

**COVER SHEET  
and  
NOTICE OF COMPLETION  
of  
DRAFT SUPPLEMENTAL ENVIRONMENTAL IMPACT STATEMENT**

**PROJECT TITLE:**

Amendments to the Adirondack Park State Land Master Plan (APSLMP) involving clarification of the Travel Corridors classification category definition and guidelines for management and use, and amendment of related provisions.

**NAME OF LEAD AGENCY AND PREPARER OF DSEIS:**

NYS Adirondack Park Agency  
Post Office Box 99  
Ray Brook, NY 12977

**PROJECT LOCATION:**

The amendment proposals involve public land in New York State's Adirondack Park.

**PROPOSED ACTION:**

Amendments to the APSLMP involving clarification of the Travel Corridors classification category definition, the guidelines for management and use, and amendments to related provisions.

**AGENCY CONTACT FOR INFORMATION, COPIES OF DSEIS, OR WRITTEN COMMENTS:**

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**DATE OF ACCEPTANCE OF DSEIS BY LEAD AGENCY:**

**PUBLIC HEARINGS ON THE PROPOSED AMENDMENTS TO APSLMP WILL  
BE HELD AT THE FOLLOWING LOCATIONS:**

April 11, 2018  
7:00 pm  
Adirondack Park Agency  
1133 NYS Route 86  
Ray Brook, NY

April 24, 2018  
7:00 pm  
The View  
3273 NYS Route 28  
Old Forge, NY

April 25, 2018  
11:00 am  
NYSDEC  
625 Broadway  
Albany, NY

DATE THRU WHICH PUBLIC COMMENTS WILL BE ACCEPTED: May 7, 2018

## EXECUTIVE SUMMARY

The New York State Adirondack Park Agency (APA or Agency) has proposed amendments to the Adirondack Park State Land Master Plan (APSLMP) involving clarification of the Travel Corridors classification category definition, the guidelines for management and use, and amendments to related provisions.

The APSLMP and the 1979 Final Programmatic Environmental Impact Statement: Guidelines for Amending the Adirondack Park State Land Master Plan (FPEIS) contain standards and guidelines for amending the APSLMP. Agency staff have prepared this Draft Supplemental Environmental Impact Statement (DSEIS) in consultation with the Department of Environmental Conservation (Department or DEC) and the Department of Transportation (DOT) and will seek authorization from the Agency Board to hold combined public hearings on the DSEIS and the proposed amendments to the APSLMP. Hearings are proposed to be held both inside and outside the Park.

Review of proposed amendments to the APSLMP must comply with the State Environmental Quality Review Act (SEQRA) and the FPEIS. The FPEIS provides that "[s]ignificant changes in the guidelines for management and use of existing classifications" and "[a]lteration of the definition of existing State land classifications" are both Type I actions under SEQRA. (FPEIS, pages 44-45) The Agency, as lead agency, has determined that the proposed action may have a significant adverse impact on the environment and has prepared this Draft Supplemental Environmental Impact Statement in lieu of an Environmental Assessment Form, as allowed under 6 NYCRR 617.6(a)(4).

A preferred alternative is being recommended that includes revisions to the Travel Corridors definition, guidelines for management and use and related provisions. The public will have an opportunity to comment at the public hearings and to submit written comments throughout the comment period. Staff will consider all comments including the public's response to the DSEIS preferred alternative. Staff will then incorporate comments into the Final Supplemental Environmental Impact Statement (FSEIS). The FSEIS will also include staff responses to the public comments and will present a preferred alternative. The preferred alternative may include modifications to alternatives or combining elements of multiple alternatives described in the DSEIS.

The FSEIS will be brought to the Agency Board after the close of the public comment period. The Agency Board will then decide (a) whether to accept the FSEIS and (b) whether to recommend the APSLMP amendments to the Governor.

The APSLMP (page 1) states

*...the protection and preservation of the natural resources of the State lands within the Park must be paramount. Human use and enjoyment of those lands should be permitted and encouraged, so long as the resources in their physical and biological context, as well as their social or psychological aspects, are not degraded.*

The APSLMP prescribes types of permissible uses in each category but it does not specifically control the levels of use beyond providing guidelines for management and use. Careful development of guidelines for management and use in the APSLMP, through this amendment process and as applied through the Unit Management Plan (UMP) process, should avoid or minimize significant adverse environmental impacts caused by types or levels of use.

The action only involves amendments to the APSLMP; it does not authorize the development of new structures or improvements. Such proposals must be developed through the UMP process and an additional SEQRA assessment by the Department.

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## **SUMMARY OF PROPOSED ACTION**

The Adirondack Park Agency (APA or Agency) is obligated to review proposed amendments to Adirondack Park State Land Master Plan (APSLMP) pursuant to the Adirondack Park Agency Act (Act) and the plan revisions and review provisions of the APSLMP. The Agency follows the State Environmental Quality Review Act (SEQRA) and the 1979 Final Programmatic Environmental Impact Statement: Guidelines for Amending the Adirondack Park State Land Master Plan (FPEIS) when amending the APSLMP. The proposed amendment involves the clarification of the Travel Corridors classification category definition, the guidelines for management and use, and amendments of related provisions.

The purpose of the APSLMP amendment is to define a railroad corridor as the fee or easement lands that include a railbed for the Remsen-Lake Placid railroad and any future acquisition that may be considered for classification as a travel corridor, existing either (1) for the operation of rail cars or (2) to serve as a rail trail. The proposed revisions to the guidelines for management and use could apply to other railroad corridors with rails, acquired by the State after classification of the corridor as a Travel Corridor. The proposed action is to recommend these amendments to the Governor.

These changes to the APSLMP Travel Corridors classification category definition, the guidelines for management and use, and related amendments are evaluated in this document for potentially significant environmental impacts. Copies of the proposed changes to the APSLMP are provided in Appendix A.

## **APSLMP BACKGROUND**

In 1885, the New York State Legislature established the Forest Preserve, stating that the Preserve "shall be forever kept as wild forest lands." In 1892, the Adirondack Park (Park) was established through an act of the Legislature. At the Constitutional Convention of 1894, Article VII of the New York State Constitution (now Article XIV) was adopted and soon after was approved by the people of the State. It reads in part:

The lands of the State, now owned or hereafter acquired, constituting the Forest Preserve, as now fixed by law, shall be forever kept as wild forest lands. They shall not be leased, sold or exchanged, or be taken by any corporation, public or private, nor shall the timber thereon be sold, removed or destroyed.

In 1971, the Adirondack Park Agency was created by the Legislature with two mandates: The Agency was directed to create a State Land Master Plan to classify land and provide guidelines for the management and use of State lands

within the Park which was adopted by Governor Rockefeller in 1972. The Agency also developed a Land Use and Development Plan to control development on private land to minimize the adverse impacts upon the natural resource quality of the Park. The Land Use and Development Plan was approved by the Legislature in 1973. Through these plans, the Agency implements a mission for the protection of public and private lands in the Park.

The Department of Environmental Conservation (DEC or Department) is responsible for the care, custody, and control of the State land in the Park; in carrying out this responsibility, DEC drafts Unit Management Plans (UMPs) for managing publicly owned lands within the Park consistent with the APSLMP. There are approximately 2.9 million acres of Forest Preserve in the Adirondack Park.

The APSLMP was adopted in 1972 following the requirement of the Adirondack Park Agency Act to “classify [State lands] lands according to their characteristics and capacity to withstand use...” (Former APA Act § 807.) The APSLMP contains nine classifications, which are briefly described below.

**Wilderness** - A Wilderness area, in contrast with those areas where man and his own works dominate the landscape, is an area where the earth and its community of life are untrammelled by man--where man himself is a visitor who does not remain. A Wilderness area is further defined to mean an area of State land or water having a primeval character, without significant improvement or permanent human habitation, which is protected and managed so as to preserve, enhance and restore, where necessary, its natural conditions.

**Primitive** - A Primitive area is an area of land or water that is either: essentially wilderness in character but, (a) contains structures, improvements, or uses that are inconsistent with wilderness, as defined, and whose removal, though a long term objective, cannot be provided for by a fixed deadline, and/or, (b) contains, or is contiguous to, private lands that are of a size and influence to prevent wilderness designation; or, of a size and character not meeting wilderness standards, but where the fragility of the resource, or other factors, requires wilderness management.

**Canoe** - A Canoe area is an area where the watercourses or the number and proximity of lakes and ponds make possible a remote and unconfined type of water-oriented recreation in an essentially wilderness setting.

**Wild Forest** - A Wild Forest area is an area where the resources permit a somewhat higher degree of human use than in wilderness, primitive or canoe areas, while retaining an essentially wild character. A Wild Forest area is further

defined as an area that frequently lacks the sense of remoteness of Wilderness, Primitive or Canoe areas and that permits a wide variety of outdoor recreation.

**Intensive Use** - An Intensive Use area is an area where the State provides facilities for intensive forms of outdoor recreation by the public. There are two types of Intensive Use areas: campgrounds and day use areas including downhill ski areas.

**Historic** - Historic areas are locations of buildings, structures or sites owned by the State (other than the Adirondack Forest Preserve itself) that are significant in the history, architecture, archeology or culture of the Adirondack Park, the State or the Nation; that are State historic sites; properties listed on the National Register of Historic Places; or properties recommended for nomination by the Committee on Registers of the New York State Board For Historic Preservation; and that are of a scale, character and location appropriate for designation as an Historic area under the APSLMP and the State has committed resources to manage such as primarily for historic objectives.

**State Administrative** - State Administrative areas are areas where the State provides facilities for a variety of specific state purposes that are not primarily designed to accommodate visitors to the Park.

**Wild, Scenic or Recreational River** - A wild, scenic or recreational river is a river or section of river that has been designated as such by the New York State legislature. Each type of designation carries with it protections and restrictions on use on the surrounding lands.

**Travel Corridors** - The strip of land constituting the roadbed and right-of-way for state and interstate highways in the Adirondack Park, the Remsen to Lake Placid railroad right-of-way, and those state lands immediately adjacent to and visible from these facilities. In 1979, the Remsen-Lake Placid Travel Corridor was added to the definition of Travel Corridors. However, the guidelines for management and use focus primarily on state highways.

The Wild, Scenic and Recreational Rivers and Travel Corridors classifications are essentially corridor overlays to the basic land classification(s) through which the corridor passes.

The APSLMP provides basic guidelines and specific guidelines for each classification for improvements, uses and activities. These specific guidelines should be read for a detailed understanding of the APSLMP's structure and intent. The Wilderness classification sets the base line upon which each following classification then adds permitted structures or activities.

## **Hierarchy of Guidelines**

The APSLMP guidelines for management and use are found in each land use classification and establish an important emphasis on Wilderness guidelines. The structure of the guidelines for management and use begins with Wilderness, which is listed first, and adds permitted guidelines and criteria for each subsequent category. Primitive and Canoe Areas are very close to Wilderness, and all three categories have resource considerations and values that require similarly greater protection than Wild Forest areas. For example, in Primitive areas, "All structures and improvements that conform to wilderness guidelines will be acceptable in primitive areas." (APSLMP, page 30). The motor vehicle, road and all terrain bicycles guidelines all begin with a statement that wilderness guidelines apply and add some possibilities for administrative use of some roads "to reach and maintain existing structures and improvements." (APSLMP, page 31). The APSLMP guidelines and criteria and the requirements of the FPEIS, discussed under the next heading, place an emphasis on resource protection, remoteness and self-sufficiency found in the Wilderness, Primitive and Canoe classifications, while permitting and encouraging human use as long as the resources are not degraded.

The area subject to this amendment includes approximately 1,078 miles of State and Interstate Highways, the 119-mile Remsen-Lake Placid Travel Corridor and any future acquisition of railroad corridors with existing rails. Primarily, the definitional changes and revisions to the guidelines for management and use and related provisions correspond to potential rail and rail trail use in the Adirondack Park.

## **STANDARDS FOR AGENCY REVIEW**

The APSLMP and the FPEIS contain standards and guidelines for amending the APSLMP.

Agency staff have prepared this DSEIS in consultation with the Department of Environmental Conservation, and will seek authorization from the Agency Board to hold public hearings on the DSEIS and the proposed amendments to the APSLMP to satisfy the requirements of both SEQRA and the APSLMP. Hearings will be held both inside and outside the Park. The public will have an opportunity to submit written comments and to make comments at the public hearings. Staff will consider all comments including the public's response to the DSEIS preferred alternative. Staff will then incorporate comments into the Final Supplemental Environmental Impact Statement (FSEIS). The FSEIS will also include staff responses to the public comments and will present a preferred alternative. The preferred alternative may include modifications to alternatives or combining elements of multiple alternatives described in the DSEIS. The Agency Board will then decide (a) whether to accept the FSEIS and (b) whether to recommend the

APSLMP amendments to the Governor. If the APSLMP amendments are accepted by the Agency, the resolution approving them is forwarded to the Governor for approval of the APSLMP amendments, at which time the changes become effective.

## **Procedures under SEQRA**

This DSEIS is a supplement to the FPEIS, which sets forth guidelines for amending the APSLMP. This action is a Type I action according to the Agency's SEQRA regulations, 9 NYCRR 586.5(a)(6)(iii), and the FPEIS, which provides that significant changes to the guidelines for management and use of existing classifications are a Type I action. Also, the FPEIS lists "[a]lteration of the definition of existing state land classifications" as a Type I action. Agency staff have prepared a DSEIS to review potential adverse impacts to the preferred alternative.

The Agency notified the Department, the Office of Parks, Recreation and Historical Preservation and the Department of Transportation of its proposed designation as lead agency by letter dated January 26, 2018. All three State agencies have consented to the Agency's designation as lead agency.

## **Procedures under FPEIS**

The FPEIS lists the possible categories of amendments to the APSLMP, which include the Classification and Reclassification of State land, creation of a new State land classification, deletion of an existing classification, alterations of guidelines for management and use, and alterations of existing classification definitions, alterations of introductory guidelines, alterations of facility definitions, and alterations of area descriptions.

The significant changes proposed in the DSEIS provide clarification of the Travel Corridors classification category definition, the guidelines for management and use, and amendments to related provisions. Correspondingly, the FPEIS provides the following guidelines for the Agency to follow in making determinations regarding the appropriateness of alterations of guidelines for management and use:

- 1. Guidelines should attempt to provide the highest possible quality recreational experiences for each land classification.*
- 2. Guidelines should allow only those minimum recreational and administrative facilities necessary to provide such high quality recreational experiences.*
- 3. Guidelines should provide for restoration and rehabilitation of lands designated Wilderness, Primitive and Canoe areas which do not now*

- meet Wilderness, Primitive or Canoe area standards due to excessive levels of use or the existence of non-conforming uses.*
- 4. Guidelines for Wilderness, Primitive, Canoe and Wild Forest should encourage the resource user to be responsible for his own health, safety and welfare.*
  - 5. Guidelines for all categories should require that conforming uses be designed and constructed of materials in a manner that causes no significant effects on the physical or biological resources and which do not intrude upon the wild character of such lands.*
  - 6. Future guidelines should prescribe desirable levels of use based upon the land's physical, biological and social carrying capacities. In its present form, the Plan prescribes only types of allowable uses.*
  - 7. Where an overuse problem exists, the creation of a special use zone allowing additional facilities in heavily used portions of Wilderness, Primitive, Canoe or Wild Forest areas should not be proposed. Dispersal or regulation of use would be a more appropriate response to such a problem.*
  - 8. Guidelines should be designed to protect the character of Wilderness, Primitive, Canoe and Wild Forest areas. The very foundation of Wilderness is the guideline which prohibits motorized access by the public and severely restricts such access by the Department of Environmental Conservation. Alteration of this guideline to permit generalized use of motor vehicles or aircraft would destroy the character of wilderness, a cornerstone of the Master Plan.*
  - 9. Present management guidelines for Intensive Use areas are quite general and difficult to apply to extensive development. Guidelines applicable to new development in Intensive Use areas should be no less restrictive than those applied to the private sector by the Agency and should be described with greater specificity. In any event, undeveloped State land should act as a buffer zone between Intensive Use facilities and adjacent private lands to protect the character of those private lands. Guidelines for new Intensive Use facilities should prohibit extensive vegetative cutting; extensive topographic alterations; the alteration of wetlands; and for alteration of the existing undeveloped character of State lands if that land is highly visible and forms an important component of one or more quality natural views. (FPEIS, pp 30-31)*

In addition, the FPEIS includes one Guideline for the Alteration of Existing Classification Definitions:

*Each classification is defined in the Master Plan. Those definitions contain criteria critical to the classification of State lands and should not be altered except for purposes of clarification.*

The Agency has considered these guidelines when preparing this DSEIS and proposing the preferred alternative. The five guidelines which apply to the preferred alternative are discussed below:

- A. *(1) Guidelines should attempt to provide the highest possible quality recreational experiences for each land classification.*

The amendment and addition of guidelines for Railroad Corridors (including railroad corridors with rails and railroad corridors without rails) will clarify existing guidelines and provides for the following: vegetation management to protect scenic vistas, removal of rails in rail corridors, restoration of rails in rail corridors, and management of corridors to allow for rail trails and various modes of travel and recreational use (except public use of motor vehicles and all-terrain vehicles). Modes of travel and recreational use may include bicycling, hiking, cross-country skiing, electric bicycles, and snowmobiling to be specified in an approved UMP. The ability to use many modes of travel would provide new and enhanced recreational and commuting opportunities in railroad corridors.

- B. *(2) Guidelines should allow only those minimum recreational and administrative facilities necessary to provide such high quality recreational experiences.*

Limits on tree cutting and other vegetation management, and the use of existing hardened beds in railroad corridors will allow continued rail use. These same factors will support rail trails and multiple modes of travel and recreational uses, while enabling a high-quality experience. The new guidelines will allow the minimum recreational or administrative facilities necessary, including the rail trail and associated conforming structures, which will be addressed in a UMP.

- C. *(5) Guidelines for all categories should require that conforming uses be designed and constructed of materials in a manner that causes no significant effects on the physical or biological resources and which do not intrude upon the wild character of such lands.*

The beds in rail corridors are hardened and the natural topography has already been significantly altered. The management of some rail corridors, or portions thereof, for railroads and the creation and management of rail trails in other corridors, or portions thereof, will not cause significant effects on the physical or biological resources in or along those corridors. Any conforming uses or structures that are required, such as bridges or interpretive signs, will be designed and constructed pursuant to an approved UMP.

- D. *(6) Future guidelines should prescribe desirable levels of use based upon the land's physical, biological and social carrying capacities. In its present form, the Plan prescribes only types of allowable uses.*

Travel Corridors are unique because the beds of these corridors are already hardened and the topography has been significantly altered. The corridors have been used for highway and railroad traffic for years, and were designed for and can withstand a higher degree of public use. It is anticipated that the land's physical and biological carrying capacities will not be surpassed by the replacement of rails with rail trails for recreational use and other modes of travel. In addition, restrictions on tree cutting, vegetation management, and on the location of tent sites and lean-tos on State lands near railroad corridors will also help to ensure the protection of the corridors' carrying capacities. The proposed guidelines, like the present guidelines, do not prescribe a desirable level of use. The Department, however, has the option of employing management tools to address issues of carrying capacity in the future if deemed necessary.

- E. *Classification definitions contain criteria critical to the classification of State lands and should not be altered except for purposes of clarification.*

In 1979, the 119-mile Remsen-Lake Placid Travel Corridor was added to the APSLMP's definition of Travel Corridors for the purpose of providing visitors with rail transportation to Lake Placid for the 1980 Winter Olympics, as well as for scenic rail travel opportunities anticipated afterward. At that time, the guidelines for management and use were also modified, however, they were focused primarily on State highways. The 1996 UMP for the Remsen-Lake Placid Travel Corridor recognized that the Travel Corridors description should be amended to more clearly reflect recreational management if railroad transportation use did not continue in the corridor. Such an amendment was not accomplished following the 1996 UMP.

These amendments are intended to clarify the definition and corresponding guidelines for management and use for the Travel Corridors classification category. The APSLMP's definition of Travel Corridors is being amended to define a railroad corridor as the fee or easement lands that include a railbed for the Remsen-Lake Placid Travel Corridor and any future acquisition of a railroad corridor with existing rails that may be considered for classification as a travel corridor, existing either (1) for the operation of rail cars or (2) to serve as a rail trail. A rail trail is a trail developed within a railroad corridor where the rails have been removed to accommodate modes of travel other than rail cars, including snowmobiles and bicycles but excluding public use of ATVs, automobiles or other motor vehicles.

## **PROPOSED ACTION**

The proposed action is to amend the APSLMP to clarify the Travel Corridors definition, guidelines for management and use, and related provisions.

The Agency proposes to amend the APSLMP definition of Travel Corridors and the guidelines for management and use of Travel Corridors to define a railroad corridor as the fee or easement lands that include a railbed for the Remsen-Lake Placid Travel Corridor and any future acquisition of a railroad corridor with existing rails that may be considered for classification as a Travel Corridor, existing either (1) for the operation of rail cars or (2) to serve as a rail trail.

### **Environmental Setting**

The Adirondack Park encompasses an approximately 6-million-acre region of northern New York State which is split nearly evenly between State-owned land and private land. The Park contains all or portions of 12 counties, 101 towns and villages, over 3,000 lakes, 30,000 miles of rivers and streams, more than 40 mountain peaks above 4,000 feet in elevation and a wide variety of habitats, including globally unique wetland types and old growth forests. The Adirondack Park also contains the headwaters and tributaries of four major rivers including the Black River, Hudson River, Mohawk River and the St. Lawrence River.

### **Public Need and Benefit**

The primary purposes of the APSLMP are to protect the natural resources of the Park while permitting and encouraging human use. Achievement of these two objectives is accomplished through classification of the State lands of the Park according to their characteristics and capacity to withstand public uses and establishment of guidelines and criteria for the management of classified lands in order to: "reduce... resource degradation caused by types or levels of use" and to "provide a diversity of high-quality recreational experiences."<sup>1</sup>

Following an extended planning process undertaken by the Department and the Agency concerning the Remsen-Lake Placid Travel Corridor, the opportunity was identified to diversify recreational experiences within Travel Corridors by redeveloping a segment of the Remsen-Lake Placid Travel Corridor or any newly acquired rail corridors with existing rails into rail trails. Use of portions of the Remsen-Lake Placid Corridor for travel and recreational uses, including rail and snowmobiling, has existed since the corridor was classified. However, the lack of clarity within the definition and guidelines for management and use, specifically for the Remsen-Lake Placid Corridor, prevented the removal of any segment of the rails.

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<sup>1</sup> See p.37, "Final Programmatic Environmental Impact Statement – Guidelines for Amending the Adirondack Park State Land Master Plan" (FPEIS).

Both rail and rail trail uses can contribute to recreational opportunities in the Park, while simultaneously increasing appreciation of the unparalleled landscape quality of the Adirondack Mountain region and enhancing the personal health and well-being of visitors and Park residents. The proposed amendment includes guidance to ensure that the physical, biological, scenic and open space resources of the corridor and its adjacent lands are protected.

## **Background and History of the Remsen – Lake Placid Travel Corridor**

The original 1972 edition of the APSLMP did not define the Remsen-Lake Placid railroad line as a Travel Corridor.<sup>2</sup> In the 1979 APSLMP revision process, the Remsen-Lake Placid Travel Corridor was first added to the APSLMP's definition of Travel Corridors, with guidelines for management and use and specific criteria. The APSLMP amendment coincided with the railroad line's restoration for the purpose of providing visitors rail transportation to Lake Placid for the 1980 Winter Olympics. The 1979 APSLMP definition described the corridor as "*the Remsen to Lake Placid railroad right-of-way.*" This definition has continued to the present.

In the 1979 APSLMP edition, the corridor was identified with different language and different mileage. Under "Designation of Travel Corridors" at the conclusion of the Travel Corridors management section, the 1979 APSLMP reads:

The application of the travel corridor definition results in the designation of approximately 1,220 miles of travel corridors, of which approximately 1,100 are highway and 120 miles make up the Remsen to Lake Placid railroad.

And in Part III of the current APSLMP (Area Descriptions and Delineations), the corridor is listed as the only railroad as follows:

*RAILROAD LINES*  
*Remsen to Lake Placid*

*122 miles*

A number of references to the Remsen-Lake Placid Travel Corridor in the 1979 edition of the APSLMP added to the inconsistency. In forming part of the western boundary of the Pigeon Lake Wilderness, it was described as the "*Remsen to Lake Placid railroad tracks.*" In the Area Description for the Ha-De-Ron-Dah Wilderness it was described as the "*Remsen to Lake Placid railroad right-of-way.*" In the Five Ponds Wilderness Area Description, it was described as the "*Remsen to Lake Placid railroad.*" It can be reasonably presumed that the

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<sup>2</sup> New York Central ceased operation of the rail line for passenger service in 1965; subsequently Penn Central operated the line for freight until 1972.

Agency's staff and Board considered these to refer interchangeably to the Travel Corridor.

Following the 1980 Winter Olympics, scenic rail travel along the whole of the corridor was short-lived. In the early nineties, there was a resurgence of rail activity on a section of the corridor, followed by rail operations in the northern and southern segments. The Department completed the first UMP for the Remsen-Lake Placid Travel Corridor in 1996. As approved by the Agency, the 1996 UMP called for all construction and restoration work necessary for successful promotion of railroad operations throughout the length of the corridor, with compatible trail uses to be developed. At the time, the Agency did not revise the APSLMP to clarify the definition of the Travel Corridors or add guidelines for management and use or specific criteria for the various potential uses.

Since adoption of the 1996 UMP for the Remsen-Lake Placid Travel Corridor, two amendments to that plan have subsequently been developed and adopted. One amendment, approved in 2008, focused only on addressing certain vegetation management needs along the corridor. The second amendment, approved in 2016, was more comprehensive.

The 2016 Unit Management Plan Amendment for the Remsen-Lake Placid Travel Corridor (2016 UMP Amendment) reviewed the same six alternatives considered in 1996, as well as a seventh alternative. The seventh alternative proposed to divide the travel corridor into two segments: an 85-mile section between the southwest Park boundary and Tupper Lake, where scenic railroad operations would be fully restored on a 45-mile segment; and the other for 34 miles between Tupper Lake and Lake Placid, where rails and ties would be completely removed and the corridor would be redeveloped solely for rail trail uses. The seventh alternative was chosen as the preferred alternative in the UMP Amendment.

In a Decision and Order dated September 26, 2017, Franklin County Supreme Court held that the 2016 UMP Amendment violated the APA Act because the 2016 UMP Amendment was not in conformance with the Travel Corridors guidelines of the APSLMP. The Supreme Court found that the APSLMP defines Travel Corridors in terms of either automobile or railroad transportation. The court concluded that the conversion to a multi-use recreational trail in the 34-mile Tupper Lake to Lake Placid segment removed it from the definition of a Travel Corridor. Accordingly, the Supreme Court found that the 2016 UMP Amendment did not conform with the APSLMP.<sup>3</sup>

After the Court's ruling, the Department and the Agency recognized the need for a revision of the APSLMP. This proposed revision of the APSLMP, which includes clarification of the Travel Corridors classification category definition, the

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<sup>3</sup> The Supreme Court also ruled on other challenges to the 2016 UMP Amendment, which are not relevant to this APSLMP Amendment.

corresponding guidelines for management and use, and the amendments to related provisions, has been drafted and is presented with this DSEIS.

## **ALTERNATIVE ANALYSIS**

The Agency has proposed amendments to the APSLMP involving clarification of the Travel Corridors classification category definition, the guidelines for management and use, and amendments to related provisions. The area subject to this amendment includes approximately 1,078 miles of State and Interstate Highways, the 119-mile Remsen-Lake Placid Travel Corridor and any future acquisition of railroad corridors with existing rails.

Primarily, the definitional changes and revisions to the guidelines for management and use and related provisions correspond to potential rail and rail trail use in the Adirondack Park. The following six alternatives are specific to proposed changes for Railroad Corridors.

### **Alternative 1: No Action**

Alternative 1 is the "no action" alternative required under SEQRA. If there is no action taken, the Travel Corridors definition, guidelines for management and use, and specific criteria in the APSLMP will remain as is. There will be no provision in the APSLMP for conversion of a railroad corridor into a rail trail, regardless of the actual use of the railroad corridor. The entire railroad corridor may only be used for operating a railroad and recreation trails that run alongside working rail cars. The impacts of this alternative would be minimal, because it retains the status quo including railroad operations and snowmobiling on the Remsen-Lake Placid Travel Corridor. This is not the preferred alternative.

### **Alternative 2: Reclassify a portion of the Remsen-Lake Placid Travel Corridor**

Alternative 2 would involve reclassifying portions of the Remsen-Lake Placid Travel Corridor as Wild Forest and Intensive Use. Specifically, Intensive Use was considered for the corridor from Lake Placid to Saranac Lake, and Wild Forest was considered for the corridor from Saranac Lake to Tupper Lake. Wild Forest was also considered for the corridor from Tupper Lake to Lake Placid.

The Intensive Use classification category in the APSLMP includes day use areas and campgrounds. The Travel Corridor does not fit into those descriptions and would have required significant modifications be made to the Intensive Use definition and guidelines for management and use. Reclassification to Wild Forest would not allow certain modifications to be made to the railbed desired for some modes of recreation and transportation.

The impacts of these reclassifications would be similar to the impacts from the preferred alternative. Alternative 2 could result in the removal of the rails and development of a rail trail along a portion of the corridor. Alternative 2 is not the preferred alternative.

**Alternative 3: Create a new classification category which would allow for conversion of a former rail corridor to a rail trail and reclassify all or a section of the Remsen-Lake Placid Travel Corridor to this new classification**

Alternative 3 would involve (1) creation of a new classification category which would allow for the conversion of a former rail corridor to a rail trail and (2) reclassifying all or a section of the Remsen-Lake Placid Travel Corridor to that new classification category. The FPEIS discourages the creation of a new classification category, stating that the classification system should be kept as simple as possible.

The impacts of an APSLMP amendment creating a new classification category and reclassification of a portion of the Remsen-Lake Placid Travel Corridor would be similar to the impacts from the preferred alternative in that it could result in the removal of the rails and ties and development of a rail trail. Based on the FPEIS guidance, it was determined that a redefinition of the Travel Corridors classification was preferred to creating an entire new classification category. Alternative 3 is not the preferred alternative.

**Alternative 4: Revise Travel Corridors definition and guidelines for management and use to allow a rail trail on any former railroad corridor owned by the State or on any future railroad corridors yet to be acquired by the State**

Similar to Alternatives 5 and 6, Alternative 4 would revise the definition of Travel Corridors. However, Alternative 4 would not limit the definition to the Remsen - Lake Placid Travel Corridor and would add "any state-owned railroad right-of-way" to the definition. This alternative would apply to any former railroad corridor owned by the State or any future railroad corridor acquired by the State within the Adirondack Park.

This Alternative would require the classification of new acquisitions or reclassification of current State-owned railroad corridors not presently identified as a Travel Corridor. A review of the extent of this alternative shows that potentially over 800 miles of railroad corridors in the Park on State lands,

conservation easement lands and private lands could be affected by this alternative.

Some of these historic railroad corridors cross lands which are currently classified as Wilderness and Wild Forest. Allowing the reclassification of these lands as Travel Corridors could lessen the current restrictions on allowable uses and could introduce non-conforming uses to remote areas of the Park. This alternative could have more significant environmental impacts than the preferred alternative. Alternative 4 is not the preferred alternative.

### **Alternative 5: Revise Travel Corridors definition and guidelines for management and use to allow a rail trail only on the Tupper Lake-Lake Placid portion of the Railroad Corridor**

Alternative 5 would include a revision of the Travel Corridors definition and guidelines for management and use to allow conversion of the 34-mile Remsen-Lake Placid Travel Corridor segment between Tupper Lake to Lake Placid to a rail trail. It would be similar to Alternative 2 in that it limits the scope of the APSLMP amendment to the Tupper Lake-Lake Placid portion of the Remsen-Lake Placid Travel Corridor.

To remove any portion of the rails from Tupper Lake to Remsen, would require a future APSLMP amendment or reclassification action. Alternative 5 would not apply to any other railroad corridor.

Alternative 5 does not provide the flexibility to classify future acquisitions of railroad corridors with existing rails as a Travel Corridor, convert them to a rail trail and apply the new guidelines for management and use. It was determined that Alternative 5 was too narrow in geographic scope. Alternative 5 is not the preferred alternative.

### **Alternative 6: Revise Travel Corridors definition and guidelines for management and use to allow rail and rail trail use on the Remsen-Lake Placid Travel Corridor and future State-owned railroad corridors with existing rails**

Alternative 6 is the preferred alternative. This alternative includes revisions to the Travel Corridors definition and guidelines for management and use to clarify that the Remsen-Lake Placid Travel Corridor, or any section thereof, and future State-owned railroad corridors with existing rails, may be converted to and managed as a rail trail. The proposed revisions are attached to this DSEIS as Appendix A.

Alternative 6 allows for (1) railroad operation on the corridor and/or (2) conversion of any portion of the railroad corridor determined appropriate for a rail trail, pursuant to an approved UMP. This alternative will also allow for a rail with trail if the corridor and surrounding lands have the capacity to support that use.

The following definition of a Railroad Corridor would be added to the Travel Corridors definition:

A railroad corridor is the fee or easement lands that include a railbed for the Remsen-Lake Placid railroad and any future acquisition that may be considered for classification as a travel corridor, existing either (1) for the operation of rail cars, or (2) to serve as a rail trail.

The proposed guidelines for management and use include guidelines applicable to all rail corridors, guidelines applicable to rail corridors with rails and guidelines applicable to rail corridors without rails.

The definition will continue to include the Remsen-Lake Placid Travel Corridor as a defined Travel Corridor. Upon approval of this APSLMP amendment, the Department could prepare a UMP amendment for removal of the rails and development of a rail trail on any section of the Remsen-Lake Placid Travel Corridor. The Agency would review the UMP for conformance with the revised APSLMP guidelines prior to the Department's adoption of the UMP.

The impacts of the preferred alternative are discussed below.

## **ENVIRONMENTAL IMPACTS AND MITIGATION OF PROPOSED ACTION**

The Travel Corridors classification currently applies to State and interstate highways in the Adirondack Park and the Remsen-Lake Placid Railroad right-of-way and those State lands immediately adjacent to and visible from these facilities. The proposed action would clarify the definition of Travel Corridors to allow the State to remove rails from the Remsen-Lake Placid Travel Corridor and potential future State-owned rail corridors.

The APSLMP prescribes types of permissible uses in each category but it does not specifically control the levels of use beyond providing general management guidelines. The FPEIS states that: "[a]mendments to the Master Plan that cause changes in existing use or levels of use which exceed the physical, biological or social carrying capacity of State lands could result in significant adverse impacts on the natural resources and open space character of State lands." (FPEIS, page 6.)

The proposed action is evaluated below in terms of impacts in the FPEIS:

- Physical and biological resources
- Area character and landscape quality
- Adjacent private lands
- Recreational opportunities
- Local and regional economy

In addition, the proposed action was also evaluated in relation to the following:

- Historic Resources
- Unavoidable adverse effects and impacts
- Growth inducing aspects of proposed action
- Irreversible and irretrievable commitments of environmental resources

Removal of the rails and creation of rail trails will be subject to an approved UMP. Potential environmental impacts and mitigation measures will be further identified and evaluated during the development of a UMP with a separate public SEQR process. If a particular project involves wetlands, the Agency will also review it under the Freshwater Wetlands Act. These additional levels of review for specific projects assist in addressing mitigation of potential significant adverse impacts.

The APSLMP allows the Department to manage classified lands more restrictively than the classification category guidelines. The UMP for any area could prescribe management to further mitigate impacts on specific areas deserving of additional protection.

## Physical and Biological Resource Impacts and Mitigation

As outlined in the FPEIS, the physical resources of the land or water have a direct bearing on the capacity of the land to withstand use. Soil, slope, elevation and water are the primary considerations of these physical resources. These resources affect the carrying capacity of the land and water, from both the standpoint of the construction of facilities and the amount of human use the land and water itself can absorb.

The Travel Corridors category is unique in that the beds of these corridors are hardened and the natural topography has been significantly altered. In contrast to the majority of classification categories set forth in the APSLMP, these corridors were designed for and can withstand a higher degree of public use.

Historically the physical resources of the Remsen-Lake Placid Travel Corridor were directly affected by the railroad construction which began in 1891 by William Seward Webb. Throughout its long history, the corridor had active rail and freight use through 1972. The resurrection of the rail use for the 1980 Olympics included rehabilitation of the rails. The reactivation of rail service on segments of the corridor in the 1990s and beyond included additional track rehabilitation.

Biological resources within the corridor also have a direct bearing upon the capacity of the land to withstand use. Wetland ecosystems, habitats of rare, threatened or endangered species and sensitive wildlife habitats are relevant to the characteristics of the land and sometimes determine whether a particular kind of human use should be permitted or prohibited. Sections of the Remsen-Lake Placid Travel Corridor are associated with sensitive biological resources. Future management actions, including vegetative management and tree cutting, will be evaluated in a UMP.

Altering the definition and guidelines for the Travel Corridors classification does not add any new uses to the forest preserve. The winter activities - snowmobiling, cross-country skiing, and snowshoeing - are already occurring when the snow is deep enough to safely cover the rails. The three-season activities, such as walking and cycling, may have less impact on the physical and biological resources than a train. The potential conversion of any section of the railroad corridor to a rail trail eliminates the use of trains and other forms of recreation that rely on the rails for that section. The remaining public uses described above may have a lower impact on the physical and biological characteristics of the corridor than railroad operation.

Physical and biological resources within the existing Travel Corridors have been affected by the construction of the railways and highways. Definitional changes to the APSLMP will not have direct impacts on the physical and biological resources. However, these definitional changes will allow the Department to plan for specific management actions through the UMP process. Potential

environmental impacts and mitigation measures will be further identified and evaluated during the development of UMPs with a separate public SEQRA process. These could include minor and temporary impacts to soils and slopes, rare species, wetlands and other natural communities during the construction of rail trails or the removal of rails. These impacts could be managed through the use of Best Management Practices (BMPs).

Recreational and transportation uses on railroad corridors may increase public use of adjacent Forest Preserve lands. Placement of trails on adjacent Forest Preserve will be limited to areas capable of withstanding the use and will be developed in a UMP and reviewed with a separate public SEQRA process. If necessary, mitigation options could include permit conditions, temporary closure of overused trails and the encouragement of public use elsewhere.

The land's physical and biological carrying capacities will not be surpassed by the potential replacement of rails with a rail trail for recreational use in a portion of the Travel Corridor.

### **Impacts on Area Character and Landscape Quality**

The vegetation of the Remsen-Lake Placid Travel Corridor has been maintained pursuant to a Vegetation Management Plan identified in the 2008 UMP amendment.

The overall character of the corridor would be altered if and where the rails are removed. The corridor may be maintained in its existing footprint regardless of its use as a railroad or rail trail. Therefore, the landscape quality of the corridor will not be affected.

The character of the corridor may be altered from the perspective of some individuals. The presence or absence of a train can be interpreted as a positive or a negative, depending on an individual's preferences. The removal of the rails can also potentially extend the winter season and associated uses, again interpreted as a positive or a negative, depending on an individual's preferences.

### **Impacts on Adjacent Private Lands**

Private landowners along the Remsen-Lake Placid Travel Corridor could be adversely impacted by a change in use to the Travel Corridors definition. Any conversion of the corridor could result in an increase in public use requiring that parking, lighting, litter, and potential noise be addressed.

These potential impacts could result in landowners' concerns about a decrease in private property value, a potential loss of privacy, and an increase in crime.

While it is impossible to forecast precisely what would happen to property values following a change in the use of the Travel Corridor, studies have shown that conversion of rails to trails has resulted in positive impacts to adjacent property values.

The majority of studies examined indicate that the presence of a bike path/trail either increases property values and ease of sale slightly or has no effect. Studies have shown that neighbors of many bike paths/trails feel that the quality of life of their neighborhood has been improved, that the trails were a good use of open space, and in the case of abandoned railways were an improvement from before the trails went in.<sup>4</sup>

Trespass from a travel corridor to adjoining land, including illegal motorized access on private property, could have adverse impacts. Removal of the rail infrastructure and an increased ease of public access could increase the potential for illegal access. However, studies have shown that increased public use of corridors severely discourages illegal activity.

Compared to the abandoned and forgotten corridors they recycle and replace, trails are a positive community development and a crime prevention strategy of proven value.<sup>5</sup>

Should alterations be made to the travel corridor, mitigation measures could be addressed in a UMP. These mitigation measure could include, but are not limited to, identifying sufficient parking in appropriate locations, sufficient refuse containers and refuse removal, proper signage, lighting and the establishment of quiet times in residential areas.

## **Impacts on Recreation Opportunities**

Recreational opportunities will be altered when any portion of the rails are removed. A rail trail will affect the use of trains or other devices that use rails. Public recreational uses could expand with the possible addition of rail trails. The rail trail could be managed for multiple modes of travel, both passive and mechanically propelled. Bicycling, hiking, cross-country skiing and other non-motorized means of travel, as well as snowmobiling and riding certain types of e-bikes, are conforming uses, to be specified in an adopted UMP. Public use of motor vehicles and all-terrain vehicles will be prohibited.

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<sup>4</sup> Project Report for Property Value/Desirability Effects of Bike Paths Adjacent to Residential Areas, prepared for: Delaware Center for Transportation and The State of Delaware Department of Transportation, David P. Racca and Amardeep Dhanju, November 2006.

<sup>5</sup> Rails-to-Trails Conservancy in Cooperation with National Park Service Rivers, Trails, and Conservation Assistance Program, *Rail-Trails and Safe Communities, the Experience on 372 Trails*. Washington, DC, 1998.

Removal of any portion of the rails can potentially lengthen the winter recreation season, including cross country skiing, snowmobiling and the use of fat tire bicycles. These impacts could be interpreted as positive by trail enthusiasts. Removal of the rails would prevent use of trains, rail bikes and other modes of travel that depend on the rails. This impact could be interpreted as negative by train enthusiasts.

In situations where a rail trail replaces rails, the loss of train service can be mitigated by the construction of the rail trail in the same location. A rail trail can provide an alternative way to enjoy the travel corridor. Recreationists can stop at any point along the rail trail to enjoy the natural resources, as well as any scenic vistas.

Removal of the rails provides an opportunity to develop trails for persons with disabilities, because of the relatively gradual elevation change. However, the removal would prevent train travel that might otherwise be available for persons with disabilities. Any new facilities would comply with the Americans with Disabilities Act of 1990.

## **Impacts on the Local and Regional Economy**

SEQRA mandates that a "suitable balance" of economic, social, and environmental factors be taken into account and reflected in the decision-making processes of State and local agencies.

The proposed action will allow a greater diversity of uses to occur in the travel corridor, pursuant to UMPs developed by the Department, in consultation with the Agency. The tourism industry supports over 21,000 jobs in the Adirondack Park through traveler spending. Visitors to the region are attracted by a number of activities, including recreation. By allowing for more diverse recreation use of travel corridors, this action could potentially expand the number of people attracted to the Adirondack Park and thus expand visitor spending.

The Adirondack Partnership's 2012 Adirondack Park Recreation Strategy highlights that providing a diverse array of recreation opportunities is critical to maximizing the number of visitors to a region and attracting their spending.<sup>6</sup> Additionally, a 2016 Wild Center report on recruiting millennial visitors to the Adirondacks articulated the need to offer varied recreation and social experiences.<sup>7</sup> This proposed action will allow the new and diverse recreation

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<sup>6</sup> Adirondack Partnership Recreation Planning Workgroup, 2013. [Adirondack Park Recreation Strategy: Capitalizing on the Economic Potential of our Natural Environment.](#)

<sup>7</sup> The Wild Center, 2016. [The Adirondacks and the Next Generation: A Guidebook for Marketing the Adirondacks to Millennials.](#) Tupper Lake, NY

opportunities advocated by these reports. Communities can then program and market these new opportunities to attract users and maximize economic benefit. Scenic train operations that operate in travel corridors have proven successful in the Adirondack region. In the Park's southwestern gateway, the Adirondack Scenic Railroad (ASR) carried over 53,000 passengers between Utica and Thendara in 2014.<sup>8</sup> Additionally, in the northeastern section of the Park, the ASR accommodated over 16,400 people for Lake Placid to Saranac Lake excursions in that same year. The redefinition of Travel Corridors does not prohibit continued rail uses.

According to a 2006 report commissioned by the Northern New York Travel and Tourism Research Center at SUNY Potsdam and performed by the firm Davidson-Peterson Associates, the average daily expenditure for one visitor to Northern New York ranges from \$179.90 for those staying overnight at a hotel to \$65.45 for a person visiting for a day (spending adjusted for inflation).<sup>9</sup> The over 69,000 visitors who visited to the Adirondacks and participated in a train excursion have benefitted the region through such direct spending at local businesses. Additionally, through repairs and maintenance, the ASR has supported local vendors who maintain both the trains and the rail line.

Throughout the United States, rail trails are popular amenities for bicyclists, snowmobilers, walkers, runners, and cross-country skiers. This action will allow the opportunity for a rail trail in the Adirondack Park to be realized. A rail trail situated in a travel corridor may attract new users to a region, particularly recreational bicyclists who are not likely to use the region's existing roads or off-road trails. Further, travel corridor augmentation may induce new usage of a travel corridor by snowmobile enthusiasts. In a 2015 report commissioned by New York State Empire State Development (ESD), the firm Camoin Associates performed a survey of six rail trails in regions similar to the Adirondacks. The study found that the monthly usage numbers for these rail trails were between 5,000 and over 10,800 users. Any new users attracted to the region by a rail trail can be expected to spend at the average spending rates identified above and thusly generate new spending at local businesses and service providers.

To the extent that visitation and spending related to new uses on travel corridors increases, so too does this action's economic benefit. Increased visitor spending improves the market opportunity for existing and prospective local businesses that cater to these new users. As such, new spending associated with augmented visitation could reasonably be expected to result in expanded and/or new business enterprises. Further, new spending may improve the incomes and profitability of existing businesses.

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<sup>8</sup> Camoin Associates, 2015. Adirondack Rail Corridor Economic Impact Study. Saratoga Springs, NY.

<sup>9</sup> Davidson-Peterson Associates and the Northern New York Travel and Tourism Research Center, SUNY Potsdam. 2006. 2006 Economic Impact of Expenditures by Tourists on Northern New York State. Potsdam, NY.

## **Historic Resources**

Reuse of existing railroad corridors could involve impacts to resources listed on the State and National Registers of Historic Places which would include consultation with the New York State Office of Parks, Recreation and Historic Preservation (OPRHP) by DEC and Department of Transportation (DOT). Such consultation is required by the New York State Historic Preservation Act (SHPA) (PRHPL Article 14).

The consultation would include the sharing of site-specific, detailed design and workplans which can address the use of existing Travel Corridors for non-train travel and other uses. Documentation can include mitigative measures such as the historic nature of a corridor, the provision of interpretive exhibits, and public education efforts.

Future users of the Remsen-Lake Placid Travel Corridor can benefit from a broad dissemination of information about the history of the corridor through kiosks, historical markers, signage and other interpretive displays, subject to an approved UMP.

## **Unavoidable Adverse Environmental Effects**

Adverse impacts upon the resource quality and character of State lands within the Park are avoidable. The guidelines developed for the Travel Corridors classification category protect resource quality and character from overuse and degradation while still providing public recreational use opportunities.

The majority of the guidelines proposed in this action apply to railroad corridors. The last significant update to the guidelines for Travel Corridors was made in 1979 when the Remsen-Lake Placid Travel Corridor was added to the APSLMP. However, at that time, the guidelines which were introduced applied primarily to highway corridors.

The proposed action provides clarification for the Travel Corridors definition and guidelines with an emphasis on Railroad Corridors. These guidelines provide natural resource protection including, but not limited to, vegetative management plans subject to an approved UMP. The definition and guidelines also acknowledge the differences between the character and management of Highway and Railroad Corridors.

Appropriate classification will avoid most adverse impacts upon the resource quality and character of State lands within the Park. Further protection of these resources will be addressed in the UMP process.

User conflicts can involve many issues, but safety will inevitably be a concern in railroad corridors – whether travel is by train or by the permitted variety of other possible means of travel within corridors converted into rail trails. The Federal Railroad Administration and other authorities oversee and establish safety protocols for train travel. Those guidelines apply to the Remsen-Lake Placid Travel Corridor where the rail line is currently operated. Along multiple-use rail trails, a number of organizations including the Federal Highway Administration have identified management strategies and techniques that can be used to reduce recreational use conflicts along multiple-use trails.<sup>10</sup>

The Department has its own experience with successful management of multiple-use trails in the Adirondack Park. Important mitigation techniques are known to include public education at trailheads and on Department website resources, development of multiple lanes of travel where possible, proper signage, proper yielding protocols, and speed limits and hours of operation rules for snowmobiles. Proposals and adoption of such mitigation techniques are matters for UMPs and follow-up rail trail design and construction work.

### **Growth Inducing Aspects of the Proposed Action**

The APSLMP provides alternatives for a diversity of recreation opportunities within the Park, which can have a positive impact on the local economy and the demand for local services. The number of visitors is affected by various factors including destination marketing programs and visitor accommodations.

The recreation and tourism industry is the backbone of the Adirondack economy. Lodging, food and services provide the primary source of income from this industry. These expenditures result in jobs and have a multiplier effect when the original expenditure is used to buy additional goods and services within the Park. This “ripple effect” can generate new growth throughout the Adirondack’s local communities.

The clarification of the Travel Corridors classification category definition, and the guidelines for management and use in Appendix A, support a future that can include rail and rail trail use on the Remsen-Lake Placid Travel Corridor and future State-owned rail corridors. In combination, these opportunities will contribute to positive growth in recreation and tourism in the Adirondack Park.

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<sup>10</sup> Federal Highway Administration and the National Recreational Trails Advisory Committee, *Conflicts on Multiple Use Trails: Synthesis of the Literature and State of the Practice*. Washington, DC, 1994.

## **Irreversible and Irretrievable Commitments of Environmental Resources**

The clarification of the classification category definition and guidelines for management and use do not provide irreversible or irretrievable commitments of resources. No development is mandated for lands classified as Travel Corridors.

DRAFT

## DSEIS

Amendments to the Adirondack Park State Land Master Plan (APSLMP) involving clarification of the Travel Corridors classification category definition, the guidelines for management and use, and amendment of related provisions.

## Appendix A

APSLMP in Legislative Format Showing Changes if the Preferred Alternative is Accepted

## STATE OWNERSHIPS (APSLMP pages 2-3)

While the Act does not define the term "state lands," the Agency has interpreted it to mean land held in the name of, owned by or under long-term lease to the State of New York or a state agency. In addition, due to the extensive State control in the form of a permanent easement over the North Elba Park District lands on Mt. Van Hoevenberg, these lands have also been considered State lands for the purposes of the Plan. Applying this definition, the following inventory of state lands exists within the Adirondack Park:

### **Lands under the jurisdiction of the Department of Environmental Conservation:**

Substantially all of the approximately ~~2.6~~9 million acres of land administered by the Department of Environmental Conservation form part of the Adirondack forest preserve and are protected by the "forever wild" clause of Article XIV, §1 of the State Constitution. A small amount of acreage also administered by the Department of Environmental Conservation is considered non-forest preserve. This consists of:

- lands in the Towns of Altona and Dannemora which are expressly excluded from Article XIV, §1 by the terms of the Constitution;
- lands given or devised to the State for silvicultural or wildlife management purposes which by statute are not considered part of the forest preserve;
- the Department's administrative headquarters;
- certain historic areas;
- certain lands acquired under the 1960 and 1962 Park and Recreation Land Acquisition Bond Act and other lands which have been administratively classified by the Department as non-forest preserve lands.

Nothing in this master plan should be interpreted as supporting the constitutionality of such legislative or administrative classifications of land as non-forest preserve.

### **Lands under the jurisdiction of the Department of Transportation:**

These consist primarily of the travel corridors owned in fee or rights-of-way easement for state and interstate highways within the Park, including administrative headquarters, storage areas and maintenance facilities. Some 1,100 miles of highway rights-of-way are involved. These lands also include segments of the Remsen-Lake Placid Railroad Travel Corridor. approximately 120 miles of the Remsen to Lake Placid railroad right-of-way.

## Lands under the jurisdiction of other state agencies:

These include a variety of developed uses such as State Police substations, the Adirondack Correctional Facility, the Dannemora Correctional Facility, Camp Gabriels and the Lyon Mountain Correctional Facility and the Sunmount Developmental Center. Substantially all are immediately adjacent to public highways, and most are in developed areas of the Park. The total acreage involved is approximately 12,000 acres of which the developed portion is approximately 1,000 acres.

These miscellaneous types of uses raise constitutional questions which, though sometimes addressed by the Attorney General, have never been resolved in the courts.

## TRAVEL CORRIDORS (APSLMP page 52 et seq)

### Definition

~~—A travel corridor is that strip of land constituting the roadbed and right-of-way for state and interstate highways in the Adirondack Park, the Remsen to Lake Placid railroad right-of-way, and those state lands immediately adjacent to and visible from these facilities.~~

Those lands within the Adirondack Park constituting either a highway corridor or a railroad corridor and those state lands immediately adjacent to and visible from these corridors.

A highway corridor is the roadbed and fee or easement for state and interstate highways.

A railroad corridor is the fee or easement lands that include a railbed for the Remsen-Lake Placid railroad and any future acquisition that may be considered for classification as a travel corridor, existing either (1) for the operation of rail cars, or (2) to serve as a rail trail.

This category is unique in that the beds of these travel corridors are hardened and the natural topography has been significantly altered. In contrast to the majority of classification categories set forth in this master plan, these travel corridors were designed for and can withstand a higher degree of public use.

This category, ~~together with~~ much like the state administrative category, ~~with which it is closely associated,~~ is unique in the classification system in is also unusual in that several state agencies ~~are~~ may be involved in its administration. For instance, the Department of Transportation has obvious jurisdiction relating to highway construction, design, maintenance and accessory facilities, and is also responsible for the regulation

of the use of railroad corridors, or portions thereof~~Remsen to Lake Placid railroad line.~~  
The Department of Environmental Conservation is involved in the construction and maintenance of many signs, campgrounds, picnic areas, trailheads and similar facilities adjacent to the travel corridor, as well as management, construction and maintenance of rail trails within those railroad corridors, or portions thereof. In addition, the Education Department is responsible for some interpretive signing; the State Police maintain various buildings in these highway corridors; and there are also institutional facilities maintained by the Department of Mental Hygiene and the Department of Corrections. Careful planning and coordination among all interested agencies is essential to provide distinction to the travel corridors of the Adirondack Park ~~highway system.~~

The importance of the major travel corridors and the principal segments of the local highway network to the integrity of the Park cannot be over-emphasized. The lands adjacent to these highways-travel corridors are the most visible to the traveling public and frequently determine the image and entire atmosphere of the Park for many visitors. In addition, due to the heavily forested character of the Park, scenic vistas from these travel corridors are relatively rare and their protection and enhancement are important.

Considerable portions of travel corridors run through private lands within the Park. While this plan is concerned with state lands, it is important for the state to set an example for the private sector in creating a park-like atmosphere through appropriate construction and signing standards, while protecting the natural resources of the Park.

In many instances, the design and construction of major highways and the treatment of their immediate environs by state agencies has been enlightened. Obvious examples are the Adirondack Northway, which won two national awards as America's Most Scenic Highway, the reconstruction of Route 10 from Arietta to Route 8 in Hamilton County, the rebuilding of Routes 30 and 28 between Indian Lake and Blue Mountain Lake, the rebuilding of Route 30 between Blue Mountain Lake and South Pond and the rebuilding of Route 73 between Keene and the Adirondack Loj Road. However, there are many areas where more attention to the Park's unique atmosphere is essential. The following guidelines are intended to achieve this objective.

On lands established as travel corridors, which originally served as operating railroads, recreational uses such as rail trails may exist alongside of, or in place of, traditional railroad transportation use. Jurisdiction over segments of a travel corridor where railroad is intended to operate should be with the Department of Transportation. Jurisdiction over segments of the travel corridor which are intended to be converted to a rail-trail should be with the Department of Environmental Conservation.

## **Guidelines for Management and Use**

## Basic guidelines

1. The primary travel corridor guideline will be to achieve and maintain a park-like atmosphere on state lands within the travel corridor that complements the total Adirondack ~~environment~~Park.

~~2.~~ No new structures or improvements in any travel corridor will be constructed except in conformity with an adopted unit management plan for such area. This guideline will not prevent the ordinary maintenance, rehabilitation or minor relocation of conforming structures or improvements.

~~3.~~ Since the concentrations of visitors at certain travel corridor facilities may pose a threat of water pollution, the state should set an example for the private sector by installing modern sewage treatment systems with the objective of maintaining high water quality. Standards for the state should in no case be less than those for the private sector and in all cases any pit privy, leach field or seepage pit will be at least 150 feet from the mean high water mark of any lake, pond, river or stream.

~~24.~~ State lands adjacent to and visible from the ~~within travel corridor~~highway corridor and railroad corridor are a travel corridor overlay and shall ~~but outside of the right-of-way that are otherwise classified under this master plan will~~ be managed in compliance with the guidelines for the appropriate classification. In addition, no new structures or improvements within the travel corridor but outside of the right-of-way will be constructed except in conformity with a finally adopted unit management plan whether for the travel corridor or the underlying land classification. This guideline will not prevent ordinary maintenance or rehabilitation of conforming structures or improvements or the removal of non-conforming uses.

~~35.~~ The Department of Transportation should employ its influence over highways under the jurisdiction of various local governments to try and achieve similar objectives for the other highway corridors within the Park.

## HIGHWAY CORRIDORS

### ~~Highway d~~Design and construction

1. Highway construction within the Park will concentrate on the improvement of the existing highway network to provide a modern system of two-lane highways with appropriate passing lanes, and significant acquisitions of new ~~rights-of-way~~highway corridors will be avoided wherever feasible.

2. All road designs and standards will consider the need for compatibility with a park environment to be of equal importance with speed between communities.

3. Additional four-lane, limited access highways will not be located within the park.

### Signing policies

1. A comprehensive plan for all signing on state lands within travel corridors will be prepared by the Adirondack Park Agency jointly with the Department of Environmental Conservation, the Department of Transportation and other interested state agencies ~~by no later than December 31, 1987~~, with the objective of achieving uniformity and a high quality of design for all signs within these corridors.

This plan will include:

-- a comprehensive visitor information program designed to inform the traveling public of the availability of state and private services and facilities, which minimizes the need for the erection of additional signs along travel corridors and ensures compliance with the Agency's private sign standards;

-- wooden park entrance signs of the rustic style now used by the Department of Environmental Conservation at all major entrances to the Park, with more modest signs of similar style at minor entrances;

-- particular consideration to modest landmark and vista signing, pointing out to the traveling public the many and varied natural resources and historic sites of the Park;

-- special design standards in the Park for all highway signs that do not relate directly to traffic safety; and,

-- a plan for the removal of existing service station, food, lodging and campsite signs visible from the Northway that do not comply with the Agency's private sign standards, coupled with a plan to provide standardized means for directing the traveling public to these facilities that does not involve the erection of additional signs on the Northway itself and is consistent with the comprehensive visitor information program for the Park.

2. The elements of the plan referred to above will be incorporated in travel corridor unit management plans, prepared by the Department of Environmental Conservation ~~or the Department of Transportation, prior to December 31, 1989~~.

3. All state signs other than highway signs relating directly to traffic safety shall comply with the standards for private signs promulgated by the Agency pursuant to its statutory authority.

### **Scenic vistas**

The Department of Transportation or the Department of Environmental Conservation should provide modest pull-offs with appropriate signing along the Park's travel corridors at important scenic vistas where traffic safety permits. The current inventory of forty such vistas, which may require further revision, is reflected on the map forming part of this master plan.

### **Trailheads**

The Department of Environmental Conservation and the Department of Transportation should provide modest trailhead parking areas at or near the beginning of important public ~~foot and horse~~ trails. The size of the facility will be governed by the carrying capacity of the land use area involved and will be consistent with finally adopted unit management plans.

Trailheads should be located so as to have the minimum adverse effect on the surrounding environment and, wherever feasible, the parking area will be screened from view from the highway.

Trailhead construction or rehabilitation should be carefully considered in connection with highway rehabilitation and preservation projects.

### **Roadside aesthetics**

1. All administrative and maintenance structures or storage areas of any state agency will be designed and constructed to harmonize with the character of the Park.

2. These structures or facilities will be located in developed areas of the Park wherever possible or they should be screened from the motoring public's view.

3. Sand, gravel and other borrow pits and stockpiling areas will not be located in travel corridors unless they are screened from public view from the highway. As these excavations are abandoned they will, wherever possible, be back-sloped and re-vegetated.

4. All future guide rail construction will utilize the new weak post cable system, dark brown treated wooden posts or self-oxidizing rails where appropriate.

5. Utility companies will be permitted and encouraged to bury their telephone and electric transmission and distribution lines in the highway ~~right-of-way~~corridor.

6. Vegetative cover will be maintained on all cut and fill slopes except in areas of rock outcroppings or where gabions or retaining walls are essential.

## **RAILROAD CORRIDORS**

1. Pesticide use for vegetation management will be allowed, to be specified in a finally adopted unit management plan.

2. Tree cutting and other vegetation management practices aimed at protecting and preserving scenic vistas will be allowed, but must be done carefully and justified in an adopted unit management plan.

3. Primitive tent sites and lean-tos or any other type of overnight accommodation will not be sited on state lands within 150 feet of the railroad corridor.

4. Additions to the Travel Corridor category should come from new acquisitions by the State of railroad corridors with existing tracks.

5. The removal of railroad track in a rail corridor will be identified as a management objective in a unit management plan. Similarly, the installation or replacement of railroad track and/or ties in a railroad corridor previously used as a rail trail will be identified as a management objective in a draft unit management plan.

### 6. Structures and Improvements

Rail and rail trail structures and improvements should be located, designed and managed so as to blend with the Adirondack environment and to have the minimum adverse impact on surrounding State lands and nearby private lands. Preferably, they will also feature design aspects typical of or reminiscent of railroad architecture and design. Rail trails may be constructed using non-natural materials. Signage should be minimal and not obtrusive and limited to State purposes.

The following structures and improvements are conforming:

- Train depots and stations – original or as reconstructed on original sites;
- Bathroom facilities, including pit privies, porta-johns and larger bathroom buildings;
- Parking areas, rest areas, trailheads, and trailhead registration and informational kiosks;

- Road and railroad-crossing structures, lights, signals and signage important to or necessary for safety purposes, including tunnels and bridges;
- Bridges, culverts and other drainage structures made of natural or non-natural materials;
- Boardwalks, fencing or railings, observation decks and platforms designed to minimize adverse impacts on wetlands;
- “Whistle stop” and other markers, including mileage markers; and
- Interpretative or historical kiosks within village limits, or in other locations along the corridor, when carefully reviewed for aesthetic and natural resource impacts;
- Bicycle, e-bike racks, ski racks and other basic structures used for the purpose of temporarily storing or securing recreational equipment, made primarily from natural materials;
- Picnic tables and benches; and
- Lighting designed to illuminate the corridor within an Incorporated Village limits and maintains the dark skies of the Adirondack Park.

### **Railroad Corridors with rails**

1. The railroad corridor will be managed for the operation of rail cars, snowmobiles, and other modes of travel and recreational uses.
2. Public use of all-terrain vehicles and other motor vehicles, except snowmobiles, is prohibited.
3. The State should study the full potential value of the railroad travel corridor as an asset to the Park and its communities, especially with respect to tourism and the environmental benefits of modern rail lines and recreational uses. The State should manage the railroad corridor to maximize these benefits and protect natural resources of the Park.
4. Trails may parallel the existing railroad tracks, subject to an approved UMP.

## Railroad Corridors without rails

1. Bicycling, hiking, cross-country skiing and other non-motorized means of travel, as well as snowmobiling and riding electric bicycles are conforming uses.
2. Public use of all-terrain vehicles and other motor vehicles, except snowmobiles, is prohibited.
3. The Department of Environmental Conservation will evaluate whether to preserve and/or restore historic railroad structures remaining in the railroad corridor in accordance with a historic preservation plan that is compliant with the State Historic Preservation Act and approved by the State Historic Preservation Office. This will enable the public to learn the history of the railroad and the importance of Adirondack railroads to the history and culture of the Park and the United States.
4. The Department of Environmental Conservation will seek to maximize the recreational and environmental benefits of any rail trail by providing year-round opportunities for a wide variety of outdoor recreational travel within the railroad corridor, as well as the opportunity to commute between homes and workplaces. To minimize user conflicts, rail trails may feature multiple trails within the railroad corridor and alongside each other.

## **Designation of Travel Corridors**

The application of the ~~travel~~ Travel corridor ~~Corridor definition-classification~~ results in the designation of approximately 1,220 miles of travel corridors, of which approximately 1,100 are highway corridors and ~~420~~119 miles are a railroad corridor ~~make up the Remsen to Lake Placid railroad right-of-way.~~

In addition to the delineated highway corridors, the Department of Transportation has a considerable degree of influence over other highways under the jurisdiction of various local governments. This influence, coupled with the example of the state highway network, can have a very positive effect on the Park's appearance and atmosphere.

## **TRAVEL CORRIDORS**

### **HIGHWAYS CORRIDORS**

Route	Terminal	Approximate Mileage
I-87	Northern Park Boundary to Southern Park Boundary	91
3	Western Park Boundary to Northeastern Park Boundary	107(a)
8	Southwest Park Boundary to Hague	109
9	Northern Park Boundary to Southern Park Boundary	92(b)
9L	Southeastern Park Boundary to Route 9	13
9N	Southern Park Boundary to Keeseville	124
10	Southern Park Boundary to Route 8	23
22	Northern Park Boundary to Southern Park Boundary	76(c)
28	Southwestern Park Boundary to Route 9	100(d)
28N	Blue Mountain Lake to North Creek	47(e)
29A	Southern Park Boundary to Southwestern Park Boundary	18(f)
30	Northern Park Boundary to Southern Park Boundary	151(g)
56	Northern Park Boundary to Sevey	15
58	Western Park Boundary to Fine	5
458	Northern Park Boundary to Route 30	20
73	Route 9 to Route 86	26(h)
74	Route 9 to Lake Champlain	30
86	Jay to Route 30	34
149	Southern Park Boundary to Southeastern Park Boundary	5
186	Route 86 to Route 30 at Lake Clear	4
192A	Route 192 to Route 86	2
287	Western Park Boundary to Route 8	6
373	Port Kent to Route 9	3
374	Northern Park Boundary to Dannemora	27
418	Warrensburg to Thurman	3
421	Horseshoe Lake to Route 30	6
431	Wilmington to Whiteface Summit	8
185	Crown Point Bridge to Route 22	4

**Subtotal** 1165 Miles  
**Minus dual designations** 87  
**Total** 1078 Miles

(a) includes 6 miles dually designated as Route 30  
(b) includes 4 miles dually designated as Route 8 and 10 miles dually designated as Route 73

(c) includes 25 miles dually designated as Route 9N  
(d) includes 11 miles dually designated as Route 30  
(e) includes 9 miles dually designated as Route 30  
(f) includes 5 miles dually designated as Route 10  
(g) includes 9 miles dually designated as Route 8  
(h) includes 2 miles dually designated as Route 9N

## **RAILROAD LINES CORRIDORS**

### **Area Description**

#### **Remsen-Lake Placid Corridor**

The Remsen-Lake Placid Travel Corridor (RLPTC) is a railroad corridor that enters the southeast corner of the Adirondack Park from Remsen, New York. It is a series of linear, State-owned parcels approximately 119 miles long that traverses the following six counties and ten towns:

Oneida Co. – Remsen and Forestport

Herkimer Co. – Webb

Hamilton Co. – Long Lake

St. Lawrence Co. – Piercefield and Colton

Franklin Co. – Tupper Lake, Santa Clara and Harrietstown

Essex Co. – North Elba

The northern section of the railroad corridor passes through the Villages of Tupper Lake and Saranac Lake (as well as the communities of Saranac Inn and Lake Clear) before terminating in the Village of Lake Placid.

About 46 percent of the length of the corridor is flanked on at least one side by State Forest Preserve lands, and about 27 percent of the remaining length is flanked on at least one side by State conservation easement lands. From Old Forge to Tupper Lake, the route passes through some of the most remote territory in New York State. It forms part of the bounds of the Pigeon Lake, Five Ponds, William C. Whitney and Round Lake Wilderness Areas. It also traverses a portion of the Lows Lake Primitive Area and forms almost all of the southern border of the St. Regis Canoe Area. The remaining areas of Forest Preserve adjoining the route are classified Wild Forest, including the Black River, Fulton Chain, Independence River and Saranac Lakes Units.

The railbed, constructed in 1892 by William Seward Webb, was utilized continuously by the New York Central Railroad, and then the Penn Central Railroad, until freight service ceased in 1972. With the exception of a 3000-foot segment in the Village of Saranac Lake and the Lake Placid depot parcel, where there are railroad easements, the railroad corridor was purchased in fee by New York State in 1974. In 1977, the State leased the line to the Adirondack Railway Corporation. After bankruptcy of the lessee, and following a long period of litigation, the State acquired the remainder of the lease in 1991. Geographically limited and intermittent scenic railroad service has occurred since 1992, but until that time trains had not traveled on the railroad corridor for more than a decade. The railroad corridor has been designated a snowmobile trail since the 1991-1992 season.

This railroad corridor is generally 100 feet wide, but is wider in some locations, primarily within communities. State ownership terminates in the Village of Lake Placid at Station Street. The Remsen-Lake Placid Railroad was classified as a Travel Corridor in 1979.

Remsen to Lake Placid ————— 122 miles

### **DEFINITIONS (APSLMP page 19)**

**Rail trails** – trails developed within a railroad corridor where tracks have been removed to accommodate modes of travel other than rail car, including snowmobiles, horses and bicycles, but excluding public use of ATVs, automobiles, and other motor vehicles.

**Rails with Trails** – trails within a railroad corridor that run alongside working rail cars.

**Railbed** – the hardened surface, under or formerly under the railroad tracks.

**Roadbed** – the part of the road on which vehicles travel.

**Electric bike** -- An electric bicycle, also known as an e-bike, powerbike or booster bike, is a bicycle with an integrated electric motor that can be used for propulsion. There are multiple types of electric bikes, however in lacking a throttle and retaining the ability to be pedaled by the rider, they are not electric motorcycles or motor vehicles.

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## Appendix B

1979 Changes to 1972 APSLMP Travel Corridor Definition  
and Guidelines for Management and Use (redline)

## TRAVEL CORRIDORS

### Definition

A travel corridor is that strip of land constituting the roadbed and right-of-way for state and interstate highways in the Adirondack Park, the Remsen to Lake Placid railroad right-of-way, and those state lands immediately adjacent to and visible from these highwaysfacilities.

This category, together with the state administrative category with which it is closely associated, is unique in the classification system in that several state agencies are involved in its administration. For instance, the Department of Transportation has obvious jurisdiction relating to highway construction, design, maintenance and accessory facilities, and is also responsible for the Remsen to Lake Placid railroad line. The Department of Environmental Conservation is involved in the construction and maintenance of many signs, camping or campgrounds, picnic areas, trailheads and similar facilities. In addition, the Education Department is responsible for some interpretive signing; the State Police maintain various buildings in these corridors; and there are also institutional facilities maintained by the Department of Mental Hygiene and the Narcotics Addiction Control Commission-Department of Corrections. Careful planning and coordination among all interested agencies is essential to provide distinction to the Adirondack Park highway system.

The importance of the major travel corridors and the principal segments of the local highway network to the integrity of the Park cannot be overemphasized. The lands adjacent to these highways are the most visible to the traveling public and frequently determine the image and entire atmosphere of the Park for many visitors. In addition, due to the heavily forested character of the Park, scenic vistas from these travel corridors are relatively rare and their protection and enhancement isare important. Considerable portions of travel corridors run through private lands within the Park. While this plan is concerned with state lands, it is important for the state to set an example for the private sector in creating a park-like atmosphere through appropriate construction and signing standards.

In many instances, the design and construction of major highways and the treatment of their immediate environs by state agencies has been enlightened. Obvious examples are the Adirondack Northway, which won two national awards as America's Most Scenic Highway, and the reconstruction of Route 10 from Arietta to Route 8 in Hamilton County, and the rebuilding of Routes 30 and 28 between Indian Lake and Blue Mountain Lake. However, there are many areas where more attention to the Park's unique atmosphere is essential. The following guidelines are recommendedintended to achieve this objective.

### GUIDELINES FOR MANAGEMENT AND USE

#### Basic guidelines

1. The primary travel corridor guideline will be to achieve and maintain a park-like atmosphere on state lands within the travel corridor that complements the total Adirondack environment.
2. State lands within travel corridors but outside of the right-of-way that are otherwise classified under this master plan will be managed in compliance with the guidelines for the appropriate classification.

3. The Department of Transportation should employ its influence over highways under the jurisdiction of various local governments to try and achieve similar objectives for the other highway corridors within the Park.

#### Highway design and construction

1. Highway construction within the Park will concentrate on the improvement of the existing highway network to provide a modern system of two-lane highways with appropriate passing lanes, and significant acquisitions of new rights-of-way will be avoided wherever feasible.

2. All road designs and standards will consider the need for compatibility with a park environment to be of equal importance with speed between communities.

3. Additional four-lane, limited access highways will not be located within the park.

#### Signing policies

1. A comprehensive plan for all signing on state lands within travel corridors should will be prepared by the Adirondack Park Agency jointly with the Department of Environmental Conservation, the Department of Transportation and other interested state agencies by no later than December 31, 1981, with the objective of achieving uniformity and a high quality of design for all state signs within these corridors.

~~Specific elements of~~ This plan should will include:

~~— large a comprehensive visitor information program designed to inform the traveling public of the availability of state and private services and facilities, which minimizes the need for the erection of additional signs along travel corridors and ensures compliance with the Agency's private sign standards;~~

~~— wooden park entrance signs, of the rustic style now used by the Department of Environmental Conservation, at all major entrances to the Park, with more modest signs of similar style at minor entrances;~~

~~— particular consideration to modest landmark and vista signing, pointing out to the traveling public the many and varied natural resources and historic sites of the Park;~~

~~— better trailhead signing discernible to the motoring public for foot and horse trails;~~

~~— special design standards in the Park for all highway signs that do not relate directly to traffic safety; and,~~

~~— a new policy towards service station sign control along the Adirondack Northway, permitting the erection on the Northway of small national oil company emblems on a single sign indicating the availability of gasoline at each exit, coupled with the removal of the high rise service station signs, which now disfigure this magnificent road;~~

~~— coordination between state land signing practices, the Adirondack Park sign law regulating off-premises advertising and whatever on-site sign control policies result from the Agency's land use and development plan for private land following submission to the Governor and legislature in 1973.~~

— a plan for the removal of existing service station, food, lodging and campsite signs visible from the Northway that do not comply with the Agency's private sign standards, coupled with a plan to provide standardized means for directing the traveling public to these facilities that does not involve the erection of additional signs on the Northway itself and is consistent with the comprehensive visitor information program for the Park.

2. All state signs other than highway signs relating directly to traffic safety shall comply with the standards for private signs promulgated by the Agency pursuant to its statutory authority.

Scenic vistas

The Department of Transportation or the Department of Environmental Conservation should provide modest pull-offs with appropriate signing along the Park's travel corridors at important scenic vistas where traffic safety permits. The current inventory of forty such vistas, which may require further revision, is reflected on the map forming part of this master plan.

Trail heads

The Department of Environmental Conservation and the Department of Transportation should provide modest trailhead parking areas at or near the beginning of important public foot and horse trails. The size of the facility will be governed by the carrying capacity of the land use area involved and will be consistent with finally adopted unit management plans.

Trailheads should be located so as to have the minimum adverse effect on the surrounding environment and, wherever feasible, the parking area will be screened from view from the highway.

Trailhead construction or rehabilitation should be carefully considered in connection with highway rehabilitation and preservation projects.

Roadside aesthetics

1. All administrative and maintenance structures or storage areas of any state agency ~~should will~~ be designed and constructed to harmonize with the character of the Park.
2. These structures or facilities ~~should will~~ be located in developed areas of the Park wherever possible or they should be screened from the motoring public's view.
3. Sand, gravel and other borrow pits and stockpiling areas ~~should will~~ not be located in travel corridors unless they are screened from public view from the highway. As these excavations are abandoned they will, wherever possible, be back-sloped and ~~re-vegetated~~ re-vegetated.
4. All future guide rail construction ~~should will~~ utilize the new weak post cable system ~~or~~, dark brown treated wooden posts or self-oxidizing rails where appropriate.
5. Utility companies ~~should will~~ be permitted and encouraged to bury their telephone and electric transmission and distribution lines in the highway right-of-way.
6. ~~A~~ Vegetative cover ~~should will~~ be maintained on all cut and fill slopes ~~with adequate soil~~ except in areas of rock outcroppings or where gabions or retaining walls are essential.

## DESIGNATION OF TRAVEL CORRIDORS

The application of the travel corridor definition results in the designation of approximately 1, ~~100-220~~ miles of travel corridors. ~~These, of which approximately 1,100 are enumerated in Chapter III~~ highway and 120 miles make up the Remsen to Lake Placid railroad.

In addition to the delineated corridors, the Department of Transportation has a considerable degree of influence over other highways under the jurisdiction of various

local governments. This influence, coupled with the example of the state highway network, can have a very positive effect on the Park's appearance and atmosphere.