(For In-Service Use)

National Forest RECREATION WAYS

A DEVELOPMENT OPPORTUNITY

U.S. DEPARTMENT OF AGRICULTURE • FOREST SERVICE • DECEMBER 1963

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Forest Service

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INTRODUCTION

Traditionally, the country's highway systems have been developed to meet the needs of industry, agriculture, commerce, and national defense. More recently the need for utilizing the fullest potentials of our highway systems to meet the public demand for outdoor recreation has become recognized as has the need for positive action to meet this demand.

Billions of dollars are being spent annually on highways for the driver in a hurry and to speed the goods of commerce throughout the Nation. But driving on a modern superhighway does not provide much rest, relaxation, or recreation. Nevertheless, the Outdoor Recreation Resources Review Commission determined that "driving for pleasure is the most popular outdoor recreation activity in terms of numbers participating and time devoted to it," and that very little is being spent to develop opportunities for recreation driving.

Because of pressures being exerted by the population explosion, shorter work week, longer paid vacations, rising family incomes, and the greater mobility of the American people, this situation is bound to change. Recreation roads are going to be demanded.

Not only are roads vital in providing the means of reaching outdoor recreation destinations but also, as parkway-type or scenic roads, they can be recreation destinations or experiences in themselves.

Development of parkway-type roads is not a new Forest Service venture. The work of the late Senator Chavez and others has pointed the way in developing scenic highways. Congress indicated its strong interest in meeting the need for recreational driving when it appropriated funds for the Highland Scenic Drive on the Monongahela National Forest in West Virginia. Additional Congressional, State, and local interest is evident in the development of the Tellico-Robbinsville Scenic Drive in Tennessee and North Carolina, the Arkansas-Oklahoma Skyline Drive, and the Richard Russell Scenic Highway in Georgia. These roads are located in part within National Forests. During the first session of the 88th Congress, 43 bills have already been introduced on behalf of 11 specific scenic highways, almost all of which would affect the National Forests.

There can be no doubt: A large share of the Nation's best opportunities for scenic highway development are in the National Forests. The character and significance of the potential National Forest contribution in meeting the public demand for recreation driving opportunities will be apparent throughout this report.

A National Forest Recreation Way will be more than a high-quality ribbon of asphalt winding through spectacular scenery; it will be an elongated zone of recreation opportunity. Carefully regulated nonrecreational use will be permitted wherever appropriate. Nondriving recreation activities such as hunting, fishing, hiking, and bicycling will be encouraged along the Way.

The National Forest Recreation Way study was presented to the Secretary of Agriculture and, in addition to the above, the following points were established as Departmental policy. These Recreation Ways will:

(1) be coordinated with pertinent recommendations of the President's Recreation Advisory Council;

(2) include top-quality facilities such as picnic and camp areas, overlooks, information centers, and rest areas established to add to the enjoyment of the route;

(3) be distinctly different from Forest Development roads in construction, funding, and general character. Special appropriations or other funds--to acquire land and construct necessary facilities, as well as for road construction and maintenance--must be provided as a basis for a well-balanced development program.

(4) be administered by the Forest Service where they are developed as segments of National Parkways and similar recreation roads. This would apply only to those segments within the National Forest boundaries, except in unusual situations or under negotiated arrangements.

For some years, the Forest Service has advocated scenic drives in a number of specific scenic locations within the National Forests. The heavy recreation use of such roads as the Kankamaugus Highway on the White Mountain National Forest in New Hampshire and the Red Lodge-Cook City Highway on the Custer and Shoshone National Forests in Montana and Wyoming illustrates the popularity of and the public demand for recreation driving opportunities. This Forest Service report on "National Forest Recreation Ways" is intended to define the development opportunity on the National Forests.

F-496826

Scenic vistas on the Red Lodge-Cook City Highway in the Custer and Shoshone National Forests enhance driving as a pleasurable recreation activity.

Concept and Policy

In response to the findings of the ORRRC report and the interest of the President's Recreation Advisory Council, the Forest Service completed a study of the overall opportunities for developing National Forest Recreation Ways--a proposed system of safe, esthetically attractive, limited-access routes through areas of outstanding scenic quality in the National Forests.

Within the framework of the Multiple Use-Sustained Yield Act of 1960, and under the administration and jurisdiction of the Forest

F-505767

The proposed Santa Lucia Recreation Way on the Los Padres National Forest in California will provide motorists with spectacular views of pastoral rolling hills and breathtaking seascapes.

Service, Recreation Ways will be developed and administered as integral parts of the National Forests within which they are located.

As pointed out earlier, Recreation Ways will not be exclusively reserved for recreationists. Under the multiple use concept, it is both possible and logical to provide for certain other uses of these roads through careful planning and control.

By carefully controlled commercial use when recreation traffic is at a low ebb or nonexistent, forest products may be transported to mills. A rancher may benefit by having better access to his livestock or a commercial packer may use the road to get his riding and pack animals into the high country to service wilderness travelers and hunting parties. Firefighters and equipment may be moved to high country fires more rapidly and with greater safety. Also, a better distribution of hunters and other recreationists will result, thus helping to spread out the heavy concentrations of National Forest visitors.

F-455383

Recreation Ways will serve many useful purposes, including the speedy transfer of firefighters and equipment to high country when they are needed.

Development Potential

The Forest Service study of the National Forest Recreation Way development opportunities provides the first complete appraisal of the potential for parkway-type construction on the National Forests. On the ground, regional studies of the total potential identified the most promising locations and recommended development priorities. Together, these studies identified a total of 180 potential locations in 33 States, 105 National Forests, and 1 National Grassland (fig. 1).

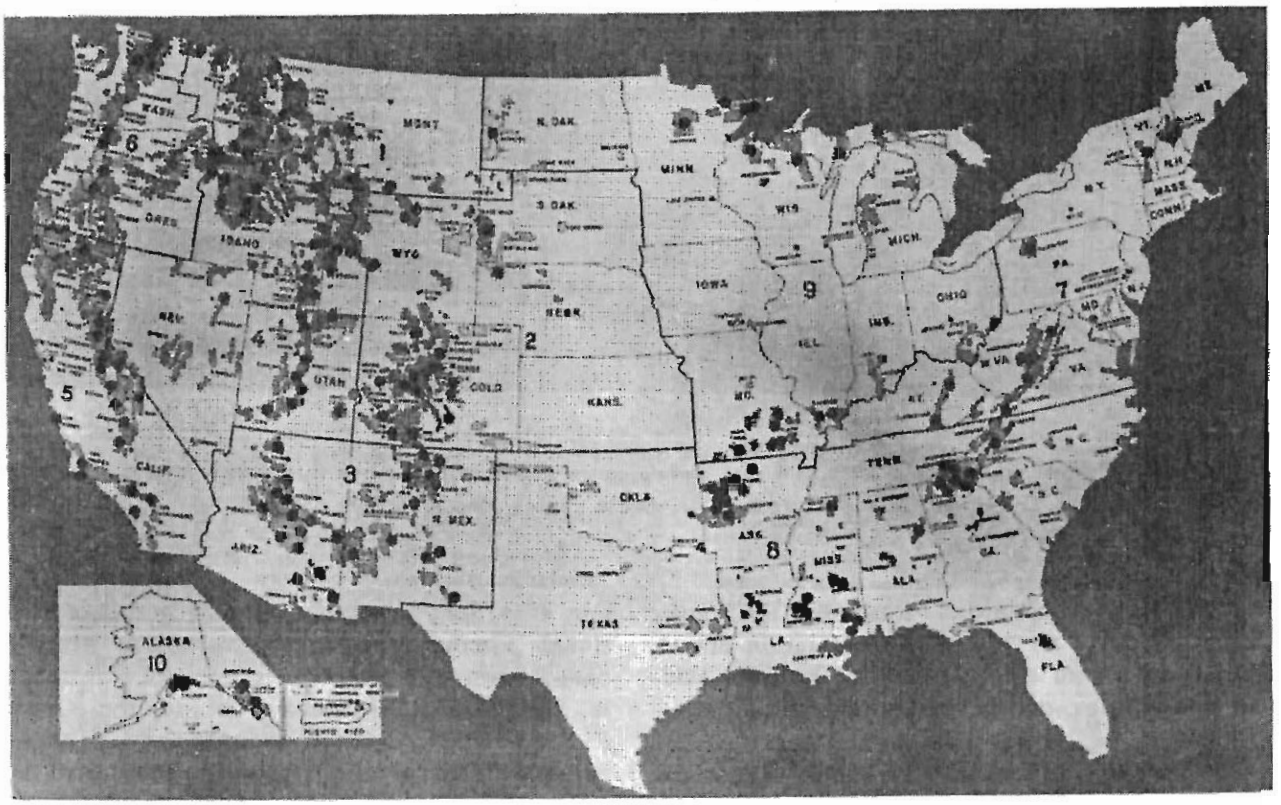

Figure 1.--Distribution of total proposed National Forest Recreation Ways (180 projects in 33 States).

Guidelines were developed to assist the Regions in identifying and selecting potential locations. Scenic beauty was the most important criterion in identifying these locations. Other important considerations included opportunities to connect population centers by means of a road through a scenic mountain range or along the crest of a prominant divide; cross-country traffic flows; the Interstate Highway System; National Parkways; and existing National Forest road systems. Locations on National Forest lands which provides maximum opportunity for multiple use management of visible landscapes were given a high priority. Opportunities for scenic overlooks, interpretive signs, visitor information centers, camp and picnic areas, and limited commercial public service facilities to achieve maximum visitor enjoyment along the Way were also considered in selecting locations.

Recreation Ways would be of medium length. Their termini would be located to provide convenient access and to create a favorable impression upon entering the Way. High-quality construction would provide for two-way traffic on a hard-surfaced road, with bridges, barriers, and portals designed and constructed to enhance the esthetic quality of the Way.

Courtesy of Manley Photographers, Tucson, Ariz.

Interesting information panels combined with sweeping panoramic views make this scenic overlook on the Coronado National Forest in Arizona a choice stop for forest visitors.

There are 30 potential locations in the Pacific Coast States, 88 in the Intermountain States, 11 in the North Central States, 26 in the Midwestern States, and 21 in the Eastern States.

In addition, four locations are in Alaska (fig.2).

These 180 potential locations aggregate 8,208 miles. This is the equivalent of about one 46-mile project per million acres of National Forest land--and per million Americans. About 70 percent of the total mileage is in National Forests west of the Great Plains. The regional distribution of these potential Recreation Ways is shown in the appendix.

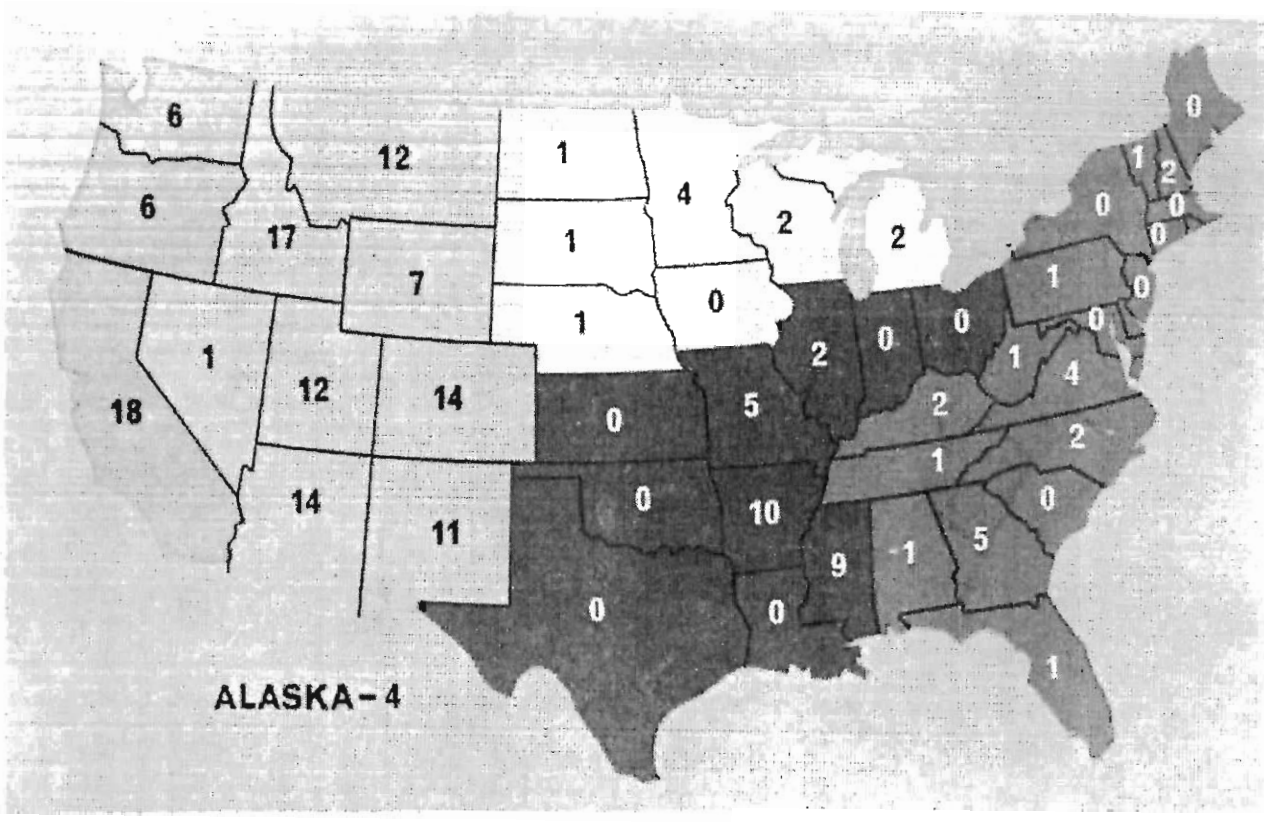

Figure 2.--Distribution of potential National Forest Recreation Ways (33 States).

The following table summarizes the Recreation Way development potential:

DEVELOPMENT POTENTIAL

Area	Potential locations (number)	Total length (miles)	Average length (miles)
Eastern States	55	2,410	44
Western States	121	5,701	47
Alaska	4	97	24
Total	180	8,208	46

Proposed Program

During the study of these potential National Forest Recreation Ways, priorities for development were established to guide in planning a 10-year program. Preliminary selections for this 10-year program have been made and balanced as to both location of the resources and the population centers that would be served by the Recreation Ways.

The tentative 10-year development program includes 41 top-priority projects in parts of 44 National Forests in 29 States. The Western States, including Alaska, have 24 of the projects--about 56 percent of the total 10-year program in terms of dollars and miles. Almost half of the program is in the East, where one project is located in each of 17 States (fig. 3).

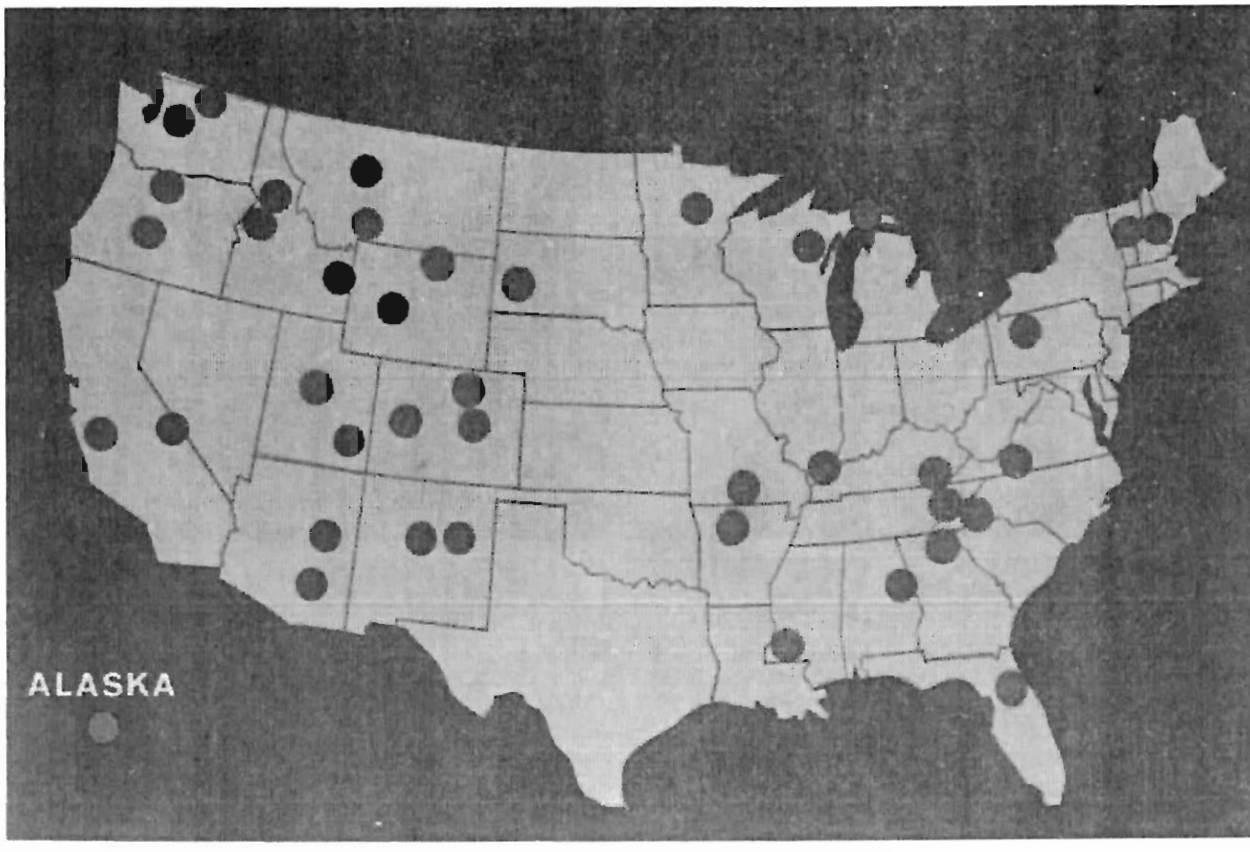

Figure 3.--Tentative 10-year development program (41 projects in 29 States).

TENTATIVE 10-YEAR PROGRAM

Area	Potential locations (number)	Total length (miles)	Average length (miles)	Estimated cost (millions)
Eastern States	17	851	50	$255.3
Western States	23	1,092	47	315.1
Alaska	1	24	24	12.5
Total	41	1,967	48	$582.9

The estimated development cost of the nearly 2,000 miles in the 10-year program would average about 58 million dollars annually, at an average cost per mile of approximately $300,000. This cost includes construction, land acquisition and rights-of-way, overlooks, visitor information centers, camp and picnic areas, and related roadside treatment needed to maintain esthetic quality.

A sample prospectus for each of a few representative Recreation Ways was prepared by each of the Regions. The prospectus covered the detailed location on maps and aerial photographs, mile by mile, including the specific locations of possible overlooks, visitor information centers, and camp and picnic areas. Photographs highlighting the special features of the Way were also included. Additional information was supplied to show landownership pattern, construction schedule and costs, volume of use, special administrative problems, and other features.

Contrast With Forest Development Roads

The relationship between the program for National Forest Recreation Ways and road construction scheduled in the National Forest Program should be clearly understood. They are entirely separate ventures. The Forest Service has long had a strong road development program in progress; some 190,000 miles have been built to date. Many of these roads service recreation use of the National Forests.

The average cost per mile of the Forest Development roads being built under the National Forest Development Program is only a small fraction of the average cost per mile of parkway-type construction and development. These roads are designed primarily to provide access needed in developing and managing all the resources. Normally they serve commercial uses along the major avenues of access. They are rarely built high on the ridges and their location and development are not aimed specifically to reveal scenic vistas.

F-497505

A Forest Development Road on the Carson National Forest in New Mexico serves to make all forest resources more accessible to intensified management.

National Forest Recreation Ways, on the other hand, will be designed, engineered, and used primarily as outstanding scenic driving facilities. In the cases where Recreation Ways will be built on locations originally scheduled for road development in the National Forest Development Program, there will be some savings. However, many excellent locations for Recreation Ways have low priority for development as access routes and are not even scheduled for construction in the next 10 or 15 years.

Even a substantial portion of the 2,000 miles in the tentative 10-year Recreation Way program would be only a small fraction of the 46,000 miles of multiple-use roads scheduled in the National Forest Development Program to be constructed before 1973.

Program Implementation

Obviously, the National Forest System contains a major portion of the Nation's total scenic resources. The Forest Service is working with the Recreation Advisory Council Staff to determine how the program for National Forest Recreation Ways can best fit in with a national program. Many questions have yet to be answered and additional studies may be necessary before the Recreation Advisory Council is ready to recommend its national program. In particular, funding arrangements for such development programs need to be carefully considered.

The Forest Service and the Department have taken the position that construction of National Forest Recreation Ways should be financed separately from other road development programs on the National Forests.

The Forest Service has an excellent opportunity to move ahead with a program that will meet a growing need of the American people. In addition to fulfilling the recreation driving demand, National Forest Recreation Ways would help stimulate the economy of many rural areas. Almost two-thirds of the 180 proposed locations pass through counties having chronic economic difficulties.

There is no doubt that a wide range of significant benefits will result from the development of National Forest Recreation Ways.

APPENDIX

Table 1.--State summary of potential National Forest Recreation Ways

State	Potential locations	Total length	Average length	State	Potential locations	Total length	Average length
	Number	Miles	Miles		Number	Miles	Miles
Alabama	1	82	82	Arizona	14	656	47
Arkansas	10	489	49	California	18	571	32
Florida	1	55	55	Colorado	14	698	50
Georgia	* 5	131	28	Idaho	* 17	1,078	63
Illinois	2	164	82	Montana	* 12	628	52
Kentucky	2	89	45	Nebraska	1	27	27
Michigan	2	78	39	Nevada	1	30	30
Minnesota	4	194	48	New Mexico	11	450	41
Mississippi	9	221	25	North Dakota	1	60	60
Missouri	5	184	37	Oregon	6	259	43
New Hampshire	2	38	19	South Dakota	1	21	21
North Carolina	* 2	91	46	Utah	12	607	51
Pennsylvania	1	63	63	Washington	* 6	250	42
Tennessee	* 1	41	41	Wyoming	7	366	52
Vermont	1	70	70				
Virginia	* 4	284	71	West	121	5,701	47
West Virginia	* 1	48	48				
Wisconsin	2	88	44	Alaska	4	97	24
East	55	2,410	44	Total	180	8,208	46

*Includes project partly located in another State.

Table 2.--Regional summary of potential National Forest Recreation Ways

Forest Service Region	Potential locations	Total length	Average length
	Number	Miles	Miles
1	19	1,088	57
2	19	880	46
3	25	1,106	44
4	31	1,679	54
5	17	529	31
6	10	419	42
7	11	592	54
8	29	1,110	38
9	15	708	47
10	4	97	24
Total	180	8,208	46

Table 3.--State summary of potential National Forest Recreation Ways in 10-year program

State	Forest Service Region	Potential location	Total length	Estimated cost[1]
		Number	Miles	$ Million
Alabama	8	1	82	24.6
Arkansas	8	1	25	7.5
Florida	8	1	55	16.5
Georgia	8	1	40	12.0
Illinois	9	1	100	30.0
Kentucky	7	1	69	20.7
Michigan	9	1	28	8.4
Minnesota	9	1	35	10.5
Mississippi	8	1	29	8.7
Missouri	9	1	33	9.9
New Hampshire	7	1	28	8.4
North Carolina	8	1	70	21.0
Pennsylvania	7	1	63	18.9
Tennessee	8	1	41	12.3
Vermont	7	1	70	21.0
Virginia	7	1	55	16.5
Wisconsin	9	1	28	8.4
East	-	17	851	255.3
Arizona	3	2	95	26.1
California	4&5	2	110	45.1
Colorado	2	3	131	36.0
Idaho	1&4	3	162	44.5
Montana	1	2	90	24.8
New Mexico	3	2	87	23.9
Oregon	6	2	61	16.8
South Dakota	2	1	21	5.8
Utah	4	2	170	46.7
Washington	6	2	81	22.3
Wyoming	2	2	84	23.1
West	-	23	1,092	315.1
Alaska	10	1	24	12.5
Total	-	41	1,967	582.9

[1] Actual cost estimates for the single projects in Regions 5 and 10; $275,000/mile used for all other Western Regions; $300,000/mile used for all Eastern Regions.

Table 4.--Regional summary of potential National Forest Recreation Ways in 10-year program

Forest Service Region	Number of projects	Estimated cost [1]	Total mileage	Number of States	Average length
		$ Million	Miles		Miles
1	3	39.3	143	2	48
2	5	56.1	204	3	41
3	4	50.0	182	2	46
4	6	97.1	353	5	59
5	1	33.5	68	1	68
6	4	39.1	142	2	36
West	23	315.1	1,092	[2] 11	47
7	5	85.5	285	5	57
8	7	102.6	342	7	49
9	5	67.2	224	5	48
East	17	255.3	851	17	51
10 (Alaska)	1	12.5	24	1	24
Total	41	582.9	1,967	29	48

[1] Actual cost estimates for the single projects in Regions 5 and 10; $275,000/mile used for all other Western Regions; $300,000/mile used for all Eastern Regions.

[2] Some Western States have locations proposed by two Regions; e.g., California and Idaho.

Table 5.--List of potential National Forest Recreation Ways

State [1]	Regional identification number [2]	Name	Length (miles)
	WESTERN STATES		
Arizona	*3-1	Santa Catalina	37
	*3-4	Zane Grey	58
	3-5	Rim O'The Rainbow	28
	3-6	San Francisco Peak	39
	3-9	Crown King	60
	3-11	Mt. Graham	55
	3-12	Mazatzal	35
	3-13	Chiricahua	22
	3-20	Mogollon Rim	80

See footnotes at end of table.

Table 5.--List of potential National Forest Recreation Ways--Continued

State [1]	Regional identification number [2]	Name	Length (miles)
	WESTERN STATES--Continued		
Arizona--Continued	3-21	Sycamore Canyon	65
	3-22	Grand Canyon	70
	3-23	Pinal Mountain	24
	3-24	Sierra Ancha	40
	3-25	Apache	43
California	*4-3	El Camino De Sierra Este	42
	*5-1	Santa Lucia	68
	5-2	Lytle Creek-Blue Ridge	20
	5-3	Sierra Way Western Divide	20
	5-4	Bristle Pine-Piute Loop	26
	5-5	Sierra Way Clarks Fork	18
	5-6	Main Divide	42
	5-7	Castle Peak-Weber Lake	25
	5-8	San Marcus-Refugio	30
	5-9	Sierra Way	22
	5-10	McKinney-Wentworth	13
	5-11	Butler Peak-Green Valley	10
	5-12	Sierra Way, Part I	50
	5-13	Antelope-Susanville	36
	5-14	Sierra Way, Part II	40
	5-15	Sierra Way, Part III	30
	5-16	Figuroa	55
	5-17	Military Pass	24
Colorado	*2-1	Rampart Range	57
	*2-2	Corona Pass	39
	*2-3	Lands End	35
	2-6	Guanella Pass	35
	2-7	Rabbit Ears-Buffalo Pass	29
	2-8	Gold Camp-Pikes Peak	51
	2-9	Cottonwood Pass-Taylor Pass	73
	2-10	Redstone-Marble	44
	2-11	Conjos River-Elwood Pass	78
	2-12	Greenhorn Divide	52
	2-15	Vallecito-Piedra	98
	2-16	Ophir Pass	22
	2-18	Boreas Pass	26
	2-19	Frying Pan-Carleton Tunnel	59

See footnotes at end of table.

Table 5.--List of potential National Forest Recreation Ways--Continued

State [1]	Regional identification number [2]	Name	Length (miles)
	WESTERN STATES--Continued		
Idaho	1-1	Lewis & Clark Trail	72
	*1-4	Seven Devils	53
	1-6	Nez Perce Trail	113
	1-14	Buffalo Hump	72
	*4-4	Hell's Canyon-Seven Devils	73
	*4-5	Palisades	36
	4-6	Mile High	53
	4-8	White Cloud	45
	4-11	Logan Canyon-Mink Creek	45
	4-12	Paris Canyon-St. Charles	38
	4-14	Custer Lost Packer	97
	4-17	Salmon River Mountain	108
	4-18	Big Hole Mountains	55
	4-25	Eight Mile Creek-Immigration Canyon	50
	4-26	Caribou City	61
	4-30	Hazard Divide	53
	4-31	South Boise	54
Montana	*1-2	Charlie Russell	37
	*1-3	Absaroka	53
	1-5	Gravelly Range	89
	1-7	Chief Plenty Coups	26
	1-9	Vigilante	40
	1-10	Gunsight Pass	106
	1-11	Bitterroot Divide	60
	1-12	Flint Range	40
	1-13	Blackfoot	50
	1-15	Figure 8 Route	50
	1-16	Red Meadows Lake	31
	1-18	Missoula Rattlesnake	46
Nebraska	2-13	Pine Ridge Nebraska	27
Nevada	4-29	Ruby	30
New Mexico	*3-2	Sandia Crest	31
	*3-3	Rio Pecos	56
	3-7	Lagunitas	54
	3-8	Kit Carson	28
	3-10	Sierra Blanca	21

See footnotes at end of table.

Table 5.--List of potential National Forest Recreation Ways--Continued

State[1]	Regional identification number[2]	Name	Length (miles)
	WESTERN STATES--Continued		
New Mexico--Continued	3-14	Jemez Mountains	34
	3-15	Santa Fe	31
	3-16	Magdalena	31
	3-17	Gila	78
	3-18	Guadalupe	56
	3-19	Capitan Mountain	30
N. Dakota	1-17	Little Missouri Badlands	60
Oregon	*6-1	Wy' East Rim	36
	6-3	Broken Top	39
	*6-5	Waldo Lake	25
	6-6	Elkhorn	58
	6-7	Hell's Canyon	66
	6-9	Salmon-Wildcat	35
S. Dakota	*2-4	Harney Peak	21
Utah	*4-1	Skyline	112
	*4-2	Canyon Land	58
	4-7	Hickerson Park-Mirror Lake	65
	4-10	Wasatch Front	36
	4-13	Willard Mountain	25
	4-15	Aquarius Plateau	100
	4-16	Thousand Lake Mountain	38
	4-19	Alps	24
	4-23	Monte Cristo-Logan Canyon	45
	4-24	Mt. Logan	30
	4-27	Brianhead-Panguitch Lake	30
	4-28	Noitche	44
Washington	1-8	Pend Oreille	60
	1-19	Sherman Pass-Boulder Pass	30
	*6-2	Curry Gap	49
	*6-4	Stehekin-North Cross State	32
	6-8	Cady Pass	38
	6-10	Harts Pass	41

See footnotes at end of table.

Table 5.--List of potential National Forest Recreation Ways--Continued

State [1]	Regional identification number [2]	Name	Length (miles)
		WESTERN STATES--Continued	
Wyoming	*2-5	Paint Rock-Battle Park	52
	2-14	Popo Agie-South Pass	30
	2-17	Bighorn Divide	52
	*4-9	Fremont Lake-Boulder	32
	4-20	Greys River-LaBarge	88
	4-21	Star Valley-Greys River	30
	4-22	Snake River-Snider Basin	82
Alaska	*10-1	Paradise Valley	24
	10-2	Glacier View	24
	10-3	Russian Lake	34
	10-4	LeConte Iceberg	15
		EASTERN STATES	
Alabama	*8-3	Talladega Mountain	82
Arkansas	*8-8	White Rock	25
	8-9	Heart of the Ouachita	193
	8-12	Highland Ouachita	96
	8-13	Mount Magazine	16
	8-16	Barkshed	26
	8-18	Big Piney	35
	8-20	Devils Knob	21
	8-22	Valley View	23
	8-24	North Fork	41
	8-26	Rich Mountain	13
Florida	*8-5	Big Scrub	55
Georgia	*8-4	Duncan Ridge	40
	8-6	Holly Creek	44
	8-11	Tray Mountain	19
	8-15	Brasstown Bald	10
	8-14	Hale Ridge	18
Illinois	*9-1	River to River	100
	9-7	Border Hills	64
Kentucky	*7-2	Cumberland River	69
	7-8	Sky Bridge	20
Michigan	*9-2	Lake Superior Drive	28
	9-8	Bay de Noc	50

See footnotes at end of table.

Table 5.--List of potential National Forest Recreation Ways--Continued

State [1]	Regional identification number [2]	Name	Length (miles)
		EASTERN STATES--Continued	
Minnesota	*9-4	Great River Road	35
	9-10	Highland Lakes	63
	9-11	Echo Trail	62
	9-13	Superior	34
Mississippi	*8-10	Homochitto	29
	8-17	Holly Springs-Oxford	48
	8-19	Biloxi	24
	8-21	Delta	41
	8-23	Homochitto Two	14
	8-25	Bienville One	18
	8-27	Leaf River	25
	2-28	Homochitto Three	14
	2-29	Bienville Two	8
Missouri	*9-3	Glade Top Trail	33
	9-5	Karkagne	47
	9-9	Courtois	39
	9-14	Current River	35
	9-15	Eleven Point River	30
New Hampshire	*7-10	Waterville Valley	28
	7-11	Bear Notch	10
North Carolina	*8-2	Snowbird-Shook Ridge	70
	8-7	Hawksbill	21
Pennsylvania	*7-4	Jenuchshadaga	63
Tennessee	*8-1	Cherokee Crest	41
Vermont	*7-3	Green Mountain	70
Virginia	*7-1	Mount Rogers	55
	7-5	Interstate	86
	7-6	Allegheny Crest	73
	7-7	West Rim	70
West Virginia	7-9	Williams River	48
Wisconsin	*9-6	Nicolet Lakes	28
	9-12	Namekagon	60

[1] Some projects are located in more than one State.

[2] First number indicates Region; second number indicates approximate Regional priority and map location identification.

*Preliminary selection for 10-year program.

GPO 888-543