail resource and planning for its management.

The volunteer and professional stewards of the Appalachian Trail must realize that Trail management -- both its objectives and practices -- significantly determine both the physical and social carrying capacities. For example, if preservation of the resource with only minimal erosion is the management objective, trail construction can be carried to a degree which allows this objective to be met, even with high use levels. The physical carrying capacity is thus not fixed, but can be increased almost indefinitely by trail hardening techniques.

Similarly, if the objective is to maximize hiker solitude, managers may find ways to limit visitor use so this objective is met. Through a management prescription, the Trail is developed and managed within the bounds of the combined social and physical/biological carrying capacity.

Local managers will have to consider several questions as they think through the issues of overuse and carrying capacity.

- o What are the qualities of the resource we are protecting and using?
- o What is the intensity of use on each Trail section?
- o Will we accommodate Trail design and management to expected use levels, (realizing that better trail encourages ever greater use) or will we specify a desired level and then develop a plan which controls visitor use to meet these goals?
- o To what level may deterioration go before it is unacceptable (recognizing that even one visitor can alter the environment)?
- o How will we measure changes in use or in the environment?
- o Is preservation of the resource, or provision of a certain experience for the visitors, our primary goal? (Good management usually involves balancing these two goals.)
- o What is a reasonable length of Trail to consider in answering these questions? 1 mile? 10 miles? 100 miles?
- o How can we both manage the Trail for specific objectives and maintain the traditional unregimented atmosphere?

Both volunteer and professional Trail managers will need to address these fundamental questions as they proceed with their local management plans.

Management Techniques to Meet Use Levels

Based on the above considerations, managers may meet their objectives by choosing from a number of management practices. Careful location, design, and initial construction is crucial to the preservation of the Trail. To protect the physical resource a wide range of trail construction and visitor control techniques is available which will help minimize deterioration of the Trail, campsites, and trailheads. For example, managers may design more challenging sections of trail to influence use, or close side trails in heavily used areas. The Appalachian Trail Conference plans to publish a stewardship series which will address these topics, and information in its guidebooks may help distribute use.

Educational materials and programs which inform Trail users can make these visitors active participants in preserving the resource. For example, signs or brochures encouraging hikers to stay on the footpath and not "cut" switchbacks will help maintain the quality of the footpath. Knowledge of the difficulty

of each section will help hikers unprepared for a rigorous experience to avoid difficult and perhaps dangerous situations. Where physical deterioration is a concern, diversion to alternative trail routes is a possibility; good maps, signing, trail construction, and scenic points are needed to make these options appealing. At the same time, the tradition of the minimum necessary signing will be followed.

In addition, access, while not controlled, may be discouraged at many road crossings, to insure hiker safety and reduce nuisance to local landowners as well as to limit use on certain sections. Managers may vary the amount of available parking depending on desired use levels.

Guidelines for the techniques to influence Trail use will be addressed in planned ATC publications. Local managers will decide what is appropriate for their sections. The Appalachian Trail Conference, National Park Service, and the Forest Service will participate in the planning to insure that objectives for management of the physical resource and the Trail experience are achieved.

The Ridgerunner Program in Connecticut

Volunteer and paid ridgerunners have been a key element for informing hikers and managing the Appalachian Trail in Connecticut. The ridgerunners spend the day hiking and talking with each party they meet, informing them about campsites, water sources, and rules for use of the Trail. They also answer questions and gather information on numbers and types of hikers, and on the condition of the Trail. Ridgerunners do not attempt to enforce rules, but they do report problems or significant violations to Trail managers.

In the summers of 1979 and 1980, the Connecticut Chapter of the Appalachian Mountain Club revamped its ridgerunner program. Two full-time paid ridgerunners worked with a volunteer contingent (numbering 70 in 1980) to patrol the Club's 56 miles of Trail. Hikers and landowners have expressed their approval for this low-key approach to management of Trail use, and the program is expected to continue, with volunteers out on weekends from April-June and September-November and paid ridgerunners filling in during the summer months (ridgerunners have noticed lower use of the Trail during mid-summer months).

Berkshire Chapter AMC and Potomac Appalachian Trail Club have had similar programs.

Data Collection

Thoughtful planning and design for the Trail depends on information on past use and reasonable prediction of future use. Some agencies and clubs collect data on numbers of users, patterns of use, number in party, and similar information; other managers rely on their on-ground observations of hikers and on the wear-and-tear on trail and campsites. In either case, there is a recognition that good planning rests on adequate knowledge.

Decisions to change a level or pattern of use should be made only with adequate data and compelling evidence of need to support that decision. Managers will have to exercise perpetual care that research results do not inadvertently lead to a progressive modification of the basic tenets of the Trail, such as unnecessary Trail upgrading and hardening.

The Appalachian Trail Conference, working with the Forest Service and National Park Service, will coordinate a system for developing Trail use information consistent with federal law and directives on collecting data. Both standardization of measures and skills and techniques for data collection will be encouraged. Over a period of years, this information will be aggregated and made available to managers.

Research

Relationships between Trail managers and researchers are encouraged so ongoing research reflects practical management concerns and makes use of the manager's expertise and manpower. Designing research projects as a joint effort between managers and researchers ensures that the results are directly useful and that the Trail management will increasingly be based on the state-of-the-art knowledge. A 1977 Symposium, co-sponsored by Yale School of Forestry and Environmental Studies and several federal agencies, addressed these issues and, in bringing together researchers and managers, helped chart future directions for research.*

Certain sections of the Trail already have well-developed research capabilities.

- The Appalachian Mountain Club has its own research operation in the White Mountains, as well as a cooperative relationship with the Northeastern Forest Experiment Station of the Forest Service.

- The Green Mountain Club, working with both the Northeastern Forest Experiment Station and the University of Vermont, has regularly participated in research projects which have been useful to on-ground managers.

- The Potomac Appalachian Trail Club has produced several Trail-related studies.

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*The published Symposium proceedings, Long Distance Trails: The Appalachian Trail as a Guide to Future Research and Management Needs, is available from Yale School of Forestry and Environmental Studies.

- o Shenandoah National Park has worked with West Virginia University and Pennsylvania State University, and holds an annual symposium on research.

- o The Upland Field Research Laboratory has been monitoring conditions and management alternatives in the Great Smoky Mountains National Park for several years.

- o The Forest Service, at its Experiment Stations across the country, has published numerous studies on backcountry recreation and management. The Northeastern Forest Experiment Station has conducted specific research on the AT.

- o The Appalachian Trail Conference now has a monthly column reviewing recent research in its publication, the Register.

The Conference, Forest Service, and National Park Service will help identify critical research needs and initiate studies of issues affecting the entire Trail.

Balds Symposium

The Appalachian Trail Conference in November, 1980, helped initiate and sponsor a Symposium focusing on the management of Southern Balds. These high-elevation open areas are of great ecological interest as well as scenic value and their management requires some difficult decisions. The 60 participants in the symposium represented land managers, researchers, and user groups. The volatile issue of manipulation of landscape for preservation of scenic qualities was discussed and alternative management strategies were reviewed. Under the leadership of the Southern Appalachian Research Resource Management Cooperative (SARRMC), a commitment to ongoing monitoring of Balds conditions and management was made.

VII. Development of Facilities

Need for Facilities

There are needs to protect the resource and to provide some rudimentary development along the Appalachian Trail for the use of hikers. Facilities which help limit impact on fragile sites or help concentrate use into areas which can then be managed more intensely contribute to preservation of the natural areas through which the Trail passes, as well as aid the hiker. Facilities associated with the Trail include:

- shelters (open)
- lodges, huts, cabins, camps (enclosed)
- campsites
- drinking water sources
- signs
- toilets
- trailheads (including parking areas)
- side trails
- bridges

Bog Bridges

Where the Trail passes over wet areas, the potential for environmental damage (soil compaction, erosion, and siltation of water) may be matched by the hiker's discomfort with wet feet. Often a relocation is not feasible. Simple log bridges are frequently constructed in these areas.

Planning of Facilities

As local managers establish objectives for their trail sections and assess the need to provide for overnight use, water, and access, their plans reflect existing facilities and intentions to dismantle old or develop new ones. They are considering alternative solutions requiring different levels of development. Then, following guidelines contained in ATC's standards and the manual, Trail Design,

Construction, and Maintenance, they plan adequate location, construction, and maintenance of facilities. Working with the clubs, the ATC or government partner (depending on jurisdiction) assures that the planning of facilities is thoughtful and in compliance with the National Environmental Policy Act (NEPA), Section 106 of the National Historic Preservation Act, and local and state building and health codes and environmental protection laws. Clubs, and occasionally their government partners, are also responsible for securing funds for needed development and upgrading, with the volunteers supplying oversight and maintenance as well as construction. While adequacy of facilities is essential, uniformity is not. Different local conditions are expected to call for different solutions.

Structures

A number of structures have been coincidentally purchased during the Trail protection programs of the Forest Service and National Park Service. These buildings range from barns and sheds to full-size houses and cinderblock buildings. After consideration (in local management plans) of the Trail use and condition of the structure at each site, a recommendation will be made to the responsible agencies. Options include public use with an overseer, interim care by selected tenants, resale of structure, or removal through open-bid sales and salvage. Such a decision will be made within the requirements of existing laws. If the structure does not enhance management of the Trail or conflicts with Trail values in the area, it should be removed to avoid creating an unnecessary and potentially troublesome site. Planning for several of the structures has occurred; proposed uses include ridgerunner headquarters, hiker hostel, caretaker lodging, and tool storage space.

VIII. Maps

A map of the entire Trail accompanies this plan. In addition, in conjunction with the Trail protection program, the Land Acquisition Office is assembling an atlas of Trail "segment" maps, at 1:7200 scale, which will show exact location of the Trail and corridor boundaries. A master list of interests and encumbrances on all parcels comprising the Trail corridor will supplement the atlas.