

COMPREHENSIVE MANAGEMENT PLAN
for the
PACIFIC CREST NATIONAL SCENIC TRAIL

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Date

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Pacific Northwest Region
Portland, Oregon

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PACIFIC CREST NATIONAL SCENIC TRAIL

— *Is a continuous recreation facility extending from Canada to Mexico and consists of the trunk trail, designated connecting and side trails, trailheads, campsites, signing, interpretive devices, and related public use facilities.*

— *Is located, designed, constructed, and maintained to a standard commensurate with its National significance, while reflecting the type and volume of traffic planned: limited by the standards established for special legislated areas (national parks, national monuments, wilderness, state parks) through which it passes.*

— *Is a linear interpretive facility that: displays throughout its length a changing landscape reflecting a diversity of land and resource management objective from preservation (national parks and wilderness to industrial, agricultural and urban development; and affords opportunities to reflect on the history of the development and growth of the Nation and its people by identifying and interpreting nationally significant, cultural and historic sites.*

— *Across segments of private land is primarily a travel route to provide continuity of the trail and safe and enjoyable passage for the traveler.*

— *Provides for a diversity of appropriate outdoor recreation opportunities limited principally by the carrying capacity of the area and the Congressional restriction on motorized use.*

— *Characteristics of Pacific Crest
Trail adopted by Advisory Council
May 16, 1980*

PURPOSE OF THE COMPREHENSIVE PLAN

With the passage of the National Trails System Act of 1968, Congress designated the Pacific Crest National Scenic Trail as one of the first scenic trails in the nation. In 1978, an Amendment to this Act, directed the Secretary of Agriculture to prepare and submit to Congress, a comprehensive plan for the development, management, and use of the trail. The Secretary assigned planning responsibility to the Forest Service which serves as the lead managing agency for the trail. As specified in the Act, this plan was developed in consultation with the Pacific Crest Trail Advisory Council, the Governors of affected States, the Bureau of Land Management and the National Park Service.

House of Representatives Report. No. 95-734, October 21, 1977, makes the following statement with regard to the Comprehensive Plan:

"The Committee does not intend that this requirement produce a major general development plan such as has been the case for traditional national parks, but that, in consultation with the appropriate state official, the Secretaries fully apprise the Committee of the progress in the unique management situations which these trails represent. Such a report will assist the Committee in fulfilling their oversight responsibilities, etc."

Because of the number of political and legal jurisdictions involved, the Forest Service intends that the Comprehensive Plan be a fully coordinated document that provides overall guidance and objectives for development and management of the trail. More specific planning will be accomplished at the Bureau of Land Management District, National Park, and National Forest level and will deal with the specific issues and opportunities for that portion of the trail.

SPECIFIC PLAN OBJECTIVES

- Provide overall guidance, direction, and strategy for management of the trail, its use, and its significant resources for the more specific planning to be embodied in Land Management Plans (i.e., BLM, Resource Management Plans, NPS, General Management Plans, National Forest Land and Resource Management Plans).
- Identify significant scenic, natural, historical, and cultural resources.
- Identify broad trail related issues, concerns, and opportunities.
- Provide strategies for acquisition of land or rights therein to protect the trail.
- Describe trail and facility standards.
- Provide a schedule of acquisition and construction that will secure the trail location by December 31, 1985, and result in construction being completed by December 31, 1986.
- Describe the funding required to meet the above schedule.
- Describe the nature and intent of additional cooperative agreements necessary to facilitate protection and management of the trail.

PACIFIC CREST NATIONAL SCENIC TRAIL COMPREHENSIVE PLAN

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PACIFIC CREST TRAIL

-  CUTTHROAT PASS 5
- HARTS PASS 30
- CANADIAN BORDER 62



CLOSED TO MOTORIZED VEHICLES

PACIFIC CREST NATIONAL SCENIC TRAIL COMPREHENSIVE PLAN

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INTRODUCTION

Historical Background

Portions of what was to become the Pacific Crest National Scenic Trail were under construction as early as the 1920's. The Cascade Crest Trail in Washington, Oregon Skyline Trail in Oregon, and John Muir Trail in California were the initial segments.

In March of 1932, Mr. Clinton C. Clarke of Pasadena, California, organized the Pacific Crest Trail System Conference. This was group of hiking and riding clubs devoted to the development of a Pacific Crest Trail System. Mr. Clarke envisioned a trail system made up of several existing trails to be interconnected with new construction, eventually to extend from Canada to Mexico. In 1932, six segments of the system were completed: Cascade Crest Trail in Washington; Oregon Skyline Trail in Oregon; Lava Crest Trail in northern California; Tahoe-Yosemite Trail in California; John Muir Trail in California; and the Desert Crest Trail in southern California.

In 1935, Region 6 of the USDA Forest Service established the Pacific Crest Trail in Oregon and Washington which followed the Cascade Crest and Oregon Skyline routes. A diamond-shaped symbol was used to mark the route.

Legislative Background

On February 8, 1965, President Lyndon B. Johnson called for development and protection of a balanced system of trails to help protect and enhance the total quality of the outdoor environment as well as to provide much needed opportunities for healthful outdoor recreation. The President said, in part:

— The forgotten outdoorsmen of today are those who like to walk, hike, ride, horseback, or bicycle. For them, we must have trails as well as highways. Nor should motor vehicles be permitted to tyrannize the more leisurely human traffic.

— In the backcountry, we need to copy the great Appalachian Trail in all parts of America, and to make full use of rights-of-ways and other public paths.

In April 1965, Secretary of Interior, Stewart L. Udall requested the Bureau of Outdoor Recreation to take the lead in a nationwide trail study. A four-member steering committee, representing four Federal agencies, was appointed to conduct the study. The results were documented in a volume entitled "Trails for America" and were published in December 1966.

The study contains several recommendations pertinent to National Scenic Trails generally and the Pacific Crest Trail specifically.

- Each National Scenic Trail should stand out, in its own right, as a recreation resource of superlative quality and physical challenge.
- Built to harmonize with the natural areas they cross, they afford the visitor close-up instruction in nature and her ways.
- The entire length of each national scenic trail, together with sufficient land area on both sides to safeguard adequately and preserve its character, should be protected in some form of public control.
- The natural and scenic qualities and historic features along and near national scenic trails must be protected.
- The Pacific Crest Trail traditionally has served horseback and foot travelers. This use pattern, accepted by most visitors to the trail, should be continued.
- In areas where private holdings are large and relocation of the trail to avoid them is not practical; incompatible activities such as logging or land development projects could threaten the trail's quality.
- On public lands, existing management practices on National Parks, National Forest Wilderness areas, and State Parks probably will suffice to protect trail quality. For lands managed primarily for other purposes, Federal and state agencies should modify the timber harvesting, livestock grazing, and special permit practices to protect trail quality.

"Trails for America" formed the basis for the original language of what was to become the National Trails System Act. Committee hearings in the spring of 1968 provided testimony which

resulted in substantial changes in the language dealing with the extent of influence the trail would have over adjacent land management and the use of condemnation to acquire trail rights-of-way over privately-owned land.

The final Act, P.L. 90-543, was passed by Congress on October 2, 1968. It established policies and procedures for a nationwide system of trails consisting of National Recreation Trails, National Scenic Trails, and connecting or side trails. The Appalachian Trail and the Pacific Crest Trail were designated as the nation's first National Scenic Trails.

The 1968 Act describes the purpose of national scenic trails as follows:

- National scenic trails ... will be extended trails so located as to provide for maximum outdoor recreation potential and for the conservation and enjoyment of the nationally significant scenic, historic, natural, or cultural qualities of natural, or cultural qualities of the areas through which such trails may pass, (Sec. 3(b)).

The 1968 Act also provides the following policy with respect to adjacent land management:

- ... in selecting the rights-of-way full consideration shall be given to minimizing the adverse effects upon the adjacent landowner or user and his operation. Development and management of each segment of the National Trails System shall be designed to harmonize with and complement any established multiple-use plans for that specific area in order to ensure continued maximum benefits from the land ... (Sec. 7(a)).

Since 1968 two amendments to the National Trails System Act have made changes which are relevant to the PCNST, P.L. 95-248, passed on March 21, 1978, amended section (7g) by increasing the land acreage that could be acquired by condemnation from 25 to 125 acres per mile. P.L. 95-625, passed on November 10, 1978; amended section 7(g) to remove the prohibitions on the use of condemnation for the PCNST and further required the Secretary of Agriculture to submit to Congress by September 20, 1981, a Comprehensive Plan for acquisition, management, development, and use of the trail.

Management Responsibility

As established by the 1968 Act, the Pacific Crest Trail is administered by the Secretary of Agriculture in consultation with the Secretary of the Interior.

The Forest Service, an agency of the Department of Agriculture, has been assigned overall responsibility for administration of the trail, coordination with other agencies and preparation of the Comprehensive Plan.

CRITERIA FOR NATIONAL SCENIC TRAILS

National Significance

National scenic trails, for their length or the greater portion thereof, should incorporate a maximum of significant characteristics, tangible and intangible, so that these, when viewed collectively, will make the trail worthy of national scenic designation. National significance implies that these characteristics; i.e., the scenic, historical, natural, or cultural qualities of the areas through which the trail passes, are superior when compared to those of other trails — not including national scenic trails — situated throughout the country. National scenic trails should, with optimum development, be capable of promoting interest and drawing power that could extend to any section of the conterminous United States.

Route Selection

1. The routes of national scenic trails should be so located as to provide for maximum outdoor recreation potential and for the conservation and enjoyment of the nationally significant scenic, historic, natural, or cultural qualities of the areas through which such trails may pass. They should avoid, insofar as practicable, established highways, motor roads, mining areas, power transmission lines, existing commercial and industrial developments, range fences and improvements, private operations, and any other activities that would be incompatible with the protection of the trail in its natural condition and its use for outdoor recreation.
2. National scenic trails of major historic significance should adhere as accurately as possible to their main historic route or routes.

Access

National scenic trails should be provided with adequate public access through establishment of connecting trails or by use of trail systems other than the National Trail System. Access should be provided at reasonable intervals and should take into consideration the allowance for trips of shorter duration.

Placement

National scenic trails shall be primarily land based.

Length

National scenic trails shall be extended trails, usually several hundred miles or longer in length.

Continuity

National scenic trails should be continuous for the duration of their length.

Developed by an
Interagency Task
Force, 1969.

Interdepartmental and Interagency Agreements

The passage of the National Trails Act in October 1968 was the first of a series of actions required to actually achieve the establishment of a trail on-the-ground. Following the legislation, the Secretaries of Agriculture and Interior signed a parent agreement which set the stage for continued cooperation in the implementation of the Act. Basically, the agreement provided for the establishment of an Interagency Task Force on trails which would (1) develop procedures for trail studies, (2) develop a uniform marker, (3) develop criteria for trail location, and (4) develop regulations regarding use and conduct along trails.

In 1969, the Interagency Task Force prepared the "Criteria for National Scenic Trails" covering national significance, route selection, access, placement, length and continuity. This "criteria was approved by the Interagency Task Force on July 10, 1969, and jointly announced by the Secretaries of Agriculture and Interior on October 19, 1969.

In 1971 and 1972, Memorandums of Agreement were established between the agencies (Forest Service—National Park Service and Forest Service—Bureau of Land Management) as provided for in the parent agreement between the Departments. These agreements deal specifically with the Pacific Crest National Scenic Trail and provide for consultation and coordination between the agencies. The agreement between the Forest Service and Bureau of Land Management also established segments of the trail for which the Bureau of Land Management would be responsible. The Forest Service and National Park Service have proclamation boundaries, and their limits of responsibility were clearly defined. The BLM does not have such boundaries so it was necessary to establish responsibility in the agreement. The Forest Service is responsible for management and development of those trail segments outside National Parks and not within the designated BLM administered areas. The maps accompanying this Plan show the trail location and administrative responsibilities of each agency. Table 1 shows the total trail mileage by agency responsibility.

TABLE 1
TRAIL RESPONSIBILITY*
(Miles)

	Washington	Oregon	California	Total	%
National Park Service	29	31	189	249	10
Forest Service	476	370	1,273	2,118	83
Bureau of Land Management	---	40	153	193	7
	504	441	1,615	2,560	100

* Per Memorandums of Agreement

The Guide For Location, Design, and Management

The Pacific Crest National Scenic Trail Advisory Council was appointed and held their first meeting in November 1970. At their second meeting in May 1971, the Council recommended approval of the Pacific Crest Trail "Guide for Location, Design, and Management." This was approved by the agencies and published by the Secretary of Agriculture in 1971. This Guide became the management plan for the trail and has been used by the agencies for the past 10 years. The criteria for trail location contained in the "Guide" were particularly helpful in selecting of the route for the trail.

Selecting the Route

On January 30, 1973, after consultation with the States, Advisory Council, and participating agencies, the Forest Service published in the Federal Register the selected route of the Pacific Crest National Scenic Trail in accordance with section 7(a) of the 1968 Act. The areas of responsibility of the Bureau of Land Management were delineated in the Federal Register.

The Federal Register Notice stated that the Forest Service, in selecting the route for the trail, gave full consideration to minimizing the adverse effects of the trail on the affected landowners and their operations.

The Advisory Council

The Pacific Crest National Scenic Trail Advisory Council was established as required by Sec. 5(a) 3 of P.L. 90-543 and amended by P.L. 95-625. Its purpose is to advise the Secretary of Agriculture on the development and management of the trail.

The current Council is limited to a 10-year period which expires on February 14, 1989. Individual members' tenure is limited by law to 3 consecutive 2-year terms.

The Council has been active since November 19, 1970, when the first meeting was held in San Francisco. The Council has met every year since 1970 and has been particularly instrumental in the following areas:

- Working with the agencies to develop and approve the "Guide for Location, Design, and Management." This document has been the basic tool used by the managers since 1971 to guide the location, acquisition, design, construction, and management of the trail.
- Reviewing and endorsing the published location for the trail in 1973.
- Working with landowners and agencies on individual acquisition and location situations.
- Selecting the trail symbol. This was registered as a Service Mark with the U. S. Patent Office on July 22, 1975.
- Helping the agencies to identify and find solutions for, specific trailwide issues such as sanitation, trailhead design and development, signing, informative systems, safety, water, and the volunteer programs.

The Council has been an active working body to which a great deal of credit must fall for the accomplishments on the Pacific Crest Trail since 1970. At the time the Council approved the official location of the trail there were 1,275 miles of trail (out of 2,560 total miles) in existence. Of that, only 570 miles were existing to a safe and maintainable standard.

As of 1980, 89% (2,270 miles) of the trail was completed. Of this, 2,050 miles were considered to meet the standards contained in the "Guide." In 8 years, nearly 1,000 miles of trail have been constructed and numerous new trailhead facilities have been completed. The efforts of the Council in keeping the trail high on the agencies' list of priority jobs has paid dividends to the public.

Of the 290 miles of the trail remaining to be constructed, 153 are on private land. The Council has been and will continue to be particularly helpful in this area. Two other areas where the Council will be helpful in the future are:

- Assisting the agencies in developing and implementing a volunteer program to supplement the efforts of the agencies and provide continuing support for the trail.
- Providing continuing evaluation of the direction contained in the Comprehensive Plan and working with the agencies in providing recommendations to solve trail-wide management problems.

SIGNIFICANT NATURAL, HISTORICAL, AND CULTURAL RESOURCES

Our nation has long had a commitment to preserving, for the pleasure and benefit of its people, natural, historical, and cultural resources. A number of Congressional mandates illustrate this commitment and form the skeleton of numerous programs (i.e., the National Parks System, the National Wilderness Preservation System, and the Historic Preservation Program) which are aimed at conserving and preserving significant areas, and/or events for present and future generations of Americans. The PCNST affords the traveler access to these natural, historical and cultural resources associated with the Pacific Mountain System of the West.

The National Parks system, including the National Natural Landmarks Program; the National Wilderness Preservation System; and various state parks systems comprise the major administrative units and related natural resources which are deemed to be of national significance as related to the Pacific Crest National Scenic Trail. Over its entire length, the trail traverses 8 National Parks and monuments; 17 Forest Service Wilderness and Primitive areas; and 5 State Parks. Approximately 770 miles of trail lie in the above mentioned administrative units. Properties which are listed on the National Register of Historic Places and within 10 miles of the scenic trail make up a current listing of historic (including archaeological) and cultural sites deemed to have potential national significance as related to the trail. To date, this list contains 45 properties.

Natural Resources

Figure #1 shows the western United States divided into various physiographic regions as identified by Fenneman (1931). The PCNST, as it extends from the Canadian to the Mexican border, lies within the Pacific Mountain System. Within this region, the trail passes through the

Cascade Sierra Mountains, Pacific Border, and lower Californian provinces.

The Cascade and Sierra Mountain Ranges are alike in that they form a barrier between the vast plateaus of the East and the Pacific valleys of the West. They differ in age, morphology, climate, vegetation, and lithology,

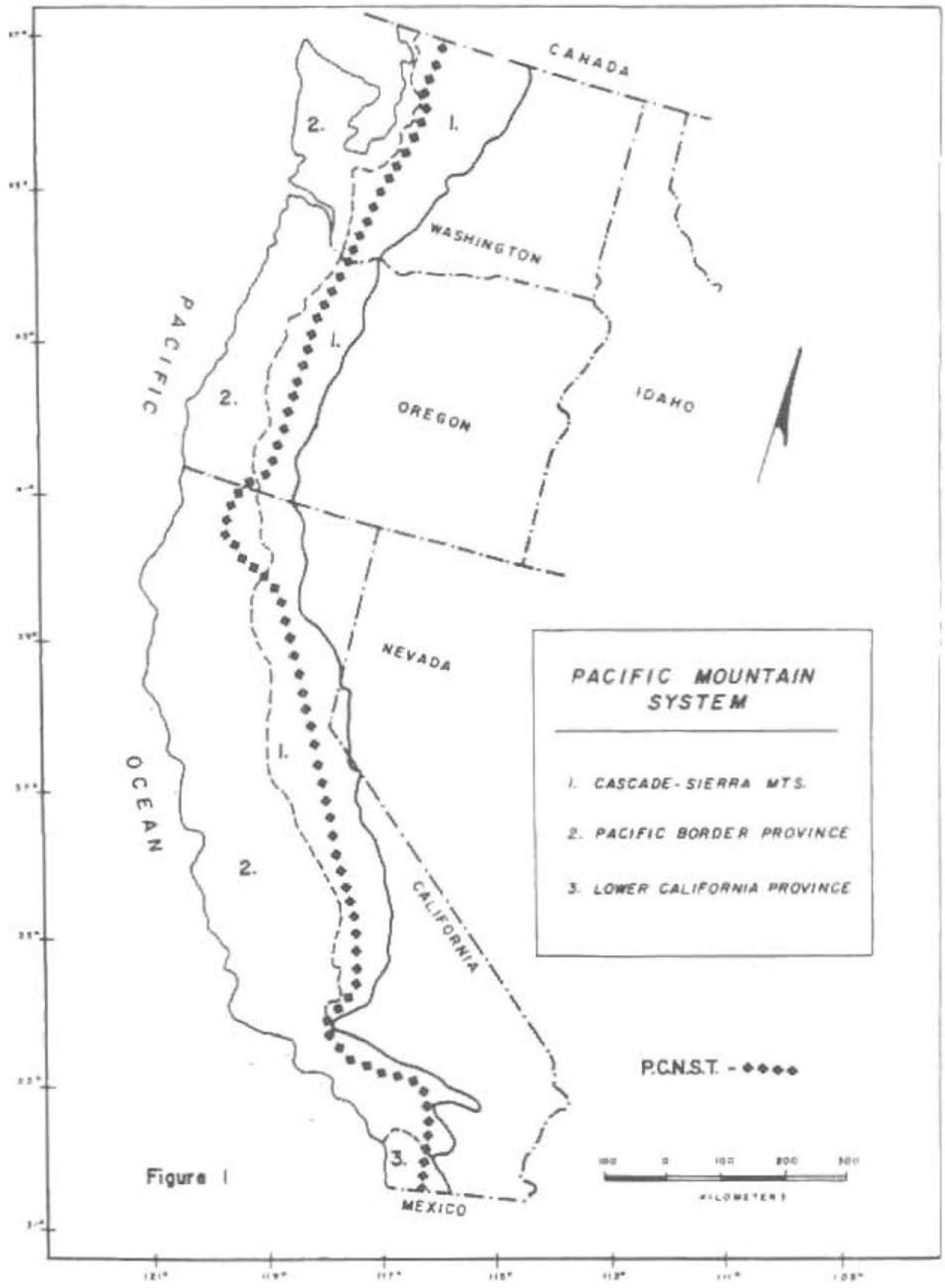
The Cascades begin in Canada and extend through Washington, Oregon, and northern California to Lassen Volcanic lands. They have an average elevation of about 5,000 feet with the most rugged topography occurring in the northern section, from Canada to Snoqualmie Pass, Washington.

Truly, the most distinctive features of the Cascades are its numerous volcanic peaks. Most are remnants of past volcanic activity, but a few, such as Mount St. Helens, are still active today.

Within the rugged North Cascades, the PCNST begins at the Canadian-Washington border and runs southward through Pasayten Wilderness, North Cascades National Park, Glacier Peak Wilderness, and Alpine Lakes Wilderness.

Within the remainder of the Cascade Range, the Trail continued south: through Mt. Rainier National Park and Goat Rocks Wilderness, in Washington; through Mt. Hood, Mt. Jefferson, Mt. Washington, Three Sisters, and Diamond Peak Wilderness, and Crater Lake National Park in Oregon; and through McArthur-Burney Falls Memorial State Park and Lassen Volcanic National Park in northern California.

The Cascade Range is dissected by two major Northwest rivers, the Klamath in northern California and the Columbia along the border between Washington and Oregon. The trail



crosses the Columbia River at the Bridge of the Gods near Cascade Locks, Oregon. Here the river flows through a massive gorge, created during a time when the Northwest's landscapes and climates were much different than we know today. Though the Columbia Gorge has not yet received national recognition, it is currently an object of study for its unique geological, biological, and scenic qualities.

Just south of Ashland (before entering the southern Cascades above Lassen Volcanic National Park), the PCNST makes a semicircular bend to the west, passing through the Klamath Mountains, a distinguishable section of the Pacific Border Province. The topography of the Klamath Mountains is characterized by steep slopes and deep narrow canyons. Elevations vary from 5,000 to 9,000 feet. The noticeable lack of volcanic peaks and associated lithologies distinguishes these mountains from the neighboring Cascades. Within the Klamath Mountains, the PCNST passes through Marble Mountain Wilderness, the Salmon-Trinity Alps primitive area, and Castle Crags State Park.

The Sierra Nevada begins south of Lassen Volcanic National Park and rubs a little more than 400 miles southeasterly through California. The glaciated mountain crests gradually increase in elevation from north to south. Near the southern margin, crests tower near 12,000 to 14,000 feet above sea level. Here, Mt. Whitney rises to 14,497 feet, the highest peak in the United States excepting Alaska.

While the western slopes represent gradual descents to the valleys along the east, these mountains exhibit the steepest mountain slopes on the continent. As a result, the Crest Trail, especially the central and southern portions, offers panoramic views to the east. Lake Tahoe, Mono Lake, and the Owens Valley are a few mentionable sites which may be seen from the Sierra crests.

South of the Sierra Nevada, but still within the Sierra-Cascade Province, the PCNST skirts the crests of the Piute and Tehachapi Mountain ranges. These ranges bend westward forming the west and northwest boundary of the Mohave

Desert. Like the Sierra's east slope, the south slopes of these ranges are significantly steeper than the north slopes. From the crests, the trail traveler has a panoramic view of the vast Mohave Desert which stretches to the south and east.

National Parks and Wildernesses located in the Sierra Nevada, through which the PCNST travels, are Desolation Wilderness, Yosemite National Park, the Minarets Wilderness, Devil's Postpile National Monument, John Muir Wilderness, King Canyon and Sequoia National Parks, and Golden Trout Wilderness.

South of the Sierra Nevada lies the Los Angeles Ranges of the Pacific Border Province. The Los Angeles Ranges are composed of a various number of named mountain ranges which generally exhibit an east/west trending direction. Here the PCNST traverses the San Gabriel, San Bernardino and San Jacinto Mountains before continuing southward through the Lower California Province. Within the Los Angeles Ranges, the trail passes through Silverwood Lake State Recreational Area, San Jacinto Wilderness, and San Jacinto State Park.

The Lower California Province extends from the San Jacinto Mountains southward to the Mexican border. It is characterized by the low elevation, rolling hills, which exhibit no prominent mountain crests. The climate, when compared to the northern provinces, is arid. Consequently, water scarcity presents a barrier to over-land travel.

Within this province, the trail passes through Anza-Borrego Desert State Park, the largest desert state park in the nation. It is recognized as a National Natural Landmark and, currently, is the only such landmark which is directly accessed by the PCNST. For the visitor, it contains some of the best examples of a variety of desert biotic communities in the Colorado Desert and excellent examples of desert geologic phenomena.

In summary, the PCNST traverses six recognizable physiographic areas of the Pacific Mountain system. Within each area, the trail access National Parks and monuments. Forest Service wildernesses and primitive areas: and/or

state parks and recreational areas. With the continued management of these natural resources, the trail traveler is guaranteed opportunities to view the unique and natural landscapes of the Pacific Mountain system.

Historic and Other Cultural Resources

All agencies cooperating in the development of the Comprehensive Management Plan were requested to identify properties, within their jurisdiction, which are currently Listed on the National Register of Historic Places and within 10 miles of the Pacific Crest National Scenic Trail. A total of forty- four sites were named. Table 2 lists each by state and administrative unit.

Of the 44 properties, 10 are archaeological sites or districts, while the remainder are historic properties which reflect numerous historical themes associated with the discovery and conquest of the Western frontier.

**TABLE 2
HISTORICAL AND ARCHAEOLOGICAL SITES WITHIN
APPROXIMATELY 10 MILES OF THE PCNST**

STATE	NATIONAL REGISTER PROPERTY	ADMINISTERING UNIT	STATE	NATIONAL REGISTER PROPERTY	ADMINISTERING UNIT
Wash.	Stevens Pass Historic District	Mt Baker-Snoqualmie NF		Sawyers Bar Catholic Church	Klamath NF
	Salmon La Sac Guard * Neches Pass Trail	Wenatchee NF Wenatchee NF		@ White's Gulch Arrastra	Klamath NF
				Lake Britton National Archaeological District	Lassen NF
Oregon	Multnomah Falls Lodge	Mt. Hood NF		Nobles Emigrant Trail (Nat'l Historic Landmark)	Lassen Volcanic Nat. Park
	Cloud Cap Tilly Jane Recreation Area	Mt. Hood NF		Sulphur Works Archaeo-logical District	Lassen Volcanic Nat. Park
	Timberline Lodge (Nat'l Historic Landmark)	Mt. Hood NF		Loomis Museum	Lassen Volcanic Nat. Park
	Oregon Trod, Barlow Rd Segment	Mt. Hood NF		Summit Lake Ranger Station	Lassen Volcanic Nat. Park
	Clackamas Lk. Ranger Station	Mt. Hood NF		Prospect Peak Fire Lookout	Lassen Volcanic Nat. Park
	@ Independence Prairie Ranqer Station	Willamette NF		Mt Harkness Fire Lookout	Lassen Volcanic Nat. Park
	@ Fish Lake Guard Station	Willamette NF		Warner Valley Ranger Station	Lassen Volcanic Nat. Park
	Skyliner's Lodge	Deschutes NF			
	Union Creek Historic District	Rogue River NF			
	Jacksonville-Fort Klamath, Military Wagon Road	Rogue River and Winema NF		Lake Basin Petroglyphs	Plumas NF

*Determined Eligible for inclusion in the National Register of Historic Places
@Nomination to the National Register of Historic Places in Progress

**TABLE 2 (continued)
HISTORICAL AND ARCHAEOLOGICAL SITES WITHIN
APPROXIMATELY 10 MILES OF THE PCNST**

NATIONAL REGISTER STATE	PROPERTY	ADMINISTERING UNIT	STATE	NATIONAL REGISTER PROPERTY	ADMINISTERING UNIT
Calif. (continued)	Hawley Lake Petroglyphs	Tahoe NF	Calif. (continued)	Soda Springs Cabin	Yosemite National Park
	Kyburz Flat Site	Tahoe NF		Parsons Memorial Lodge	Yosemite National Park
	Sadine Valley Archaeological District	Tahoe NF		"Road Camp" Tuolumne Meadows	Yosemite National Park
	Stampede Site	Tahoe NF		* Tuolumne Meadows Archaeological Dist.	Yosemite National Park
	Meadow Lake Petroglyphs	Tahoe NF		Golden Crown Mine	Yosemite National Park
	Summit Soda Springs	Tahoe NF		Crowden Canyon Archaeological Dist.	San Bernardino NF
	Donner Camp (Nat'l Landmark)	Tahoe NF		Fages - De Anza Trail Warner Range (Historic American Bldg Survey)	Cleveland NF
	Great Sierra Mine	Yosemite National Park		Robinson Hotel	Cleveland NF
	Tioga Pass Entrance Station	Yosemite National Park		Rear Valley Archaeological Site	Cleveland NF
	Great Sierra Wagon Rd.	Yosemite National Park			
	McCauley Cabin	Yosemite National Park			

*Determined Eligible for inclusion in the
National Register of Historic Places
@Nomination to the National Register of
Historic Places in Progress

PRESENT DEVELOPMENT AND MANAGEMENT SITUATION

In 1978 when Congress passed P.L. 95-625 requiring a Comprehensive Plan, the Pacific Crest Trail was an established facility for 2,000 of the 2,560 miles. In addition, the following actions had been completed or were on-going.

- An Interagency Task Force had (in 1969) established the Criteria for National Scenic Trails.
- The Pacific Crest National Scenic Trail Advisory Council had been functioning since 1970 and was continuing to operate as an effective working body.
- The Pacific Crest Trail "Guide For Location, Design, and Management" had been developed and approved (1971) and was being used by all agencies in the management of the trail. This "Guide" was serving as an effective management plan for the trail.
- Memorandums of Agreement had been developed (1971 and 1972) between the managing agencies providing for coordination and consultation, and agreement to follow the direction in the "Guide For Location, Design, and Management."
- Local units of the managing agencies had developed memorandums of understanding with other landowners (public and private) to facilitate acquisition, development, management, and administration of the trail.
- A target date of 1986 had been selected by the Chief of the Forest Service, to complete the acquisition and construction of the trail.
- The National Park Service segments of the trail were complete. The Bureau of Land Management and Forest Service were aggressively tackling the remaining uncompleted portions of the trail, giving the trail high priority for funding.

These actions were indicative of a viable and aggressive program to complete the trail. Each agency's responsibilities were understood and methods had been established to work out differences and mutual problems. Still, there existed situations that needed attention on a total trail basis.

In selected areas (particularly Wilderness and National Parks), public use had reached or was approaching carrying capacity. The agencies on a case-by-case basis had instituted controls such as group size limits and trailhead quotas to meet management objectives. In some areas, sanitation and water quality was becoming a problem. As efforts increased to acquire rights on private land, landowner resistance was encountered. As more of the public became aware of the trail and associated opportunities, informational services were found to be wanting. Complaints were received from users regarding conflicts between equestrian and foot traffic. It was apparent that segments of trail subject to the highest use demands were those segments through or accessing the most outstanding scenery on the route. By the same token, it was apparent that many segments were subject to very light use (primarily through traffic, by long-distance users). Some segments of the published route did not lend themselves to construction of a trail tread. Examples are the crossings of the Klamath and Columbia Rivers and segments of the route crossing land developed for residential purposes. The increasing pressure on public lands to produce wood, forage, and minerals to meet the nation's need brought with it the question of the relationship between the trail and its basic premises, and the management of other resources from the adjacent lands. The user generally perceives the trail as offering an

opportunity to get away from the sights and sounds of man, a "wilderness" or "primitive" type opportunity. The user generally objects to management activity adjacent to the trail. This concept of the trail held by the majority of the users, stems partly from their own perception of what a National Scenic Trail should be and partly from what the agencies have, through their own brochures, exhibited the trail to be.

Almost without exception, all information brochures have used photographs that depict landscapes untouched by man, giving the impression that the trail — at least across public lands — is a wilderness or primitive experience. Motorized travel on the trail was becoming an administrative problem. Motorized use (4-wheel drive and motorbike), of adjacent lands, in some situations, were the primary recreation activity. Trail construction through these lands posed administrative problems. Winter use of the trail (cross-country skiing and snow-shoeing) was on the increase on a local basis. Snowmobiling, as part of the winter sports activities, posed yet another administrative problem.

Of October 1, 1990, 2,270 miles (89%) of the trail had been constructed with many supporting of trailheads. The completion status of the trail is shown in Table 3 and on the four maps accompanying this plan.

Of the 290 miles yet to construct, 232 are between the southern boundary of the Inyo National Forest and the Mexican border (See maps). Of these 232 miles, 122 are across private land. Some of the situations facing agencies in the acquisition and development of these remaining segments of trail are:

- Land that was essentially undeveloped at the time the route was published in the Federal Register is in some cases now developed into 1-2 1/2 acre homesites.

- The route passes through some highly mineralized areas.

- Public and private land in the Mojave Desert area is used primarily for motorized recreation activities.

- Private landowners are, in many cases, highly resistant to the trail and its associated impacts.

TABLE 3
MILES OF COMPLETED TRAIL TREAD

Responsible Agency	Washington		Oregon		California		Total	
	E	NE	E	NE	E	NE	E	NE
National Park Service	29	0	31	0	189	0	249	0
Bureau of Land Management	-	-	40	0	64	89	104	89
Forest Service	<u>464</u>	<u>11</u>	<u>368</u>	<u>2</u>	<u>1085</u>	<u>188</u>	<u>1917</u>	<u>201</u>
								(38)
								(115)
TOTAL	493							290

() = Private lands included

E = Existing

NE = Not existing

– Much of the route is without surface water.

The environmental analysis process that agencies use to evaluate and analyze alternative trail location must necessarily include a high level of involvement by landowners, local government, and user groups.

In summary: In addition to 89% of the trail being completed and managed, many of the decisions usually reserved for a broad coordinated management plan (route selection, location criteria, design criteria and standards, signing standards, trailhead standards, management direction for adjacent land and resources) have already been approved and are in use, after a lengthy review process by agencies and the Advisory Council.

Most of the existing direction is considered applicable without revision and is incorporated intact in this Comprehensive Plan. However, an assessment of management situations within and between agencies identified specific areas of differences and new questions which required trail-wide answers. Specifically, these areas are; (1) management of use; (2) relationship between the trail and management of adjacent land; (3) extent of rights needed on private land; and (4) the development of water sources.

The focus of the environmental analysis was on alternative strategies addressing these questions and the eventual selection of a preferred management strategy.

THE PLANNING PROCESS

An environmental analysis was conducted by the Forest Service to:

- identify broad trail related issues, concerns, and opportunities;
- identify and evaluate alternative plans of management for meeting the objectives of the Comprehensive Plan; and
- to determine if an Environmental Impact Statement statement was necessary.

The Forest Service carried out the environmental analysis under the guidelines contained in Chapter 1950 (Forest Service NEPA Process) of the Forest Service Manual. This effort was coordinated with the Bureau of Land Management and the National Park Service. The States of California, Oregon, and Washington and the Pacific Crest National Scenic Trail Advisory Council were also consulted. Public (users, landowners, special interest groups, etc.) input was solicited on issues, decision criteria, and alternatives.

Issues and

Management Concerns

The environmental analysis is documented in an Environmental Assessment. (See Appendix B) The analysis identifies issues and management concerns as follows:

Issues:

— Trail use, overuse, and conflicting use. The major aspect of this issue pertains to how managing agencies will determine appropriate levels of use (carrying capacity) and how conflicting uses will be handled.

— The effect of the trail and its use on the management of adjacent land (public and private). The resolution of this issue identifies natural scenic, historic, and cultural resources of significance to the trail and determines the objectives for management of these resources.

— How much private land is needed to protect the trail environment? The resolution of this issue determines the primary objectives for the trail on private land and establishes levels of impact on landowners and users.

— Water. This issue recognizes that the scarcity of surface water is a problem in certain areas and establishes objectives for dealing with these situations.

Management Concerns:

— Improvement is needed in providing information and permits to users.

— The trail may have adverse effects on private land; i.e., fire risk, sanitation problems, liability of landowners, pollution, etc.

— There is a need for a coordinated volunteer program to support the PCNST and provide opportunities for volunteer efforts.

— There exist conflicts with motorized recreation activities on public and private lands.

— The disposal of solid and human waste and the protection of water sources from pollution are problems in some areas.

— There is a need on a local basis to adjust responsibilities for maintenance in order to economize on travel and labor.

— There is a need for an interagency coordinated approach to handling trailwide problems as they surface in the future.

— There is a need to establish responsibility for monitoring accomplishment and compliance with the objectives contained in the Comprehensive Plan.

— Winter recreation (cross-country skiing, snowmobiling, snowshoeing) on the trail is on the increase and is placing additional demands on the agencies.

— Selected areas along the trail route are highly mineralized and may be subject to development.

— Surveys to determine archaeological and historical sites is progressing on a unit-by-unit basis but will not be complete for some time.

— Both the Canadian and Mexico border present unique situations for the trail user. Along the Mexico border, users are apt to set off sensors, come in contact with criminal elements and be subject to search by the Border Patrol. The Canadian border presents special problems of immigration and customs for both hiker and equestrian.

The Alternatives Considered

Alternative "A" - No Change:

Primitive type recreation opportunities (independence, closeness to nature, self-reliance, risk) are most prevalent within National Parks and Wilderness areas. On other Federal lands, opportunities will range over the Recreation Opportunity Spectrum from primitive to rural with the emphasis being on the primitive. This stems from the present direction to maintain or enhance natural beauty and other aesthetic qualities on adjacent lands. Opportunities will be available to view resource management activities. Recreation opportunities on private land are generally confined to hiking or riding the trail and viewing resource management or other cultural activities.

Alternative "B":

This alternative emphasizes recreation experiences associated with the primitive end of the opportunity spectrum over the entire length of the trail. For the trail user, there would be a high probability of experiencing independence, closeness to nature and self-reliance through the application of outdoor skills. There would be minimal opportunities to view resource management and other cultural activities except on private land.

Alternative "C":

This alternative retains those primitive type recreation opportunities in National Parks and Wilderness areas. Across other Federal lands, the recreation opportunities will approximate these under Alternative "A" but with the emphasis being on those experiences associated with the middle of the opportunity spectrum: i.e., semi-primitive nonmotorized and motorized, roaded —natural, and rural. Opportunities for viewing resource management and other activities will be more prevalent than

with Alternative "A." Opportunities on private land are similar to those in Alternative "A."

Alternative "D":

With respect to National Parks and Wilderness, the recreation opportunities are identical to those in Alternatives A, B, and C. On other Federal land, the opportunities are those associated almost entirely with the roaded natural and rural end of the opportunity spectrum with the emphasis on viewing and understanding resource management and related activities. Even in this alternative, limited primitive and semi-primitive opportunities will exist on other Federal lands, but to a lesser degree than in any of the other alternatives. Opportunities on private land are unchanged from Alternatives A and C.

The Selected Alternative

Recommendations from the managing agencies, the Advisory Council, and the public were used by the Responsible Official in selecting Alternative C, modified to incorporate Alternative D for issue three, as a framework for management of the trail. The following discusses the selected alternative as it relates to each issue identified during the planning process.

1. Trail use, over-use, and conflicting use.

This issue encompasses the area of "Visitor Management" as it relates to the Pacific Crest National Scenic Trail. Both type and level of use are relevant. Three major topical areas — Carrying Capacity, Commercial Use, and Winter Use — are addressed by the preferred alternative and are described as follows:

Carrying Capacity. Through their respective land and resource management processes, each administering unit BLM District, National Park, National Forest will divide its portion of the trail into segments based on the types of recreation opportunities available. Each local land management plan will provide a maximum carrying capacity for each segment of trail. Management actions to prevent overuse will be taken on a case-by-case basis by local administering units after coordination with adjacent managing units.

Commercial Use. Commercial use of the trail is consistent with the purpose of the trail. Commercial outfitters, guides, etc., provide a valuable service to a segment of the public. The extent of commercial use will be regulated by the

agencies based on public demand and the capability of the resource to accommodate such use.

Winter Use. Snowmobiling on the trail is prohibited but crossing at designated locations is consistent with the purpose of the trail when such use is permitted on lands adjacent to the trail and does not cause damage to the trail, related resources, or facilities. Cross-country skiing and snow-shoeing on the trail are compatible with the purpose of the trail.

2. Effect of the trail and its uses on the management of adjacent land, public and private.

For purpose of this issue, lands crossed by the PCNST may be separated into three different groups. National Parks, State Parks, and National Forest and BLM wilderness make up one group where legislation mandates the preservation or conservation of the natural environment. BLM lands and National Forests outside of Wilderness or other special areas make up a second group where Lands are managed for multiple uses including wood, forage, fish, water, minerals, historic and cultural resources, and recreation. Privately-owned lands make up a third category of lands crossed by the PCNST. The preferred management alternative deals with each category of land as follows:

National Parks, State Parks, Forest Service, and BLM Wilderness. These areas contain significant scenic, historic, and natural resources to be preserved. The management objectives and policies embodied in the establishing legislation creating such areas are sufficient to meet the purposes of the Pacific Crest National Scenic Trail.

National Forest and Bureau of Land Management Nonwilderness Lands. The entire landscape and its scenic quality are important to the purposes of the Pacific Crest National Scenic Trail. Viewing and understanding resource management and other cultural activities are considered to be part of the normal character of the trail. The management of the various resources will give due consideration to the existence of the trail and trail users within the multiple-use concept. Prescription for management of the visual resources associated with the trail will be part of agency planning processes.

Private Lands. Maintain continuous passage and minimize the extent of rights acquired from private landowners. Major river

(Columbia and Klamath) crossings and urban/rural areas developed for homesites or commercial facilities present particularly difficult situations in terms of construction costs and/or impacts on private landowners. It may be more practical, on an interim basis, for the trail to follow other public rights of way such as highways, bridges, powerlines rights-of-way, etc. The establishment of each such interim segment shall be subject to review by the Advisory Council and Chief, Forest Service. The establishment and use of such interim routes will not prejudice eventual completion of a continuous trail tread.

3. How much private land (width of right-of-way, scenic easement, fee title, etc.) is needed to protect the trail environment?

The National Trails System Act, as amended in 1978, provided guidelines for agencies to obtain easements or rights-of-way across private land. There is no limit on the amount of land that may be acquired with consent of the landowner. However, if the land is to be acquired through condemnation, the Act limits the amount of land that may be required to that "reasonably necessary to provide passage across such land," up to a maximum of 1.25 acres per mile.

The selected alternative for the comprehensive plan directs agencies to acquire the minimum land or rights necessary to construct and maintain a pathway, including space for campsites and access to water where necessary. The width of right-of-way will vary with the specific trail objectives for each segment of the trail.

4. Water

Surface water is available at sites along most of the trail in Washington and Oregon. However, major water supply problems exist on certain lengthy segments of the trail in California. Backpacking and horse travel over these segments is constrained, if not precluded, due to the scarcity of water.

The preferred alternative for this issue recognizes that, in general, water sources will be limited to surface water along the trail. Additional water sources may be accessed by side or loop trails. Specific situations may justify the construction/development of potable water sources. These will be critically reviewed by the responsible agency.

IMPLEMENTING THE MANAGEMENT ALTERNATIVE

Strategy for

Second Level Plans

Each National Park, Bureau of Land Management District, and National Forest will integrate the direction and guidance provided by the Comprehensive Plan into their respective land management planning processes. It is intended that these processes will produce a second level of planning for the trail that is responsive to specific issues, concerns, opportunities, and problems unique to each administrative unit.

After consideration of the total resource management situation, each administrative unit (National Park, BLM District, National Forest) will divide their section of trail into segments, with each segment corresponding to one of the following Recreation Opportunity Spectrum classes. (See Draft FSH 1909.12, Chapter 500.)

Primitive: Trail segments within this ROS class objective will provide users with a primitive recreation experience. These segments are set in an essentially unmodified environment. Evidence of humans would be unnoticed by an observer wandering through the area. The trail should be at least 3 miles from all roads, railroads, or trail with motorized use. Places for camping will be available and rudimentary facilities for overnight camping may be provided outside designated wilderness.

Interactions between users will be minimal, usually less than six parties per day encountered on the trail and less than three parties visible at any campsite. The user will enjoy maximum opportunity for solitude and testing of outdoor skills. Feelings of regulation will be minimized to the greatest extent possible. Feelings of physical achievement will be an important part of the experience offered.

Units of the National Wilderness Preservation System are found within this ROS class. Management of the trail in wilderness is subject to the criteria approved for wilderness and to each wilderness management plan. Since the management approach to wilderness is to minimize restraint and obvious regulation, rules for behavior and other needed information will be available to the user prior to entry.

Semi-primitive Nonmotorized: Trail segments in this category will have as their primary objective the provision of a near primitive wildland environment. The trail will have a natural setting which may have subtle modifications that would be noticed but not draw the attention of an observer wandering through the area. The trail will be at least one-half mile from all roads, railroads or trails with motorized use. Therefore, the opportunities for direct public motorized access will not be provided.

Except in designated wilderness, camp sites may be designated and provided with rudimentary improvements.

Users may usually expect no more than 6-15 parties per day encountered on the trail and 6 or less parties visible at campsites. Opportunities for solitude and exercising outdoor skills will be present, but the areas are not as remote as in the primitive class.

Semi-primitive Motorized: Trail segments in the ROS class will be in a natural setting which may have moderately dominant alterations but will not draw attention, as would be judged by motorized observers on trails and primitive roads within the area. The trail may be accessed by primitive roads or motorized trail routes no more frequently than one-half mile intervals. Roads, better than primitive, may be no closer than one-half mile from the trail.

Campgrounds available along these sections resource protection and comfort and convenience of the user. Such amenities as vault or chemical toilets, enclosed fireboxes, and wood tables may be provided.

User interaction along these segments will be *low to moderate in frequency. The user may experience more control and regulation but will still have a feeling of achievement, adventure, and a release from the dominance of men's structures or noise.

Roaded Natural: Trail segments in this ROS class pass through areas where the natural setting may have modifications which range from being easily noticed to strongly dominant to observers within the area. From **sensitive travel routes, such as the PCNST, these alterations would remain unnoticed or visually subordinate. Roads, better than primitive, or railroads may cross the trail but no more frequently than one-half mile intervals. The most highly developed campgrounds along these segments may have plank tables, enclosed firebox or charcoal grills, vault or flush toilets, and litter containers.

User interaction may range from *moderate to high at access roads and low to moderate on the trail away from the roads. There will be little opportunity for a feeling of remoteness and the presence of nonrecreational activities may result in a need for more signing for information and regulation. This ROS class fits well in those situations where good roads make access easy for people with a variety of interests and motivations.

Rural and Urban: Trail segments in this ROS class pass through areas where the natural setting is culturally modified to the point that it is dominant to the **sensitivity travel route observer. The setting may include pastoral, agricultural, intensively managed wildland resource landscapes, or utility corridors. The more urban settings may be dominated by structures with the natural or natural elements playing an important but visually subordinate role. Trail users may constantly be in view of culturally changed landscapes. Motorized access or crossing of the trail may be more frequent than one-half mile intervals. Developments along the trail may include trail-heads, parking facilities, and private services.

Campgrounds along these segments of trail may be highly developed with facilities including

may have more highly developed facilities for flush toilets, wash basins, and showers. User interaction may be *moderate to high along the entire trail segment. The primary objective here is to provide the user with a safe continuous trail link between other ROS class segments. These sections of trail will generally be as short as necessary to allow passage across or under highways and railroads or passage through developed areas. Private property or safety considerations may dominate local alternatives requiring fencing of rights-of-way, use of cattle guards, and gates. In some situations, constructed barriers to prevent motor vehicle trespass will be present. Signing for safety, interpretation, and regulation may be frequent.

Carrying Capacity

If each Recreation Opportunity Spectrum class provides certain recreation opportunities, then carrying capacity becomes a measure of the maximum number of people who can obtain certain kinds of recreation experiences on each segment of the trail. Capacity then indicates the maximum recreation opportunity supply. The total of all segments represents the contribution the Pacific Crest Trail can make to meeting the outdoor recreation needs of the nation.

Carrying capacity is a relatively new idea of management. There is still considerable lack of knowledge in several areas, particularly:

- the consequences (both social and ecological) of different use levels.
- determining whether the consequences are consistent with management objectives for any particular level.
- visitor motives, preferences, and expectations as related to a National Scenic Trail.

In determining carrying capacity for each segment, the manager should look at carrying capacity as a measure that may be subject to adjustment over time (either up or down) as the information base is refined.

In establishing a practical maximum carrying capacity for a set segment of the trail, the manager should analyze the interaction of several factors, including but not limited to:

- the specific management objectives related to the particular ROS class. (See draft FSH 1909.12, Chapter 500)

* Specific numbers must be developed to meet regional or local conditions.

** Sensitivity level 1 and 2 travel routes from Visual Management System, USDA Handbook 462.

— the recreation resources and sites accessible from the trail, and the use of these sites accessed by means other than the PCT.

— the physical ability of the land and resources to withstand use.

—the visitors' desires for social densities and facilities. Capacities should generally conform to the social setting capacities found in the draft FSH 1901.12. Chapter 500.

—length of season, pattern of use.

For consistency among units, carrying capacity for each segment will be expressed in "person-at-one-time" (PAOT)/mile/year.

Control of Overuse

Each agency will continue their present practice of evaluating use levels, patterns, impacts against management objectives for the areas the trail crosses. As use levels approach the carrying capacities established, the administering unit — National Forest, BLM District, National Park — will consider the need for specific controls. Controls will be instituted only after careful analysis of problems and consideration of all alternatives.

For example, if human waste becomes a problem, the manager might have available the following courses of action:

- install toilets
- disperse the use to other sites
- reduce use.

The goal should be to apply the minimum level of regulation needed to accomplish the objectives for the area. This approach will be more apt to gain public support.

It is most essential that any consideration of user control receive full coordination with adjacent administrative units.

Commercial Use

Within National Parks, commercial use will continue to be regulated through a permit to a sole concessionaire. National Forests and BLM Districts will accommodate public demand for this service through nonexclusive permits. Both systems recognize that the resource to accommodate such use may be limiting.

Winter Use

Winter use (cross-country skiing and snowshoeing) should be accommodated where practical and feasible. Each agency should follow its own procedures for marking and signing the trail for winter use purposes. As a guideline, all trail markers should be at eye level (approximately 40" above average maximum snow depth). Sanitation facilities and snow removal for parking may be necessary. Any improvements, or alterations of the vegetation, should not detract from the quality of the recreation opportunities for other trail activities such as hiking and horseback riding.

Snowmobiling along the trail is prohibited by the National Trails System Act, P.L 90-543, Section 7(c), Winter sports plans for areas through which the trail passes should consider this prohibition in determining areas appropriate for snowmobile use. Winter sports brochures should indicate designated snowmobile crossings on the Pacific Crest Trail where it is signed and marked for winter use if cross-country skiing and/or snowshoeing is planned for the trail, any motorized use of adjacent land should be zoned to mitigate the noise of conflict.

Effects on the Management of Adjacent Public Land

There exists a wide difference of opinion from agencies, users, and interest groups on the relative importance of the trail related resources (particularly the scenic and natural portions) when compared with other resource uses and activities (particularly timber harvest and mining). The users of the trail feel very strongly that the preservation of a scenic and natural corridor is critical to a National Scenic Trail. Interest groups representing other resource uses of lands are just as positive that a national scenic trail should have no influence on land management (public or private) or on commodity outputs.

Section 7(a) of the 1968 Act establishes the relationship between the trail and the management of adjacent land:

Management and development of each segment of the National Trails System

shall be designed to harmonize with and complement any established multiple use plate for that specific area in order to ensure continued benefits from the land.

The selected management alternatives (Section IV, Page 16) are consistent with the language in the Act. In addition, this decision clarifies, for two broad categories of public land, the relationship between the trail and the management of adjacent lands.

Within National Parks, State Parks, and Wilderness Areas (30% of the trail) the significant trail related resources (scenic, historic, natural) are protected by virtue of the legislation that created these special areas. Generally, the purposes and objectives of these special areas are consistent with the purposes of National Scenic Trails. In the event of conflicts between the trail or its use, and the legislated purpose or planned objectives for these areas, the legislated purposes or area objectives will prevail.

Within Federal lands outside National Parks and Wilderness (57% of the trail), the trail must co-exist in harmony with all other resource uses and activities of the land as determined through the land management planning process. The trail will cross a mosaic of areas differing in primary management emphasis. This could be grazing, key wildlife habitat, special interest such as scenic or geologic, developed recreation, unroaded recreation research natural, or intensive timber management. Viewing and understanding this array of resources and management is one of the primary recreation opportunities to be made available over these portions of trail. Some activities such as road construction, logging, prescribed burning, herbicide application, mining, etc., will require considerable informational and interpretive skills to be placed in a positive perspective from the standpoint of the user. The agencies should look at this as an opportunity to explain the multiple-use concept,

It is anticipated that even though some resource activities may occur immediately adjacent to or across the trail, the agencies will protect the integrity of the trail proper by modifying management practices as needed.

Timely construction of and signing of temporary locations to avoid other resource activities such as logging and road construction is essential to maintaining a safe and enjoyable

trail for the users and will do much to mitigate any negative feelings.

The Trail Over

Private Land

Private lands make up 12% of the total trail environment. In general, the trail across these lands is viewed as segments necessary primarily to maintain continuity of the trail rather than to provide access to recreation opportunities on private land. This would normally require only the minimum width of right-of-way for the trail. Occasionally, rights-of-way for campsites, forage areas and/or access to water may be necessary to make a particular segment of the trail passable. This does not rule out additional acquisition of scenic easements or fee title outside this narrow strip, if such acquisition could be justified through its own environmental analysis as being essential to protecting a recreational resource or opportunity of national significance and essential to meeting the purposes of a National Scenic Trail.

In many situations, particularly where the private land is being managed for timber production or grazing, the adjoining Federal land is managed similarly and offers similar interpretive opportunities. In other situations, the private land may be in differing stages of cultural development and offers opportunities to view these activities. In situations involving residential, commercial, or industrial development the purpose of the trail is to get the traveler through in the safest way with the least impact on private landowners. Agency managers need to maintain a high standard of signing to notify the trail user where Federal land ends and private land begins, and the limits of the right-of-way. Informational literature should give credit to the contributions of the private landowners and have as an objective the education of the user to the concerns of those landowners. Suggestions can be made on how to be a welcome neighbor to the private landowner and how this will benefit future trail users. Campsites, water sources, and forage areas acquired on private land are particularly sensitive areas.

Water

Most input by trail users favored treating water availability or the lack thereof as a natural environmental factor that the potential user must contend with, much like food, weather, topography, etc. It is essential though that agencies carefully prepare informational services to ensure that the potential user will be aware of the water situation.

Any construction of a water development or modification of a surface water source, etc. carries with it the responsibility to administer the requirements of the Clean Water Act.

All informational literature should carry the standard disclaimer that all water encountered on the trail should be boiled or treated prior to consumption.

Other Management Concerns

1. Information

Improvement is needed in providing information and permits to users. Present informational brochures, maps, and handouts are as varied as the number of administrative units crossed by the trail. Public input expressed frustration with the system. This is particularly true for the long-distance user in planning the logistics of campsites, water sources, forage areas, food drops, snow conditions, permit requirements, agency regulations, etc. The goal of the agencies and Advisory Council is to develop a coordinated system that will essentially provide the potential user with all needed information with one contact at any of the agency field offices administering the trail. The Advisory Council has a task force working to develop a recommendation for the agencies.

Another factor that needs to be considered is the role of the private sector in providing information to users, and how the agencies can help to ensure that the information provided by the private sector is accurate and up-to-date.

2. Private landowners

Private landowners share concerns of fire risk, litter, vandalism, pollution, accidents, and related liability, etc. There is no feasible way of completely eliminating the possibility of these

occurrences on adjacent private land, short of not constructing the trail. The only realistic approach is for agencies to plan and carry out an intensive information and education program aimed at building a positive relationship between landowner and trail user.

The following methods are examples of what can be done — not all of which may be appropriate to the same situation.

- Keep a high standard of maintenance on private land, Focus on existing or potential problem areas and situations.

- Work with user groups so that they understand and can pass on to others the concerns of the private landowners and recognize the contributions landowners have made to the Pacific Crest Trail. The objective is to establish a "good neighbor" relationship between the user and the landowner. Hiking and riding groups should be encouraged to invite landowners to their local meetings.

- Through a monitoring and evaluation program, agencies can identify potential problems and take action prior to the development of a serious situation.

- Agency field personnel (patrolmen, backcountry rangers, etc.) can exert a positive influence on all trail users, and should give priority to patrol of private land segments of trail where problems or potential problems have been identified.

- Informational brochures and pamphlets should speak to the contribution of private landowners — clearly point out private land segments, and explain how the user can be a "good neighbor."

3. Volunteer Program

There is a need for a coordinated volunteer program to support the PCNST and provide opportunities for volunteer efforts. As a result of the 1980 Advisory Council meeting, the Council took the following actions:

- wrote to and received from the Secretary of Agriculture support for a volunteer plan.

- established a Task Force to recommend means by which public volunteer support should be developed, enlisted, and used by the Forest Service.

Concurrent with the Council action, Region 5 of the Forest Service has initiated the program through a proposed Memorandum of

Understanding with the Pacific Crest Conference. This is a "pilot project," taking advantage of some of the volunteer activities of trail clubs which are already occurring on a local level. The Forest Service is working with the Advisory Council to develop a "model" structure for the volunteer program for the entire trail.

4. Solid and Human Waste

There exists a potential for water pollutions along numerous segments of the PCNST. Public use of the trail is one of many sources of pollution. Among the others are wildlife, domestic stock, and other land and resource activities. Land managers and agencies are charged with complying with both State and Federal laws and regulations related to water quality standards.

Agencies responsible for management of the Pacific Crest Trail will consider the impacts of waste products from use of the trail and take appropriate action to meet the Federal and/or State standards that apply. In most situations, the water quality assessment and mitigating action will be considered on a segment-by-segment basis within the carrying capacity concept. Site specific problems will be evaluated and corrective action taken as they occur.

5. Trail Relocations

Potential development of mineralized areas present possible subsequent conflicts between the trail and these developments. Section 7(b) (i and ii) of the Act (see Appendix A) establishes sufficient criteria for relocation of the trail.

All permanent trail relocations, whether proposed by the Forest Service or other agencies, must be approved by the Chief of the Forest Service, since he has been delegated the responsibility for administration of the trail by the Secretary of Agriculture. Within the Forest, an environmental analysis will be undertaken. The results of this analysis [i.e. an EA with a Draft Decision Notice and Finding of No Significant Impact (FONSI)] should be forwarded to the WO for the Chief's signature. Other agencies should forward proposed relocation to the Chief through their administrative channels. After approval by the Chief, a notice of the trail relocation will be published in the Federal Register.

When a relocation occurs, whether permanent or temporary, agencies should make special

efforts to keep the trail users informed. This can be done through timely signing and publication of brochures.

6. The Border Situations (Canada and Mexico)

Crossing into or out of Canada requires compliance with immigration and customs regulations. These particular requirements should be included in informational packets for users starting or ending their trip into Canada. Pets and riding stock have special requirements that include a verification that the animal has received appropriate immunizations.

The situation at the Mexico border is related to the prevalence of criminal activity and related danger to trail users, and the administrative problems that trail users present to the Border Patrol if the trail terminates in an area where sensors are used to detect movement.

The specific location of the trail between the Cleveland National Forest and the Mexico border has yet to be determined. It is recommended that the southern terminus of the trail be at or near a manned border crossing. This would minimize the danger to users and meet the requirements of the Border Patrol.

7. Archaeological and Historic Resources

The comprehensive plan recognizes that National Register properties, accessible and appropriately interpreted, will enhance the recreational experiences of the PCNST travelers. Local administrative units, through land management planning, will develop protection and interpretive plans for those historical and archaeological resources associated with their respective trail segments. Existing Congressional mandates such as the National Historic Preservation Act of 1966 (with significant amendment in 1975 and 1980) direct Federal agencies to continue programs for inventorying and protecting properties eligible for National Register status. As these programs continue, the list of properties in proximity to the trail and the opportunities to develop these resources will grow in number.

Any interpretive plans for these resources should be fitted to the development level of the trail segment on which they occur. Since, in most cases, these are nonrenewable resources, plans

should also ensure that vandalism and natural elements do not result in irreparable damage and eventual destruction of these properties.

8. *Maintenance*

Maintenance of the Pacific Crest National Scenic Trail should be of sufficient frequency to ensure that all features of the trail, including drainage, tread clearing, signing, and related structures will be at the standards to which they were designed and constructed.

Not all portions of the trail are constructed to the appropriate standards as described in Appendix C. Until these segments are upgraded, trail maintenance should be sufficient to maintain the existing standard along these segments.

Monitoring and Evaluation

Each Regional (NPS and FS) and State (BLM) office of the managing agencies will develop and implement a monitoring and evaluation plan for segments of the trail for which they have responsibility. These plans will include provision for involvement of affected private landowners in the determination of trail and user impacts on private land. The reports from these plans will provide, as a minimum, the following information on an annual basis:

- an assessment of compliance with the goals and objectives contained in the Comprehensive Plan.
- an estimate of the types and levels of use on the trail, including trends. This should be related to the tentative carrying capacities established.
- a summary of current or anticipated problems, including concerns of private landowners, which require coordination among agencies, states, or regions.
- any recommendations for revision or amendments to the Comprehensive Plan.

This information will be summarized by the Forest Service and used as follows:

as a data base from which the managing agencies, on a coordinated basis, after consultation with affected private landowners, can solve mutual problems.

— as information to the Pacific Crest National Scenic Trail Advisory Council for its use in advising the Secretary of Agriculture on matters pertaining to the trail.

Interagency Coordination

The monitoring and evaluation reports will be used by the Forest Service to assess the need for interagency meetings to deal with broad trail issues or problems that cross agency lines. Ad hoc committees may be established to deal with specific issues.

On a local, state, or regional level, agencies will continue their present informal methods of resolving mutual problems.

RECOMMENDATIONS FOR DISPOSITION OR REVISION OF EXISTING AGREEMENTS, REGULATIONS AND CRITERIA

Trail development and management is now guided by several documents. Revisions are necessary, in some cases, to reflect changing situations, or to be in agreement with decisions contained in Section V of this plan.

Code of Federal Regulations. CRF, Title 35, Chapter II, 212.21, should be amended to include cross-country skiing and snowshoeing as acceptable uses of the trail — in addition to hiking and horseback riding.

Memorandums of Understanding (Forest Service — National Park Service 1971 and Forest Service — Bureau of Land Management 1972). These agreements establish the basis for continuing coordination and cooperation between the agencies in the development, management and administration of the trail. Revisions are recommended as follows:

- delete language that requires the establishment of zones or corridors.
- delete "Pacific Crest Trail Guide for Location, Design, and Management" and substitute "Comprehensive Plan."
- add a section that embraces the Comprehensive Plan as the document providing overall guidance, direction and strategy for development, management, and administration of the trail.

Guide For Location, Design, and Management (1971.) The Introduction (pages 1-5) and Management Criteria (pages 30-42) are replaced by the Comprehensive Plan. The Location and Design Criteria (pages 6-29) and the Appendix (pages 44-47) is incorporated into the Comprehensive Plan as Appendix C. The changes recommended by the Advisory Council at the May 1980 meeting are included.

Criteria For National Scenic Trails (1969). This criteria (see page 3) established to apply to all National Scenic Trails provides a basis from which to evaluate alternative locations for unconstructed segments, or relocation of existing segments. It should be used with the location criteria in Appendix C.

The Criteria also provides (under the heading of National Significance) a valuable perspective to the relative importance of National Scenic Trails.

SCHEDULE OF ACQUISITION AND TRAIL CONSTRUCTION

Dollar figures for the acquisition of rights-of-way, trail construction, and maintenance were collected from each agency participating in the Comprehensive Plan. All figures represent planned activities as of October 1, 1980, and are expressed in the 1980 dollar value.

Complete development of the PCNST will require a total capital investment of \$16,209,500. This includes \$986,000 for rights-of-way acquisition, \$12,817,600 for new trail construction, and \$2,405,900 for the reconstruction of certain trail segments to standards. The following table outlines total dollars needed each Fiscal Year to accomplish these tasks:

TABLE 4
TOTAL DEVELOPMENT COSTS

	F.Y. '81	F.Y. '82	F.Y. '83	F.Y. '84	F.Y. '85
Acquisition of right-of-ways	114,000	300,000	287,000	252,000	32,500
New construction	1,179,600	2,706,000	5,033,000	2,067,000	1,832,000
Construction to Standards	549,500	700,000	316,500	483,900	401,000
TOTALS	1,843,100	3,706,000	5,636,500	2,758,400	2,265,500

Section III of the Comprehensive Plan discusses major concerns surrounding the tasks of securing the necessary rights-of-ways. In order to achieve a continuous trail route, 181 individual rights-of-way cases need to be

negotiated. This represents 149.1 total miles of trail.

Table 5 below summarizes by agencies the total costs, number of cases, and miles of rights-of-way to be acquired during fiscal years 1981 through 1985.

TABLE 5
PLANNED ACQUISITION OF RIGHTS-OF-WAY

AGENCY	F.Y. '81 - '85		
	Miles	No. of Cases	Cost
Bureau of Land Management	--		
Oregon State Office			
California State Office	30.2	29	\$ 225,000
National Parks Forest Service			
Intermountain Region	—	—	—
Pacific Northwest Region	14.6	23	21,000
Pacific Southwest Region	104.3	129	740,000
TOTALS	149.1	181	986,000

To meet the Chief's target of having all rights-of-way secured by December 1985, agencies have developed the following acquisition schedule:

	Miles	No. of Cases	Dollars
Fiscal Year 1981:			
BLM	--	--	--
Forest Service	45.2	38	\$ 113,000
TOTALS	45.2	38	113,000
Fiscal Year 1982:			
BLM	19.2	6	97,500
Forest Service	50.6	38	203,000
TOTALS	69.8	44	300,500
Fiscal Year 1983:			
BLM	5	15	62,500
Forest Service	13.8	38	225,000
TOTALS	18.8	44	287,500
Fiscal Year 1984:			
BLM	3	4	32,500
Forest Service	9.3	33	220,000
TOTALS	12.3	37	252,500
Fiscal Year 1985:			
BLM	3	4	32,500
Forest Service	--	--	--
TOTALS	3	4	32,500

Tables 6 through 8 summarize, by agency, the projected dollar needs for new trail construction, reconstruction of those trail segments which are not to standard, and maintenance for Fiscal Years 1981 through 1985. Figures 2 through 4 illustrated the proposed expenditure of these dollars by Fiscal Year.

New construction dollars reflect the total costs of engineering location through construction and signing of the trail as well as dollar costs for constructing new trail-heads. To complete the trail, 290 miles of trail tread and an additional 36 trailheads must be constructed. The four maps accompanying this Comprehensive Plan show the location of trail segments yet to be constructed and proposed trailheads.

Provided that all trail development goals are met, trail related expenditures after Fiscal Year 1985 should be solely for maintenance purposes.

TABLE 6
NEW CONSTRUCTION COSTS
F.Y. '81 - F.Y. '85

Agency	Costs	Miles
Bureau of Land Management		
Oregon State Office	\$ —	—
California State Office	2,856,000	89
	2,856,000	89
National Park Service		
Pacific Northwest Region	—	—
Western Region	—	—
Western Region	—	—
	—	—
Forest Service		
Intermountain Region	—	—
Pacific Northwest Region (R-6)	890,000	13
Pacific Southwest Region (R-5)	9,086,000	188
	9,976,000	
TOTALS	\$ 12,832,000	201

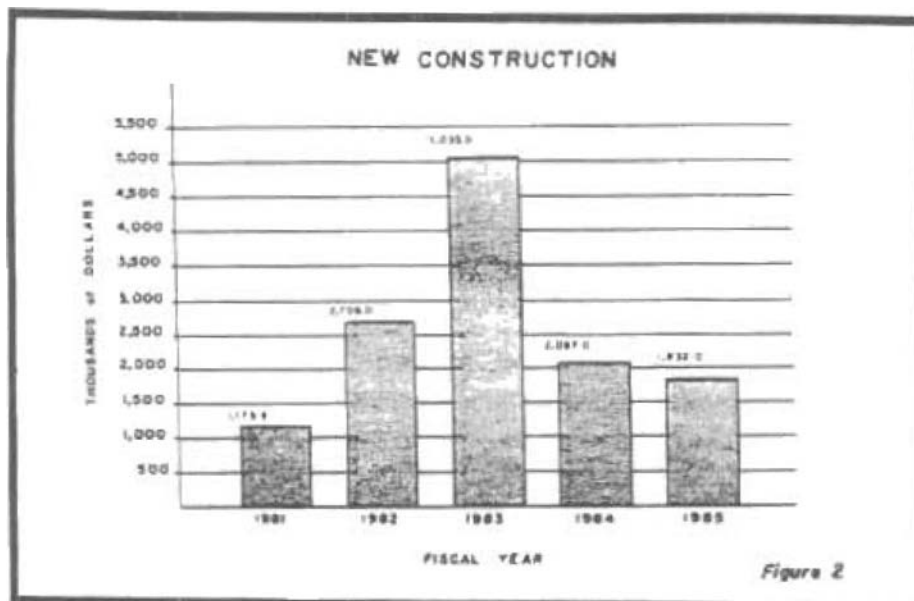


TABLE 7
DOLLARS NEEDED TO BRING
EXISTING TRAIL SEGMENTS TO
CONSTRUCTION STANDARDS
F.Y. '81-'85

Agency	Dollars
Bureau of Land Management	
Oregon State Office	\$ 12,000
California State Office	—
	\$ 12,000
National Park Service	
Pacific Northwest Region	103,500
Western Region	608,400
	783,900
Forest Service	
Intermountain Region	40,000
Pacific Northwest Region (R-6)	540,000
Pacific Southwest Region (R-5)	1,030,000
	1,610,000
TOTAL DOLLARS	2,405,900

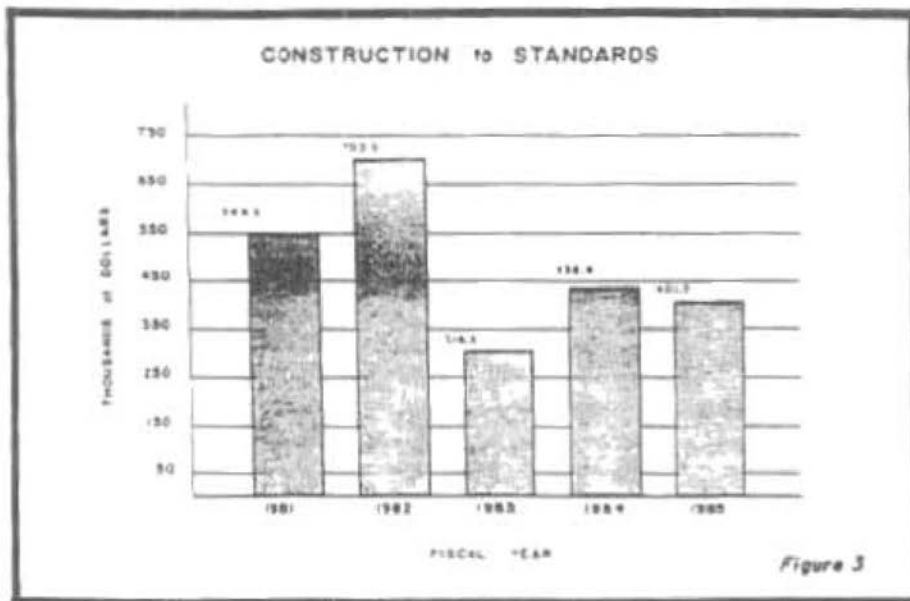


TABLE 8
PROJECTED MAINTENANCE DOLLARS
F.Y. 81 - 85

Agency	Miles of Responsibility	Dollars
Bureau of Land Management		
Oregon State Office	40	8,239
California State Office	153	508,000
		<u>516,239</u>
National Park Service		
Pacific Northwest Region	60	93,750
Western Region	189	163,400
		<u>257,150</u>
Forest Service		
Intermountain Region	67	42,800
Pacific Northwest Region	845	766,860
Pacific Southwest Region	1,206	1,724,000
		<u>2,533,460</u>
TOTAL DOLLARS		3,806,849

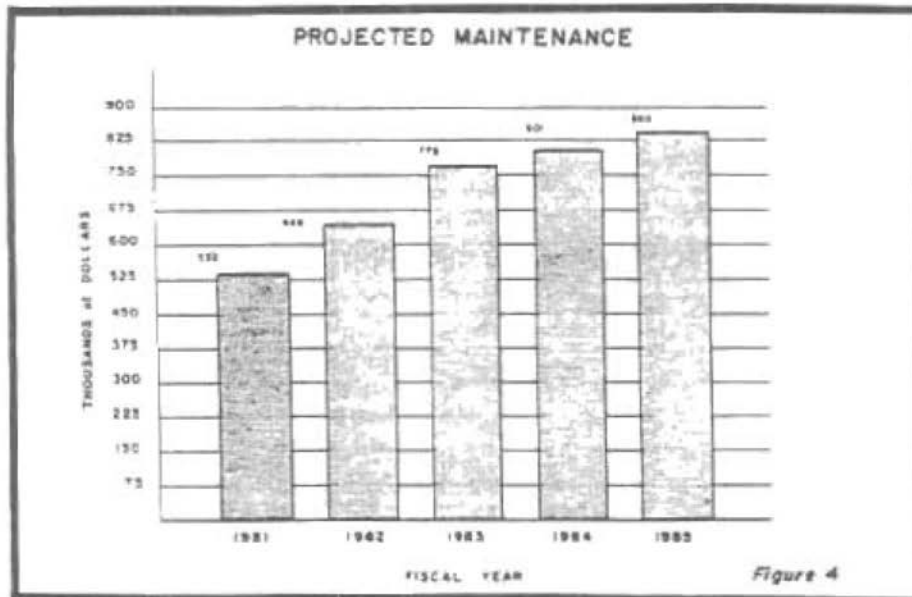


Figure 4

COOPERATIVE AGREEMENTS

The cooperative agreements between agencies (Forest Service, National Park Service, and Bureau of Land Management), necessary to define areas of trail responsibility, were completed in 1971 and 1972. See Appendix D, pages 1 and 5.

On a local basis (i.e., National Forest, National Park, etc.) there has been some adjustments of these responsibilities to economize on travel for administration and maintenance. There may be further opportunities for this type of adjustment in Southern California between National Forests and BLM Districts. A sample agreement is shown in Appendix D, page 9.

In California, the trail location passes through five units of the California State Park system. A parent agreement (Appendix D, page 11) between the Forest Service (Region 5) and the State of California was approved in 1975 and established the basis for continued cooperation and coordination in the development and management of the trail. Subsequently, agreements were developed and approved between the Forest Service and the State of California for four of the five State Parks. A sample agreement is shown in Appendix D, page 15. The agreement between the Bureau of Land Management and the State of California for a portion of the trail within Anza-Barrego Desert State Park remains to be completed. The agreements define responsibilities of each party and the standards for construction, maintenance and signing. These State Parks, in addition to providing significant recreation opportunities to the through traveler, provide excellent access to the trail and are commonly points from which much day and short trip use of the trail originates.

In 2,560 miles, the trail location crosses or follows for short distances numerous state and county highways, utility rights-of-way, railroads, bridges, etc. Each of these requires an instrument of permission or conveyance of rights to

construct, maintain, and use. The intent in these agreements is to provide for expeditious and reasonably safe passage across such facilities. The agency or manager of the utility may have specific safety and signing requirements. Highway and railroad crossings can be particularly risky or hazardous for pack and saddle stock. This needs to be given special attention when working with the agency to select a route crossing.

Where a segment of trail crosses several landowners such as state, county, small landowner, large timber land, or grazing landowner, the responsible agency may find it advantageous to bring the various public bodies together under one umbrella agreement to meet certain objectives of trail acquisition and development. Such an agreement was completed by the Forest Service for a 14-mile segment of trail in Southern Washington outside the National Forest boundary. (See Appendix D, page 18). Four state agencies, the board of County Commissioners, and the Forest Service mutually agreed to cooperate in the completion of this segment of trail. Both the state and county operated adjacent facilities and manage land for recreation and multiple-use purposes. Coordination of trail and facility construction was essential.

Opportunities exist for cooperation between Federal agencies or between Federal and non-Federal agencies in the construction of the trail and/or support facilities. An example of such an agreement for a specific site is shown in the Appendix D, page 24.

Both agencies and landowners can benefit from the use of a "Memorandum of Understanding" to facilitate future actions or needs by either party. The following describes situations where a Memorandum of Understanding may be useful:

- where a large landowner has several separate parcels of land to be crossed by the trail.
- where the landowner and agency recognize that future land activities may impact the trail.
- where the trail route, by physical necessity, must follow another public right-of-way such as a highway bridge.

This type of agreement is shown in Appendix D, page 26. Since "Memorandums of Understanding" generally carry a voluntary termination clause, it is recommended that agencies specify, to the extent possible, in permanent easement deed language, the requirements of both the agency and the landowners.

Cooperative agreements, memorandums of understanding, handshake agreements, etc., all have a place in acquisition, development and management of the trail. However, permanent protection of the trail and/or its necessary support facilities can only be provided by a deed transferring specific rights and privileges to the Federal Government. In some situations, a memorandum of understanding may be all that is possible, but this should be rare, and the goal should be for the Government to obtain permanent rights.

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APPENDIX A

NATIONAL TRAILS SYSTEM ACT (P.L. 90-543)
As amended
(through P.L. 95-625, Nov.10,1978)

AN ACT

82 Stat. 919

To establish a national trails system, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled

SHORT TITLE

Section 1. This Act may be cited as the "National Trails System Act".

STATEMENT OF POLICY

Sec. 2. (a) In order to provide for the ever-increasing outdoor recreation needs of an expanding population and in order to promote the preservation of, public access to, travel within, and enjoyment and appreciation of the open-air, outdoor areas and historic resources of the Nation, trails should be established (i) primarily, near the urban areas of the Nation, and (ii) secondarily, within scenic areas and along historic travel routes of the Nation, which are often more remotely located.

(b) the purpose of this Act is to provide the means for attaining these objectives by instituting a national system of recreation, scenic and historic trails, by designating the Appalachian Trail and the Pacific Crest Trail as the initial components of that system, and by prescribing the methods by which, and standards according to which, additional components may be added to the system.

NATIONAL TRAILS SYSTEM

Sec. 3. The national system of trails shall be composed of--

(a) National recreation trails, established as provided in section 4 of this Act, which will provide a variety of outdoor recreation uses in or reasonably accessible to urban areas.

(b) National scenic trails, established as provided in section 5 of this Act, which will be extended trails so located as to provide for maximum outdoor recreation potential and for the conservation and enjoyment of the nationally significant scenic, historic, natural or cultural qualities of the areas through which such trails may pass.

(c) National historic trails, established as provided in section 5 of this Act, which will be extended trails which follow as closely as possible and practicable the original trails or routes of travel of national historical significance. Designation of such trails or routes shall be continuous, but the established or developed trail, and the acquisition thereof, need not be continuous onsite. National historic trails shall have as their purpose the identification and protection of the historic route and its historic remnants and artifacts for public use and enjoyment. Only those selected land and water based components of an historic trail which are on federally owned lands and which meet the national historic trail criteria established in this Act, are established as initial Federal protection components of a national historic trail. The appropriate Secretary may subsequently certify other lands as protected segments of an historic trail upon application from State or local governmental agencies or private interests involved if such segments meet the national historic trail criteria established in this Act and such criteria supplementary thereto as the appropriate Secretary may prescribe, and are administered by such agencies or interests without expense to the United States.

(d) Connecting or side trails, established as provided in section 6 of this Act, which will provide additional points of public access to national recreation, national scenic or national historic trails or which will provide connections between such trails.

The Secretary of the Interior and the Secretary of Agriculture, in consultation with appropriate governmental agencies and public and private organizations, shall establish a uniform marker for the national trails system.

NATIONAL RECREATION TRAILS

Sec. 4. (a) The Secretary of the Interior, or the Secretary of Agriculture where lands administered by him are involved, may establish and designate national recreation trails, with the consent of the Federal agency, State, or political subdivision having jurisdiction over the lands involved, upon finding that--

- (i) such trails are reasonably accessible to urban areas, and, or
- (ii) such trails meet the criteria established in this Act and such supplementary criteria as he may prescribe.

(b) As provided in this section, trails within park, forest, and other recreation areas administered by the Secretary of the Interior or the Secretary of Agriculture or in other federally administered areas may be established and designated as "National Recreation Trails" by the appropriate Secretary and, when no Federal land acquisition is involved--

- (i) trails in or reasonably accessible to urban areas may be designated as "National Recreation Trails" by the Secretary of the Interior with the consent of the States, their political subdivisions, or other appropriate administering agencies, and
- (ii) trails within park, forest, and other recreation areas owned or administered by States may be designated as "National Recreation Trails" by the Secretary of the Interior with the consent of the State.

NATIONAL SCENIC AND NATIONAL HISTORIC TRAILS

Sec. 5. (a) National scenic and national historic trails shall be authorized and designated only by Act of Congress. There are hereby established the following National Scenic and National Historic Trails:

(1) The Appalachian National Scenic Trail, a trail of approximately two thousand miles extending generally along the Appalachian Mountains from Mount Katahdin, Maine, to Springer Mountain, Georgia. Insofar as practicable, the right-of-way for such trail shall comprise the trail depicted on the maps identified as "Nationwide System of Trails, Pro-posed Appalachian Trail, NST-AT-101-May 1967" which shall be on file and available for public inspection in the office of the Director of the National Park Service. Where practicable, such rights-of-way shall include lands protected for it under agreements in effect as of the date of enactment of this Act, to which Federal agencies and States were parties. The Appalachian Trail shall be administered primarily as a footpath by the Secretary of the Interior, in consultation with the Secretary of Agriculture.

(2) The Pacific Crest National Scenic Trail, a trail of approximately two thousand three hundred fifty miles, extending from the Mexican-California border northward generally along the mountain ranges of the west coast States to the Canadian- Washington border near Lake Ross, following the route as generally depicted on the map, identified as "Nationwide System of Trails, Proposed Pacific Crest Trail, NST-PC-101-May 1967" which shall be on file and available for public

inspection in the office of the Chief of the Forest Service. The Pacific Crest Trail shall be administered by the Secretary of Agriculture, in consultation with the Secretary of the Interior.

(3) The Oregon National Historic Trail, a route of approximately two thousand miles extending from near Independence, Missouri to the vicinity of Portland, Oregon, following a route as depicted on maps identified as "Primary Route of the Oregon Trail 1841-1848", in the Department of the Interior's Oregon Trail study report dated April 1977, and which shall be on file and available for public inspection in the office of the Director of the National Park Service. The trail shall be administered by the Secretary of the Interior.

(4) The Mormon Pioneer National Historic Trail, a route of approximately one thousand three hundred miles extending from Nauvoo, Illinois, to Salt Lake City, Utah, following the primary historical route of the Mormon Trail as generally depicted on a map, identified as, "Mormon Trail Vicinity Map, figure 2" in the Department of the Interior Mormon Trail study dated March 1977, and which shall be on file and available for public inspection in the office of the Director, National Park Service, Washington, D.C. The trail shall be administered by the Secretary of the Interior.

(5) The Continental Divide National Scenic Trail, a trail of approximately thirty-one hundred miles, extending from the Montana-Canada border to the New Mexico-Mexico border, following the approximate route depicted on the map, identified as "Proposed Continental Divide National Scenic Trail" in the Department of the Interior Continental Divide Trail study report dated March 1977 and which shall be on file and available for public inspection in the office of the Chief, Forest Service, Washington, D.C. The Continental Divide National Scenic Trail shall be administered by the Secretary of Agriculture in consultation with the Secretary of the Interior. Notwithstanding the provisions of section 7(c), the use of motorized vehicles on roads which will be designated segments of the Continental Divide National Scenic Trail shall be permitted in accordance with regulations prescribed by the appropriate Secretary.

(6) The Lewis and Clark National Historic Trail, a trail of approximately three thousand seven hundred miles, extending from Wood River, Illinois, to the mouth of the Columbia River in Oregon, following the outbound and inbound routes of the Lewis and Clark Expedition depicted on maps identified as, "Vicinity Map, Lewis and Clark Trail" study report dated April 1977. The map shall be on file and available for public inspection in the office of the Director, National Park Service, Washington, D.C. The trail shall be administered by the Secretary of the Interior.

(7) The Iditarod National Historic Trail, a route of approximately two thousand miles extending from Seward, Alaska, to Nome, Alaska, following the routes as depicted on maps identified as "Seward-Nome Trail", in the Department of the Interior's study report entitled "The Iditarod Trail (Seward-Nome Route) and other Alaskan Gold Rush Trails" dated September 1977. The map shall be on file and available for public inspection in the office of the Director, National Park Service, Washington, D.C. The trail shall be administered by the Secretary of Interior.

(b) The Secretary of the Interior, through the agency most likely to administer such trail, and the Secretary of Agriculture where lands administered by him are involved, shall make such additional studies as are herein or may hereafter be authorized by the Congress for the purpose of determining the feasibility and desirability of designating other trails as national scenic or national historic trails. Such studies shall be made in consultation with the heads of other Federal agencies administering lands through which such additional proposed trails would pass and in cooperation with interested interstate, State, and local governmental agencies, public and private organizations, and landowners and land users concerned. The studies listed in subsection (c) of this section shall be completed and submitted to the Congress, with recommendations as to the suitability of trail designation, not later than three complete fiscal years from the date of enactment of their addition to this subsection, or from the date of enactment of this sentence, whichever is later. Such studies, when submitted, shall be printed as a House or Senate document, and shall include, but not be limited to:

- (1) the proposed route of such trail (including maps and illustrations);

(2) the areas adjacent to such trails, to be utilized for scenic, historic, natural, cultural, or developmental purposes;

(3) the characteristics which, in the judgment of the appropriate Secretary, make the proposed trail worthy of designation as a national scenic or national historic trail: and in the case of national historic trails the report shall include the recommendation of the Secretary of the Interior's National Park System Advisory Board as to the national historic significance based on the criteria developed under the Historic Sites Act of 1935 (49 Stat. 666; U.S.C. 461);

(4) the current status of land ownership and current and potential use along the designated route;

(5) the estimated cost of acquisition of lands or interest in lands, if any;

(6) the plans for developing and maintaining the trail and the cost thereof;

(7) the proposed Federal administering agency (which, in the case of a national scenic or national historic trail wholly or substantially within a national forest, shall be the Department of Agriculture):

(8) the extent to which a State or its political subdivisions and public and private organizations might reasonably be expected to participate in acquiring the necessary lands and in the administration thereof:

(9) the relative uses of the lands involved, including: the number of anticipated visitor days for the entire length of, as well as for segments of, such trail: the number of months which such trail, or segments thereof, will be open for recreation purposes: the economic and social benefits which might accrue from alternate land uses: and the estimated man-years of civilian employment and expenditures expected for the purposes of maintenance, supervision, and regulation of such trail:

(10) the anticipated impact of public outdoor recreation use on the preservation of a proposed national historic trail and its related historic and archeological features and settings, including the measures proposed to ensure evaluation and preservation of the values that contribute to their national historic significance: and

(11) to qualify for designation as a national historic trail, a trail must meet all three of the following criteria:

(A) It must be a trail or route established by historic use and must be historically significant as a result of that use. The route need not currently exist as a discernible trail to qualify, but its location must be sufficiently known to permit evaluation of public recreation and historical interest potential. A designated trail should generally accurately follow the historic route, but may deviate somewhat on occasion of necessity to avoid difficult routing through subsequent development, or to provide some route variation offering a more pleasurable recreation experience. Such deviations shall be so noted on site. Trail segments no longer possible to travel by trail due to subsequent development as motorized transportation routes may be designated and marked onsite as segments which link to the historic trail.

(B) It must be of national significance with respect to any of several broad facets of American history, such as trade and commerce, migration and settlement, or military campaigns. To qualify as nationally significant, historic use of the trail must have had a far-reaching effect on broad patterns of American culture. Trails significant in the history of Native Americans may be included.

(C) It must have significant potential for public recreational use or historical interest based on historic interpretation and appreciation. The potential for such use is generally greater along roadless segments developed as historic trails, and at historic sites associated with the trail. The presence of recreation potential not related to historic appreciation is not sufficient justification for designation under this category.

(c) The following routes shall be studied in accordance with the objectives outlined in subsection (b) of this section:

(1) Continental Divide Trail, a three-thousand-one-hundred-mile trail extending from near the Mexican border in southwestern New Mexico northward generally along the Continental Divide to the Canadian border in Glacier National Park.

(2) Potomac Heritage Trail, an eight-hundred-and-twenty-five-mile trail extending generally from the mouth of the Potomac River to its sources in Pennsylvania and West Virginia, including the one-hundred-and-seventy-mile Chesapeake and Ohio Canal towpath.

(3) Old Cattle Trails of the Southwest from the vicinity of San Antonio, Texas, approximately eight hundred miles through Oklahoma via Baxter Springs and Chetopa, Kansas, to Fort Scott, Kansas, including the Chisholm Trail, from the vicinity of San Antonio or Cuero, Texas, approximately eight hundred miles north through Oklahoma to Abilene, Kansas.

(4) Lewis and Clark Trail, from Wood River, Illinois, to the Pacific Ocean in Oregon, following both the outbound and inbound routes of the Lewis and Clark Expedition.

(5) Natchez Trace, from Nashville, Tennessee, approximately six hundred miles to Natchez, Mississippi.

(6) North Country Trail, from the Appalachian Trail in Vermont, approximately three thousand two hundred miles through the States of New York, Pennsylvania, Ohio, Michigan, Wisconsin, and Minnesota, to the Lewis and Clark Trail in North Dakota.

(7) Kittanning Trail from Shirleysburg in Huntingdon County to Kittanning, Armstrong County, Pennsylvania.

(8) Oregon Trail, from Independence, Missouri, approximately two thousand miles to near Fort Vancouver, Washington.

(9) Santa Fe Trail, from Independence, Missouri, approximately eight hundred miles to Santa Fe, New Mexico.

(10) Long Trail, extending two hundred and fifty-five miles from the Massachusetts border northward through Vermont to the Canadian border.

(11) Mormon Trail, extending from Nauvoo, Illinois, to Salt Lake City, Utah, through the States of Iowa, Nebraska, and Wyoming.

(12) Gold Rush Trails in Alaska.

(13) Mormon Battalion Trail, extending two thousand miles from Mount Pisgah, Iowa, through Kansas, Colorado, New Mexico, and Arizona to Los Angeles, California.

(14) El Camino Real from St. Augustine to San Mateo, Florida, approximately 20 miles along the southern boundary of the St. Johns River from Fort Caroline National Memorial to the St. Augustine National Park Monument.

(15) Bartram Trail, extending through the States of Georgia, North Carolina, South Carolina, Alabama, Florida, Louisiana, Mississippi, and Tennessee.

(16) Daniel Boone Trail, extending from the vicinity of Statesville, North Carolina, to Fort Bonnesborough State Park, Kentucky.

(17) Desert Trail, extending from the Canadian border through parts of Idaho, Washington, Oregon, Nevada, California, and Arizona, to the Mexican border.

(18) Dominguez-Escalante Trail, extending approximately two thousand miles along the route of the 1776 expedition led by Father Francisco Atanasio Dominguez and Father Silvestre Velez de Escalante, originating in Santa Fe, New Mexico; proceeding northwest along the San Juan, Dolores, Gunnison, and White Rivers in Colorado; thence westerly to Utah Lake; thence southward to Arizona and returning to Santa Fe.

(19) Florida Trail, extending north from Everglades National Park, including the Big Cypress Swamp, the Kissimme Prairie, the Withlacooche State Forest, Ocala National Forest, Osceola National Forest, and Black Water River State Forest, said completed trail to be approximately one thousand three hundred miles long, of which over four hundred miles of trail have already been built.

(20) Indian Nations Trail, extending from the Red River in Oklahoma approximately two hundred miles northward through the former Indian nations to the Oklahoma-Kansas boundary line.

(21) Nez Perce Trail extending from the vicinity of Wallowa Lake, Oregon, to Bear Paw Mountain, Montana.

(22) Pacific Northwest Trail, extending approximately one thousand miles from the Continental Divide in Glacier National Park, Montana, to the Pacific Ocean beach of Olympic National Park, Washington, by way of--

(A) Flathead National Forest and Kootenai National Forest in the State of Montana;

(B) Kaniksu National Forest in the State of Idaho; and

(C) Colville National Forest, Okanogan National Forest, Pasayten Wilderness Area, Ross Lake National Recreation Area, North Cascades National Park, Mount Baker, the Skagit River, Deception Pass, Whidbey Island, Olympic National Forest, and Olympic National Park in the State of Washington.

* (20) Overmountain Victory Trail, extending from the vicinity of Elizabethton, Tennessee, to Kings Mountain National Military Park, South Carolina.

(d) The Secretary charged with the administration of each respective trail shall, within one year of the date of the addition of any national scenic or national historic trail to the System, and within sixty days of the enactment of this sentence for the Appalachian and Pacific Crest National Scenic Trails, establish an advisory council for each such trail, each of which councils shall expire 10 years from the date of its establishment. The appropriate Secretary shall consult with such council from time to time with respect to matters relating to the trail, including the selection of rights-of-way, standards for the erection and maintenance of markers along the trail, and the administration of the trail. The members of each advisory council, which shall not exceed thirty-five in number, shall serve for a term of two years and without compensation as such, but the Secretary may pay, upon vouchers signed by the chairman of the council, the expenses reasonably incurred by the council and its members in carrying out their responsibilities under this section. Members of each council shall be appointed by the appropriate Secretary as follows:

(i) a member appointed to represent each Federal department or independent agency administering lands through which the trail route passes, and each appointee shall be the person designated by the head of such department or agency.

(ii) a member appointed to represent each State through which the trail passes, and such appointments shall be made from recommendations of the Governors of such States;

(iii) one or more members appointed to represent private organizations, including corporate and individual landowners and land users, which in the opinion of the Secretary, have an established and recognized interest in the trail, and such appointments shall be made from recommendations of the heads of such organization: Provided, That the Appalachian Trail Conference shall be represented by a sufficient number of persons to represent the various sections of the country through which the Appalachian Trail passes; and

(iv) the Secretary shall designate one member to be chairman and shall fill vacancies in the same manner as the original appointment.

*This should have been designated as paragraph (23) of section 5(c).

(e) Within two complete fiscal years of the date of enactment of legislation designating a national scenic trail, except for the Continental Divide National Scenic Trail, as part of the system, and within two complete fiscal years of the date of enactment of this subsection for the Pacific Crest and Appalachian Trails, the responsible Secretary shall, after full consultation with affected Federal land managing agencies, the Governors of the affected States, the relevant advisory council

established pursuant to section 5(d), and the Appalachian Trail Conference in the case of the Appalachian Trail, submit to the Committee on Interior and Insular Affairs of the House of Representatives and the Committee on Energy and Natural Resources of the Senate, a comprehensive plan for the acquisition, management, development, and use of the trail, including but not limited to, the following items:

(1) specific objectives and practices to be observed in the management of the trail, including the identification of all significant natural, historical, and cultural resources to be preserved (along with high potential historic sites and high potential route segments in the case of national historic trails), details of anticipated cooperative agreements to be consummated with other entities, and an identified carrying capacity of the trail and a plan for its implementation:

(2) an acquisition or protection plan, by fiscal year, for all lands to be acquired by fee title or lesser interest along with detailed explanation of anticipated necessary cooperative agreements for any lands not to be acquired; and

(3) general and site-specific development plans including anticipated costs.

(f) Within two complete fiscal years of the date of enactment of legislation designating a national historic trail or the Continental Divide National Scenic Trail as part of the system, the responsible Secretary shall, after full consultation with affected Federal land managing agencies, the Governors of the affected States, and the relevant Advisory Council established pursuant to section 5(d) of this Act, submit to the Committee on Interior and Insular Affairs of the House of Representatives and the Committee on Energy and Natural Resources of the Senate, a comprehensive plan for the management, and use of the trail, including but not limited to, the following items:

(1) specific objectives and practices to be observed in the management of the trail, including the identification of all significant natural, historical, and cultural resources to be preserved, details of any anticipated cooperative agreements to be consummated with State and local government agencies or private interests, and for national scenic or national recreational trails an identified carrying capacity of the trail and a plan for its implementation; and

(2) the process to be followed by the appropriate Secretary to implement the marking requirements established in section 7(c) of this Act.

CONNECTING AND SIDE TRAILS

Sec. 6. Connecting or side trails within park, forest, and other recreation areas administered by the Secretary of the Interior or Secretary of Agriculture may be established, designated, and marked as components of a national recreation, national scenic or national historic trail. When no Federal land acquisition is involved, connecting or side trails may be located across lands administered by interstate, State, or local governmental agencies with their consent: Provided. That such trails provide additional points of public access to national recreation, national scenic or national historic trails.

ADMINISTRATION AND DEVELOPMENT

Sec. 7. (a) Pursuant to section 5(a), the appropriate Secretary shall select the rights-of-way for national scenic and national historic trails and shall publish notice thereof in the Federal Register,

together with appropriate maps and descriptions: Provided. That in selecting the rights-of-way full consideration shall be given to minimizing the adverse effects upon the adjacent landowner or user and his operation. Development and management of each segment of the National Trails System shall be designed to harmonize with and complement any established multiple-use plans for that specific area in order to insure continued maximum benefits from the land. The location

and width of such rights-of-way across Federal lands under the jurisdiction of another Federal agency shall be by agreement between the head of that agency and the appropriate Secretary. In selecting rights-of-way for trail purposes, the Secretary shall obtain the advice and assistance of the States, local governments, private organizations, and landowners and land users concerned.

(b) After publication of notice in the Federal Register, together with appropriate maps and descriptions, the Secretary charged with the administration of a national scenic or national historic trail may relocate segments of a national scenic or national historic trail right-of-way, with the concurrence of the head of the Federal agency having jurisdiction over the lands involved, upon a determination that: (i) such a relocation is necessary to preserve the purposes for which the trail was established, or (ii) the relocation is necessary to promote a sound land management program in accordance with established multiple-use principles: Provided. That a substantial relocation of the right-of-way for such trail shall be by Act or Congress.

(c) National scenic or national historic trails may contain campsites, shelters, and related-public-use facilities. Other uses along the trail, which will not substantially interfere with the nature and purposes of the trail, may be permitted by the Secretary charged with the administration of the trail. Reasonable efforts shall be made to provide sufficient access opportunities to such trails and, to the extent practicable, efforts shall be made to avoid activities incompatible with the purposes for which such trails were established. The use of motorized vehicles by the general public along any national scenic trail shall be prohibited and nothing in this Act shall be construed as authorizing the use of motorized vehicles within the natural and historical areas of the national park system, the national wildlife refuge system, the national wilderness preservation system where they are presently prohibited or on other Federal lands where trails are designated as being closed to such use by the appropriate Secretary: Provided. That the Secretary charged with the administration of such trail shall establish regulations which shall authorize the use of motorized vehicles when, in his judgment, such vehicles are necessary to meet emergencies or to enable adjacent landowners or land users to have reasonable access to their lands or timber rights: Provided further. That private lands included in the national recreation, national scenic, or national historic trails by cooperative agreement of a landowner shall not preclude such owner from using motorized vehicles on or across such trails or adjacent lands from time to time in accordance with regulations to be established by the appropriate Secretary.

Where a national historic trail follows existing public roads, developed rights-of-way or waterways, and similar features of man's nonhistorically related development, approximating the original location of a historic route, such segments may be marked to facilitate retracement of the historic route, and where a national historic trail parallels an existing public road, such road may be marked to commemorate the historic route.

* Other uses along the historic trails and the Continental Divide National Scenic Trail, which will not substantially interfere with the nature and purposes of the trail, and which, at the time of designation, are allowed by administrative regulations, including the use of motorized vehicles, shall be permitted by the Secretary charged with the administration of the trail.

The Secretary of the Interior and the Secretary of Agriculture, in consultation with appropriate governmental agencies and public and private organizations, shall establish a uniform marker, including thereon an appropriate and distinctive symbol for each national

***This sentence, while not designated as an amendment to section 7(c), was apparently to be added to this section.**

recreation, national scenic, and national historic trail. Where the trails cross lands administered by Federal agencies such markers shall be erected at appropriate points along the trails and maintained by the Federal agency administering the trail in accordance with standards established by the appropriate Secretary and where the trails cross non-Federal lands, in accordance with written cooperative agreements, the appropriate Secretary shall provide such uniform markers to cooperating agencies and shall require such agencies to erect and maintain them in accordance with the standards established.

(d) Within the exterior boundaries of area under their administration that are included in the right-of-way selected for a national recreation, national scenic, or national historic trail, the heads of Federal agencies may use lands for trail purposes and may acquire lands or interests in lands by written cooperative agreement, donation, purchase with donated or appropriated funds or exchange.

(e) Where the lands included in a national scenic, or national historic trail right-of-way are outside of the exterior boundaries of federally administered areas, the Secretary charged with the administration of such trail shall encourage the States or local governments involved

(1) to enter into written cooperative agreements with landowners, private organizations, and individuals to provide the necessary trail right-of-way, or

(2) to acquire much lands or interests therein to be utilized as segments of the national scenic or national historic trail: Provided. That if the State or local governments fail to enter into such written cooperative agreements or to acquire such lands or interests therein after notice of the selection of the right-of-way is published, the appropriate Secretary may (1) enter into such agreements with landowners, States, local governments, private organizations, and individuals for the use of lands for trail purposes, or (ii) acquire private lands or interests therein by donation, purchase with donated or appropriated funds or exchange in accordance with the provisions of subsection (g) of this section. The lands involved in such rights-of-way should be acquired in fee, if other methods of public control are not sufficient to assure their use for the purpose for which they are acquired: Provided. That if the Secretary charged with the administration of such trail permanently relocates the right-of-way and disposes of all title or interest in the land, the original owner, or his heirs or assigns, shall be offered, by notice given at the former owner's last known address, the right of first refusal at the fair market price.

(f) The Secretary of the Interior, in the exercise of his exchange authority, may accept title to any non-Federal property within the right-of-way and in exchange therefore he may convey to the grantor of such property any federally owned property under his jurisdiction which is located in the State wherein such property is located and which he classifies is suitable for exchange or other disposal. The values of the properties so exchanged either shall be approximately equal, or if they are not approximately equal the values shall be equalized by the payment of cash to the grantor or to the Secretary as the circumstances require. The Secretary of Agriculture, in the

exercise of his exchange authority, may utilize authorities and procedures available to him in connection with exchanges of national forest lands.

(g) The appropriate Secretary may utilize condemnation proceedings without the consent of the owner to acquire private lands or interests therein pursuant to this section only in cases where, in his judgment, all reasonable efforts to acquire such lands or interests therein by negotiation have failed, and in such cases he shall acquire only such title as, in his judgment, is reasonably necessary to provide passage across such lands: Provided. That condemnation proceedings may not be utilized to acquire fee title or lesser interest to more than an average of one hundred and twenty-five acres per mile.

Money appropriated for Federal purposes from the land and water conservation fund shall, without prejudice to appropriations from other sources, be available to Federal departments for the acquisition of lands or interests in lands for the purposes of this Act. For national historic trails, direct Federal acquisition for trail purposes shall be limited to those areas indicated by the study report or by the comprehensive plan as high potential route segments or high potential historic sites.

*No land or site located along a designated national historic trail or along the Continental Divide National Scenic Trail shall be subject to the provisions of section 4(f) of the Department of Transportation Act (49 U.S.C. 1653 (f) unless such land or site is deemed to be of historical significance under appropriate historical site criteria such as those for the National Register of Historic Plates.

(h) The Secretary charged with the administration of a national recreation, national scenic, or national historic trail shall provide for the development and maintenance of such trails within federally administered areas and shall cooperate with and encourage the States to operate, develop, and maintain portions of such trails which are located outside the boundaries of federally administered areas. When deemed to be in the public interest, such Secretary may enter written cooperative agreements with the States or their political subdivisions, landowners, private organizations, or individuals to operate, develop, and maintain any portion of a national scenic or national historic trail either within or outside a federally administered Area.

Whenever the Secretary of the Interior makes any conveyance of land under any of the public land laws, he may reserve a right-of-way for trails to the extent he deems necessary to carry out the purposes of this Act.

(i) The appropriate Secretary, with the concurrence of the heads of any other Federal agencies administering lands through which a national recreation, national scenic or national historic trail passes, and after consultation with the States, local governments, and organizations concerned, may issue regulations which may be revised from time to time, governing the use, protection, management, development, and administration of trails of the national trails system. In order to maintain good conduct on and along the trails located within federally administered areas and to provide for the proper government and protection of such trails, the Secretary of the Interior and the Secretary of Agriculture shall prescribe and publish such uniform regulations as they deem necessary and any person who violates such regulations shall be guilty of a misdemeanor, and may be punished by a fine of not more than \$500, or by imprisonment not exceeding six months, or by both such fine- and imprisonment.

STATE AND METROPOLITAN AREA TRAILS

Sec. 8. (a) The Secretary of the Interior is directed to encourage States to consider, in their comprehensive statewide outdoor recreation plans and proposals for financial assistance for

State and local projects submitted pursuant to the Land and Water Conservation Fund Act, needs and opportunities for establishing park, forest, and other recreation and historic trails on lands owned or administered by States, and recreation and historic trails on lands in or near urban areas. The Secretary is also directed to encourage States to consider, in their comprehensive statewide historic preservation plans and proposals for financial assistance for State, local and private projects submitted pursuant to the Act of October 15, 1966 (80 Stat. 915), as amended, needs and opportunities for establishing historic trails. He is further directed, in accordance with the authority contained in the Act of May 28, 1963 (77 Stat. 49), to encourage States, political subdivisions and private interests, including nonprofit organizations, to establish such trails.

*This sentence, while not designated as an amendment to section 7(g), was apparently intended to be added to this section.

(b) The Secretary of Housing and Urban Development is directed, in administering the program of comprehensive urban planning and assistance under section 701 of the Housing Act of 1954, to encourage the planning of recreation trails in connection with the recreation and transportation planning for metropolitan and other urban areas. He is further directed, in administering the urban open-space program under title VII of the Housing Act of 1961, to encourage such recreation trails.

(c) The Secretary of Agriculture is directed, in accordance with authority vested in him, to encourage States and local agencies and private interests to establish such trails.

(d) Such trails may be designated and suitably marked as parts of the nationwide system of trails by the States, their political subdivisions, or other appropriate administering agencies with the approval of the Secretary of the Interior.

RIGHTS-OF-WAY AND OTHER PROPERTIES

Sec. 9. (a) The Secretary of the Interior or the Secretary of Agriculture as the case may be, may grant easements and rights-of-way upon, over, under, across, or along any component of the national trails system in accordance with the laws applicable to the national park system and the national forests system, respectively: Provided, That any conditions contained in such easements and rights-of-way shall be related to the policy and purposes of this Act.

(b) The Department of Defense, the Department of Transportation, the Interstate Commerce Commission, the Federal Communications Commission, the Federal Power Commission, and other Federal agencies having jurisdiction or control over or information concerning the use, abandonment, or disposition of roadways, utility rights-of-way, or other properties which may be suitable for the purpose of improving or expanding the national trails system shall cooperate with the Secretary of the Interior and the Secretary of Agriculture in order to assure, to the extent practicable, that any such properties having values suitable for trail purposes may be made available for such use.

AUTHORIZATION OF APPROPRIATIONS

Sec. 10. There are hereby authorized to be appropriated for the acquisition of lands or interests in lands not more than \$5,000,000 for the Appalachian National Scenic Trail and not more than \$500,000 for the Pacific Crest National Scenic Trail. From the appropriations authorized for fiscal year 1979 and succeeding fiscal years pursuant to the Land and Water Conservation Fund Act (78

Stat. 897), as amended, not more than the following amounts may be expended for the acquisition of lands and interests in lands authorized to be acquired pursuant to the Provisions of this Act;

(a) The Appalachian National Scenic Trail, not to exceed \$30,000,000 for fiscal year 1979, \$30,000,000 for fiscal year 1980, and \$30,000,000 for fiscal year 1981, except that the difference between the foregoing amounts and the actual appropriations in any one fiscal year shall be available for appropriation in subsequent fiscal years. It is the express intent of the Congress that the Secretary should substantially complete the land acquisition program necessary to insure the protection of the Trail within three complete fiscal years following the date of enactment of this sentence. Until the entire acquisition program is completed, he shall transmit in writing at the close of each fiscal year the following information to the Committee on Energy and Natural Resources of the Senate and to the Committee on Interior and Insular Affairs of the House of Representatives:

(A) the amount of land acquired during the fiscal year and the amount expended therefore.

(B) the estimated amount of land remaining to be acquired: and

(C) the amount of land planned for acquisition in the ensuing fiscal year and the estimated cost thereof.

(b) For the purpose of Public Law 95-42 (91 Stat. 211), the lands and interests therein acquired pursuant to this section shall be deemed to qualify for funding under the provisions of section 1, clause 2, of said Act.

(c) There is hereby authorized to be appropriated such sums as may be necessary to implement that provisions of this Act relating to the trails designated by paragraphs 5(a), (3), (4), (5), (6), and (7): Provided. That no such funds are authorized to be appropriated prior to October 1, 1970; And provided further. That notwithstanding any other provisions of this Act or any other provisions of law, no funds may be expended for the acquisition of lands or interests in lands for the Continental Divide National Scenic Trail, the Oregon National Historic Trail, the Mormon Pioneer National Historic Trail, the Lewis and Clark National Historic Trail, and the Iditarod National Historic Trail.

APPENDIX B

Pacific Crest National Scenic Trail

Comprehensive Plan



Environmental Assessment

May 1981



Pacific Northwest Region
USDA • Forest Service

ADDENDUM

The preferred management alternative as identified on page 29 of this EA was reviewed by the Secretary's Advisory Council on June 25, 1981. As a result of Council recommendations, the following changes are made to pages 19, 20, 21, 22 and 23 of this EA:

Page 19—Issue NO. 2, Part III (Private Lands) Alternative C is changed to read:

"Maintain continuous passage and minimize the extent of rights acquired from private landowners. Major river (Columbia and Klamath) crossings and urban/rural areas developed for homesites or commercial facilities present particularly difficult situations in terms of construction cost and/or impacts on private landowners. It may be more practical, on an interim basis, for the trail to follow other public rights-of-way such as highways, bridges, powerline rights-of-way, etc. The establishment of each such interim segment shall be subject to review by the Advisory Council and Chief, Forest Service. The establishment and use of such interim routes will not prejudice eventual completion of a continuous trail tread."

Pages 20 and 21—Issue No. 3, Alternative D is changed to read:

"Acquire the minimum land or rights necessary to construct and maintain a pathway including space for campsites and access to water. Width of right-of-way will vary with the specific trail objectives for each segment of the trail."

Page 22—Issue No. 4, Alternative C is changed to read:

D. In general, water sources will be limited to surface water along the trail. Additional water sources may be accessed by side or loop trails. Specific situations may justify the construction/development of potable water sources. These will be critically reviewed by the responsible agency.

Page 23--D. Standard direction for all alternatives is changed to read:

1. Monitoring and Evaluation

Each Regional (NPS and FS) and State (BLM) office of the managing agencies will develop and implement a monitoring and evaluation plan for segments of the trail for which they have responsibility. These plans will include provision for involvement of affected private landowners in the determination of trail and user impacts on private land. The reports from these plans will provide, as a minimum, the following information on an annual basis:

- An assessment of compliance with the goals and objectives contained in the Comprehensive Plan.
- An estimate of the types and levels of use on the trail including trends. This should be related to the tentative carrying capacities established.
- A summary of current or anticipated problems, including concerns of private landowners, which require coordination among agencies, states or regions.
- Any recommendations for revision or amendments to the Comprehensive Plan.

This information will be summarized by the Forest Service and used as follows:

- As a data base from which the managing agencies on a coordinated basis, after consultation with affected private landowners, can solve mutual problems.
- As information to the Pacific Crest National Scenic Trail Advisory Council for its use in advising the Secretary of Agriculture on matters pertaining to the trail.

All agencies involved in preparation of the Comprehensive Management Plan endorsed the Advisory Council's recommended changes. Documentation is contained in Appendix K of the EA.

ENVIRONMENTAL ASSESSMENT
COMPREHENSIVE PLAN
PACIFIC CREST NATIONAL SCENIC TRAIL

(States of California, Oregon, Washington)

Lead Agency: USDA - FOREST SERVICE

Cooperating Agencies- USDI - National Park Service
Department of Interior
Washington, DC 20240

Bureau of Land Management
Department of Interior
18th & C St., NW
Washington, DC 20240

Responsible Official: R. Max Peterson, Chief
USDA Forest Service P.O. Box 2417
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Portland, Oregon 97208
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ABSTRACT

Four alternatives are described. One of these, (Alternative "A"), is the no change alternative. The other three alternatives, (B, C, and D), express a range of trail management philosophies from provision of essentially a primitive type trail experience to one that is characterized by a more modified environment where opportunities will be available to view resource management, land uses, and activities.

The preferred alternative is Alternative C modified to incorporate Alternative D strategy for Issue #3. The preferred alternative will provide a broad range of recreation opportunities on public lands (87% of the trail). On private lands, the objective for the trail becomes one of providing passage and continuity, thereby minimizing the impacts on private landowners and users.

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APPENDICES
(Separate volume)

ENVIRONMENTAL ASSESSMENT
COMPREHENSIVE PLAN
PACIFIC CREST NATIONAL SCENIC TRAIL

I. INTRODUCTION

A. Need for Proposed Action

The National Trails System Act (Public Law 90-543) was enacted by Congress on October 2, 1968. This Act established the Pacific Crest National Scenic Trail. The National Parks and Recreation Act of 1978 (P.L. 95-625) amended the 1968 Act to include the requirement that the Secretary of Agriculture prepare and submit to Congress a comprehensive plan for the acquisition, management, development, and use of the trail. This plan is to be submitted by September 30, 1981, to the Committee on Interior and Insular Affairs of the House of Representatives and the Committee on Energy and Natural Resources of the Senate.

In order to arrive at a Comprehensive Plan, an environmental analysis was conducted and is documented in this assessment. Four alternatives are evaluated which provide broad management direction and objectives for the trail.

B. Trail Location

As established, the Pacific Crest National Scenic Trail (PCNST) extends approximately 2,560 miles. Beginning at the Canadian border, it runs southward along the mountain ranges of Washington, Oregon, and California and terminates at the Mexican border (see Figure 1).

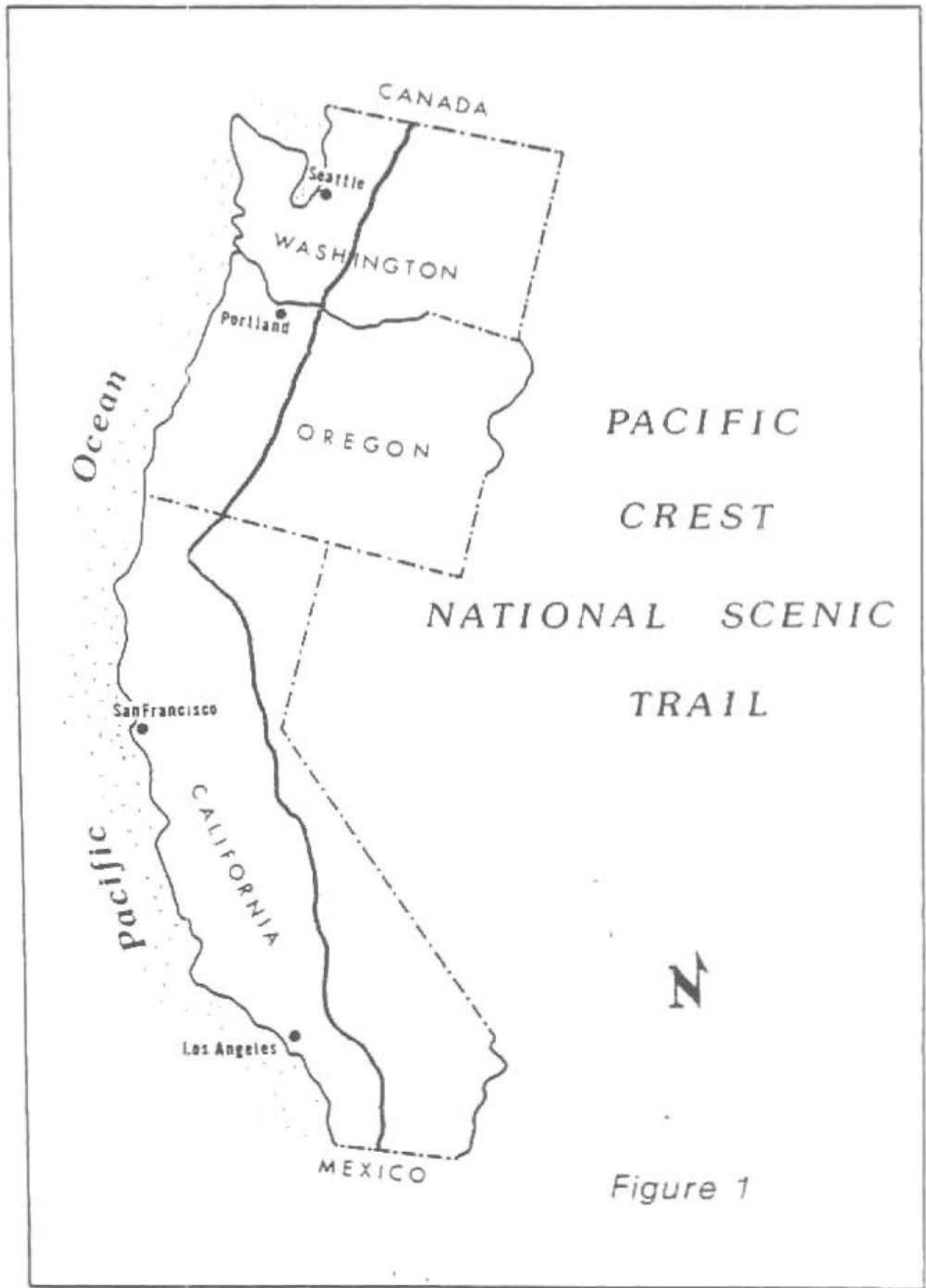
Of the 2,560 miles of trail, 504 miles are located in Washington, 441 miles in Oregon, and 1,615 miles in California. As of October 1980, 290 miles of the Pacific Crest National Scenic Trail were yet to be constructed (11 miles in Washington, 2 miles in Oregon, and 277 miles in California). Currently, signed temporary routes connect finished segments of trail.

A trail of such a length traverses a wide variety of landscapes. From the North Cascades of Washington, across the Columbia Gorge, through the volcanic lands of Oregon, the High Sierra and great deserts of California the traveler encounters a great diversity of climate, plants, animals, rocks and minerals. Overall, the trail passes through twenty-three National Forests, seven National Parks, sixteen National Forest Wildernesses, and three Bureau of Land Management Districts—as well as state and private lands. Natural diversity combined with the diversity in land ownership leads to a unique and challenging management situation.

C. Administrative Responsibility

As established by the 1968 Act, the Pacific Crest National Scenic Trail is administered by the Secretary of Agriculture, in consultation with the Secretary of Interior.

The Forest Service, an agency of the Department of Agriculture, is assigned overall responsibility for administration of the trail, coordination with other agencies, and preparation of the Comprehensive Plan.



D. Existing Interdepartmental and Interagency Agreements and Responsibility

The passage of the National Trails Act in October 1968 was the first of a series of actions required to actually achieve the establishment of a trail on the ground. Following the legislation, the Secretaries of Agriculture and Interior signed an agreement between the two Departments which set the stage for continued cooperation in the implementation of the Act. Basically, the agreement provided for the establishment of an Inter-Agency Task Force on Trails which would (1) develop procedures for trail studies, (2) develop a uniform marker, (3) develop criteria for trail location, and (4) develop regulations regarding use and conduct along the trails.

In 1969, the Interagency Task Force prepared the "Criteria for National Scenic Trails" covering national significance, route selection, access, placement, length and continuity. This "criteria" was approved by the Interagency task Force on July 10, 1969, and jointly announced by the Secretaries of Agriculture and Interior on October 19, 1969.

In 1971 and 1972, Memorandums of Agreement were established between the agencies Forest Service/National Park Service and Forest Service/Bureau of Land Management as provided for in the parent agreement between the Departments. These agreements deal specifically with the Pacific Crest National Scenic Trail and provide for consultation and coordination between the agencies. The agreement between the Forest Service and Bureau of Land Management also established segments of the trail for which the Bureau of Land Management would be responsible. The Forest Service and National park Service have proclamation boundaries and their limits of responsibility were clearly defined. The BLM does not have such boundaries so it was necessary to establish their responsibility in the agreement. The Forest Service is responsible for management and development of those trail segments outside National Parks and not within the designated BLM administered areas.

The Pacific Crest National Scenic Trail Advisory Council was appointed and held their first meeting in November 1970. At their second meeting in May 1971, the Council recommended approval of the Pacific Crest Trail "Guide for Location, Design, and Management." This was approved by the agencies and published by the Secretary of Agriculture in 1971. This Guide became the management plan for the trail and has been used by the agencies for the past 10 years. The criteria for trail location contained in the "Guide" has been particularly helpful in the selection of the route for the trail.

E. Selection of Route

On January 30, 1973, after consultation with the States, Advisory Council, and participating agencies, the Forest Service published in the Federal Register the selected route of the Pacific Crest National Scenic Trail in accordance with section 7(a) of the 1968 Act. The areas of responsibility of the Bureau of Land Management were delineated in the Federal Register.

The Federal Register Notice stated that the Forest Service, in selecting the route for the trail, gave full consideration to minimizing the adverse effects of the trail on the affected landowners and their operations.

F. Lead Agency

The environmental analysis has been conducted by the Forest Service as the lead agency with the agencies providing support and input to the process.

G. Relationship Between the Comprehensive Plan and the Land Management Plans of Each Agency

The Environmental Assessment evaluates four alternatives which provide broad management direction and objectives for the trail; and which will guide several agencies that share responsibility for acquisition, management development and use.

The National Trails System Act of 1968 accorded national significance to the Pacific Crest Trail and the social benefits to be accrued from use of the trail—much the same as a National Park or National Recreation Area. The Comprehensive Plan can be considered an interpretation of the National Trails System Act for the political, economic, physical, biological, and cultural situation represented by the Pacific Crest Trail, as unique from other National Scenic Trails. The Comprehensive Plan is also a 'bridge between the National Trails System Act and the statutory requirements that place land management decisions at the National Forest, National Park, and Bureau of Land Management District level.

The overall guidance, direction and objectives provided by the Comprehensive Plan will be used by National Parks, National Forests, and Bureau of Land Management Districts in their local land management planning efforts. These local land management plans are referred to as:

Forest Service: Forest Land and Resource Management Plans
National Park Service: General Management Plans for each National Park
Bureau of Land Management: Resource Management Plans for each Resource Area

Each local plan will consider the guidance, direction and objectives from the Comprehensive Plan in dealing with the opportunities, issues, problems and resource situations unique to its area of trail responsibility.

Each local plan will also include decisions for management of those portions of the trail on lands other than Federal, for which the particular agency is responsible.

H. Issues and Concerns

1. The Scoping Process

Issues and concerns were initially determined through a scoping process that involved the Advisory Council, State Governments, Heritage Conservation and Recreation Service, and the managing agencies. These issues and concerns were further refined by an Interagency ad hoc group that included representatives from the State of California, Heritage Conservation Recreation Service, three Forest Service Regions, two National Park Service Regions, and two Bureau of Land Management State Offices.

The issues were then included in a newsletter that was sent to a broad spectrum of users, affected and interested public. The public response to this newsletter was used by the interagency ad hoc group to further refine the issues and formulate alternative strategies for each issue. The management concerns were incorporated into the strategies for the issues. Public response indicated no additional issues and resulted in dropping issue No. 5 (relocation from published route).

2. Issues

Trail Use, Overuse, and Conflicting Uses

The major aspect of this issue pertains to how managing agencies will determine appropriate types and levels of use for the trail. It also determines how agencies will monitor and evaluate use and related impacts on the trail environment.

The Effect of the Trail and Its Use on the Management of Adjacent Lands (Public and Private)

The resolution of this issue will determine the significance of the scenic, natural, and cultural qualities of the areas through which the trail passes. It will determine the character of the recreational experience associated with various segments of the trail and the impacts of the trail on resource management uses and activities of public as well as private land.

How Much Private Land is Needed to Protect the Trail Environment?

There are 303 miles of the trail location on private land. Of this, 150 miles have been acquired and constructed. There are 153 miles which remain to be acquired. Resolution of this issue will determine the general trail characteristics over private land and the extent of lane acquisition (width of right-of-way, scenic easements) necessary to protect those characteristics. It will also determine if the rights previously acquired are sufficient to protect the existing mileage.

Water

There are lengthy segments of the trail location where surface water is scarce or nonexistent. Resolution of this issue will determine to what extent agencies will develop additional water services.

II. AFFECTED ENVIRONMENT

A. Situation analysis

For purposes of discussion, the 2,560 miles of trail is divided into categories of land which share some similarities.

TABLE 1

Category	Land Management Area	Miles	%
A	National Park	243	9.5
A	Units of Wilderness Preservation System	494	19.3
A	State Park	30	1.2
B	BLM and National Forest Lands Outside Wilderness	1,470	57.4
C	Other Public (State and County)	20	0.8
C	Private 1/	303	11.8
	TOTAL	2,560	100

1/ Includes 18 miles across Warm Springs Indian Reservation, Oregon

Category "A"

National Parks, units of Wilderness Preservation System, and State Parks account for 30% (767 miles) of the total trail mileage. These areas contain scenic, historic, and natural qualities of national significance. The management policies of these areas are mandated in the establishing legislation, either Federal or state, and provide for the preservation of certain natural values and recreation opportunities. In all cases, the management of the Pacific Crest Trail through these areas will be compatible with the objectives established for each State Park, Wilderness, or National Park.

These areas offer unique opportunities to the user of the Pacific Crest Trail, including the major scenic attractions accessed by the trail. Among these are most of the heavily used backcountry areas of the Pacific Crest. Here the potential exists for over-use and degradation of the physical, biological, and social environment.

Category "B"

These are National Forest and BLM administered lands excluding units of the Wilderness Preservation System. They are primarily managed for "multiple resources and uses" under various laws and regulations. These areas have a significant role in meeting the nation's needs for livestock forage, wildlife habitat, water, minerals, outdoor recreation, and wood products.

This category represents 57% (1,470 miles) of the total trail mileage. This becomes particularly significant for the future of the trail because:

- The trail crosses a mosaic of areas where a wide range of primary management emphasis includes primitive areas; unroaded recreation; special interests such as geologic, natural, or botanical; key wildlife habitats; range forage; developed recreation; and intensive timber management.
- The decisions that will define the final distribution and proportion represented by each management emphasis will be determined by 28 independent unit Land Management Plans (BLM and National Forest).
- The unit Land Management Plans will determine both the scope and quality of the recreation opportunities to be provided now and for future generations.
- The direction and guidance provided by the PCNST Comprehensive Plan will determine the extent to which other resource uses and activities need to be modified to protect those values which originally qualified the trail for National Scenic status.

To a limited extent, the first three comments above also apply to Category "A" lands. The significant differences being that on Category "A" lands, the decision has already been accepted that if a conflict exists between trail objectives and the area objectives for a National Park, Wilderness or State Park; the area objectives have superiority. Such is not the case with Category "B" lands.

Category "C"

These are private lands and other public (state and county). These lands account for nearly 13% (323 miles) of the total trail mileage. They are devoted to a wide range of purposes such as intensive timber management, minerals production, agriculture, domestic grazing, small farms, industrial and rural homesites, power transmission and transportation (highways and railroads).

These lands are less important in providing Scenic or natural resources of national significance. However, they do possess cultural and historic value for the trail hiker interested in the growth and development of the West.

The National Trails System Act and the accompanying Conference Committee Reports clearly express the intent of Congress to minimize the impact of the trail on private landowners and users. The Advisory Council has affirmed this intent with wording contained in the "Statement of Trail Characteristics" wherein the trail across private land is defined as "a travel route primarily to provide continuity and safe passage."

Some landowners have expressed concern about impacts on their lands from establishment and use of the trail. Their concerns are related to the potential for vandalism, fire, pollution, and sanitation and their liability for accidents to users. No law exempts them from lawsuit. Landowners fear that the National Scenic Trail may adversely influence their present and potential land uses.

B. Major Factors Affecting and Affected by the Alternatives Considered

1. Factors affecting the decision;

- National priorities for commodity resource production from public and private land.
- The desire to minimize impacts on private landowners and their users.

2. Factors affected by the alternatives considered:

- Breadth of the spectrum of recreation opportunities.
- Level of impacts on private landowners.
- Levels of development and resource outputs from adjacent public land, including activities and uses.

C. The Physical and Biological Environment

The geographic limits of physical and biological effects are broadly described as a strip of land 2,560 miles in length and varying in width, depending on the alternative selected. The effects originate from three sources:

- The construction of the trail, access trails, trailheads, and camp facilities. This has direct affects on wildlife, plant life, water quality, and soil.
- The use of these facilities, adjacent areas, and resources by the users. This has direct affects on wildlife, plant life, water quality, and soil.
- Application of trail direction and objectives to the management of adjacent land, resources, uses, and activities.

D. The Social and Economic Environment

The leisure aspect is a significant portion of the affected social environment. The recreational opportunities afforded by the trail extend beyond local and regional levels. The social (leisure) benefits were accorded national stature by the "Act" itself. The amount and nature of these benefits vary with each alternative.

The economics of local communities, states, and regions are highly dependent on the dollars generated from recreation expenditures, grazing, timber and lumber, and minerals production. The extent of the effects will vary with the alternative selected. On a trailwide basis, some locales and regions will be more severely affected than others.

III. EVALUATION CRITERIA

A preliminary list of evaluation criteria was proposed by an interagency ad hoc Committee consisting of representatives from the following:

Bureau of Land Management Oregon State Office	National Park Service Pacific Northwest Region
Bureau of Land management California State Office	National Park Service Western Region
USDA Forest Service Pacific Northwest Region	Heritage Conservation and Recreation Service Northwest and Pacific Southwest Regions
USDA Forest Service Pacific Southwest Region	State of California State Department of Parks and Recreation
USDA Forest Service Intermountain Region	

The Committee considered the basic requirements of the 1968 Trails System Act, as amended; management concerns of the various agencies they represented; and concerns expressed by the PCNST Advisory Council in developing the evaluation criteria.

The public was requested to comment on the criteria in the September 1980 newsletter. After considering the public's input (see Appendix F), the final list of Evaluation Criteria was adopted. Figure 2 lists each criterion and its source.

The preferred alternative for the Comprehensive Plan will be the one judged to provide the best balance toward satisfying all criteria.

Evaluation Criteria
Figure 2

DESCRIPTION

SOURCE

Each alternative will be evaluated according to the degree to which it:

- | | |
|---|--|
| 1 -- Provides for the identification and preservation of those nationally significant scenic, historic, natural and cultural qualities of the areas through which the trail passes. | National Trails System Act |
| 2 -- Recognizes differences in basic laws and regulations governing the three agencies that influence land managing philosophies yet provides a framework within which the managing agencies can approach and solve mutual problems on a coordinated basis. | Management Concern |
| 3 -- Meets the needs of the equestrian and hiker for the basics of safety, access, continuity, information/education, and interpretation. | Issue #4
Management Concern |
| 4 -- Minimizes or reduces conflicts with other resource management and land uses; i.e., timber production, wilderness management, National Park management, mineral resource development, private land development and use. | National Trails System Act
Issue #2
Issue #3 |
| 5 -- Establishes clear direction/guidance to on-the-ground land management planning. | Management Concern |
| 6 -- Reflects a reasonable priority of action and use of limited funds for acquisition, construction, maintenance, and management costs. | National Trails System Act
Management Concern |
| 7 -- Complies with all applicable laws and regulations | Laws and Regulations |
| 8 -- Provides guidelines for managing agencies to continually assess use levels, patterns, conflicts, and impacts and determining the need for establishing use limits or other mitigating action. | National Trails System Act
Issue #1
Management Concern |

IV. ALTERNATIVES CONSIDERED

A. Development

The interagency ad hoc group developed alternative strategies to deal with the issues and concerns. The group used as a basis:

- Advisory Council input on issues and concerns and their recommendations on trail characteristics.
- Decision criteria developed by the ad hoc group.
- Public input on the issues and the decision criteria. These strategies were used to formulate the alternatives.

B. The Alternatives

Four alternatives are described. One of these (Alternative "A") is the No Change alternative. The other three alternatives (B, C, and D) express a range of trail management philosophies from provision of essentially a primitive type trail experience to one that is characterized (outside National Parks, Wildernesses, and State Parks) by a variety of opportunities including those associated with resource development and rural and urban activities.

Following is a brief description of the alternatives as to the nature and breadth of recreation opportunities provided:

Alternative "A" - No Change

Primitive type recreation opportunities (independence, closeness to nature, self-reliance, risk) are most prevalent within National Parks and Wilderness areas. On other Federal lands opportunities will range over the Recreation Opportunity Spectrum from primitive to rural with the emphasis being on the primitive. This stems from the present direction to maintain or enhance natural beauty and other aesthetic qualities on adjacent lands. Opportunities will be available to view resource management activities. Recreation opportunities on private land are generally confined to hiking or riding the trail and viewing resource management or other cultural activities.

Alternative "B"

This alternative emphasizes recreation experiences associated with the primitive end of the opportunity spectrum over the entire length of the trail. For the trail user, there would be a high probability of experiencing independence, closeness to nature and self-reliance through the application of outdoor skills. There would be minimal opportunities to view resource management and other cultural activities except on private land.

Alternative "C"

This alternative retains those primitive type recreation opportunities in National Parks and Wilderness Areas. Across other Federal lands the recreation opportunities will approximate these under Alternative "A" but with the emphasis being on those experiences associated with the middle of the opportunity spectrum; i.e., semi-primitive roaded, roaded-natural and rural. Opportunities

for viewing resource management and other activities will be more prevalent than with Alternative "A". Opportunities on private land are similar to those in Alternative "A".

Alternative "D"

With respect to National Parks and Wilderness, the recreation opportunities are identical to those in Alternatives A, B, and C. On other Federal land, the opportunities are those associated almost entirely with the roaded natural and rural end of the opportunity spectrum with the emphasis on viewing and understanding resource management and related activities. Even in this alternative, limited primitive and semi-primitive opportunities will exist on other Federal lands, but to a lesser degree than in any of the other alternatives. Opportunities on private land are unchanged from Alternatives A and C.

C. Treatment of the Issues within the Alternatives

The following pages describe alternative strategies for the resolution of each issue. The preferred alternative may be any combination of these strategies.

ISSUE No.1: Trail use,
overuse and conflicting uses.

Background: This issue encompasses the area of "visitor management" as it related to the Pacific Crest National Scenic Trail. Both type and level of use are relevant to this issue Major topical areas are identified and described below.

Carrying Capacity and Overuse

The National Trails System Act, as amended, requires that a carrying capacity for the Trail be identified. By establishing carrying capacities for the various areas accessed by the PCNST, managers may take appropriate actions to prevent overuse along the Trail route.

Carrying capacity, in simple terms, is an expression of the number of people and/or horses that can use an area and its facilities without damaging resources (soil, water, vegetation, wildlife, etc.) Carrying capacity may also include a measurement of the maximum acceptable level of social contact among visitors in an area. This aspect is of special importance in Wilderness or primitive areas where "solitude" is a major part of the desired recreational experience.

Commercial Use

Commercial (profit making) enterprises such as outfitter-guides and outward bound programs provide a service to a segment of the using public. These services are regulated through similar (nonexclusive) permit systems on National Forest and BLM lands. In National Parks all commercial services are regulated through a permit to a sole concessionaire. In the event that visitor use in specific areas needs to be restricted because of capability of the resource, managers may need to determine where commercial services fall in the line of use priorities.

Winter Use

Backpacking and horse travel along the trail occurs mainly between the months of June and October over most of the trail. The use of the trail and adjacent areas by cross-country skiers, snowshoers and snowmobilers has expanded total trail use and opportunities with some conflicts apparent between snowmobilers and other users. The "Act" prohibits motorized use of the trail by the general public.

An outline of the alternative management strategies considered for the Comprehensive Plan follows:

	Alternative A	Alternative B	Alternative C	Alternative D
Carrying Capacity and Overuse	The identification of carrying capacity and the subsequent management of use is determined on a case-by-case basis by each administering unit.	Through the Land and Resource Management process, each administering unit will divide its portion of the Trail into segments which vary in recreational opportunities. For example, segments within wilderness areas may be designated and managed for overnight type recreation, whereas segments next to major highway access routes may be managed for short day hikes. Each local management plan will provide a maximum carrying capacity for each segment of trail. Management actions aimed at preventing overuse will be undertaken on a case-by-case basis by local managing units after coordination with adjacent managing units.		
Commercial Use	Commercial use is regulated independently by each agency. There is support and historical precedent for continuing this use. There is no guidance establishing relative priority of commercial use.	Commercial use is considered <u>inconsistent</u> with the purpose of the trail. Existing long-standing permits will be phased out by September 30, 1991. No new permits will be issued after September 30, 1982.	Commercial use of the Trail is consistent with the purpose of the Trail. Commercial outfitters, etc., provide a valuable service to a segment of the public. The extent of commercial use will be regulated by the agencies based on public demands and the capability of the resources to accommodate such use.	Commercial use will have a lower priority than noncommercial backpacking and equestrian use. Existing longstanding permits will continue to be honored. New permits will be issued with the understanding that if carrying capacities are exceeded, the commercial permit may not be renewed in favor of other noncommercial uses.
Winter Use	Snowmobiling on or across the Trail is prohibited. Cross-country skiing, Nordic skiing, and snowshoeing on the Trail is deemed compatible and consistent with the purpose of the Trail.		Snowmobiling on the Trail is prohibited but crossing at designated locations is consistent with the purpose of the trail when such use is permitted on lands adjacent to the Trail and does not cause damage to the trail, related resources of facilities. Cross-country skiing, Nordic skiing, and snowshoeing on the Trail is deemed compatible with the purpose of the Trail.	

ISSUE No. 2: Effect of the Trail (and its uses) on the management of adjacent lands (public and private)

Background: For purposes of this issue, lands crossed by the PCNST are divided into three groups. National Parks, State Parks, and Forest Service and BLM Wildernesses make up one group where legislation mandates the preservation or conservation of the natural environment. Bureau of Land Management and National Forest lands outside of Wilderness and other special areas make up a second group where lands are managed for multiple uses including wood, forage, fish, water, minerals, historic, and cultural resources, and recreation. Privately owned lands make up the third category of lands crossed by the PCNST.

The National Trails System Act, as amended, requires the identification of all significant scenic, historical, natural, and cultural resources to be preserved.

Alternative strategies for managing these three categories of lands adjacent to the trail follows:

	Alternative A	Alternative B	Alternative C	Alternative D
National Parks, State Parks, Forest Service and BLM Wilderness. (767 miles or 30% of the total trail.)	The management objectives and policies embodied in the Legislation creating National Parks, Wilderness, and State Parks are sufficient to meet the purposes of the National Scenic Trail under all four alternatives. National Parks and units of the Wilderness Preservation System contain significant scenic, historical, and natural resources to be preserved.			
National Forest & BLM non-wilderness lands. (1,470 miles of 57% of the total trail).	Management direction for lands adjacent to the Trail is provided by the “Guide for Location, Design, and Management.” (pg. 41) Management direction is (1) to maintain/enhance natural beauty & aesthetic qualities and values; (2) plan, develop, and maintain recreational sites and facilities for intensive occupancy, use, & enjoyment by the public; and (3) develop/manage wildlife habitat, timber,	The entire landscape and its spectrum of scenic quality is critical to the purposes of a national scenic trail. Other resource uses and activities will be managed to retain inventoried scenic and natural quality. The determination of scenic natural quality will be made through similar visual resource management systems employed by the BLM and Forest Service.	The entire landscape and its scenic quality are important to the purposes of a national scenic trail. Viewing and understanding resource management and other cultural activities are considered to be part of the normal character of the PCNST. The management of the various resources will give due consideration to the existence of the trail and trail users within the	The entire landscape and its scenic quality is important to the purpose of a national scenic trail. But, retention of the scenic quality will not modify or reduce other resource management uses or activities. Viewing resource management activities is considered a significant characteristic of the Pacific Crest National Scenic Trail.

range, soil water resources, and various activities to enhance/maintain the outdoor recreational use and environment.

multiple-use concept. Prescription for the management of the visual resources associated with the trail will be a part of agency planning processes.

	Alternative A	Alternative B	Alternative C	Alternative D
Private Lands (285 miles or 11% of the total trail)	Locate a trail that meets the criteria (as described in the Guide for <u>Location, Design, and Management</u> for a national scenic trail and minimizes impacts on private landowners.	Retain, to the extent possible, a primitive environment through the use of wider rights-of-ways, scenic easements, etc. There could be considerable use of condemnation.	Maintain continuous safe passage and minimize the extent of rights acquired from private landowners. Under specific circumstances such as major river crossings and urban/rural areas developed for homesites, the trail tread may not be constructed; Instead, the trail may follow bridges, highways, or other public rights-of-way. Limited use of condemnation is anticipated.	Trail will be routed to minimize the impacts on private landowners and may be made of existing public rights-of-ways. Minimal use of condemnation is anticipated.

ISSUE No. 3: How much private land is needed (width of right-of-way, fee title, less than fee title, etc.) to protect the trail environment.

Background: The National Trails System Act, as amended in 1978, provides guidelines for agencies to obtain easements or rights-of-way across private land. There is no limit on the amount of land that may be acquired with consent of the landowner. However, if the land is to be acquired through condemnation, the Act limits the amount of land that can be acquired to that “reasonably necessary to provide passage across such land” up to a maximum of an average of 125 acres per mile.

The development of any management alternatives to resolve this issue is further constrained by the intent of Congress to minimize the impact on the private landowner, users, and their operations. The following outlines the various alternative management strategies to be considered in the final comprehensive plan:

Alternative A	Alternative B	Alternative C	Alternative D
The Trail is secured through use of right-of-way easements to construct and maintain the trail, trailheads, and campsites. Scenic easements have not been utilized but are considered if there is a unique resource that should be protected. The width of right-of-way varies but average from 10 feet to 30 feet.	Acquire the maximum land permitted in fee (up to 125 acres/mile) to protect the Trail and preserve or create a primitive-type experience within the purchased Trail corridor.	Acquisition strategy will vary according to existing land uses, development, trail-related resources and needs for campsites and access to water. Extent of land or rights acquired will represent a compromise between rail objectives and objectives of adjacent landowners. Width or right-of-way and/or scenic easements will meet the specific objectives established for each segment of the trail.	Acquire the minimum land or rights therein necessary to construct and maintain a pathway including space for campsites and access to water. Some segments may be established to follow other public rights-of-way. A separate trail tread need not be constructed over these segments. Width of right-of-way will vary with the specific trail and objectives for each segment of trail.

ISSUE No. 4: Water

Background: Surface water (even though not potable) is available at sites along most of the trail in Oregon and Washington. However, major water supply problems exist on certain lengthy segments of the trail in California. Backpacking and horse travel over these segments will be constrained, if not precluded, due to the scarcity of water.

Alternative approaches to developing a management strategy for water resources over arid segments of the Trail follow:

	Alternative A	Alternative B	Alternative C	Alternative D
Water	Forest Service direction concerning water availability along the Trail states that the “ideal maximum interval for water is 10 miles along the entire trail.” Thus far, no special water projects have been developed to achieve this ideal maximum over excessively arid segments of the Trail.	Water availability (or the lack thereof) is a part of the experience on the PCNST. Sources will be limited to surface water along the Trail. Additional water sources may be accessed by side of loop trails. Potable water will be limited to developed campgrounds with piped water.	In general, water sources will be limited to surface water along the Trail. Additional water sources may be accessed by side or loop trails. Specific situations may justify the construction/development or potable water sources. These will be critically reviewed by the responsible agency on a benefit/cost basis.	Water will be available along the length of the Trail at intervals of approximately 10 miles. Surface water along the Trail will be supplemented with side trails to other sources. Wells, pumps, tanks, etc., will be developed to fill in the gaps.

D. Standard Direction for all Alternatives

1. Monitoring and Evaluation

Each Regional (NPS and FS) and State (BLM) office of the managing agencies will develop and implement a monitoring and evaluation plan for segments of the trail for which they have responsibility. The reports from these plans will provide, as a minimum, the following information on an annual basis:

- An Assessment of compliance with the goals and objectives contained in the Comprehensive Plan.
- An estimate of the types and levels of use on the trail, including trends. This should be related to the tentative carrying capacities established.
- A summary of current or anticipated problems which require coordination among agencies, states, or regions.
- Any recommendations for revision or amendments to the Comprehensive Plan.

This information will be Summarized by the Forest Service and used as follows:

- As a data base from which the managing agencies, on a coordinated basis, can solve mutual problems.
- As information to the Pacific Crest National Scenic Trail Advisory Council for its use in advising the Secretary of Agriculture on matters pertaining to the trail.

2. Interagency Coordination

The monitoring and evaluation reports will be used by the Forest Service to assess the need for interagency meetings to deal with broad trail issues or problems that cross agency lines. Ad hoc committees may be established to deal with specific issues.

On a local, state, or regional level, agencies will continue their present informal methods of resolving mutual problems.

V. EFFECTS OF IMPLEMENTATION

A. Assumptions

- Consideration of environmental impacts is an ongoing process by the agencies responsible for the trail. The 87% of the trail in public ownership has established environmental compliance procedures for consideration of wetlands, endangered species, cultural sites, and rights of Native Americans.
- Any action to construct new trail or relocate the trail will include an environmental assessment to evaluate alternatives and provide coordination with appropriate responsible offices such as State Historic Preservation Offices for Cultural Resources and U.S. Fish and Wildlife for endangered species.
- The managing agencies are carrying out a program of inventory of the historic and cultural resources on Federal lands. This inventory is not complete at this time.

B. Effects

The alternatives basically vary in:

- The relative proportions of the trail which will fall in each recreation opportunity class (primitive, semi-primitive, nonmotorized, semi-primitive motorized, roaded natural, rural and urban).
- The extent to which management, development, and resource outputs from adjacent public land will be impacted.
- Cost of acquisition, development, and maintenance.
- Impacts on private landowners and users.
- Levels of and types of anticipated use.
- The long-term visual quality of the landscape as viewed from the trail.

The physical and biological environmental factors such as soil, vegetation, water, and wildlife are affected by the use levels to which the trail is subjected. These effects are generally limited to campsites, water sources, and forage areas. These impacts are slight and can be forestalled by appropriate use level controls or site specific actions such as relocation, closing campsites, installing toilets, etc. These effects are short-term and reversible.

Trail construction, use and maintenance will result in limited soil compaction and movement; however, even in steep or unstable soil conditions, careful design, and use of construction techniques as outlined in the "Guide for Location, Design and Management" will prevent any impacts beyond minimal. Water quality can be affected by trail construction and maintenance, but again the impacts are minimal when practices follow those outlined in the Guide.

The potential for pollution of water sources is increased over the natural situation through introduction of coliform and other bacteria from human and animal waste. This particular problem is not unique to the Pacific Crest Trail. It is a significant problem throughout the dispersed recreation areas of both public and private land. As use levels increase, so does the potential for contamination of water sources. The effects are long-term but not irreversible.

Wildlife populations are subject to pressures from the presence and sound of users. These effects are considered to be minimal, long-term, and unavoidable. Endangered species will be considered and protected through environmental compliance procedures governing each agency.

Effects on commodity outputs, other activities and uses of public and private land vary with each alternative. Alternatives "A" and "B" have long-term, irretrievable effects on timber harvest. These effects decrease to a minimum in Alternative "D".

In discussing the effects of implementation, it is necessary to describe the effects in terms that are both broad and subjective. The management objectives and strategies contained in each alternative will be translated into on—the-ground effects through 46 independent land management plans. The final character of the trail is a function of the complex array of resource management situations, each of which is unique as to environmental, physical, biological, and socio-economic considerations.

The Comprehensive Plan recognizes that local land management planning will identify the resources available; the appropriate levels of environmental effects that will result from implementing the direction identified in the alternative selected; and the tradeoffs to be made in order to be acceptable for the trail.

Table 2 displays the effects.

**TABLE 2
EFFECT OF IMPLEMENTATION**

Alternatives	Trail Character	Impacts Mgt. of Adjacent Public Lands	Cost	Impact on Private Land	Levels & Type of Use	Long Term Visual Quality	Physical Biological	Socio-Economic
“A” No Action	High proportion of trail in the primitive recreation opportunity class.	High impact on commodity outputs.	Low cost of acquisition. Average cost of construction and maintenance.	Low	A mix of user types. Long distance holding static. Commercial use. High level of use.	High	Minimal	Moderate impacts on local economies.
“B” Primitive Trail Character	Highest proportion of trail in the primitive nonmotorized and motorized classes.	Highest impact on commodity outputs, other activities, and uses.	Highest cost of acquisition. Lower cost of construction and maintenance.	Highest	Higher level of long distance use. No commercial use. Lower total level of use.	Very high.	Minimal	Major and significant impact on local economy from reductions in commodity output.
“C” Mixed Trail Character	A more balanced proportion of the trail in all recreation opportunity classes.	Variable, dependent on the scenic value and resource capabilities.	Lower cost of acquisition. Average cost of construction and maintenance.	Low	A mix of user types. Limited commercial use. Higher total level of use.	High in areas of outstanding scenic value. Moderate to low where scenic values are common.	Minimal	Some moderate impact depending on the resource situation.
“D” Modified Trail Character	Increase in the proportion of trail in the roaded natural urban classes.	Low or minimal impact on commodity outputs. Low impact on other activities and uses.	Lowest cost of acquisition. High cost of construction and maintenance.	Lowest	Higher level of day and short trip use. Commercial use. Highest total use level.	Low	Minimal	Minimal effect on local economics

VI. EVALUATION OF ALTERNATIVES

A. Assumptions

The following assumptions should be considered when evaluating the alternatives against the evaluation criteria (see section III).

- The language in the 1968 Act, "insure continued maximum benefits from the land" expresses congressional support for the multiple-use concept.
- The intent of Congress in prohibiting motorized use of the trail, as expressed in the Hearing Documents, reference (S. 827 and H.R. 4866), was to eliminate the safety and noise conflict with hikers and equestrians. Crossing the trail right-of-way by snowmobiles would not be in conflict with the intent of Congress if such use were part of a winter sports plan that permitted Snowmobiles to use the land adjacent to the trail.
- "Minimizing the adverse effects upon the adjacent landowner and user" as required in Section 7(a) of the 1968 Act must be accomplished within the requirements of preserving the purpose for which the trail was established.

B. Evaluation

The degree to which each alternative satisfies the evaluation criteria is illustrated in Figure 3.

































C. Analysis

Alternative "B" provides the highest level of protection for those scenic and natural resource qualities viewed from the trail; however, it also creates significant impacts on resources, uses and activities of adjacent land both public and private. Essential commodity outputs would be foregone in favor of maintaining scenic and natural values. Impacts on private land would be major. Acquisition costs would be very high.

Alternative "C" provides balance toward meeting all the evaluation criteria. Opportunities to experience and view nationally significant scenic and natural resources would be available within National Parks, State Parks, and Wilderness areas (30% of the trail). On other Federal lands (57% of the trail) conflicts with other resources and uses are reduced. Depending on the resource management situation, some modification of resource outputs or uses would be expected to protect significant trail-related resources. The trail on private land would be primarily a route for continuity, safe passage, and would create minimum impact on private landowners.

Alternative "D," while recognizing the significant natural and scenic resources contained in National Parks, State Parks and Wilderness areas, provides a trail environment across other Federal lands dominated by other resource management and uses. Scenic and national resource qualities would be foregone in favor of commodity outputs. Little or no modification of other resource uses and activities would be expected. The trail would be highly accessible by motor vehicles. Alternative "D" would create the least impacts on private landowners.

RELATIVE COMPARISON OF ALTERNATIVES

* EVALUATION CRITERIA	ALTERNATIVES			
	A	B	C	D
1				
2				
3				
4				
5				
6				
7				
8				



exceeds criteria



meets criteria



fails to meet criteria

Figure 3

* For a description of criteria, see figure 2.

Alternative "D" would have high costs of development with respect to water resources.

Alternative "A" (the No Change alternative) would provide a similar trail character to Alternative "B," with the exception of private land. Impacts on commodity outputs and uses of Federal land outside National Parks and Wilderness would be significant.

VII. IDENTIFICATION OF PREFERRED ALTERNATIVE

Based on the analysis and evaluation of alternatives, Alternative "C," modified to incorporate Alternative "D" strategy for issue number 3, is preferred. It is consistent with relevant laws, executive orders, and regulations and is responsive to the identified issues, concerns and opportunities. This alternative meets all the evaluation criteria and provides direction to and management planning that represents a reasonable compromise between the trail and its users, and the national priorities for other goods and services from both public and private land.

VIII. CONSULTATION WITH OTHERS

- A Public Participation (see Appendix)
- B Agencies and Groups
 - National Park Service, Pacific Northwest Regions, Seattle National Park Service, Western Region, San Francisco
 - Bureau of Land Management, Oregon State Office, Portland Bureau of Land Management, California State Office, Sacramento
 - Heritage Conservation & Recreation Service, Seattle
 - Heritage Conservation Recreation Service, San Francisco
 - State of Washington, Interagency Committee for Outdoor Recreation, Olympia
 - State of Oregon, Department of Parks and Recreation, Salem
 - State of California, Department of Parks & Recreation, Sacramento Pacific Crest National Scenic Trail Advisory Council

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APPENDIX C



Trail located to give feeling that the land mass is below—rather than above—the traveler.

CRITERIA FOR LOCATION, DESIGN, SIGNING, AND USER FACILITIES

General Location Criteria

These directions for the location of the trail are intended to assure that it "fits" the land, provides high scenic quality, presents opportunities for quality construction and easy maintenance, has low impact on fragile resources, and does not damage the environment.

The trail, generally, will be located along the higher portions of the land but, in many instances, it may have to be lower to avoid unnecessary elevation gain, unusually rough or hazardous topography, otherwise unnecessary condemnation action, or severe snow conditions. It should provide travel opportunities for hikers, horsemen, and other nonmechanized travelers.

The traveler may encounter diverse climatic and topographic conditions while traveling over relatively short segments of the trail. These, and other environmental factors, must be considered prior to locating the trail to assure the safety and enjoyment of the traveler. For example, the top of a -very high mountain may afford a visitor a rare experience, but to locate the trail over this mountain would expose all travelers to the additional climb and more severe temperatures. In this instance, the main trail could be located around the mountain, with a loop trail located over the mountain top for those wanting to add an extra dimension to their trip. The reverse situation could apply if a spectacular river or stream were considerably below the general trail location. The most desirable location will avoid proximity to roads, power lines, commercial and industrial developments, fences, and other features where they may be incompatible with the traveler's enjoyment of the trail.

Where the trail passes developments, it should be located to minimize adverse effects on, or avoid conflict with, the purpose of the

development. Natural vegetation, topography, or plantings of local species may be used, where possible, to screen objectionable features from the view of the trail user.

Many valley bottoms, or areas adjacent to streams and lakes, are used for camping, fishing, and other recreational pursuits. If the trail is located on the hillside above these heavily used areas, it will afford a pleasant view and help prevent additional congestion in the heavily used areas by leading the travelers past them. Where topography makes it necessary for the trail to pass near campgrounds, or other places of concentrated recreational use, native vegetative screening shall be provided, where possible, between the recreational site and the trail.

Protection of the natural vegetative cover and of the basic resources of land and water must be fully recognized when considering trail location. Marshes, areas of thin or unstable soil, small lakes, meadows, and other fragile areas are particularly susceptible to damage if used heavily. The trail should bypass these areas, if at all possible. A secondary trail, for hikers only, could be provided nearer to these fragile areas if such use would not be damaging.

The depth and melting pattern of snow along the general trail location will require close study. There are many places in the high mountain country where stringers of snow remain until late summer. Because many of these are hazardous or impassable to horses, it may be necessary to route the trail around the snowfield. This location could discourage hikers by causing unnecessary elevation changes; if safe to do so, a loop trail for them could be provided through the snow. Over-snow hiking would add another feature to the hiker's experience.

The aspect of the trail may be an important consideration, depending upon the general conditions of climate and soil. Where most of the



Trail is located to harmonize with terrain.

travel occurs during the heat of the day in summer, it may be desirable to locate the trail on the shady side of a ridge or canyon.

The shady location may provide a more stable and moist path with less dust. However, such a location could also have a later snow melt date or unstable soil conditions because of greater soil moisture. Therefore, the terrain, sod type, and moisture conditions must be carefully evaluated to determine the best route. Experience and good judgment will be required in making such decisions.

Usually, the best location for a trail is on side slope that ranges from 10 to 70 percent. Trails on flat ground or side slopes less than 10 percent often present drainage problems, while trails

located on slopes of more than 70 percent require greater excavation causing additional scarring of the landscape, larger retaining walls, increased costs, and more problems of slope stabilization.

A location that generally avoids switch backs is preferable, but in steep terrain some may be necessary. When they are needed, they should be located to utilize natural topography and vegetative screening. The lengths of the segments between switchbacks can be varied to introduce variety. Repeated and intervisible switch backs create excessive disturbance of vegetation and soil, and severely scar the landscape. They also introduce monotony by repeatedly presenting the same view to the user.

Specific Location Criteria

General Situation. The trail should be located to:

- be continuous from Canada to Mexico
- "fit" the land in such a manner that the trail and the natural environment tend to complement each other.
- give the feeling that land mass is below the traveler rather than above it. The trail should follow the "crest" where feasible.
- prevent monotony by curving with the land rather than cutting across the land, and have a gently undulating grade as opposed to a long uniform grade.
- complement the current or planned use of the land, and harmonize with the environment.
- generally avoid, if possible, crossing any watershed of immediate importance for domestic water supply.
- provide for maximum outdoor recreational potential.
- give consideration to the total cost of providing and operating the trail.
- provide opportunities for interpretation of interesting natural phenomena, resource management, and natural and human history along the trail corridor.
- when possible, avoid situations where other human activity is potentially dangerous to the trail user.

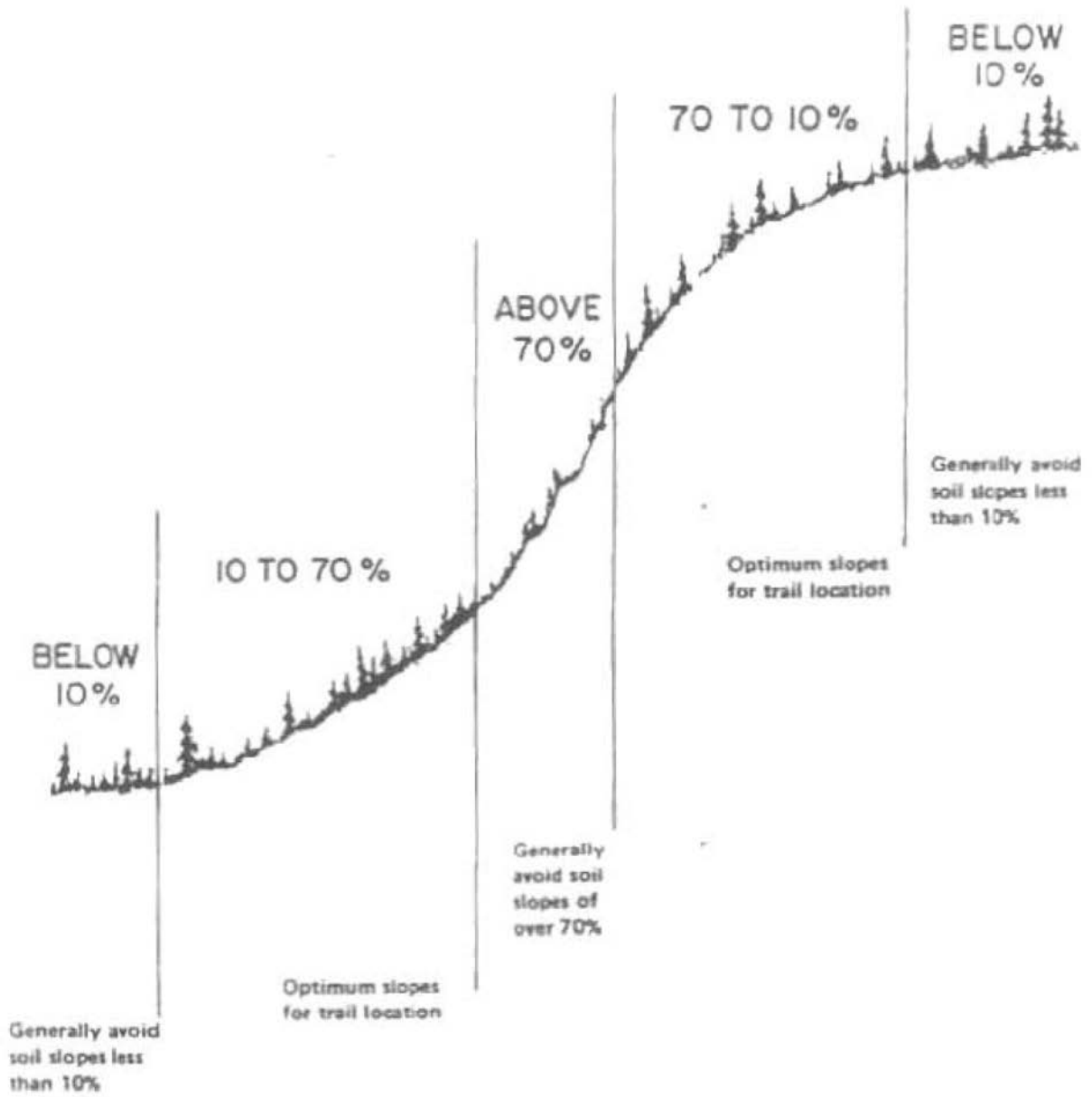
- generally avoid, if practical, areas of unstable soil or geology.
- generally avoid, or protect cultural resources.

Scenic Considerations. The trail should be located to:

- display a great variety of natural beauty and expanse of panoramic scenery from a position of height.
- blend with the terrain by taking full advantage of the natural topography and vegetation.
- present distant views by extending along ridgetops, through sparsely timbered areas, and alongside natural openings.
- encounter a variety of vegetative types.
- provide occasional views of the mountain crest, when the trail is located a considerable distance from the crest.
- provide the most favorable and impressive approach to special scenic attractions.

Archaeological Considerations

- avoid archaeological sites and districts to extent practical.
- mitigate adverse effects prior to construction, then proceed with the trail where archaeological sites or districts must be crossed.

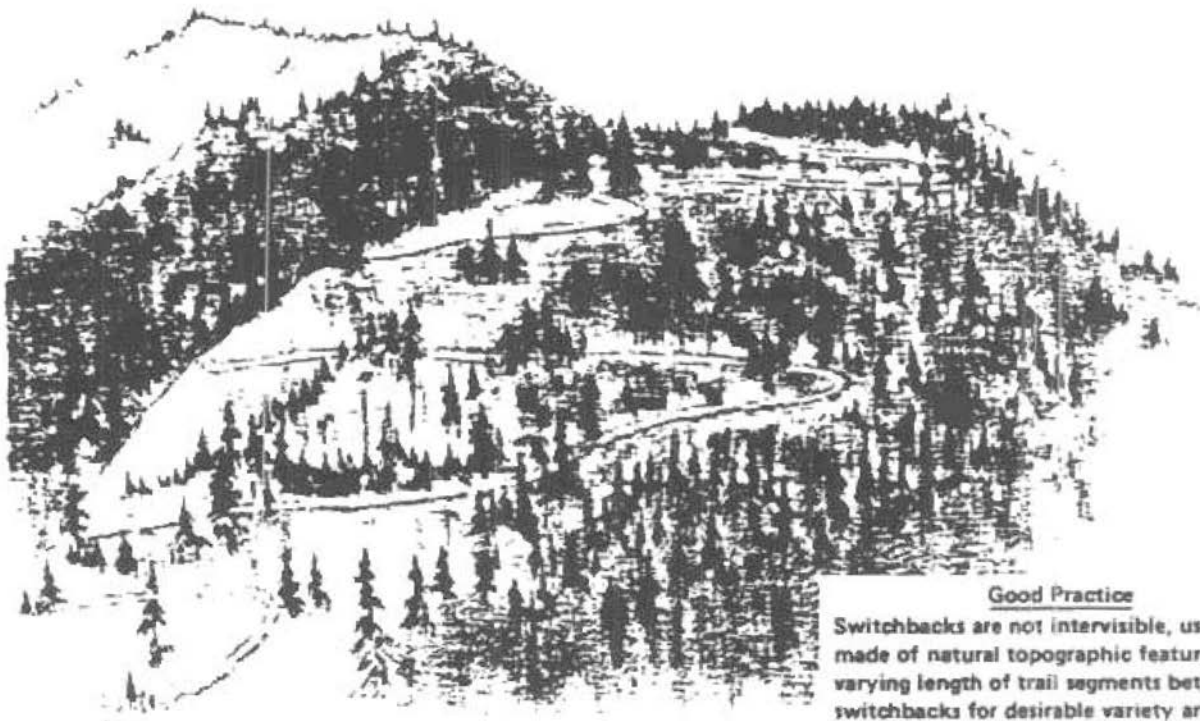


Trail Locations On Mountain Slopes



Poor Practice

Landscape is damaged by short segments and numerous switchbacks, repetition is monotonous to the user.



Good Practice

Switchbacks are not intervisible, use is made of natural topographic features, varying length of trail segments between switchbacks for desirable variety and to prevent cross-cutting.

Cultural Features. The trail should be located to:

- retain cultural representation in harmonious blend to promote understanding of total resource management and its importance to the Nation by providing views and sounds of men's activities, when appropriate, such as harvesting timber, mining, raising and harvesting crops, livestock ranching, industry, urban areas, and transportation without conflicting with these activities.
- have a natural or planned screen such as topography or vegetation, protecting the user from viewing esthetically objectionable activities.
- route the trail through new vegetative growth in areas where extensive timber harvesting contiguous to the trail has been necessary because of existing conditions. Temporary relocation of the trail may be necessary during the cutting period. After the cutting is completed, restore trail within a year or two to its original or other suitable location.
- temporarily, route the trail around active operations where safety may be a factor.

River, Highway, Railroad Crossings.

The trail should be located to:

- provide safe crossings by means of bridges or underpasses, except at low volume roads or railroads that can be safely crossed on grade. Special attention should be given to the safety problem that traffic noise can create for equestrians.
- provide adequate visibility when roads or railroads of low traffic volume are crossed at grade.
- take advantage of natural or existing features to afford an easy and quick crossing without breaking the continuity of the trail.
 - utilize, where practical, existing crossings of multi-laned freeways or major rivers (such as the Columbia River), where the cost of providing an exclusive crossing would be prohibitive. Plans should be coordinated with future highway construction to make the crossings as aesthetically pleasing as possible,

and also to affect economics through joint planning.

- cross man-made features such as roads, aqueducts, and power transmission lines at right angles to avoid prolonged visual contact with them.
- provide parking areas, campgrounds, stock handling facilities, and access where the trail crosses roads or other transportation facilities, as determined by analysis of resource capability and user demand.

Provisions For User Facilities. The trail should be located to:

- provide access at varying distances along the trail so users can choose different trips of varying lengths.
- take advantage of opportunities to provide drinking water for users as well as stock.
- provide areas where stock may be controlled away from camping sites.
- take advantage of nearby areas where parking areas, campgrounds, stock handling, or other trailhead facilities could be located.
- allow space for horse tie rails near the trail, so riders can secure their mounts at rest stops and scenic places.
- be near areas where adequate sanitary facilities can be provided along the more heavily used portions of the trail.

A VARIETY OF SCENES EXIST ALONG THE ROUTE



Timber Harvest Areas



Agricultural Lands



Industrial Activity



Livestock Ranching



Mountainous Scenery



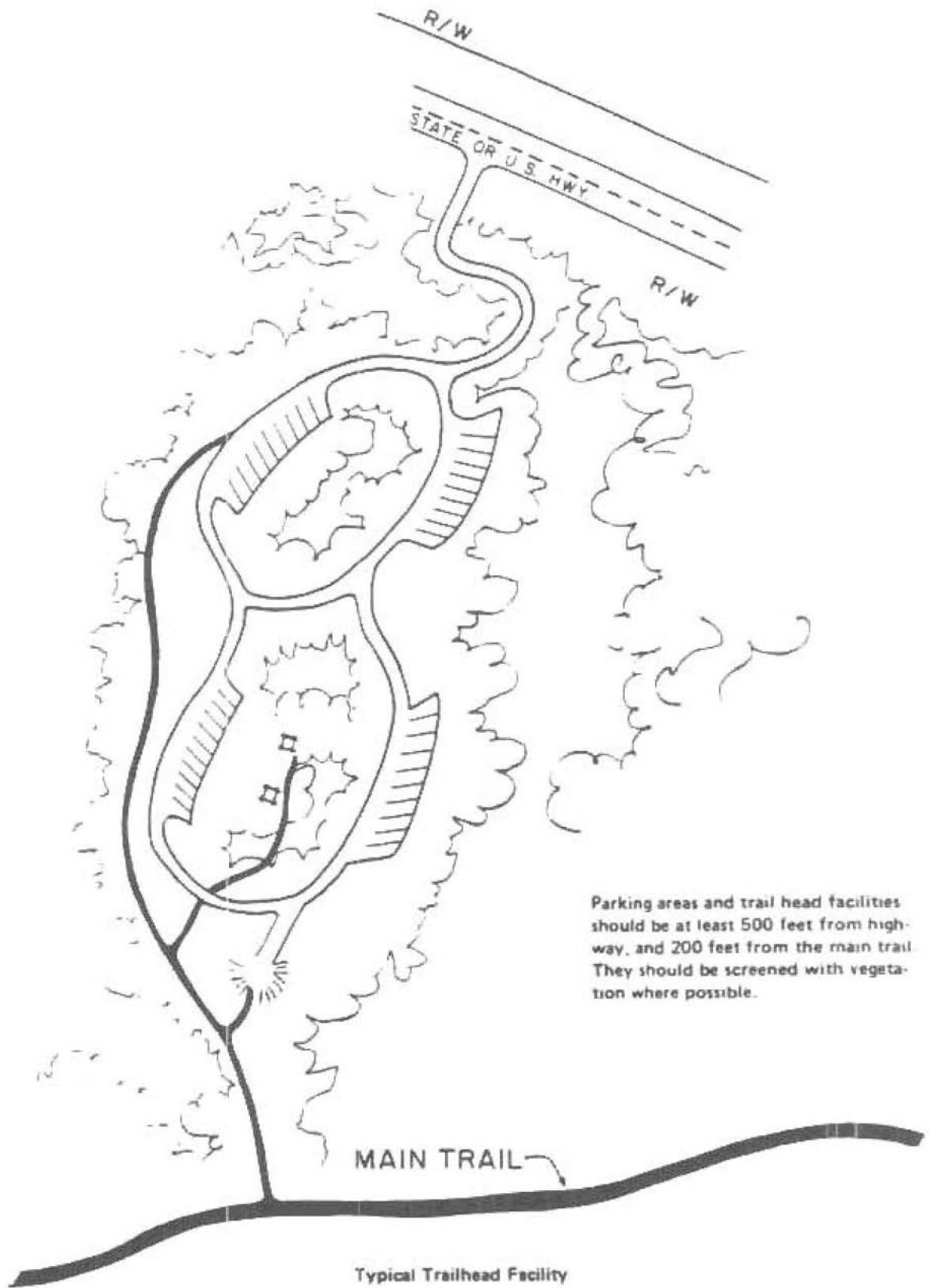
Water Environment



Wonders of the National Parks



Major Highway Crossing





Special Situations

Private land, National Parks, State Parks, and units of the Wilderness Preservation System present special situations requiring consideration of factors in addition to the general and specific location criteria.

Private Land. Section 7(a) of the 1968 Act requires "full consideration be given to minimizing the adverse effects upon the adjacent landowner or user and his operation." Management agencies must strive through cooperative effort with private landowners to agree on a trail location that satisfies the location criteria and reduces adverse effects on private landowners. In situations where controversy develops, the selected location will, in all probability, contain some compromises on both sides. It will not necessarily be the location that reduces adverse effects to zero. Management

agencies should keep in mind that the purpose of the trail across private land is one of providing continuity and safe passage, rather than one of providing a recreation experience, yet the trail must be provided a reasonable level of protection for future generations.

State Parks, National Parks, Units of Wilderness Preservation System. These are special areas created by Acts of Congress and State Legislatures. They have specific policies and objectives. The location of the trail through these areas will meet the specific policies and objectives of the area. The purpose of the trail remains the same, but special management measures may be needed to protect the resources in these areas.

General Design Criteria

The design of the Pacific Crest Trail should be in keeping with the nature and purpose of the trail. As a National Scenic Trail, it should exhibit high quality, permanence, and minimize disturbance to the environment. It should be designed, on a segment-by-segment basis, to accommodate, in a safe and enjoyable manner, the volume and types of traffic planned. Segments where anticipated use is slight, primarily through traffic of long-distance hikers and equestrians (for example, 100 in a 100-day season), could be designed to a minimum width and to reduce impacts on the environment. The other end of the design spectrum could be a segment carrying a high volume of day-use traffic to a popular swimming and picnicking site. In order to provide safety for all users, the design might have to include increased width and hardening of the tread (for example, 48" wide with crushed rock). The design should fit the objectives established for the segment of trail. The design should also keep in mind the long-term maintenance cost of the trail and minimize this, wherever possible.

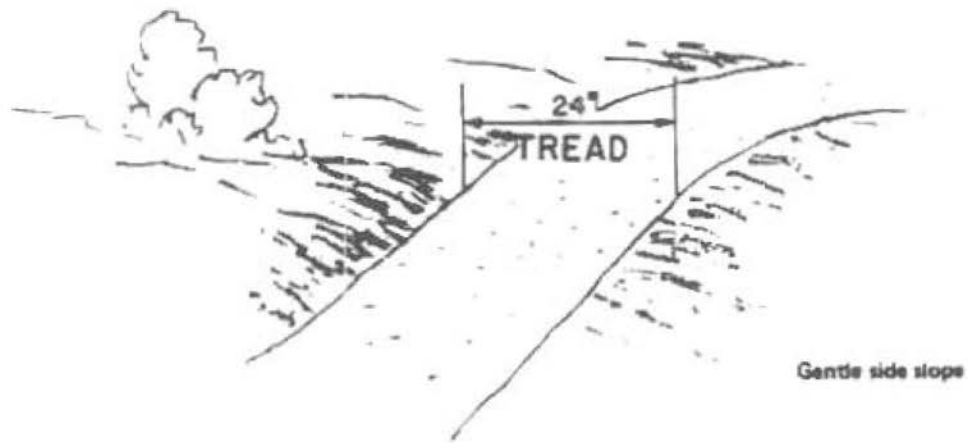
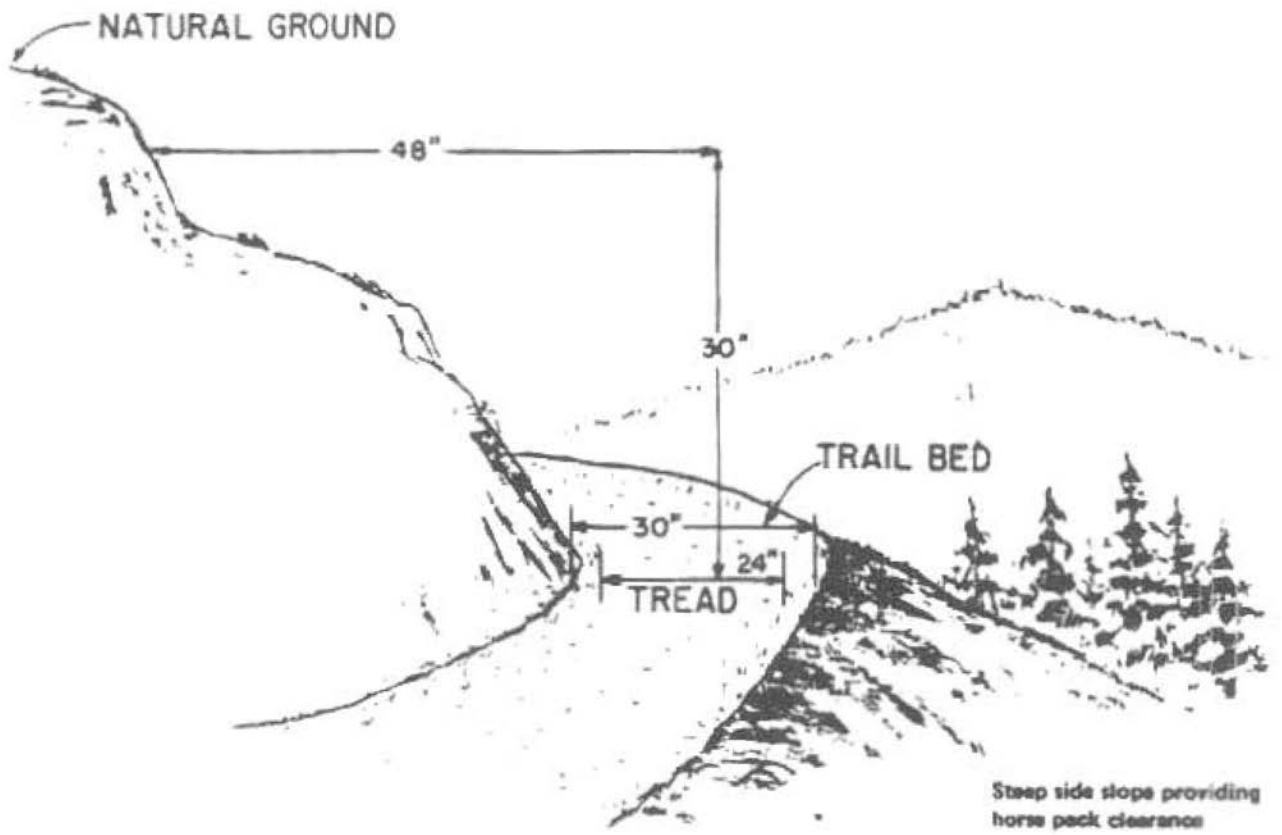
the long-term maintenance cost of the trail and minimize this, wherever possible.

Dimensions. Generally, the trail tread will be from 18 to 24 inches wide. Eighteen inches will be the minimum width at all locations. Twenty-four inches should be the maximum width unless additional width is required for safety. Along a precipice, or hazardous area, the trail should be at least 48 inches wide in order to provide safety to the traveler, and allow horses to pass without difficulty.

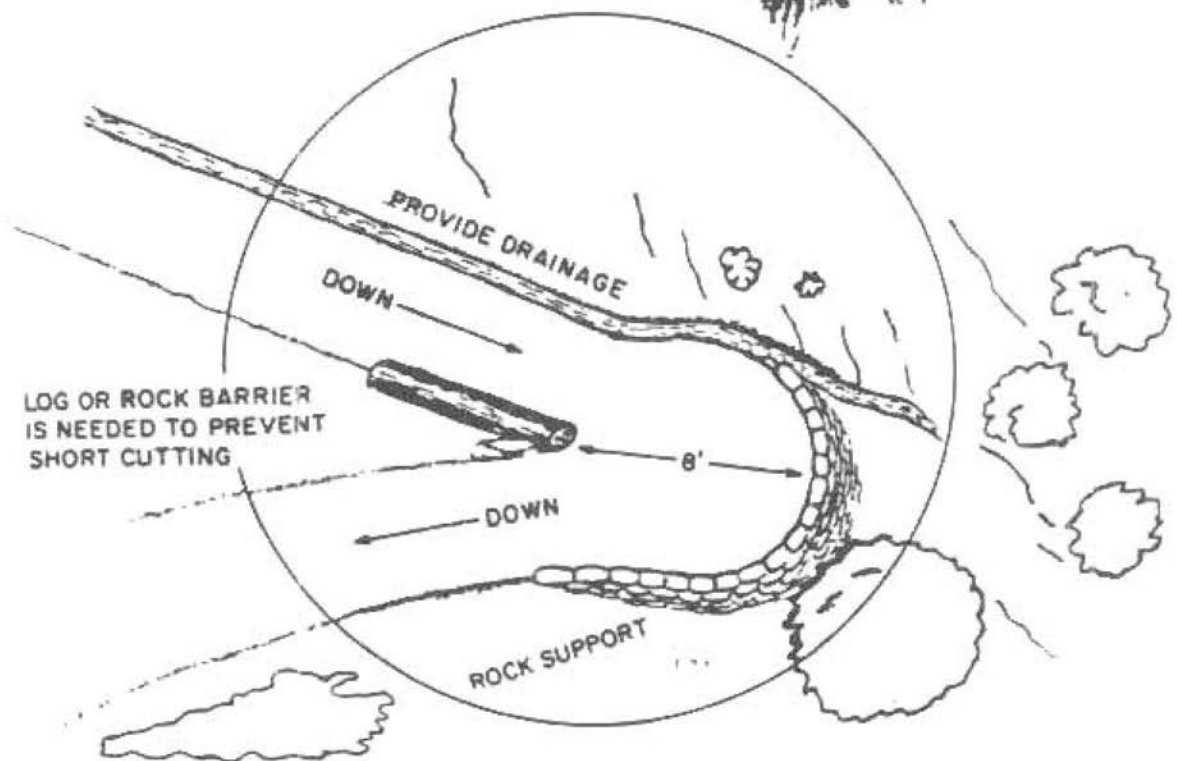
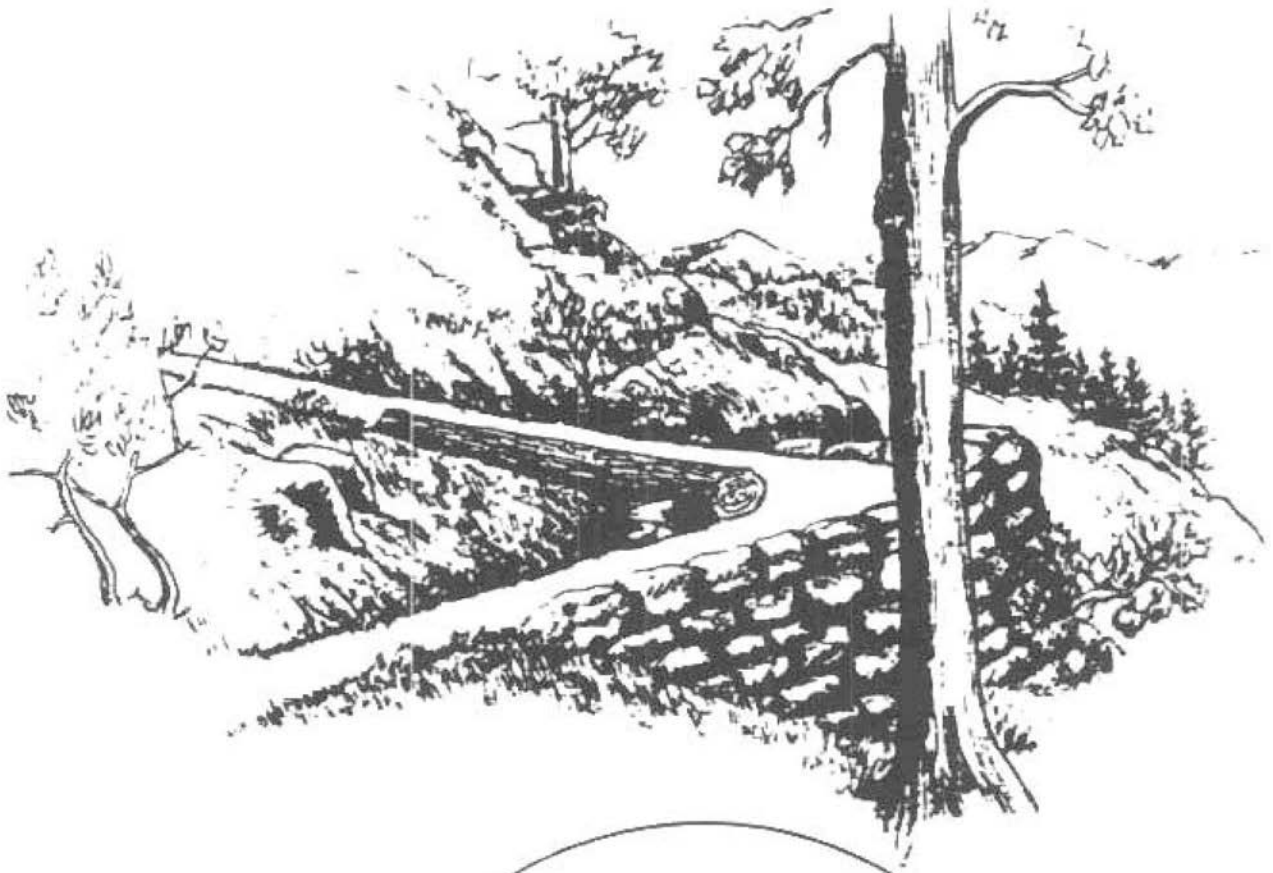
Special trail sections, such as fords through small streams or built-up sections across flat areas, should have usable tread of at least 36 inches wide. At switchback landings, graded trails should be 8 feet wide. Switchbacks should be designed to minimize the amount of excavation and cut-bank exposure.

The specific details of the trail's dimensions are shown in the illustrations which follow:

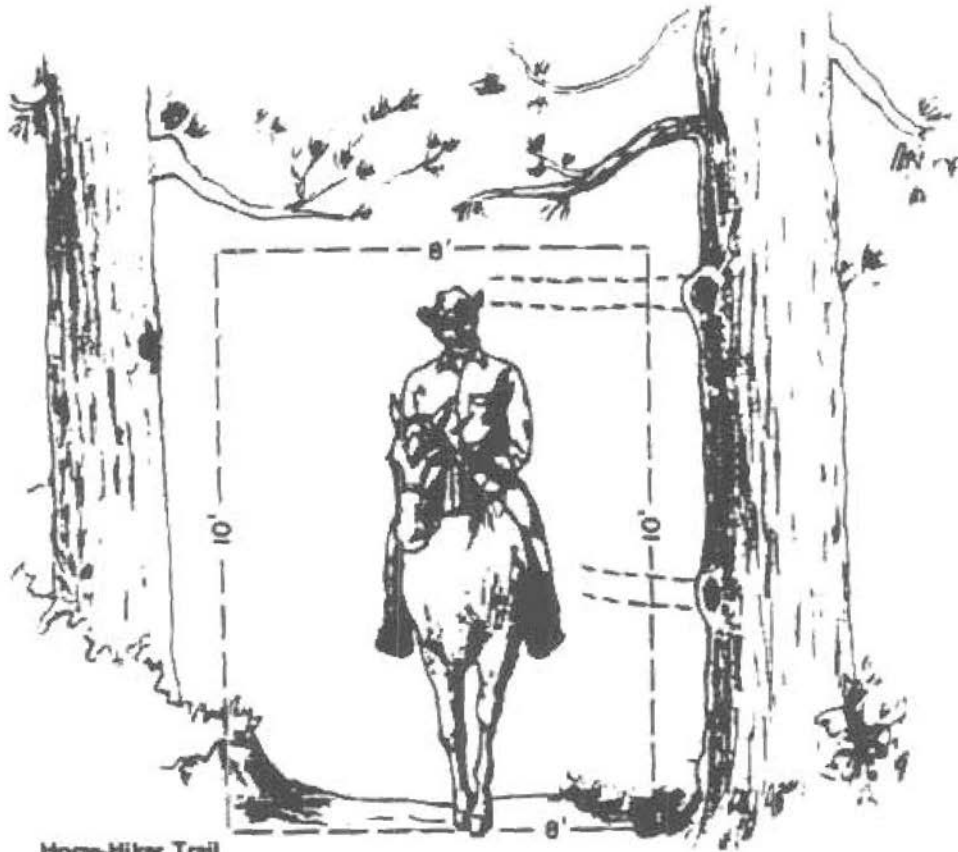
TYPICAL TRAIL SECTIONS



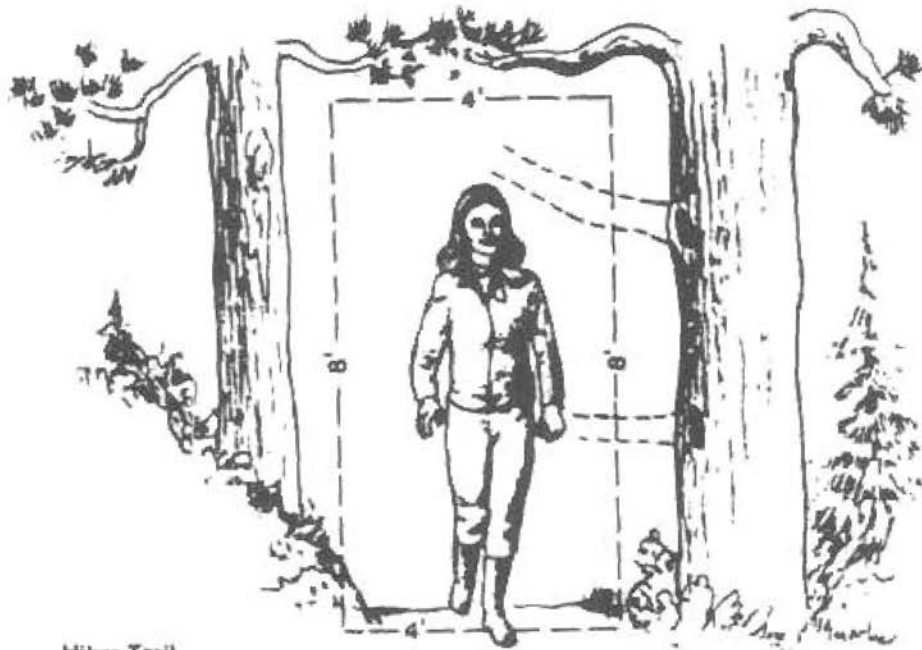
DETAILS OF SWITCHBACKS



TRAVELWAY CLEARING



Horse-Hiker Trail



Hiker Trail

Alignment. The ideal alignment will "fit" the trail to the ground, and afford the user the best views from the trail. The alignment should follow the contours of the land and be generally curvilinear. Sharp angular turns and long straight stretches should be avoided.

If a switchback is necessary, it should be constructed as shown in "Details of Switchbacks" (illustration, page 14). The most desirable alignment for a switchback utilizes a topographic feature as a turning point so that it does not appear to be "carved" out of the hillside. Provisions for screening and protecting the switchbacks with trees or brush should be incorporated in the design when it cannot be constructed around a natural topographic feature.

The alignment should angle across the natural slope of the hillside, rather than take a route directly up or down the slope which affords little opportunity to drain water away, and can cause severe erosion.

Grade. As a general rule, the trail should not be steeper than 15 percent (15-foot rise in 100 linear feet). Grades may exceed 15 per-cent if the steeper grade does not impair serviceability, safety, preservation, and trailside aesthetics. No grade should be so steep that erosion is a problem.

Long stretches of a given grade should be avoided. The grade should undulate gently to provide natural drainage to eliminate monotonous level stretches and long steady grades that are tiring to the traveler.

Grades should be lessened at approaches to switchbacks and the turns should be as nearly level as practicable.

A loop trail, designed especially for hikers, may incorporate short sections of steps or steeper grades if these will not cause undue disturbance, and adequate drainage can be provided to prevent erosion.

Clearing. As a general rule, all projecting limbs, brush, down logs, debris, and sapling trees will be cleared to a minimum width of 8 feet. If trees larger than 10 inches in diameter cannot be avoided, they shall be cut in order to provide a minimum cleared width of 6 feet. The overhead clearance shall be a minimum of 10 feet above the trail tread.

A loop trail, designed for hikers only, will be cleared of all small trees, brush, limbs, down logs, and debris to a minimum width of 4 feet. Generally, trees larger than 1 inches in diameter should not be cut. The trail should be routed around them. The

overhead clearance shall be a minimum of 8 feet above the trail tread. All stumps within the trail clearing width shall be cut flush, as practical, with the ground.

"Travelway Clearing" (illustration, pg. 15) shows the clearing dimensions graphically.

Clearing, beyond that necessary for adequate room along the trail, may be desirable to provide openings so that the traveler can enjoy a particular scene. These clearings should be planned to give the appearance of a natural opening.

Additional clearing width may be needed through areas of high fire hazard, such as the brush fields of southern California and the heavy-forested areas along the trail. Remove "hazard" trees which would endanger trail users.

Structures. Materials used for structures generally should be of a quality to permit long life. Structures should be built to the standard currently in use by the agency administering that land area, and be designed to harmonize with the surrounding environment. Raised section, puncheon, retaining walls, and foot bridges may be built of suitable native materials if they are available near the site. When native materials are used, the site from which they were removed should be left with a natural appearance.

In designated wilderness, structures should be limited to those necessary to provide safety to the user, be built from native materials, when possible, and conform to the requirements of the Wilderness Act. A site that requires a structure should be avoided if a relocation of the trail can make the structure unnecessary.

Where a bridge for horses is not necessary, stepping stones or a foot log with hand railing may be provided for hikers.

The crossing of major rivers or highways will require special designs. Considerable savings can be made by working with other agencies, such as state highway departments, to incorporate the trail into the design of the highway or roadway bridges, or by cautionary signing.

Drainage. Provide surface drainage by undulating the grade and outsloping the surface, or by installing water bars. Use metal or wood culverts or open rock drains to provide cross drainage when needed.

Trail Surface. Tread surfacing material which will blend with and preserve the natural environment will be provided where native soil cannot support the traffic, or as necessary to prevent severe conditions of erosion, dust, or mud.



Stream crossing for horse and hiker travel. Constructed from native materials.



Hiker trail stream crossing with handrail.

Signing and Marking the Trail

The Uniform Marker. As required by Section 7(c) of the Act, the Secretary of Agriculture has established the uniform marker (symbol) and blazer for use on the Pacific Crest National Scenic Trail. The approved markers and blazer are shown on page 20.

Purpose and Placement of the Marker (Symbol) and Blazer. The purpose of the 18" and 19" markers is to identify the location of the Pacific Crest Trail to the motoring public. The markers should be placed so as to be readily seen from a moving vehicle approaching from either direction. The placement of the markers may require approval of appropriate State or County authorities. It is recommended that two 18" markers appear at each state and federal highway crossing and two 9" markers appear at each county and forest road crossing.

The purpose of the 3 1/2" marker is to identify the trail to the person on the trail or approaching from a side trail. It is to be used only on the Pacific Crest Trail at common access junctions: at intersections with other trails; and where needed as a reassurance sign if other land use activities or game trails make the trail location uncertain to the traveler. The 3 1/2" marker is not intended to be used as a trail blazer. The 3 1/2" metal or plastic marker is preferred; however, in areas subject to vandalism, the brand (of identical dimensions) may be more practical. Use of the 3 1/2" marker shall be held to the minimum necessary to meet the purpose.

The blazer eliminates the need for the traditional tree ax-blaze for identifying the tread location. Like the ax-blaze, its presence identifies the trail location when snow covers the trail or when the trail tread does not exist, or where a trail tread cannot be maintained. Selecting locations for blazers should be done carefully with an objective of being conservative and posting only that number of locations necessary to keep the traveler on course. The blazer is to be displayed approximately 7 feet above the ground on both sides of the tree or post. The blazers will be not be used on sections of the trail within units of the Wilderness Preservation System.

Directional, Information, Interpretive, and Regulatory Signs. These signs will be placed along the trail, on side trails, at trailheads, etc., to meet the needs of the user, management, or to add to the enjoyment of the user by pointing out or interpreting resources and land uses. Insofar as possible, agencies will strive for standardization of sign design along the trail.

Signs on the Pacific Crest Trail will not have the identifying words "Pacific Crest National Scenic Trail" or the acronym "PCNST." The uniform marker is for this purpose. Signing on side trails, access routes, parking areas, etc., directing people to the Pacific Crest Trail will be done only with lettered signs.

Signing Within Wilderness, National Parks, and State Parks. Other than use of the uniform marker, signing within these areas will conform to the objectives and standards established for each area.

Signing and Marking on Lands Other Than Federal. The placement and maintenance of markers and signs on these lands will be authorized through appropriate language in memorandums of understanding, agreements, right-of-way instruments, etc., with state and county highway departments, railroad companies, municipalities, and private landowners. Signing of private land in addition to identifying the route, will have objectives of educating the trail user to the concerns of landowners; interpreting appropriate management or development activities if the landowner desires; and building a positive relationship between the trail and owners of the land.

Maintenance of Signing and Marking. The designation of the Pacific Crest Trail as a National Scenic Trail mandates the maintenance of a high standard of signing. Managing agencies should give high priority to timely repair and/or replacement of missing or damaged markers and signs.



18" HIGHWAY UNIFORM MARKER

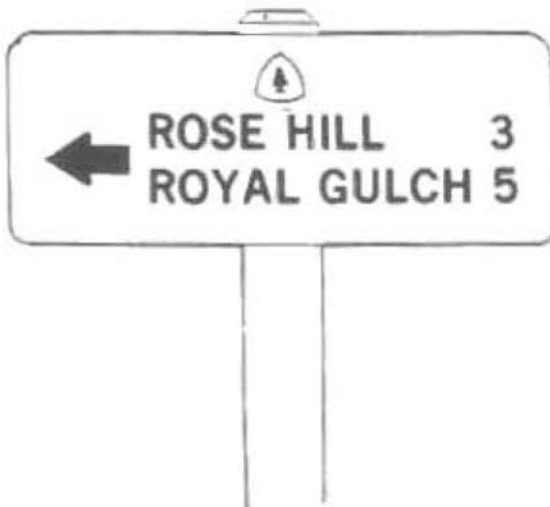
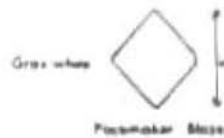


9" TRAILHEAD UNIFORM MARKER

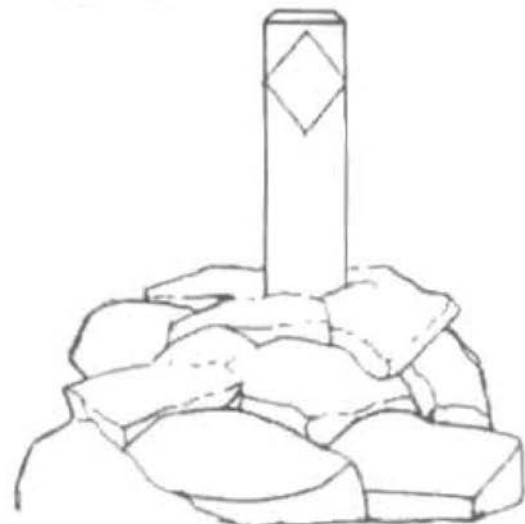


3-1/2" TRAIL UNIFORM MARKER

TRAIL BLAZER



DIRECTION OR GUIDE SIGNING



CAIRN

NATIONAL SCENIC TRAIL SIGNING & MARKING SYSTEM

User Facilities

Trailheads. A trailhead is defined as a facility provided solely for the trail user to transfer from motorized highway travel to nonmotorized trail travel. A trailhead is not intended as a site for picnicking or overnight, camping, and the design should discourage such use

The frequency, location, design, and facilities provided will be determined after careful consideration of:

- The objectives of the Recreation Opportunity Class for the area.
- The number of and mix of user types (equestrian, hiker, skier, day use, long distance use, etc.).
- The carrying capacity of other trailheads serving the area.
- The need to mitigate conflicts between foot traffic and pack and saddle stock.

Major trailheads will normally be located near primary highways and be designed and constructed to a higher level of development than minor trailheads on forest roads. Major trailheads might include such amenities as paved roads, landscaping, flush toilets, corral and daily custodial care by agency personnel. Minor trailheads could be as simple as a 3-5 car parking area, chemical toilet, garbage can, bulletin board, and only infrequent attention by agency personnel.

The basic items in site design are:

- parking
- sanitation
- water within a reasonable distance by trail
- stock facilities
- access to the main trail

When possible, trailheads should be sited away from the main trail and accessed by short feeder trails. When trailheads are constructed in conjunction with a developed campground or picnic area, there needs to be a clear separation between the two facilities.

Campsites. Generally, on public land, unless otherwise regulated, camping location is at the discretion of the user. Obviously, camping tends

to concentrate in the vicinity of surface water. Trail camps, if designated, will generally be of very simple design which is appropriate to the Recreation Opportunity Class for the area. In wilderness, it may simply be a camp spot with no facilities. Outside of wilderness, campsites may be provided with fire rings, toilets, and a means for separating hikers and stock. In areas that are roaded, the camps may have road access and be provided with stock-holding facilities, vault toilets, etc.

Where possible, campsites should be designed to separate equestrian and hiker groups.

Information services to persons planning trips on the Pacific Crest National Scenic Trail shall describe the camping facilities available and will emphasize any limitations or regulations concerning forage availability and setbacks from water courses or lakes.

APPENDIX D

Memorandum of Agreement
Between
The Forest Service, U. S. Department of Agriculture
and
The National Park Service, U. S. Department of the Interior
Concerning
The Pacific Crest National Scenic Trail

This Memorandum of Agreement is made and entered into, by and between the Forest Service and the National Park Service, in furtherance of the Act of October 2, 1968 (82 Stat. 919: 16 U.S.C. 1241).

Whereas, the aforesaid Act provides that the "Pacific Crest Trail shall be administered by the Secretary of Agriculture in consultation with the Secretary of the Interior;" and

Whereas, an agreement was entered into in May 1969 between the Department of Agriculture and Interior (1) to establish mutual understandings on general matters pertaining to all operations of the National Trails System involving both Departments and (2) to provide for utilization of an Interagency Task Force to assist in the planning, coordination, development, and administration of that System; and

Whereas, the said agreement recognizes the need and makes provisions for supplemental agreements to cover development and management of specific Trails where two or more agencies are involved; and

Whereas, significant portions of the Pacific Crest National Scenic Trail traverse lands under the separate administrative jurisdictions of the Forest Service and the National Park Service, as well as privately-owned lands within the exterior boundaries of units administered by those Services;

Whereas, it is the desire of the Forest Service and the National Park Service to cooperate fully with each other, the Advisory Council for the Pacific Crest National Scenic Trail, other Federal agencies, the affected States, political subdivisions thereof, private organizations, and private owners to matters relating to administration and development, operation and maintenance of the said Trail (referred to herein as the Trail);

Now, therefore, the parties hereto mutually agree:

1. To cooperate with each other in developing uniform policies as to the location of the Trail corridor across private lands and as to the nature and extent of the interest in lands to be acquired.

It is further understood and agreed that all acquisitions of lands and interests in lands which are undertaken by the National Park Service, within the exterior boundaries of a National Park, for Trail purposes shall be reported to the Forest Service. General guidelines or criteria will be developed by those two agencies to determine the amount or proportion of such acquisition costs chargeable to the \$500,000 limitation contained in Section 10 of the aforesaid Act of October 2,

1968. The Forest Service Washington Office shall compile and maintain a record of all appropriated funds expended by Federal agencies for the acquisition of lands or interests in lands for Trail purposes under that Act, so that information will be available at all times as to the amounts expended and remaining available under the said statutory limitation.

2. For the purpose of enhancing the Trail environment, each agency will designate zones along the segments of the Trail which traverse areas under their separate administration, such zones will vary in width as necessary to assure maximum retention of the outdoor recreation experience for which the Trail was established. The determinations as to width of these zones will take into account variations in terrain, land cover, land management, scenic and historic points of interest, natural features, cultural qualities, recreational values and other factors that may affect operation, development and maintenance of the Trail. Said zones shall be planned and designated on development or management plans using the criteria presented in The Pacific Crest Trail Guide for Location, Design, and Management."

3. Where desirable, relocate those portions of the Trail which do not meet the location criteria set forth in "Pacific Crest Trail Guide for Location, Design, and Management." Consult with the Pacific Crest Trail Advisory Council if such relocations of the Trail which deviate more than 300 feet from the location established at the times of publication of the official Trail route or which require acquisition of additional right-of-way will be reported to the Forest Service Regional Offices so that descriptions and maps of the Trail and guidebooks may be revised as necessary.

4. To construct, maintain, and operate the portions of the Trail which pass through areas under their separate jurisdiction.

5. To afford each other, from time to time, opportunities to review and comment on development plans and programs affecting the Trail. The purpose of this being to insure that development of the Trail is consistent and in accord with the criteria presented in "The Pacific Crest Trail Guide for Location, Design, and Management."

6. To cooperate with and encourage States, political subdivisions thereof, landowners, private organizations, or individuals to develop and maintain portions of the Pacific Crest Trail and selected Trail facilities outside the exterior boundaries of federally administered areas.

7. To erect and maintain the uniform markers established for the Trail, along those portions of the Trail administered by each Agency, in accordance with standards prescribed in "The Pacific Crest Trail Guide for Location, Design, and Management."

8. To encourage local governments which have the authority to zone private lands adjacent to the Trail rights—of—way within the boundaries of areas under their separate jurisdictions, to control the uses of such properties, so the use of the land will harmonize with the purpose of the Trail.

9. To cooperate at the National level in developing uniform guidelines for the management, protection, development, administration, and use of the Trail which will be incorporated into "The Pacific Crest Trail Guide for Location, Design, and Management."

10. To cooperate at the National level in developing uniform regulations for the maintenance of good conduct along the Trail: and to encourage the adoption of such uniform regulations by States and local agencies for nonfederally-owned portions of the Trail. Enforcement of such regulations will be carried out by the Agency having administrative jurisdiction over that segment of the Trail.

11. To correlate and coordinate their interpretive activities and programs to avoid duplication in these matters and to assure that the interpretive efforts of each Agency will compliment those of the other. The Forest Service, as administering Agency, will be responsible for developing and publishing any needed maps, brochures, press releases, etc., of a general nature for the entire Trail. The Forest Service Washington Office will also supply the National Park Service Washington Office with a reproducible set of detailed maps indicating the Trail location, which the National Park Service can use to provide maps for appropriate offices.

12. To meet from time to time for a discussion of matters of mutual concern affecting administration, development and use of the Trail so as to arrive at ways and means for furthering their cooperative efforts in these matters. Such meetings shall be held between persons or officials at comparable administrative levels.

Nothing in this Agreement will require work for which funds are not available. Nor shall anything in the Agreement affect or interfere with fulfillment of the obligations and rights of the parties hereto to manage the lands and programs administered by them in accordance with their other basic land management responsibilities.

Either party may terminate this Agreement by giving six months advance notice in writing to the other. It is subject to termination or modification at any time without prior notice, by mutual agreement.

Date: July 6, 1971	Acting	/s/ R. Keith Arnold Chief, Forest Service Department of Agriculture
Date: Aug. 20, 1971	Acting	/s/ Raymond L. Freeman Director, National Park Service Department of the Interior

MEMORANDUM OF AGREEMENT BETWEEN THE
FOREST SERVICE (FS)
U.S. DEPARTMENT OF AGRICULTURE
AND THE
BUREAU OF LAND MANAGEMENT (BLM)
U. S. DEPARTMENT OF THE INTERIOR
CONCERNING THE
PACIFIC CREST NATIONAL SCENIC TRAIL

Section 1 --Purpose. To implement the National Trails System Act of October 2, 1968 (82 Stat. 919 16 USC 1241-1249).

Section 2 -- Authority. The National Trails System Act of October 2, 1968 (82 Stat. 919) Sec. 5(a) (2) and an Agreement entered into May 23, 1969, between the Department of Agriculture and the Department of the Interior authorizing supplemental agreements to cover development and management of specific trails that are a part of the National Trails System.

Section 3 -- Land Areas Involved. This supplemental agreement concerns portions of the Pacific Crest National Scenic Trail under the separate administration of the Forest Service and the Bureau of Land Management respectively, and to a limited extent, privately owned lands within the exterior boundaries of federally administered lands. For the purpose of this supplemental agreement, Bureau of Land Management "federally administered land units" are those described on maps, pages 7-21 attached hereto and made part of this agreement.

Section 4 -- Cooperation. It is the desire of the parties to cooperate fully with one another and the Pacific Crest Trail Advisory Council, other Federal agencies, the affected States, local governments, private organizations, landowners, and land users concerned. The parties hereto mutually are that:

A. BLM will administer and locate those segments of the trail within the federally administered land units identified on the attached maps.

B. The parties will cooperate in developing uniform policies concerning the location of the Trail across lands administered by them and across private lands, including policies as to the nature and extent of any interest in such lands to be acquired.

C. BLM will report to the FS all acquisitions of lands and interests in lands, located within the administrative units identified on the attached maps which are undertaken for Trail purposes. General guidelines or criteria will be developed by the parties to determine the amount or proportion of acquisition costs chargeable against the \$500,000 limitation contained in Sec. 10 of the Act of October 2, 1968.

D. For the purpose of enhancing the Trail environment, each agency will designate zones along the segments of the Trail which traverse areas under their administration, such zones will vary in width as necessary to assure maximum retention of the outdoor recreation experience for which the Trail was established. The width of these zones will take into account variations in terrain, land cover, land management, scenic and historic points of interests, natural features, cultural

qualities, recreational values and other factors that may affect operation, development and maintenance of the Trail. Said zones shall be planned and designated on development or management plans using criteria presented in "The Pacific Crest Trail Guide for Location, Design, and Management."

E. Where desirable, each agency will relocate those portions of the Trail which do not meet the location criteria set forth in "The Pacific Crest Trail Guide for Location, Design, and Management" and consult with the Pacific Crest Trail Advisory Council if such relocations vary significantly from the previously accepted location. All relocations of the Trail which deviate more than 300 feet from the location established at the time of publication of the official Trail route or which require acquisition of additional right-of-way will be reported to the Forest Service Regional Offices so that descriptions and maps of the Trail and guidebooks may be revised as necessary.

F. Each agency will construct, maintain, and operate the portions of the Trail which pass through areas under its jurisdiction in accordance with the terms of this supplemental agreement.

G. Each will afford the other opportunities to review and comment on development plans and programs affecting the Trail to insure development in accord with the criteria presented in "The Pacific Crest Trail Guide for Location, Design and Management."

H. Both agencies will cooperate with and encourage States, their political subdivision, landowners, private organizations, or individuals to operate, develop, and maintain portions of the Trail. When deemed to be in the public interest, the FS Regional Forester or BLM State Director may enter into written cooperative agreements with such organizations or individuals to operate, develop, or maintain any portion of the Trail within or without a federally administered area.

I. Each agency will erect and maintain the uniform markers established for the trail, along those portions of the Trail administered by each agency, in accordance with standards prescribed in "The Pacific Crest Trail Guide for Location, Design, and Management."

J. Both agencies will coordinate and cooperate in developing uniform guides and regulations so far as possible for the management, protection, development, and administration of the Trail. Such regulations and guides will pertain to the use of segments of the Trail located on Federal lands under the agencies separate administration, enforcement of which will be carried out by the administering agency. The agencies will also encourage the adoption and enforcement of such uniform regulations by other governmental Agencies through whose jurisdiction the Trail passes.

K. Both will correlate and coordinate their interpretive activities and programs to assure that the interpretive effort will complement those of the other. The FS as administering agency will be responsible for developing and publishing maps, brochures, press releases, etc., of a general nature for the entire Trail. Also, the FS Washington Office will supply BLM Washington Office with detailed maps indicating the Trail's location, which the BLM will keep on file at appropriate State and District Offices.

L. The agencies will meet from time to time, both in the Field and in Washington, at the request of either agency, for discussion of matters of mutual interest affecting administration, development and use of the Trail, to arrive at ways for furthering their cooperative efforts. Such meetings normally will involve personnel on equivalent administrative levels.

Section 5 -- Commitments involving funds or manpower. All commitments involving expenditures of funds or manpower will be subject to the appropriation of sufficient funds, allocation of sufficient manpower, and authority to use funds for the purpose(s) specified.

Section 6 -- Management and Administration of other programs. Nothing in Agreement shall alter, affect or interfere with the obligations and rights of the parties hereto to manage the lands and programs administered by them to accordance with their basic land management responsibilities.

Section 7 -- Termination of Agreement. Either party may terminate this Supplemental Agreement by giving advance written notice to the other and either party may by similar notice to the other seek a modification of the Agreement.

Date: Dec. 27, 1972	Acting	/s/ E. W. Schultz Chief, Forest Service Department of Agriculture
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Date: Dec. 29, 1972	Acting	/s/ Burt Silcock Director, National Park Service Department of the Interior
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MEMORANDUM OF UNDERSTANDING
Between

U.S. FOREST SERVICE - SEQUOIA NATIONAL FOREST
AND
U.S. BUREAU OF LAND MANAGEMENT

relative to

Planning and Construction of PCT
Trailhead Facilities at Walker Pass

This agreement, made this last day of December, 1978 between Bureau of Land Management, U.S. Department of Interior, Forest Service, U. S. Department of Agriculture, under the provisions of the Economy Act, 31 U.S.C. 686.

WITNESSETH:

WHEREAS: The Sequoia National Forest has been directed to develop trailhead facilities which serve the Forest Service portions of The Pacific Crest Trail.

WHEREAS: The Bureau of Land Management has been directed to develop trailhead facilities which serve portions of the Pacific Crest Trail located on public lands.

WHEREAS: The Pacific Crest Trail is crossed by a major state highway #178 at Walker Pass.

WHEREAS: Construction of separate facilities would not effectively and economically serve the needs of the using public.

NOW, THEREFORE, in consideration of the above premises, the parties hereto agree as follows:

A. The Bureau of Land Management shall:

1. Provide leadership in preparation of the Environmental Analysis Report for joint approval.
2. Provide field expertise and EAR input on Archaeology, Soils, Wildlife, sensitive plants and trail use.
3. Complete engineering plans and specifications for:
 - a. Sanitary facilities.
 - b. Water system.
 - c. Roads and parking.
4. Preparation of contract and contract administration.

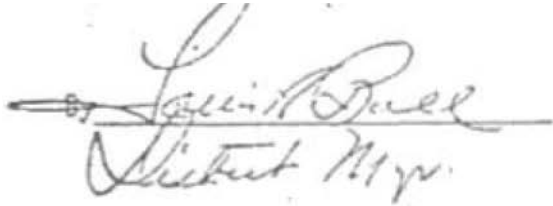
B. The Forest Service shall:

1. Complete site survey and provide terrain data for engineer design.

2. Complete site plans showing facility locations, drainage and planting.
 3. Provide "typicals" of roads and recreation facilities.
 4. Provide field expertise and EAR input on visual resources and trail use.
- C. It is actually agreed and understood by and between the said parties that:
1. Survey, site plan, facilities design and EAR will be mutually agreed to prior to the construction phase of the project.
 2. The construction phase of the project will be jointly funded, with details of such funding being developed following completion of site design.
 3. Primary site construction shall be contracted with incidental work being done by Forest Service and Bureau of Land Management crews.
 4. This agreement is contingent on the passage of appropriations by congress to permit both parties to perform their share of the work.
 5. This agreement shall be in effect from the date first shown above until cancelled by mutual consent or by written notice by either party to the other thirty days before the effective date of such cancellations.

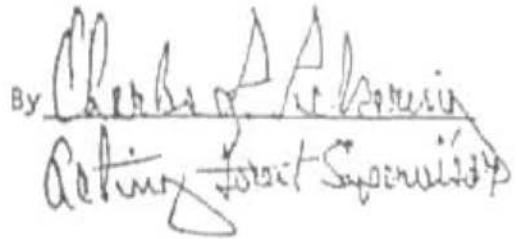
IN WITNESS WHEREOF, the parties hereto have caused this agreement be executed on the day and year first above written.

U.S. BUREAU OF LAND MANAGEMENT
Bakersfield District Office



Louis B. Duce
District Mgr.

U.S. FOREST SERVICE
SEQUOIA NATIONAL FOREST



By *Cheryl A. Brown*
Acting Forest Supervisor

PACIFIC CREST TRAIL
AGREEMENT

THIS AGREEMENT entered into this 29th day of July, 1975, by and between the United States of America, Secretary of Agriculture, Acting through the Regional Forester, U.S. Forest Service, hereinafter called FOREST and the State of California, Department of Parks and Recreation, hereinafter called PARKS:

WITNESSETH:

WHEREAS, the Pacific Crest Trail, hereinafter referred to as the Trail, was established as an initial scenic trails by the "National Trails System Act" Public Law 90-543, dated October 2, 1968, 16 USC 1241 et seq.); and

WHEREAS, PARKS is authorized to enter into said agreement pursuant to the provisions of Division 5 of the California Public Resources Code; and

WHEREAS, the designated trail route may cross Castle Crag State Park, McArthur-Burney Falls Memorial State Park, Mount San Jacinto State Park, and Anza-Borrego Desert State Park; and

WHEREAS, FOREST and PARKS desire to establish mutual understanding on all matters pertaining to the Trail, including the development, administration, operation and maintenance of the Trail and connecting or side trails thereof.

NOW, THEREFORE, in consideration of the mutual covenants herein contained, the parties hereto agree as follows:

1. To cooperate and consult with each other to the end that their respective regulations governing the use, protection, management, development and administration of the Trail and connecting or side trails under the respective control of FOREST and PARKS shall, to the extent practicable, be uniform.
2. To afford, from time to time, each other opportunities to review and comment on development plans and programs affecting the Trail and connecting or side trails to permit determination of the degree of conformance with the criteria presented in "The Pacific Crest Trail Guide for Location, Design, and Management".
3. To correlate and coordinate their interpretive activities and programs relating to the Trail and connecting or side trails thereof to avoid duplication in these matters to the end that the interpretive effort of each agency will complement those of the other to the extent practicable. The FOREST will be responsible for developing and publishing any needed maps, brochures, press releases, etc., of a general nature for the entire Trail and connecting or side trails thereof. The FOREST will also supply PARKS with a reproducible set or detailed maps showing the location of the Trail and connecting or side trails which PARKS may use to provide maps for public use.
4. To cooperate with and encourage, political subdivisions thereof, landowners, private organizations, or individuals to provide necessary rights-or-way for and to develop and

- maintain portions of the Pacific Crest Trail and connecting or side trails and any selected Trail facilities.
5. To encourage local governments to provide, by appropriate and permissible regulation or ordinance, for the protection of recreational potential and for the conservation and enjoyment of the significant scenic, historic, natural or cultural qualities of the areas through which the trails may pass.
 6. To cooperate in developing uniform policies on selection of routes of the Trail and connecting or side trails and for the establishment of an erection and maintenance of uniform markers for the Trail and connecting or side trails.
 7. To incorporate into "The Pacific Crest Trail Guide for Location, Design, and management", uniform regulations for the management, protection, development, administration, and use of the Trail and connecting or side trails.
 8. To relocate by FOREST as to the Federally administered areas and by PARKS as to units of the State Park System, whenever desirable for land management purposes or for improvement of the trail, after consultation with each other and with the Pacific Crest National Scenic Trail Advisory Council, any portion of the Trail and connecting or side trails. All relocations of the Trail and connecting or side trails shall be reported to the Forest so that descriptions and maps of the trail and guidebooks may be revised as necessary.
 9. To meet from time to time for discussion of matters of mutual concern affecting administration, development and use of the Trail and connecting or side trails so as to arrive at ways and means for furthering their cooperative effort in these matters. Such meetings shall be held between persons or officials at comparable administrative levels.
 10. PARKS and FOREST shall enter into a "Specific Operating Agreement" for each State Park. This agreement shall include, but need not be limited to, the following information:
 - (1) The agreed upon location of the trail within the park area. A map shall be included as part of the agreement to specify the location.
 - (2) The right-of-way documents needed, if any, and who shall acquire the rights-of-way from third parties, if needed.
 - (3) Who shall be responsible for trail construction.
 - (4) The standards and specifications for trail construction, including erection of uniform markers and signs established for the trail.
 - (5) Who shall be responsible for the operation and maintenance of the trail when construction is completed.
 - (6) The standards for operation and maintenance of the trail.
 - (7) A provision to allow FOREST to operate and maintain the trail after construction has been completed if PARKS:
 - (a) Elects not to operate and maintain the trail, or
 - (b) Elects to discontinue operation and maintenance of the trail.
 11. Nothing in this agreement will require expenditure of funds which are not available. Nor shall anything in the Agreement affect or interfere with fulfillment of the obligations and rights of the parties hereto to manage the lands and programs administered by them in accordance with their land management responsibilities.

12. Either party may terminate this Agreement by giving six months notice in writing to the other and either party may by similar notice to the other seek a modification of the Agreement. This Agreement is subject to termination or modification at any time by mutual agreement.

IN WITNESS THEREOF, the parties have executed this instrument upon the date first hereinabove appearing.

United States of America
U. S. Forest Service

State of California
Department of Parks and Recreation

By *Angela Lee*
Regional Forester

By *Michael J. Harty*
Director

PACIFIC CREST TRAIL
AGREEMENT AND GRANT OF
EASEMENT
CASTLE CRAGS STATE PARK

OFFICIAL GOVERNMENT COPY

RECORDED AT REQUEST OF
U. S. FOREST SERVICE
AT 15 MIN. PAST 4 P. M.
OFFICIAL RECORDS SHASTA COUNTY, CALIF.

MAR 31 1976
Volume 1330 Page 14
Michael Montgomery
RECORDED FEE \$ 3.00

THIS AGREEMENT, entered into by and between the United States of America, Secretary of Agriculture, acting through the Forest Supervisor, Shasta-Trinity National Forest, U. S. Forest Service, hereinafter called "FOREST", and the State of California, acting by and through its Director of General Services, hereinafter called "STATE", and the Director of Parks and Recreation, hereinafter called "PARKS":

WITNESSETH:

WHEREAS, FOREST and PARKS entered into an agreement dated 29th day of July 1975, concerning the mutual understanding of all matters relating to the Pacific Crest Trail within the State Park units; and

WHEREAS, Clause 10 of said agreement states that PARKS and FOREST shall enter into a specific operating agreement for each State Park unit which the trail crosses;

NOW, THEREFORE, STATE, PARKS and FOREST hereby agree to the following provisions regarding the trail within Castle Crag State Park:

1. STATE, pursuant to Government Code Section 14666, with the approval of PARKS, pursuant to the provisions of Section 5003.2 of the Public Resources Code, does hereby grant to FOREST an easement to locate, construct, use, maintain, improve, relocate and repair trail for hikers and equestrians over and across the real property, Castle Crag State Park, situated in the County of Shasta, State of California, described as follows:

TOWNSHIP 38 NORTH, RANGE 4 WEST, MOUNT DIABLO MERIDIAN

Section 9, S 1/2 S 1/2
Section 10, SE 1/4
Section 11, Portion of the SE 1/4 SW 1/4, portion of the S 1/2 SE 1/4.
Section 12, Portion of the SW 1/4
Section 13, N 1/2
Section 14, Portion of the N 1/2 NW 1/4
Section 15, N 1/2 N 1/2
Section 16, N 1/2 N 1/2

OFFICIAL GOVERNMENT COPY

EASEMENT 1

Beginning at a point on the east line of the SE 1/4 NE 1/4 of Section 13, T. 38 N., R. 4 W., M.D.M., said point lying South, 1362 feet from the northeast corner of said Section 13; thence in a westerly direction to a point of the Castle Crags State Park property line in the S 1/2 SE 1/4 of Section 11, T. 38 N., R. 4 W., M.D.M., said point lying N. 89 degrees 43' 24" W., 1321.87 feet and North, 20 feet from the southeast corner of said Section 11.

EASEMENT 2

Beginning at a point on the Castle Crags State Park property line in the SE 1/4 SW 1/4 of Section 11, T. 38 N., R. 4 W., M.D.M., said point lying N. 60 degrees E., 1750 feet from the southwest corner of said line of the SW 1/4 SW 1/4 of section 9, T. 38 N., R. 4 W., M.D.M., said point lying N. 0 degrees 20' E., 305.6 feet from the southwest corner of said Section 9.

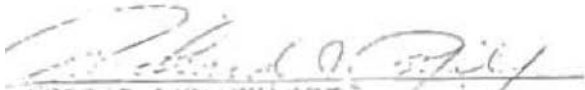
A strip of land not to exceed eight (8) feet in width located approximately as shown on the map attached as Exhibit A.

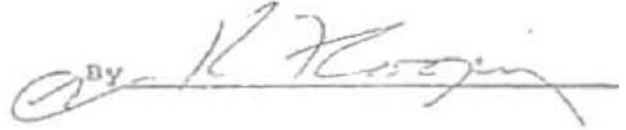
1. It is the intention of the parties hereto that the centerline of the trail as constructed will be and is the centerline of the said eight (8) foot easement and right of way.
2. This grant is subject to all valid and existing contracts, licenses, encumbrances and claims of title which may affect said property and the use of the word "grant" herein shall not be construed as a covenant against the existence of any thereof.
3. FOREST shall be responsible, at its own cost, for the construction of the trail.
4. The trail shall be constructed according to the Pacific Crest Trail construction specifications, Castle Crags State Park, dated February 4, 1976, which are incorporated herein by reference.
5. FOREST shall be responsible for the maintenance of the trail upon completion of construction, subject to the availability of funds.
6. Maintenance of the trail by FOREST shall be according to the Pacific Crest Trail Maintenance Specifications, Castle Crags State Park, dated February 4, 1976 and incorporated by reference herein.
7. If PARKS desires to have the trail maintained to higher standards than maintained by FOREST, PARKS may do so at PARKS expense.
8. The right of the public to use and enjoy the easement herein granted shall be subject to rules and regulations for the State Park System.
9. There is hereby reserved to the State of California the right to use the above described property for hiking and equestrian trail purposes and for purposes of the State Park System. The State of California agrees not to use the above described property in any manner which will in fact interfere with the use of such property for hiking and equestrian trail purposes by the United States of America and agrees not to disturb any trail improvements placed on or made to said property for trail purposes by the United States of

A
merica pursuant to construction standards and specifications as approved by the
Department of Parks and Recreation.

UNITED STATES OF AMERICA
U. S. FOREST SERVICE

STATE OF CALIFORNIA
DEPARTMENT OF GENERAL SERVICE


Forest Supervisor
Shasta-Trinity National Forest

By 

3-23-76

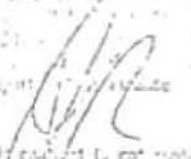
(Date)

2, January 6, 1976

(Date)

STATE OF CALIFORNIA
DEPARTMENT OF PARKS AND
RECREATION

I hereby certify that all applications for
construction of...
Mined Sites...
with...
review by the Department of Parks and Recreation



I certify that the...
to Department of Parks and Recreation
Section 14 of the... of 1974

By 
Director

2/20/76

(Date)

IN WITNESS THEREOF, the parties have executed this instrument upon this date.

MEMORANDUM OF UNDERSTANDING:

PACIFIC CREST NATIONAL SCENIC TRAIL
WASHINGTON STATE COLUMBIA RIVER SEGMENT

Pursuant to the National Trails System Act of October 2, 1968 (82 Stat. 919; 16 OSC 1241 et seq.); and in accordance with the Pacific Crest Trail Corridor, as described in the Federal Register of January 30, 1973 (vol. 38, #19, Part II), this memorandum of Understanding, between the United States Department of Agriculture, Forest Service, hereinafter called the SERVICE, acting through the Regional Forester, Region 6; and certain non-federal agencies including the Washington State Department of Natural Resources, the Parks and Recreation Commission, the Department of Highways, the Interagency Committee for Outdoor Recreation (IAC); and the County of Skamania, Washington, hereinafter called NON-FEDERAL AGENCIES, establishes procedures for coordinating the completion, operation and maintenance, of a proposed segment of the Pacific Crest National Scenic Trail in Skamania County, hereinafter called the TRAIL, and its SUPPORT FACILITIES, such as trail heads, campgrounds, water systems, and so forth, in the State of Washington.

It is mutually recognized and agreed:

I. General

- A. That the Pacific Crest National Scenic Trail is now located and established within the State a Washington except for approximately fourteen miles extending from the southern boundary of the Gifford Pinchot National Forest to the Columbia River; it is now desirable to complete this segment; and,
- B. That the TRAIL passes through lands outside of the National Forest boundary that are owned and/or managed under the jurisdiction of several NON-FEDERAL AGENCIES and private interests; and,
- C. The SERVICE has final responsibility for providing leadership to accomplish the location and relocation, the acquisition of rights-of- way, easements, and permits, the administration, pre-construction, construction, operation, and maintenance of the TRAIL and SUPPORT FACILITIES, and for the management of appropriated and of acquired funds; and,
- D. That the SERVICE needs authorization to use certain NON-FEDERAL AGENCY and private lands to complete the TRAIL; and,
- E. That since the TRAIL will be appurtenant or adjacent to facilities of the NON-FEDERAL AGENCIES the SERVICE will need to confer with the NON-FEDERAL AGENCIES to insure compatibility of facilities and use; and,
- F. That the concerned NON-FEDERAL AGENCIES recognize the value of the TRAIL to the citizens of the State of Washington and the Nation, and pledge, to the extent they may do so by law, their cooperation to assist the SERVICE to complete the TRAIL; and,

G. That the IAC will provide staff coordination for those intergovernmental functions necessary to assure continued liaison between Federal and NON-FEDERAL AGENCIES of government which do not require written operational agreements; and,

H. That NON-FEDERAL AGENCIES will not be obligated to commit resources without written agreements with the SERVICE.

II. MEETINGS

That meetings will be held, normally in September and March, during the first three years that this Memorandum is in effect, and thereafter in September, to discuss programs, planning and progress for the TRAIL. Other meetings may be called at the discretion of the parties; the time and place will be set by mutual consent of the parties with staff coordination provided by the IAC.

III. TRAIL LOCATION & RELOCATION

That parties to this Memorandum will cooperate with each other in the location or relocation of the TRAIL and in deciding the nature and extent of the lands to be made available. The SERVICE will prepare such descriptions, maps and guidebooks as may be necessary.

IV. RIGHT OF WAY

- A. That the SERVICE will enter into a separate agreement with each appropriate NON-FEDERAL AGENCY detailing the type of property right transfer for (1) the TRAIL and (2) its SUPPORT FACILITIES; and,
- B. That the COUNTY will assist, where possible, in obtaining TRAIL rights-of-way across private and COUNTY lands.

V. ADJACENT AND DETACHED LANDS

- A. That the SERVICE may enter into agreements with the NON-FEDERAL AGENCIES relative to management practices on NON-FEDERALLY administered lands adjacent to the TRAIL provided that if the SERVICE proposes management restrictions on lands adjacent to the TRAIL which are not compatible with existing management practices or statutory responsibilities of a NON-FEDERAL AGENCY, and that NON-FEDERAL AGENCY is agreeable, the SERVICE will seek, and where necessary, acquire appropriate property rights; and
- B. That the SERVICE will counsel with the appropriate NON-FEDERAL AGENCY before preparing plans, or seeking funds for use of any NON-FEDERAL AGENCY lands outside of the TRAIL for TRAIL SUPPORT FACILITIES; and,
- C. That the appropriate NON-FEDERAL AGENCIES will counsel with the SERVICE before establishing tributary trails or tributary trail support facilities which connect with the TRAIL.

VI. TRAIL AND SUPPORT FACILITY DEVELOPMENT

That the SERVICE will be responsible for the development of the TRAIL and its SUPPORT FACILITIES including engineering and construction to the standards established in "The Pacific Crest Trail Guide For Location, Design, and Management"; provided: such will be undertaken only after mutual review and agreement by the NON-FEDERAL AGENCY whose terrain the TRAIL traverses.

VII. OPERATION AND MAINTENANCE

- A. That the SERVICE will be responsible for administrative jurisdiction over the TRAIL and SUPPORT FACILITIES and shall be responsible for enforcement of all appropriate regulations only on federal lands and on non-federal lands only when they have obtained written easement or property interest; and,
- B. That objectives of operation and maintenance will be finalized by the SERVICE and appropriate NON-FEDERAL AGENCIES prior to starting any TRAIL and SUPPORT FACILITY construction projects; such objectives will include, but not be limited to, traffic control, signing, public information, publications, law enforcement, and management of the TRAIL and SUPPORT FACILITIES; and,
- C. That the SERVICE and NON-FEDERAL AGENCIES will participate in developing an annual operation and maintenance plan that will identify work to be done, standards of accomplishment, estimates of cost, and responsibility for funding; and,
- D. That the SERVICE will produce and make available to users of the TRAIL and others, maps, brochures, press releases, and other informational items as determined by the SERVICE and NON-FEDERAL AGENCIES to be necessary; and,
- E. That the NON-FEDERAL AGENCIES will bear the costs necessary to operate and maintain their respective tributary trails and support facilities.

VIII. CONCLUSION

- A. That the SERVICE will work directly with NON-FEDERAL AGENCIES to resolve problems and prepare agreements relating to the TRAIL; and,
- B. That the NON-FEDERAL AGENCIES will assist in seeking funding from all possible sources for acquisition and construction of the TRAIL and SUPPORT FACILITIES; and,
- C. That no provision of this Memorandum of Understanding will require work for which funds are not available, nor affect or interfere with fulfillment of the obligations to manage the lands and programs under the respective jurisdictions of the parties; and,
- D. That this Memorandum may be amended or supplemented by mutual agreement between all parties; and,
- E. That other agencies may be added as participants to this Memorandum of Understanding by mutual agreement of all parties; and,
- F. That informational copies of appropriate interagency memorandums and agreements that concern the TRAIL and SUPPORT FACILITIES will be sent to all parties.

IX. DURATION AND TERMINATION

This Memorandum of Understanding is subject to termination or modification at any time by mutual agreement of all parties. Any party to this understanding may withdraw upon six months written notice to all other parties, without effect upon any other existing TRAIL or SUPPORT FACILITY related legal instrument.

X. MEMBER OF CONGRESS CLAUSE

No member of, or Delegate to, Congress or Resident Commissioner shall be admitted to any share or part of this agreement, or to any benefit that may arise therefrom; but this provision shall not be construed to extend to this agreement if made with a corporation for its general benefit.

IN WITNESS THEREOF the parties hereto cause this Memorandum of Understanding to be properly executed by their authorized representatives.

Approved as to form: *N/A*

By <i>[Signature]</i> Regional Forester, Region 6 Forest Service U.S. Department of Agriculture	<i>[Signature]</i> Solicitor General
By <i>[Signature]</i> Administrator <i>(acting)</i> Interagency Committee for Outdoor Rec. State of Washington	<i>[Signature]</i> Attorney General <i>asst</i>
By <i>[Signature]</i> Commissioner of Public Lands Department of Natural Resources State of Washington	<i>[Signature]</i> Attorney General <i>represent</i>
By <i>[Signature]</i> Director Department of Highways State of Washington	<i>[Signature]</i> Attorney General <i>represent</i>
By <i>[Signature]</i> ✓ Director Parks and Recreation Commission State of Washington	<i>[Signature]</i> Attorney General
By <i>[Signature]</i> <i>[Signature]</i> <i>[Signature]</i> Board of County Commissioners County of Skamania, Washington	<i>[Signature]</i> Prosecuting Attorney