



## Categorical Exclusion Approval and Decision to Implement

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### Memorandum

To: Project NEPA File

Through: Christine Lehnertz, General Superintendent *CL*

From: Larry Miranda, Environmental Protection Specialist

Date: December 8, 2015

Subject: Categorical Exclusion Approval for the Interim Trail Plan, Rancho Corral de Tierra

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**Introduction:** This memorandum and attachments document and complete National Environmental Policy Act (NEPA) and National Historic Preservation Act (NHPA) review and requirements for implementing the Interim Trail Plan for Rancho Corral de Tierra (Rancho) in the Golden Gate National Recreation Area.

**Compliance Determination:** The full administrative record for this project is available in the GGNRA Environmental Compliance Office, Fort Mason, Bldg. 101, San Francisco, CA 94123.

**Project Proposal:** This project proposes to establish an Interim Trail Plan (Interim Plan) for Rancho Corral de Tierra until a Unit Management Plan is developed. (See Attachment A)

**Categorical Exclusion:** On the basis of the potential visitor safety, visitor experience and natural and cultural resource impacts assessed in Attachment A, park interdisciplinary review, public review comments, and the information in the administrative record, this project is Categorically Excluded (CE) from further NEPA analysis in accordance with DO-12,

*D. 3. Minor changes in programs and regulations pertaining to visitor activities.*

Supporting information for this determination is in the following attachments:

Attachment A: PEPC Project Description, Purpose and Need, Environmental Screening Form

Attachment B: 5X/Project Review Minutes, NHPA Section 106 Assessment of Effect

Attachment C: Public Scoping, Comments, and Park Responses

Attachment D: Rancho Corral de Tierra Trail Names, Multi-Use Designations, Final Map

Attachment E: Summary of Changes to Superintendent's Compendium

**Decision:** On the basis of my review of the environmental impact analysis and information in the administrative record, I am categorically excluding the Project from further NEPA analysis. No exceptional circumstances or conditions in Section 3-5 of Director's Order 12 apply. I approve this citation to be implemented per 36 CFR §§1.5 and 1.7.

*Christine Lehnertz*

Christine Lehnertz, General Superintendent  
Golden Gate National Recreation Area

*12/11/2015*

Date

# ATTACHMENT A

## Project Description, Purpose and Need, and Environmental Screening Form

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### 1.0 Project Description

The National Park Service (NPS) is developing a trail management strategy for Rancho Corral de Tierra (Rancho) in San Mateo County, which is owned and managed by the Golden Gate National Recreation Area (GGNRA). The 3,800-acre property was acquired by the NPS in December 2011. Many of the trails evolved over time, prior to NPS acquisition of the property. Rancho is rich in natural resources and ideally situated to provide a variety of recreational opportunities.

#### Interim Trail Plan

Interim trail use designations were informally established when the NPS acquired Rancho. Designations were based on historic use of the park as well as NPS staff recommendations related to the presence of sensitive resources and existing conditions of the trails. These interim uses have been in place since December 2011, but have not been formally adopted. This project will establish the official Interim Plan until a Unit Management Plan is developed. The Interim Plan will establish official trail names and use designations, as well as confirm the network of trails that will be maintained for the next three to five years. The table below lists the 16 trails designated in this Interim Plan. See map in Attachment D for trail locations. This final list of trails includes minor changes and additions incorporated based on public and staff comments, see Attachment C for additional information. These minor changes and additions are not significant alterations and do not increase the degree of impact described in the impact assessment found in Attachment A, section 3.0.

Almeria Trail	Alta Vista Trail	Clipper Ridge Trail	Corona Pedro Trail
Deer Creek Trail	Ember Ridge Trail	Farallone Trail	Farmer's Daughter Trail
Flat Top Trail	French Trail	Le Conte Trail	Old San Pedro Mountain Road
Ranchette Trail	San Carlos Trail	San Vicente Trail	Spine Trail

The multi-use designations for these 16 trails are developed by this Interim Plan and can be found in Attachment D. The formal adoption on an interim basis of these use-type designations necessitates amending the Superintendent's Compendium. NPS Management Policies, Chapter 8, and 36 CFR §§1.5, 2.1, 2.16, 4.3, and 7.97 regulate public use limits for those activities covered in this plan and provide guidance for determining and designating appropriate uses. Based on this guidance and regulation, Attachment E details the changes that would be made to the Superintendent's Compendium for GGNRA. 36 CFR §1.7 regulates the public notification required whenever the authority of § 1.5(a) is invoked. Upon the approval and signature of this plan under the discretionary authority of the Superintendent, and subsequent amendment to the Compendium, §1.7 requirements would be met.

#### Unit Management Plan (Subsequent Planning Process)

Once the Interim Plan is approved, NPS will begin the planning and environmental compliance process to develop a more comprehensive Unit Management Plan, which will include a thorough

trail evaluation and identify opportunities for new trail connections and networks within the property and with adjacent lands. The Unit Management Plan will include extensive public outreach, coordination with partner agencies, and long term visioning for future uses of this property. GGNRA will conduct an Environmental Assessment for the Unit Management Plan, which will confirm long-term acceptable uses including walking, hiking, bicycling, and horseback riding for the designated network of existing trails. NPS intends to prepare this document in the next three to five years.

## 2.0 Purpose and Need

The purpose of this plan is to develop a network of well-functioning trails that the NPS trail crew would maintain prior to preparing a Unit Management Plan. The park’s General Management Plan encourages trail based recreation that is light on the land such as hiking, bicycling, and horseback riding. The Interim Plan would clarify maintained trails as well as recreation use (hiking, equestrian, and bicycling) for visitors to Rancho.

Before Rancho was acquired by the National Park Service in 2011 the area consisted of a patchwork of several miles of unofficial social and local trails. Since then, NPS recognized a need to designate an official list of trails and trail names based on historic use, sustainability, and resource protection. At that time, Rancho included several miles of trails, many which are repetitive or do not follow a sustainable alignment. This project would establish an interim trail plan and official trail names until a Unit Management Plan is prepared within the next three to five years. The Interim Plan will provide maps with official trail names, clear visitor entry points and routes through Rancho that will be maintained pending approval of a Unit Management Plan.

## 3.0 Impact Analysis

### *PEPC Environmental Screening Form*

Is project a hot topic (controversial or sensitive issues that should be brought to attention of Regional Director)?

No

### C. Resource Effects to Consider

Identify potential effects to the following physical, natural, or cultural resources	Effect	Data Needed to Determine / Notes
1. Geological resources - soil, bedrock, streambeds, etc.	Minor	Benefits gained from cumulative effect of multi-year maintenance activities due to establishment of trails to be maintained include decreased erosion and destabilization.
2. From geohazards	No Effects	
3. Air Quality	No	Maintenance actions with the possibility of affecting air quality are considered under Annual Trail Plan compliance.
4. Soundscapes	Negligible	Additional human trail traffic from official establishment of trail network would cause negligible effects to ambient background sounds.
5. Water quality or quantity	No Effects	
6. Streamflow characteristics	No Effects	
7. Marine or estuarine resources	No Effects	

<b>8.</b> Floodplains or wetlands	Negligible to Minor Effects	Effects from visitor trail traffic due to official establishment of trail network may range from negligible to minor effects, but Natural Resources staff would implement any necessary wetland mitigation measures.
<b>9.</b> Land use, including occupancy, income, values, ownership, type of use	No Effects	
<b>10.</b> Rare or unusual vegetation - old growth timber, riparian, alpine	Negligible to Minor Beneficial Effects	Establishment of an official trail network which routes visitors away from social trails in areas that could possibly include rare or unusual vegetation would have negligible to minor beneficial impacts.
<b>11.</b> Species of special concern (plant or animal; state or federal listed or proposed for listing) or their habitat	Negligible to Minor Beneficial Effects	Establishment of an official trail network which routes visitors away from species of special concern such as Hickman's cinquefoil, Mission blue butterfly, California red-legged frog, and San Francisco garter snake would have negligible to minor beneficial impacts.
<b>12.</b> Unique ecosystems, biosphere reserves, World Heritage sites	No Effects	
<b>13.</b> Unique or important wildlife or wildlife habitat	Negligible to Minor Beneficial Effects	Same as #s 10, 11 above
<b>14.</b> Unique, essential or important fish or fish habitat	No Effects	
<b>15.</b> Introduce or promote non-native species (plant or animal)	Negligible to Minor Effects	Effects from visitor trail traffic due to official establishment of trail network may range from negligible to minor effects, but Natural Resources staff would implement any necessary mitigation measures.
<b>16.</b> Recreation resources, including supply, demand, visitation, activities, etc.	Minor Beneficial Effects	Signs would direct visitors to trails within this plan.
<b>17.</b> Visitor experience, aesthetic resources	Negligible Effects	Any necessary routine cyclic maintenance would cause temporary or short term impacts to visitor experience.
<b>18.</b> Archeological resources	No Effects	There would be No Adverse Effect on archeological resources, provided all cultural resource stipulations are adhered to.
<b>19.</b> Prehistoric/historic structures	No Effects	There would be No Adverse Effect on historical resources, provided all cultural resource stipulations are adhered to.
<b>20.</b> Cultural landscapes	Negligible Effects	There would be No Adverse Effect on cultural resources, provided all cultural resource stipulations are adhered to.
<b>21.</b> Ethnographic resources	No Effects	
<b>22.</b> Museum collections (objects, specimens, and	No Effects	

archival and manuscript collections		
23. Socioeconomics, including employment, occupation, income changes, tax base, infrastructure, concessions	No Effects	
24. Minority and low income populations, ethnography, size, migration patterns, etc.	No Effects	
25. Energy resources	No Effects	
26. Other agency or tribal land use plans or policies	No Effects	
27. Resource, including energy, conservation potential, sustainability	No Effects	
28. Urban quality, gateway communities, etc.	Minor Beneficial Effects	Interim Trail Plan would designate clear entry points into the park.
29. Long-term management of resources or land/resource productivity	Negligible Effects	The Interim Trail Plan would cover 3-5 years. Development of the long term Rancho Corral de Tierra Unit Management Plan would address long term resource management.
30. Other important environmental resources (e.g. geothermal, paleontological resources)?	No Effects	

*Park ESF Addendum Questions & Answers List*

<b>ESF Questions</b>	<b>Answer</b>	<b>Data Needed to Determine</b>
1. Adversely affect historic fabric, vegetation, terrain or setting?	No	There will be No Adverse Effect on historical resources, provided all cultural resource stipulations are adhered to.
2. Change historic ground cover or vegetation?	No	
3. Introduce non-historic elements (visible, audible or atmospheric) into a historic setting, structure or environment?	No	Rancho does not represent a historic setting or environment, and has no designated historic structures.
4. Reintroduce historic elements in a historic setting or environment?	No	Rancho does not represent a historic setting or environment.
5. Are there any archaeological resources in the project area?	No	No currently known resources. Some areas of Rancho Corral have had archeological surveys conducted. There is the potential for archeological features.
6. Maintain, create or change a public or employee safety or health hazard?	No	Beneficial employee and public safety effects expected from establishment of park maintained trails.
7. Compromise slope stability?	No	Slope stability impacts associated with any additional visitor traffic would be mitigated by expected routine and cyclic trail maintenance falling under Annual Trail Plan compliance.
8. Change the pattern of surface water flow, alter hydrologic	No	Interim Trail Plan identifies which trails will be maintained at Rancho, causing expected beneficial

processes or affect erosion?		impacts. Routine and cyclic trail maintenance and major projects will be brought to Project Review/5X for compliance.
9. If there is ground disturbance, is it greater than one acre?	No	Any ground disturbance associated with trail maintenance or projects will be brought to Project Review/5X for compliance.
10. Affect park trails or trail usage?	Yes	The Interim Trail Plan does not include any new trails. The plan will establish the trail system that NPS will maintain, thus, these trails may receive more use.
11. Affect current or planned visitor services, recreation resources, access or available parking?	Yes	The Interim Trail Plan establishes which of the existing trails will be recognized and maintained by the park, along with installation of signs to improve wayfinding
12. Change congestion levels, traffic volumes or traffic safety conditions for vehicles, pedestrians or bicyclists?	No	Any additional visitor traffic associated with the Interim Trail Plan is not expected to approach levels which would change congestion, traffic, or safety conditions.
13. Change or impede accessibility?	No	Interim Trail Plan would make no changes to existing trail conditions. Accessibility improvements associated with trail maintenance would be brought to Project Review/5X for compliance.
14. Change the demand for police or emergency services or create an attractive nuisance?	No	Any additional visitor traffic associated with the Interim Trail Plan is not expected to change the existing demand for police or emergency services or create a nuisance.
15. Changes dark conditions, natural night skies or glare?	No	
16. Alter scenic features, viewsheds, be visually intrusive or add to a degraded visual condition?	No	Additional signage proposed with the plan would conform to the park adopted Hunt design standard and are not expected to alter scenery, be visually intrusive, or degrade visual condition.
17. Involve handling/storage of hazardous substances or work in areas of possible contamination?	No	
18. Change the level of emissions from vehicles or increase other air pollutants?	No	Establishment of park recognized and maintained trails would not cause vehicle emissions or other air pollutants to increase.
19. Change the amount of resource use (water, fuel) or waste generated?	No	Any waste generated from trail maintenance or projects would be addressed in the Annual Trail Plan compliance.
20. Involve issues of concern for park neighbors or organizations or generate media attention?	Yes	Public comment was gathered in response to the Interim Trail Plan and taken under consideration.
21. Affect long-term management of resources?	Yes	Establishment of park recognized and maintained trails under the Interim Trail Plan would affect and/or inform the Rancho Corral de Tierra Unit

Management Plan.		
22. Set a precedent within GGNRA?	No	The Interim Trail Plan does not include any new trails.
23.. Will the proposed action(s) require removing, changing, relocating, replacing, and/or adding signs?	Yes	Rancho does not currently have any wayfinding signs. By establishing the official set of park trails, new signs will be installed to direct visitors around Rancho.

#### *D. Mandatory Criteria*

<b>If implemented, would the proposal.</b>	<b>Answer</b>	<b>Data Needed to Determine</b>
<b>A.</b> Have significant impacts on public health or safety?	No	Minor beneficial impacts, establishment of trails to be maintained by the park would cause more public visibility.
<b>B.</b> Have significant impacts on such natural resources and unique geographic characteristics as historic or cultural resources; park, recreation, or refuge lands; wilderness areas; wild or scenic rivers; national natural landmarks; sole or principal drinking water aquifers; prime farmlands; wetlands (Executive Order 11990); floodplains (Executive Order 11988); national monuments; migratory birds; and other ecologically significant or critical areas?	No	Minor beneficial impacts, trails will be designated so that social trails are used less in the future.
<b>C.</b> Have highly controversial environmental effects or involve unresolved conflicts concerning alternative uses of available resources (NEPA section 102(2) (E))?	No	
<b>D.</b> Have highly uncertain and potentially significant environmental effects or involve unique or unknown environmental risks?	No	
<b>E.</b> Establish a precedent for future action or represent a decision in principle about future actions with potentially significant environmental effects?		
<b>F.</b> Have a direct relationship to other actions with individually insignificant, but cumulatively significant, environmental effects?	No	Cumulative effects within the next 3-5 years resulting from the Interim Trail Plan, routine and cyclic maintenance, and major trail projects in each year's Annual Trail Plan are expected to be minor. Long term effects will be explored in more detail under the Rancho Corral de Tierra Unit Management Plan.
<b>G.</b> Have significant impacts on properties listed or eligible for listing on the National Register of Historic Places, as determined by either the bureau or office?	No	
<b>H.</b> Have significant impacts on species listed or proposed to	No	Routing visitors away from species of

be listed on the List of Endangered or Threatened Species, or have significant impacts on designated Critical Habitat for these species?		special concern such as Hickman's cinquefoil, Mission blue butterfly, California red-legged frog, and San Francisco garter snake would have minor beneficial impacts.
<b>I.</b> Violate a federal, state, local or tribal law or requirement imposed for the protection of the environment?	No	
<b>J.</b> Have a disproportionately high and adverse effect on low income or minority populations (EO 12898)?	No	
<b>K.</b> Limit access to and ceremonial use of Indian sacred sites on federal lands by Indian religious practitioners or adversely affect the physical integrity of such sacred sites (EO 130007)?	No	
<b>L.</b> Contribute to the introduction, continued existence, or spread of noxious weeds or non-native invasive species known to occur in the area or actions that may promote the introduction, growth, or expansion of the range of such species (Federal Noxious Weed Control Act and Executive Order 13112)?	No	

### E. Other Information

<b>1.</b> Are personnel preparing this form familiar with site?	Yes	
<b>1. A.</b> Did personnel conduct a site visit?	Yes	
<b>2.</b> Is the project in an approved plan such as a General Management Plan or an Implementation Plan with an accompanying environmental document?	No	
<b>2. A.</b> If so, plan name:		Plan Project ID:
<b>2. B.</b> Is the project still consistent with the approved plan?	n/a	<i>(If no, you may need to prepare plan/EA or EIS.)</i>
<b>2. C.</b> Is the environmental document accurate and up-to-date?	n/a	
FONSI: No ROD: No ( <a href="#">NEPA Information</a> )	n/a	
<b>3.</b> Are there any interested or affected agencies or parties?	Yes	CA Coastal Commission, Peninsula Open Space Trust, State Parks, and general public.
<b>3. A.</b> Did you make a diligent effort to contact them?	Yes	The plan was posted on the park's public website for comments, shared at community meetings, and provided to interested parties.
<b>4.</b> Has consultation with all affected agencies or tribes been completed?	Yes	The plan meets all conditions for a streamlined review under section III of the 2008 Servicewide PA for NHPA Section 106 compliance.
<b>5.</b> Are there any connected, cumulative, or	No	<i>(If yes, attach additional pages re: consultations, including the name, dates, and</i>

similar actions as part of the proposed action?

*a summary of comments from other agencies or tribal contacts.)*

## **4.0 Conclusion**

NPS Director's Order 12 (DO-12) establishes guidelines for complying with NEPA and addresses the application of NEPA to NPS actions. Recognizing that not all actions have environmental consequences, NEPA provides for exclusions of particular Federal agency actions from the Act. These are known as categorical exclusions (CEs). Generally, if the proposal clearly has no potential for measurable environmental impact or there are no potential impacts greater than minor intensity, it may be categorically excluded (DO-12, chapter 3.0). Included in DO-12 are a series of CEs applicable to specific actions that may be undertaken by the NPS (DO 12 Sections 3.2 and 3.3).

For the proposed Interim Trail Plan, there are no potential impacts greater than minor intensity, and an applicable CE has been identified. Consequently, no additional NEPA review is required for any aspect of the project. The only environmental documentation required for the proposed action is this memorandum setting forth the reasons for exclusion of the action from NEPA. There are no exceptional circumstances that would require additional NEPA review.

All of the activities associated with the proposed project fall under the following exclusion from NEPA for actions having short-term or readily mitigable environmental disturbance:

*D. 3. Minor changes in programs and regulations pertaining to visitor activities.*

**ATTACHMENT B**  
**5X/Project Review Minutes**  
**NHPA Section 106 Assessment of Effect**

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**1.0 January 22, 2014 5X/Project Review Minutes**

**SCOPING – 5X/PROJECT REVIEW**

**Interim Trail Plan, Rancho Corral de Tierra, San Mateo County, [PEPC 50285](#), Christine Carey and Kirsten Holder**

Project Presentation

Project Managers, Kirsten Holder and Christine Carey, presented a proposal for a 3-5-year Interim Rancho Corral de Tierra (Rancho) Trail Plan until a long-range Rancho Trail Master Plan is prepared and approved. PMs noted that since GGNRA acquired Rancho, San Mateo NPS staff, neighbors, and equestrians have reported increased visitor use, as well as an influx of new user groups, and that the mountain bike community is excited about the park's intention to officially open up a number of Rancho trails for bike use.

Within the context of the new GGNRA General Management Plan, the parkwide Trails Annual Maintenance Program, and the San Mateo County Trails Plan, development of the interim plan would include the following planning, compliance, and regulatory elements:

- Assess the pre-existing Rancho trail network and uses allowed by the Peninsula Open Space Trust (POST) when the 3,800-acre POST property was acquired by the National Park Service in 2011 and establish official trail names and confirm the network of trails that can be maintained by GGNRA's Trail Crew until the master plan is completed.
- Enhance the public's experience of the open space and resources at Rancho by improving trail conditions and public safety while reducing the existing number of social trails and avoiding the establishment of new ones.
- Trails to be considered in the interim plan include the Clipper Ridge, Corona Pedro, Ember Ridge, Farallon, Farmer's Daughter, Flat Top, French, Le Conte, San Vincent Ridge, Scarper, Spine, and Alta Vista Trails.
- Determine compliance pathway under the new requirements of 36 CFR 4.30 with guidance from the Solicitor's Office and the Washington Office of Regulations and Special Park Uses.

Until a Long-Range Trail Master Plan is developed, an Interim Trail Plan for Rancho Corral de Tierra, with an approved list of official trail names and multi-use trail system, would clarify and enhance the park's ability to enforce specific and parkwide regulations as authorized by Title 36 CFR and the Superintendent's Compendium.

Discussion

- Carey Feierabend, Chief of Project Management, asked why it is necessary to develop a Rancho interim plan first before developing the long-range trail plan; Christine explained the park cannot realistically wait 3-5 years for completing a Master Plan because there is an immediate need to designate "official" trail names and uses. This would allow Keith Stegall, Trail Supervisor, to plan and schedule annual maintenance. Also, use designation assists LE to enforce regulations.
- Aaron Roth, Deputy Superintendent, asked if the San Mateo Team has considered whether trails are appropriate for bike use given the terrain. Additionally, Aaron stated his concern that bike use is currently allowed without a use assessment for bikes. Christine said a trail conditions assessment was conducted for most of the trails last year, but that several of the proposed "official" trails would need more detailed reviews for use, and specifically for bike use.

- Daphne Hatch, Natural Resources Chief, expressed concerns for parkwide consistency regarding biking on trails and that the park should be careful not to set any new precedents in Rancho.
- Nancy asked if the park could close any of the likely unsafe trails now before finalizing the interim plan; Keith thought that closing any trails now without any “official” policy before approving an interim plan may generate more public controversy than closing them later under the interim plan.
- For proposed bike use, per 36 CFR 4.3, Aaron asked the IDT to prepare an assessment that considers whether bike use is consistent with the protection of the area’s natural, scenic and aesthetic values, safety considerations and management objectives and will not disturb wildlife or park resources.
- 5X: There are no new trails or inter-trail connections being proposed as part of this Interim Trail Plan but there may be later as part of the long range Master Trail Plan (to be proposed in a separate PEPC.) Our existing GOGA Programmatic Agreement provides for streamlined review of “rehabilitation and widening (for handicapped accessibility) of existing trails, walks, paths, and sidewalks” and the NPS Servicewide Programmatic Agreement provides for streamlined review of “rehabilitation and/or minor relocation of existing trails, walks, paths, and sidewalks” (see the PA for specific allowable conditions). Any future new proposed trails may require full 4-step review through the SHPO.

## **5X RECOMMENDATIONS**

1. Project Manager should add Peter Gavette to the IDT being assembled.
2. Project Manager should return to 5X for final review of the Interim Trail Plan.

## **PROJECT REVIEW RECOMMENDATIONS**

The Executive Committee recommends the Project Managers, Kirsten Holder and Christine Carey, to move forward with preparing the Rancho Corral de Tierra Interim Trail Plan with the following recommendations:

1. The Interim Rancho Trail Plan IDT will be updated to include the following staff: PMs Kirsten Holder and Christine Carey; Keith Stegall, Trails Supervisor; Larry Miranda, NEPA Specialist; Matt Wallat, LE Ranger Supervisor; Peter Gavette, Archeologist; Rachel Lewis, Law Enforcement Ranger; and Susie Bennett, Natural Resources Specialist. The IDT, led by PM’s, will follow an efficient NPS planning practices per DO-12, including public involvement, in order to achieve an informed decision.
2. Project Managers (PMs), Christine Carey and Kirsten Holder, will collaborate with the IDT to confirm what the official names will be for the network of existing trails in Rancho, what interim uses will be designated for each trail, and how each trail will be maintained within the next 5 years until a long-range master trail plan is prepared and compliance completed.
3. Chief Ranger, Kevin Cochary and PM’s Holder/Carey will consult with Russell Wilson in the WASO Office of Regulations and Special Park Uses and Barbara Goodyear in the Solicitor’s Office, to discuss 36CFR 4.3 and park specific regulation 36CFR 7.97 and their consideration in this planning process. Their meeting would result in a NEPA pathway process to be followed. **\*\* See Superintendent’s September 15, 2014 letter below in Section 3.0 to Solicitor Goodyear following the June 25, 2014 5X/Project Review Minutes regarding 36 CFR 4.3.**
4. Consistent with 36 CFR 4.3, the IDT will prepare an assessment that considers whether bike use is consistent with the protection of the area’s natural, scenic and aesthetic values, safety considerations and management objectives and will not disturb wildlife or park resources. The assessment will be discussed with the Superintendent.

Concurrence:

**[signed by Frank Dean on 2/11/14]**

General Superintendent                      Date

## **2.0 June 25, 2014 5X/Project Review Minutes**

### **FORM REVIEW/OLD BUSINESS – 5X/Project Review**

**Interim Trail Plan, Rancho Corral de Tierra, [PEPC 50285](#), Kirsten Holder, Christine Fitzgerald**

#### **PEPC Project Background and Description**

The 3,800-acre Rancho Corral de Tierra (Rancho) property was acquired by the National Park Service in December 2011 and many of the trails evolved over time, prior to NPS acquisition of the property. Rancho is rich in natural resources and ideally situated to provide a variety of recreational opportunities.

When NPS acquired Rancho, interim trail use designations were established. Designations were based on historic use of the park as well as NPS staff recommendations related to the presence of sensitive resources and existing conditions of the trails. These interim uses have been in place since December 2011, but were not formally adopted. This project will establish the official Interim Trail Plan for Rancho until a Long-range Trail Master Plan is developed. GGNRA will conduct an Environmental Assessment for the Long-range Trail Master Plan, which will confirm acceptable uses including walking, hiking, bicycling, and horseback riding, for the designated network of existing trails. The Interim Plan will establish official trail names and confirm the network of trails that will be maintained for the next three to five years.

Once the Interim Trail Plan is established, NPS will begin environmental compliance and planning to develop a more comprehensive Long-range Trail Master Plan, which will include a thorough trail evaluation and identify opportunities for new trail connections and networks within the property and with adjacent lands. The Master Plan will include extensive public outreach, coordination with partner agencies, and long term visioning for future uses of this property. NPS intends to prepare this document in the next three to five years, by 2019. In addition, NPS will begin environmental compliance on two new trail head locations to provide public access to Rancho. The proposed trail heads will be incorporated into the Long-range Trail Master Plan but will be stand alone projects with their own public outreach schedule.

The Rancho Interim Trail Plan includes the following 12 trails:

- Clipper Rodge Trail
- Corona Pedro Trail
- Ember Ridge Trail
- Farallon Trail
- Farmer's Daughter Trail
- Flat Top Trail
- French Trail
- Le Conte Trail
- San Vincent Ridge Trail
- Scarper Trail
- Spine Trail
- Alta Vista Trail

All of the Rancho trails except the French, Le Conte, and Scarper Trails, are located on the uploaded map in PEPC, Sheet 38 from the new Parkwide Trails and Fire Roads Atlas Map (link to complete Atlas is also provided in PEPC).

#### **Project Presentation Update**

As recommended when the project was originally scoped at 5X/Project Review, January 22, 2014, the following Executive Committee Recommendations have been completed or are ongoing:

- Rancho Interim Trail Plan IDT established to include PMs Kirsten Holder and Christine Fitzgerald; Keith Stegall, Trails Supervisor; Larry Miranda, NEPA Specialist; Matt Wallat, LE Ranger Supervisor; Peter Gavette, Archeologist; Rachel Lewis, Law Enforcement Ranger; and Susie Bennett, Natural Resources Specialist.
- The proposed interim plan with 16 total miles of 12 official trails, names, and permitted uses was open for public comment, 05/06/2014 - 06/14/2014. Public outreach was conducted on National Trails Day at Rancho, with local stakeholders equestrian operators, mailings, and through a Rancho newsletter. Public comments received included the following:
  - recommended future trail connections
  - recommendations to include other historically used and other social trails
  - trail name recommendations
  - recommendations for permitted use on specific trails
  - need for trailheads and parking
  - transparency in the planning process
  - dog use
- Consultation completed with Russell Wilson in the WASO Office of Regulations and Special Park Uses and is ongoing with Barbara Goodyear in the Solicitor's Office regarding 36CFR 4.3 and park specific regulation 36CFR 7.97.
- One trail assessment has been completed and one is ongoing that considers whether bike use is consistent with the protection of the area's natural, scenic and aesthetic values, safety considerations and management objectives and will not disturb wildlife or park resources. The assessments include the following:
  - An assessment by Trail Maintenance was completed during the winter of 2013.
  - A second assessment is ongoing by Trail Maintenance and Planning

Next steps will include the following:

- Long-Range Rancho Equestrian, Facilities, and Trails Master Plan (summer 2014)
- Public Outreach
- Collaboration with neighboring agencies to develop desired trail connections
- IDT meetings

#### Discussion

- The proposal to connect the upper Spine Trail to a section of an old road bed that would run eastward and dead end at the north eastern NPS boundary, and naming it the Scarper Peak Trail generated a good deal of discussion with several committee members, including Superintendent Frank Dean, Chief Ranger Kevin Cochary, Planning Chief Nancy Hornor, and Trail Supervisor Keith Stegall. The concerns they requested that the project team consider included the following:
  - Should the park improve and maintain that section for multi-use and connect it with the upper Spine Trail when there is currently no connection with any other trails in the vicinity of Scarper Peak to the east? There was general committee consensus that further discussions with POST would be necessary to determine whether it was planning a trail connection to this proposed trail before NPS makes a final decision on it. The Committee also recommended that the public should be advised that this may not be included in the long-range plan.
- Hornor asked if removing the gun club gate would be the responsibility of POST or NPS when the gun club vacates the property at the end of 2014. The PMs said they thought it would be POST's responsibility.
- Alta Vista Trail:
  - Natural Resources Chief Daphne Hatch asked if the Alta Vista Trail was the only trail proposed for pedestrian-use only. Holder said all of the other proposed trails and designations are for multi-use, but they are recommending pedestrian-use only in the interim plan for the Alta Vista because

it is very steep with severe erosion, thick with poison oak, not considered safe for bicyclists, and rare plant species have been identified on the trail. Re-routing the trail may be proposed in the long-range plan in order to address these problems and to make it safer for bicycle use.

- Hornor questioned whether it could remain open for both pedestrian and bicycle use, if the park added signs warning bicyclists of its unsafe condition.
- Stegall recommended closing it to bicyclists in order to avoid any possibility of park liability.
- Cochary had concerns of trying to enforce a closure to bicyclists, because of its past and current popularity, and recommended leaving it open for multi-use with some appropriate signage.
- Because of these concerns, Superintendent Dean asked if it wouldn't be more appropriate to address them more fully by moving forward with the long-term plan now rather than proceeding with an interim plan first. The PMs advised the current uses have been in place unofficially since acquiring the RCDT in 2011 and that it may take as long as 3-5 years to adequately plan and assess a long-term master plan that will require extensive public outreach, coordination with partner agencies, and long-term planning for future RCDT uses.

#### 5x Discussion

- Rancho Corral de Tierra is not managed as a cultural landscape though it does contain areas of potential archeological sensitivity. Amy Hoke has been involved on the IDT on issues related to deciding trail names included within the plan.
- This project is a planning document and does not propose any particular physical actions. Peter Gavette will conduct archeological surveys on lands proposed for future actions before those actions return to 5x for review.

#### **5X STIPULATIONS**

This project was certified for compliance with NHPA Section 106 as No Adverse Effect with the following stipulation.

1. Project Manager will return for 5x review of all proposed actions within Rancho Corral de Tierra that are not otherwise included in the review and approval of the Annual Trail Maintenance Work Plan for Rancho, which receives a separate review and approval.

#### **PROJECT REVIEW CONDITIONS**

The Executive Committee recommended that Rancho Interim Trail Plan be approved and determined it would meet the terms of a Categorical Exclusion with the preparation of a separate environmental compliance document for Superintendent's signature with the following conditions: **(PM Responses in Bold)**

1. Before finalizing the Rancho Interim Trail Plan, the Project Team will reassess whether the Alta Vista Trail is safe for bicycle use in its current condition, and if not, whether this use should be prohibited or remain open with cautionary signage.
  - **Because of steep conditions, the project team decided to limit use on Alta Vista Trail to pedestrian use only.**
2. The Project Team will also consult again with POST before finalizing the plan to discuss trail access/connectivity/maintenance issues of the proposed Scarper Ridge Trail with the interim network of trails, and to reconsider whether to keep the name Spine Trail name rather than renaming it the Scarper Peak Trail.
  - **Project team has shared the Interim Trail Plan with POST. Project team hiked the Scarper Ridge Trail and decided conditions are too steep and uneven to maintain trail in its current alignment. Long term trail plan will consider other trail alignments in the upper portions of Rancho, near the SFPUC property.**
3. The Trails Supervisor, Keith Stegall, will consult with IPM Coordinator, Bruce Badzik, on any precautionary measures for maintaining the Ember Ridge Trail due to potential pesticide contamination.
  - **New trail crew projects in this area will return to project review for separate compliance.**

4. The Project Managers (PMs), Kirsten Holder and Christine Fitzgerald will work with the NEPA Team to complete a CE package for Superintendent's signature that could include review by Barbara Goodyear in the Solicitor's Office, responses to public comments, and an assessment that bike use on the designated Rancho trails is consistent with NPS safety policies, 2014 General Management Plan objectives, and environmental protection.
  - **Project team has reached out to Barbara Goodyear through email and writing but has not received a response. An EA will be completed for the Master Plan.**
5. Upon approval, PMs will work with Matt Wallat, Law Enforcement Ranger, on updating the Superintendent's Compendium to reflect the official trail locations, names, use designations, and restrictions.
  - **PM is working with LE team to update the 2015 Compendium.**

Project Managers, **Kirsten Holder and Christine FitzGerald**, will document and note the completion dates of the above-required actions in PEPC and upload all pertinent documentation, and work with NEPA specialists to prepare a separate environmental compliance package for Superintendent's Approval. With completion of the conditions and stipulations, it is estimated the project would not have an adverse impact on the environment, would not trigger any D.O. 12 Section 3.5 Exceptions, and could be categorically excluded from further NEPA review.

Concurrence:

**[signed by Frank Dean on 8/18/14]**

General Superintendent                      Date

### 3.0 Superintendent's September 15, 2014 letter to Solicitor Goodyear



## United States Department of the Interior

NATIONAL PARK SERVICE  
Golden Gate National Recreation Area  
Fort Mason, San Francisco, California 94123

IN REPLY REFER TO:  
D30 (GOGA-PLAN)

SEP 15 2014

#### Memorandum

To: Office of the Solicitor, San Francisco Field Office, Pacific Southwest Region

From: General Superintendent, Golden Gate NRA

Subject: Bicycle Trail Compliance

Golden Gate National Recreation Area (GGNRA) has been working on several trail projects that would allow bicycle use. We would like your opinion how the park should interpret the amended rule for Vehicles and Traffic Safety – Bicycles in 36 4.30 [77 FR 39927, July 6, 2012] and with respect to 36 CFR 7.97, Special Regulations for Designated bicycle routes at Golden Gate National Recreation Area, which has been in effect since 1973. Please see the pertinent language from the previous and current 4.30 and 7.97 in the table below that raise questions we have regarding process and compliance for designating new bicycle use and routes park-wide, including the new lands of Rancho Corral de Tierra in San Mateo County acquired in 2011.

#### **36 CFR 7.97 GGNRA (1973)**

Designated bicycle routes. The use of a bicycle is permitted according to §4.30 of this chapter and, in non-developed areas, as follows:

- (1) Bicycle use is permitted on routes which have been designated by the Superintendent as bicycle routes by the posting of signs, and as designated on maps which are available in the office of the superintendent and other places convenient to the public.

#### **36 CFR 4.30 Bicycles (version before 2012 amendment):**

(a) The use of a bicycle is prohibited except on park roads, in parking areas and on routes designated for bicycle use; *provided, however*, the superintendent may close any park road or parking area to bicycle use pursuant to the criteria and procedures of §§ 1.5 and 1.7 of this chapter. Routes may only be designated for bicycle use based on a written determination that such use is consistent with the protection of a park area's natural, scenic and aesthetic values, safety considerations and management objectives and will not disturb wildlife or park resources.

(b) Except for routes designated in developed areas and special use zones, routes designated for bicycle use shall be promulgated as special regulations.

### 36 CFR 4.30 Bicycles (2012 amended version)

(a) *Park roads*. The use of a bicycle is permitted on park roads and in parking areas that are otherwise open for motor vehicle use by the general public.

(b) *Administrative roads*. Administrative roads are roads that are closed to motor vehicle use by the public, but open to motor vehicle use for administrative purposes. The superintendent may authorize bicycle use on an administrative road. Before authorizing bicycle use on an administrative road the superintendent must:

(1) Make a written determination that such bicycle use is consistent with protection of the park area's natural, scenic and aesthetic values, safety considerations and management objectives, and will not disturb wildlife or park resources; and

(2) Notify the public through one or more methods listed in §1.7(a) of this chapter.

(c) [Reserved]

(d) *Existing trails*. The superintendent may authorize by designation bicycle use on a hiking or horse trail that currently exists on the ground and does not require any construction or significant modification to accommodate bicycles. Before doing so, the superintendent must ensure that all of the following requirements have been satisfied:

(1) The superintendent must complete a park planning document that addresses bicycle use on the specific trail and that includes an evaluation of:

(i) The suitability of the trail surface and soil conditions for accommodating bicycle use. The evaluation must include any maintenance, minor rehabilitation or armoring that is necessary to upgrade the trail to sustainable condition; and

(ii) Life cycle maintenance costs, safety considerations, methods to prevent or minimize user conflict, methods to protect natural and cultural resources and mitigate impacts, and integration with commercial services and alternative transportation systems (if applicable).

(2) The superintendent must complete either an environmental assessment (EA) or an environmental impact statement (EIS) evaluating the effects of bicycle use in the park and on the specific trail. The superintendent must provide the public with notice of the availability of the EA and at least 30 days to review and comment on an EA completed under this section.

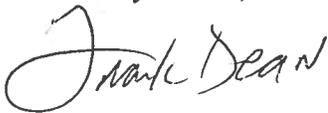
(3) The superintendent must complete a written determination stating that the addition of bicycle use on the existing hiking or horse trail is consistent with the protection of the park area's natural, scenic and aesthetic values, safety considerations and management objectives, and will not disturb wildlife or park resources.

### Issues

1. Does the 2012 amended Section 4.30 supersede the earlier version that is referenced in Section 7.97 and, if so, is there a conflict that needs to be resolved in order to provide clear guidance for future plans of new bicycle use park-wide at GGNRA?

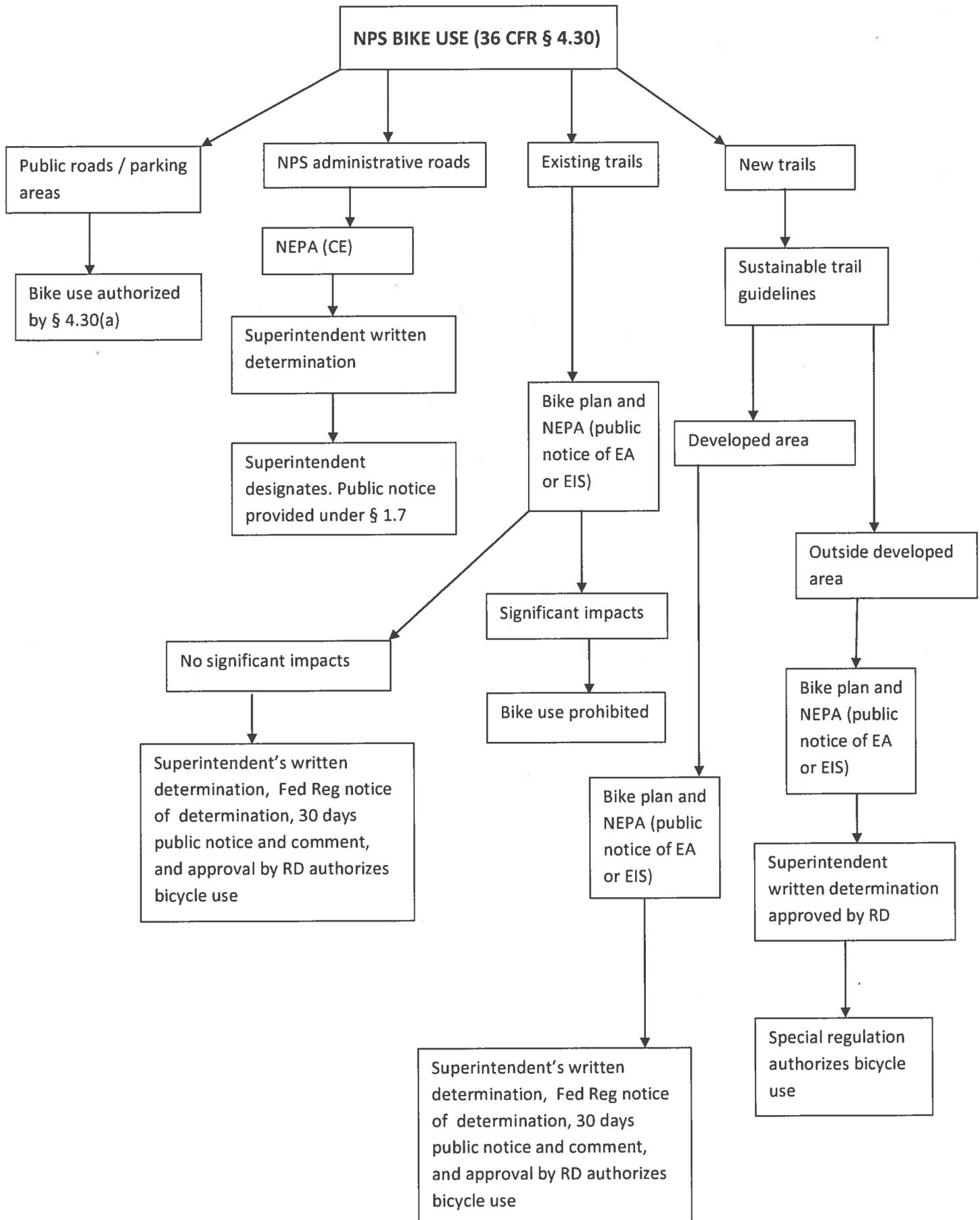
2. GGNRA is preparing an official Interim Trail Plan for trails that were already in use before GGNRA acquired Rancho Corral de Tierra until a Long Term Rancho Master Trail Plan can be prepared over the next 3-5 years. The park has been advised by Russell Wilson, WASO Chief of the Office of Regulations and Special Park Uses, that in his opinion per the new Section 4.30, the Interim Trail Plan could be approved under an appropriate categorical exclusion. Mr. Wilson and park staff made this determination using a bicycle use flow chart that his office prepared in conjunction with the new 4.30 in order for parks to determine the NEPA pathway. Please see attached flow chart for your review. By using the same flow chart, it was also determined that an EA would likely be required for the Long Term Master Trail Plan. Would you agree with these determinations?
3. Bicycle Use - Road to Trail Conversions: We have several administrative roads that we would like to convert (downsize, no longer maintain to accommodate management vehicles) to trails over the next several years. Would converted trails require the same process for permitting bicycle use on an administrative road or would they be considered new trails, thus requiring an EA? Or could the bicycle use designation be done with a CE before the conversion?
4. We are also planning the following two new multi-use trail projects, both including bicycle use:
  - The Dias Ridge Connector Trail in Marin County would include 1000 feet of new trail adjacent to Highway One, filling a gap between the existing Dias Ridge Trail (a multi-use trail) and Frank Valley Road/Redwood Creek Trail at Muir Beach in Marin County. Currently trail users are forced to use the road shoulder to make this connection. An EA was completed for the Dias Ridge Trail in 2009, however, it did not include this new segment of trail. Could this segment be considered under 7.97 and be approved under categorical exclusion, *C.11 Minor trail relocation, development of compatible trail networks on logging roads or other established routes, and trail maintenance and repair*, or would it require an EA?
  - The Milagra Battery Trail in Pacifica, San Mateo County, would include approximately 2,200 feet of new trail in a realignment/improvement of an existing visitor created trail that pre-dates park acquisition of the property. The new realigned trail would connect from a Pacifica neighborhood to the existing trail network at Milagra Ridge. As we understand CFR 4.30, this new trail, rehabilitation/realigning an existing trail, will require an EA in order to allow bicycle use, is this accurate?

Please refer questions to Kirsten Holder, Landscape Architect, at (415) 561-4934/kirsten\_holder@nps.gov or Nancy Hornor, Planning Division Chief, at (415) 561-4937/nancy\_hornor@nps.gov.



Frank Dean

Enclosures (1) Bicycle Flow Chart



#### **4.0 Categorical Exclusion Decision**

Park staff consulted with Russell Wilson, WASO Chief of the Office of Regulations and Special Park Uses, and sent the letter in Section 3.0 above to DOI Solicitor Barbara Goodyear regarding required compliance for the Interim Plan. Mr. Wilson conducted a site visit with park staff in 2013 and advised the park in a 2014 phone call that per Section 4.30, the Interim Plan could be approved under a Categorical Exclusion and did not require an EA. However, he advised that the subsequent Rancho Unit Management Plan would require an Environmental Assessment.

## 5.0 NHPA Section 106 Assessment of Effect



National Park Service  
U.S. Department of the Interior

Golden Gate National Recreation Area

### Letter of NHPA Section 106 Compliance Completion

H4217 (GOGA-CRMM)

AUG 18 2014

#### Memorandum

**To:** Kirsten Holder

**From:** General Superintendent

**Subject:** NHPA Clearance: Interim Trail Plan, Rancho Corral de Tierra, San Mateo County (PEPC 50285)

The Cultural Assessment Team has reviewed the proposed project/action and completed its certification for compliance with the National Historic Preservation Act through our Park Programmatic Agreement. We have determined that there will be No Adverse Effect on historical, cultural, or archeological resources, provided you meet all stipulations identified below.

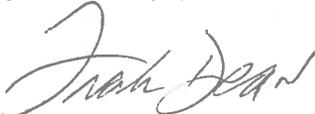
The subject proposed project/action(s), therefore, is/are now cleared for all NHPA compliance requirements as presented. Project plans and specifications are approved and construction and/or project implementation can commence once you have met any NEPA requirements identified through Project Review, as well as all stipulations identified below.

For the proposed project actions to be within compliance requirements during construction and/or project implementation, the following cultural resource stipulations must be adhered to:

- Project Manager will return for 5x review of all proposed actions within Rancho Corral de Tierra that are not otherwise included in the review and approval of the Annual Trail Maintenance Work Plan for Rancho, which receives a separate review and approval.

For complete compliance information see PEPC Project 50285.

If you have any questions, please contact CRM Specialist (Curator) Bob Holloway at 415-561-4976.

  
Frank Dean

Attachment



## ASSESSMENT OF ACTIONS HAVING AN EFFECT ON HISTORIC PROPERTIES

### A. DESCRIPTION OF UNDERTAKING

#### 1. Park: Golden Gate National Recreation Area

#### 2. Project Description:

**Project Name:** Interim Trail Plan, Rancho Corral de Tierra, San Mateo County

**Prepared by:** Bob Holloway **Date Prepared:** 06/25/2014 **Telephone:** 415-561-4976

**PEPC Project Number:** 50285

**Locations:**

**Describe project:**

The National Park Service (NPS) is developing a trail management strategy for Rancho Corral de Tierra (Rancho) in San Mateo County, which is owned and managed by the Golden Gate National Recreation Area (GGNRA). The 3,800-acre property was acquired by the National Park Service in December 2011 and many of the trails evolved over time, prior to NPS acquisition of the property. Rancho is rich in natural resources and ideally situated to provide a variety of recreational opportunities.

When NPS acquired Rancho, interim trail use designations were established. Designations were based on historic use of the park as well as NPS staff recommendations related to the presence of sensitive resources and existing conditions of the trails. These interim uses have been in place since December 2011, but were not formally adopted. This project will establish the official Interim Trail Plan for Rancho until a Long-range Trail Master Plan is developed. GGNRA will conduct an Environmental Assessment for the Long-range Trail Master Plan, which will confirm acceptable uses including walking, hiking, bicycling, and horseback riding, for the designated network of existing trails. The Interim Plan will establish official trail names and confirm the network of trails that will be maintained for the next three to five years.

Once the Interim Trail Plan is established, NPS will begin environmental compliance and planning to develop a more comprehensive Long-range Trail Master Plan, which will include a thorough trail evaluation and identify opportunities for new trail connections and networks within the property and with adjacent lands. The Master Plan will include extensive public outreach, coordination with partner agencies, and long term visioning for future uses of this property. NPS intends to prepare this document in the next three to five years, by 2019. In addition, NPS will begin environmental compliance on two new trail head locations to provide public access to Rancho. The proposed trail heads will be incorporated into the Long-range Trail Master Plan but will be stand alone projects with their own public outreach schedule.

The Rancho Interim Trail Plan includes the following 12 trails:

Clipper Ridge Trail Corona Pedro Trail Ember Ridge Trail Farallon Trail Farmer's Daughter Trail Flat Top Trail French Trail Le Conte Trail San Vincent Ridge Trail Scarper Trail Spine Trail Alta Vista Trail

All of the Rancho trails except the French, Le Conte, and Scarper Trails, are located on the uploaded map in PEPC, Sheet 38 from the new Parkwide Trails and Fire Roads Atlas Map (link to complete Atlas is also provided in PEPC).

**Area of potential effects (as defined in 36 CFR 800.16[d])**  
Rancho Corral de Tierra, San Mateo County

**3. Has the area of potential effects been surveyed to identify historic properties?**

No  
 Yes

**Source or reference:** Some areas of Rancho Corral have had archeological surveys conducted. There is the potential for archeological features.

**4. Potentially Affected Resource(s):**

**Archeological Resources Notes:** Some areas of Rancho Corral have had archeological surveys conducted. There is the potential for archeological features.

**5. The proposed action will: (check as many as apply)**

- No **Destroy, remove, or alter features/elements from a historic structure**
- No **Replace historic features/elements in kind**
- No **Add non-historic features/elements to a historic structure**
- No **Alter or remove features/elements of a historic setting or environment (inc. terrain)**  
**Add non-historic features/elements (inc. visual, audible, or atmospheric) to a historic setting or cultural landscape**
- No **Disturb, destroy, or make archeological resources inaccessible**
- No **Disturb, destroy, or make ethnographic resources inaccessible**
- Yes **Potentially affect presently unidentified cultural resources**  
**Begin or contribute to deterioration of historic features, terrain, setting, landscape elements, or archeological or ethnographic resources**
- No **Involve a real property transaction (exchange, sale, or lease of land or structures)**
- Other (please specify):** \_\_\_\_\_

**6. Supporting Study Data:**

(Attach if feasible; if action is in a plan, EA or EIS, give name and project or page number.)

**B. REVIEWS BY CULTURAL RESOURCE SPECIALISTS**

The park 106 coordinator requested review by the park's cultural resource specialist/advisors as indicated by check-off boxes or as follows:

---

Archeologist

Name: Leo Barker

Date: 06/25/2014

Comments: Reviewed at 5x Project Review

  
FOR LEO BARKER

Check if project does not involve ground disturbance [ ]

Assessment of Effect:  No Potential to Cause Effect  No Historic Properties

Affected  No Adverse Effect  Adverse Effect  Streamlined Review

Recommendations for conditions or stipulations:

Curator

Name: Abby sue Fisher

Date: 06/25/2014

Comments: Reviewed at 5x Project Review



Check if project does not involve ground disturbance [ ]

Assessment of Effect:  No Potential to Cause Effect  No Historic Properties

Affected  No Adverse Effect  Adverse Effect  Streamlined Review

Recommendations for conditions or stipulations:

Historian

Name: Stephen Haller

Date: 06/25/2014

Comments: Reviewed at 5x Project Review



Check if project does not involve ground disturbance [ ]

Assessment of Effect:  No Potential to Cause Effect  No Historic Properties

Affected  No Adverse Effect  Adverse Effect  Streamlined Review

Recommendations for conditions or stipulations:

Historical Architect

Name: Joe Costa

Date: 06/25/2014

Comments: Reviewed at 5x Project Review



Check if project does not involve ground disturbance [ ]

Assessment of Effect:  No Potential to Cause Effect  No Historic Properties

Affected  No Adverse Effect  Adverse Effect  Streamlined Review

Recommendations for conditions or stipulations:

Historical Landscape Architect

Name: Amy Hoke



Date: 06/25/2014

Comments: Reviewed at 5x Project Review

Check if project does not involve ground disturbance [ ]

Assessment of Effect:  No Potential to Cause Effect  No Historic Properties

Affected  No Adverse Effect  Adverse Effect  Streamlined Review

Recommendations for conditions or stipulations:

No Reviews From: 106 Advisor, Other Advisor, Anthropologist

**C. PARK SECTION 106 COORDINATOR'S REVIEW AND RECOMMENDATIONS**

**1. Assessment of Effect:**

- No Potential to Cause Effects
- No Historic Properties Affected
- No Adverse Effect
- Adverse Effect

**2. Documentation Method:**

A. STANDARD 36 CFR PART 800 CONSULTATION  
Further consultation under 36 CFR Part 800 is needed.

B. STREAMLINED REVIEW UNDER THE 2008 SERVICEWIDE PROGRAMMATIC AGREEMENT (PA)

The above action meets all conditions for a streamlined review under section III of the 2008 Servicewide PA for Section 106 compliance.

APPLICABLE STREAMLINED REVIEW Criteria  
(Specify 1-16 of the list of streamlined review criteria.)

C. PLAN-RELATED UNDERTAKING

Consultation and review of the proposed undertaking were completed in the context of a plan review process, in accordance with the 2008 Servicewide PA and 36 CFR Part 800.  
Specify plan/EA/EIS:

D. UNDERTAKING RELATED TO ANOTHER AGREEMENT

The proposed undertaking is covered for Section 106 purposes under another document such as a statewide agreement established in accord with 36 CFR 800.7 or counterpart regulations.

Explanation: None

Golden Gate P.A., ll., f. Rehabilitation and widening (for handicapped accessibility) of existing trails, walks, paths, and sidewalks.

E. COMBINED NEPA/NHPA Document

Documentation is required for the preparation of an EA/FONSI or an EIS/ROD has been developed and used so as also to meet the requirements of 36 CFR 800.3 through 800.6

G. Memo to SHPO/THPO

H. Memo to ACHP

3. Additional Consulting Parties Information:

Additional Consulting Parties: No

4. Stipulations and Conditions:

Following are listed any stipulations or conditions necessary to ensure that the assessment of effect above is consistent with 36 CFR Part 800 criteria of effect or to avoid or reduce potential adverse effects. Reviewed at 5x/Project Review. See Specialist Reviews for stipulations, if any.

5. Mitigations/Treatment Measures:

Measures to prevent or minimize loss or impairment of historic/prehistoric properties:  
(Remember that setting, location, and use may be relevant.)

See Specialist Reviews for stipulations, if any.

D. RECOMMENDED BY PARK SECTION 106 COORDINATOR:

Compliance Specialist:

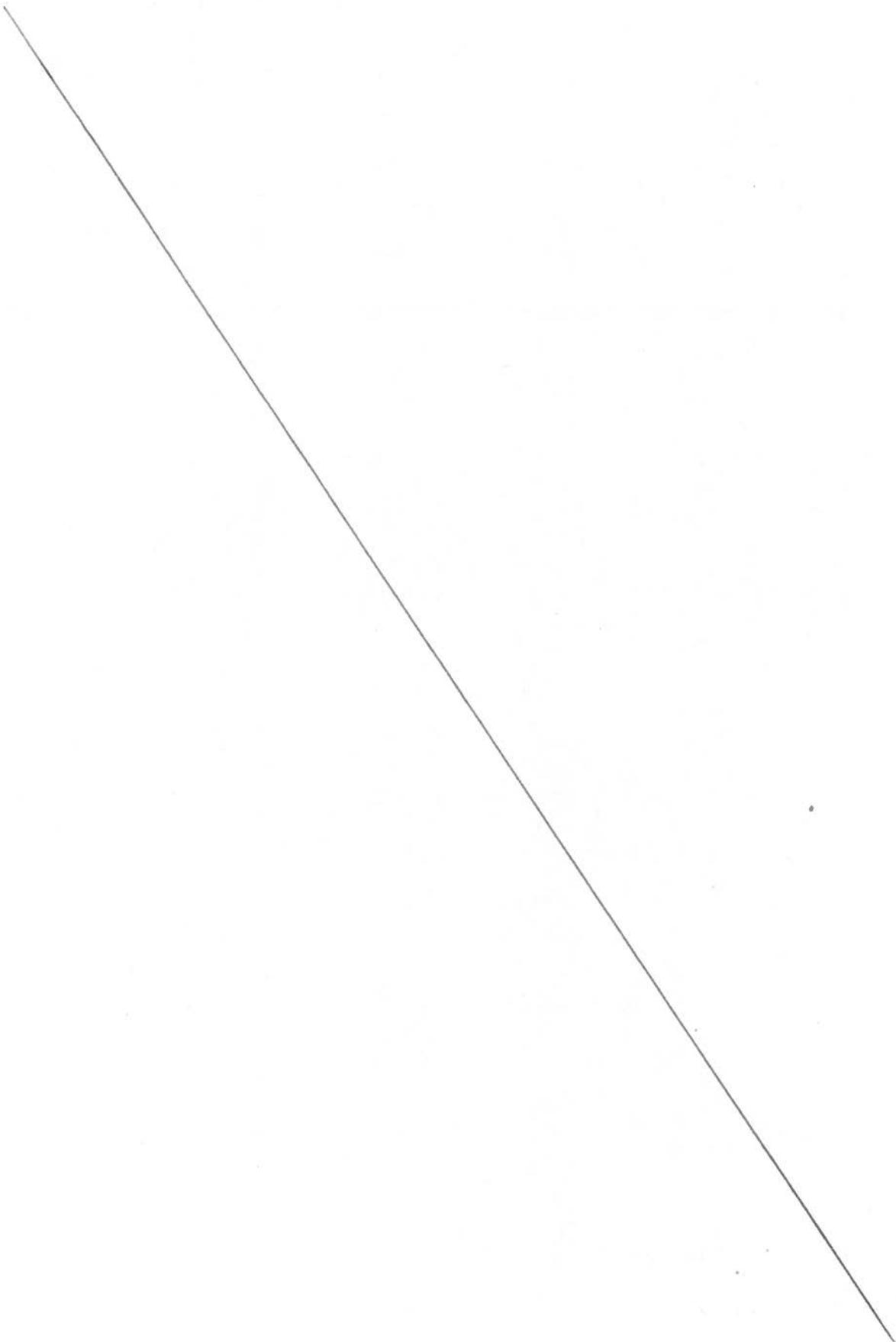
NHPA Specialist

Bob Holloway CRM Specialist (Curator) Date: 6/25/14

E. SUPERINTENDENT'S APPROVAL

The proposed work conforms to the NPS *Management Policies* and *Cultural Resource Management Guideline*, and I have reviewed and approve the recommendations, stipulations, or conditions noted in Section C of this form.

Signature  
Superintendent: Irish Dean Date: 8/18/14



# ATTACHMENT C

## Public Scoping, Comments, and Park Responses

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### 1.0 Public Scoping Notice

## Interim Trail Plan, Rancho Corral de Tierra, San Mateo County

### [Golden Gate National Recreation](#)

### [Area » Interim Trail Plan, Rancho Corral de](#)

### [Tierra, San Mateo County » Document List](#)

The National Park Service (NPS) is developing an Interim Trail Plan for Rancho Corral de Tierra (Rancho) in San Mateo County, which is part of the Golden Gate National Recreation Area (GGNRA). The 3,800-acre property was acquired by the National Park Service in December 2011 from the Peninsula Open Space Trust (POST). Rancho is home to many informal trails that have evolved over time, prior to NPS acquisition of the property. Rancho is rich in natural resources and ideally situated to provide a variety of recreational opportunities.

When NPS acquired Rancho, trail use designations were established per current use of the park as well as NPS staff recommendations related to the presence of sensitive resources and existing conditions of the trails. These uses have been in place since December 2011. This project will establish the official Interim Trail Plan for Rancho until a Long-Range Trail Master Plan is completed in the next three to five years. GGNRA will conduct environmental compliance for the Interim Trail Plan, which will confirm uses including hiking, bicycling, and horseback riding, for the designated network of existing trails. This will include a public review and comment period. The Interim Trail Plan does not address or regulate dog walking activities and defers to the Dog Management Plan.

Once the Interim Trail Plan is established, NPS will begin to develop a more comprehensive Long-Range Trail Master Plan, which will build upon the Interim Trail Plan, identify opportunities for new trail connections and networks within the property and with adjacent lands, and reevaluate permitted recreational uses for each trail segment. The Long-Range Trail Master Plan will include extensive public outreach, coordination with partner agencies, and long term visioning for future uses of this property. NPS intends to prepare this document in the next three to five years. In addition, NPS will begin environmental compliance on two new trail head locations to provide public access to Rancho. The proposed trail heads will be incorporated into the Long-Range Trail Master Plan but will be standalone projects with their own public outreach schedule. The management objectives for the plan are intended to:

- Build public awareness on the appropriate use of the site, and protect habitat from unauthorized and/or destructive use.
- Build public awareness on the unique values and recreational opportunities.
- Reduce conflict and safety concerns raised by shared use of trails.
- Ensure access throughout the site without compromising slope stability or sensitive habitat.

- Establish trail names to be recorded on trail maps, brochures, and websites.
- Establish trail network to be maintained by the NPS trail crew.

In developing this plan, the NPS has gathered public input on trail locations, names, and uses during a public open house and informal neighborhood gatherings, and continues to seek public input on the Rancho Interim Trail Plan through June 14. The proposed trail locations, names, and permitted uses account for a variety of trail experiences while protecting park resources. Your input is requested on the trail network to be maintained by the NPS, designated trail names, and proposed permitted trail uses.

The Public Document for the Rancho Interim Trail Plan will be available for review and comment from May 6 through June 14, 2014. Comments may be submitted:

- Online here by clicking on Document List on the left, then clicking on the Document Title, then clicking on Comment on Document
- By mailing comments to Frank Dean, General Superintendent, Golden Gate National Recreation Area, Building 201, Fort Mason, San Francisco, CA 94123-0022.

#### **Contact Information**

goga\_planning@nps.gov  
415-561-4700

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## **2.0 Public Document Introduction**

[Golden Gate National Recreation Area](#) » [Interim Trail Plan, Rancho Corral de Tierra, San Mateo County](#) » [Document List](#) » [Document Contents](#)

## **Rancho Interim Trail Plan**

The National Park Service (NPS) is developing an Interim Trail Plan for Rancho Corral de Tierra (Rancho) in San Mateo County. The purpose of the proposed plan is to establish a well-functioning network of trails, identify which trails will be maintained by the NPS, and to enhance the experience at Rancho while preserving the area's resources.

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**Comment Period:** Closed    05/06/2014 - 06/14/2014

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#### **Topic Questions Instructions:**

Please share your thoughts on the following topics.

**Topic Questions:**

1. Trail network to be maintained by the NPS. Do the maps accurately reflect the trails most used by visitors? Are there additional trails not shown on these maps that are frequently used?

---

2. Designated trail names to be recorded on maps, brochures, and websites. Are the proposed trail names consistent with local designations? Are there alternate names that are used, or proposed names that should be considered?

---

3. Proposed permitted use. Please review the attached map, and provide specific feedback on the range of trail uses. Some trails are proposed to be multi-use (bicycle, pedestrian, and equestrian), while others would restrict bicycle use (pedestrian and equestrian only) because of safety, user conflicts, and access.

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## 3.0 Public Document

### Golden Gate National Recreation Area

National Park Service  
U.S. Department of the Interior  
[www.nps.gov/goga](http://www.nps.gov/goga)



## Rancho Corral de Tierra Interim Trail Plan

### Introduction

The National Park Service (NPS) is developing an Interim Trail Plan for Rancho Corral de Tierra (Rancho) in San Mateo County, which is part of the Golden Gate National Recreation Area (GGNRA). The 3,800-acre property was acquired by the National Park Service in December 2011 from the Peninsula Open Space Trust (POST). Rancho is home to many informal trails that have evolved over time, prior to NPS acquisition of the property. Rancho is rich in natural resources and ideally situated to provide a variety of recreational opportunities.

When NPS acquired Rancho, trail use designations were established per current use of the park taking into consideration a variety of factors related to the presence of sensitive resources, safety, and existing conditions of the trails. These uses have been in place since December 2011. This project will establish the official Interim Trail Plan for Rancho until a Long-Range Trail Master Plan is completed in the next three to five years. GGNRA will conduct environmental compliance for the Interim Trail Plan, which will confirm uses including hiking, bicycling, and horseback riding, for the designated network of existing trails. This will include a public review and comment period. The Interim Trail Plan does not address or regulate dog walking activities and defers to the Dog Management Plan.

Once the Interim Trail Plan is established, NPS will begin to develop a more comprehensive Long-Range Trail Master Plan, which will build upon the Interim Trail Plan, identify opportunities for new trail connections and networks within the property and with adjacent lands, and reevaluate permitted recreational uses for each trail segment. The Long-Range Trail Master Plan will include extensive public outreach, coordination with partner agencies, and long term visioning for future uses of this property. NPS intends to prepare this document in the next three to five years. In addition, NPS will begin environmental compliance on two new trail head locations to provide public access to Rancho. The proposed trail heads will be incorporated into the Long-Range Trail Master Plan but will be standalone projects with their own public outreach schedule.

### Purpose

The purpose of the proposed plan is to confirm a well-functioning network of trails, identify which trails will be maintained by the NPS, minimize use of and establishment of social trails, and to enhance experience of Rancho while preserving the area's resources. These goals are in line with the 2014 General Master Plan (GMP), which stresses the importance of providing diverse recreational opportunities heavily reliant on a system of trails (GMP, 1:S-ii). The Interim Trail Plan would also provide guidance for the management of trails in Rancho until the Long-Range Trail Master Plan is completed. For the Interim Trail Plan to be successful, it must meet the following objectives:

- Improve the efficiency of trail management by identifying and designating official trails for use by visitors and maintenance by the NPS.
- Establish official trails names to aid park visitors and improve management.
- Assign acceptable uses for trails to avoid conflicting uses or improper use of park land.

## Need

Present conditions include a vast network of informal trails that receive frequent use by the local community as well as a growing number of new users. The Rancho trail network is an inherited system of informal trails that were not planned and received minimal maintenance prior to NPS management. Many of the trails are steep and eroding, and in need of improvements and/or realignment. The Interim Trail Plan proposes to recognize 16 miles of trails that will be maintained at Rancho which will allow for strategic trail management. Prior to becoming part of the GGNRA, Rancho was managed by POST, which maintained use restrictions but was unable to enforce compliance. This resulted in conflicting trail uses within the park in an unmanaged capacity. This plan will help mitigate these conflicts by establishing accepted trail uses (bicycle, pedestrian, and equestrian use).

## Project Objectives

The Interim Trail Plan is intended to serve as the approved plan for the property for the next three to five years. Once completed, the Long-Range Trail Master Plan will replace the Interim Trail Plan. The management objectives for the plan are intended to:

- Build public awareness on the appropriate use of the site, and protect habitat from unauthorized and/or destructive use.
- Build public awareness on the unique values and recreational opportunities.
- Reduce conflict and safety concerns raised by shared use of trails.
- Ensure access throughout the site without compromising slope stability or sensitive habitat.
- Establish trail names to be recorded on trail maps, brochures, and websites.
- Establish trail network to be maintained by the NPS trail crew.

In developing this plan, the NPS has gathered public input on trail locations, names, and uses during a public open house and informal neighborhood gatherings, and continues to seek public input on the Rancho Interim Trail Plan through June 14. The proposed trail locations, names, and permitted uses account for a variety of trail experiences while protecting park resources. Your input is requested on the following:

- Trail network to be maintained by the NPS. Do the maps accurately reflect the trails most used by visitors? Are there additional trails not shown on these maps that are frequently used?
- Designated trail names to be recorded on maps, brochures, and websites. Are the proposed trail names consistent with local designations? Are there alternate names that are used, or proposed names that should be considered?
- Proposed permitted use. Please review the attached map, and provide specific feedback on the range of trail uses. Some trails are proposed to be multi-use (bicycle, pedestrian, and equestrian), while others would restrict bicycle use (pedestrian and equestrian only) because of safety, user conflicts, and access.

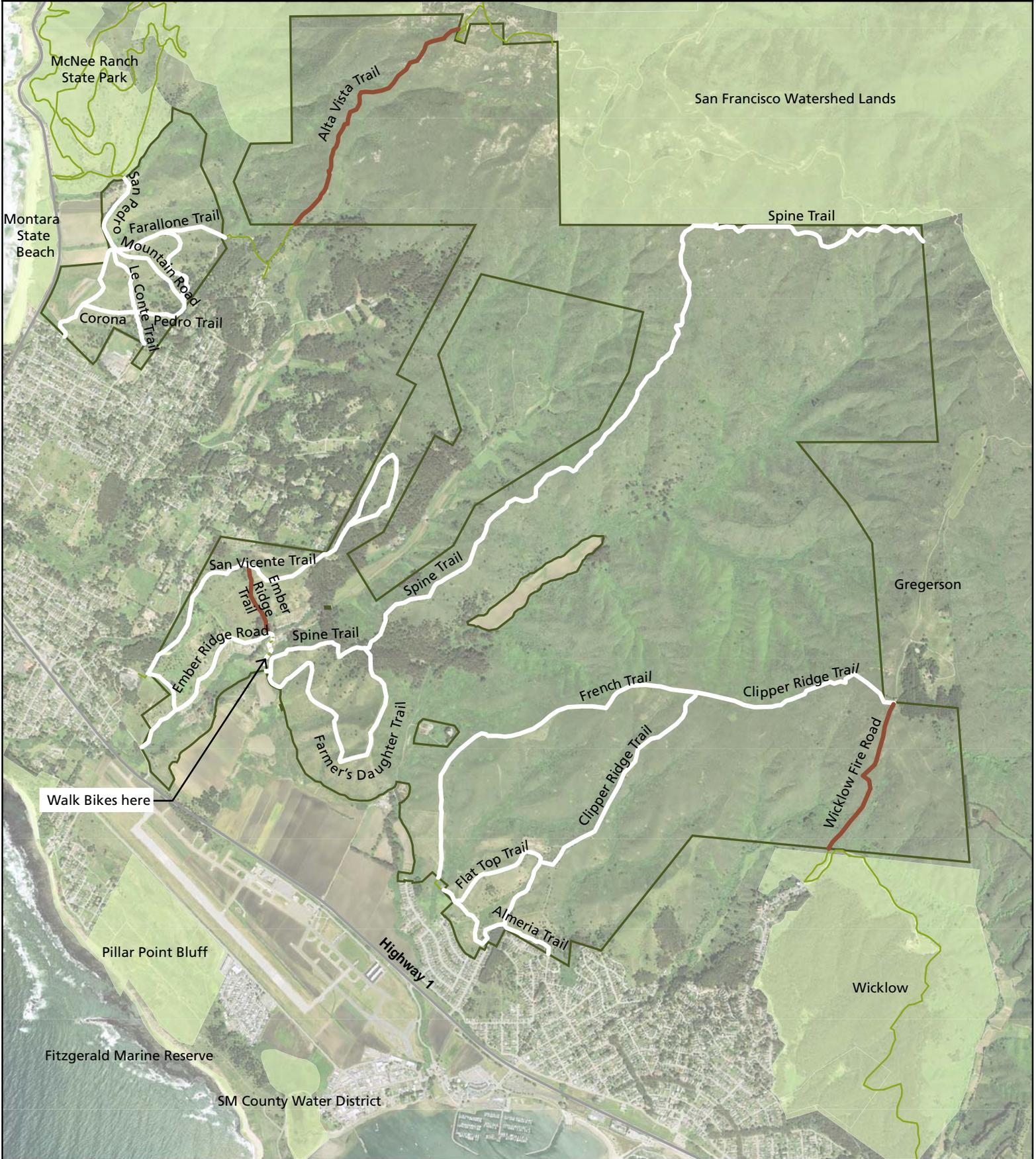
# Rancho Corral de Tierra

## Interim Trail Plan DRAFT

National Park Service  
U.S. Department of the Interior

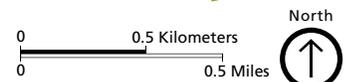


Golden Gate  
National Recreation Area



- Multi-Use Trail, (open to hikers, bicyclists, and horses)
- Hikers and Horses, (no bicyclists)
- Non-NPS Trail

- NPS Boundary
- Public Land Boundary



## 4.0 Public Comments and Park Responses

Between the dates of May 6<sup>th</sup> and June 14<sup>th</sup>, 2014, the park received comments from 9 commenters via the Public PEPC website in response to three specifically posed questions. These comments were reviewed and those applicable to the Interim Trail Plan were incorporated within the final design as detailed below. These minor changes and additions are not significant alterations and do not increase the degree of impact described in the impact assessment found in Attachment A, section 3.0.

Several comments were received that were not substantive, but will be addressed in the Rancho Corral de Tierra Unit Management Plan. One comment was received regarding dogs, which will be addressed in the Dog Management Plan. One comment letter was received from the California Coastal Commission (see attached), and the response detailed below.

Comment Summary	Park Response
Five comments were received regarding missing trail connections within the Interim Trail Plan. This included two segments within the Rancho property and three segments that cross into other jurisdictions.	Future trail construction and missing connections will be considered in the Unit Management Plan. NPS will continue to work with adjacent landowners such as San Francisco Public Utilities Commission, Peninsula Open Space Trust, San Mateo County Parks, and State Parks to establish connections beyond the NPS boundary.
Eight comments were received regarding missing trails on the Interim Trail Plan. This included trails requiring new construction or suggesting the use of social trails.	Additional trails near the flat top and El Granada area were added to the Interim Trail Plan. Future trail construction will be considered in the Unit Management Plan. Existing social trails not shown on the Interim Trail Plan are not being actively closed off. Decommissioning of trails will take place once it is determined in the Unit Management Plan that they are no longer appropriate.
Five comments were received regarding the park's proposed names for trails.	Names were selected based on existing trail names collected from the community as well as prominent cultural or natural features.
One comment was received on the need for designated trailhead and parking areas.	Trailheads and parking areas will be determined in the Unit Management Plan.
Eleven comments were received about legal recreational use on the trails. Some comments asked for more multi-use (pedestrian, equestrian, and bicycle) while others asked for less multi-use trails.	Bicycles are permitted on all trails that are considered safe for use and have appropriate access. This does not include the Alta Vista Trail (because of steep conditions) and trails adjacent to or within existing equestrian facilities.
Two comments were received about the lack of transparency during the planning process.	The trail plan was presented at community meetings in San Mateo, through the park newsletter, and Rancho Corral de Tierra public contact list.

Two comments were received verifying the accuracy of the Interim Trail Plan.	No response.
One comment was received regarding dog use.	Dog use will be addressed in the Dog Management Plan.
One comment letter was received from the California Coastal Commission (see attached).	NPS will comply with all suggestions including ensuring compatibility with the environment, considering alternative trail routes to avoid sensitive habitat, providing trail access for a range of users, and siting and designing trails to be in harmony with the environment. Plans will comply with standards for recreational facilities and facilities near sensitive habitats. This will be addressed in more detail in the Unit Management Plan.

# 5.0 California Coastal Commission Comment Letter

## CALIFORNIA COASTAL COMMISSION

45 FREMONT, SUITE 2000  
SAN FRANCISCO, CA 94105-2 219  
VOICE (415) 904-5 260  
FAX (4 15) 904-5 400  
TDD (415) 597-5885



June 19, 2014

Ms. Kirsten Holder  
National Park Service  
Golden Gate National Recreation Area – Land Use Planning  
Building 201 Fort Mason  
San Francisco, CA

Re: Rancho Corral de Tierra Interim Trail Plan, DRAFT

Dear Ms. Holder,

Thank you for the extended opportunity to provide you with comments on the Rancho Corral de Tierra Interim Trail Plan. The National Park Service Golden Gate National Recreation Area (NPS-GGNRA) acquired the 3,800-acre Rancho Corral de Tierra property in December 2011; at which time there was primarily an informal trail system. NPS-GGNRA is currently undertaking the task of formalizing trail designations through the establishment of the official Interim Trail Plan. GGNRA also plans to complete a Long-Range Trail Master Plan in the next several years.

The Coastal Commission's function is to ensure that coastal resources are protected and that the public has access to recreational opportunities within coastal areas. The Commission and its staff ensure that all proposed development in the Coastal Zone is conducted in a manner that is in conformity with the Coastal Act and a local government's Local Coastal Program (LCP), as certified by the Commission. San Mateo County has a certified LCP that contains resource protection and public access policies. Staff comments are provided in the context of, and as related to, the requirements and provisions of San Mateo County's certified LCP.

LCP Policy 11.13 (Trails) has provisions to include the *San Mateo County 2001 Trails Plan, San Mateo County, California* (Trails Plan) in the LCP that establishes a trails program for the Coastal Zone. LCP Policy 11.13a provides that County Trail Policies (3.0 through 3.2) and County Trail Design and Management Guidelines (4.0 through 4.3) contained in the Trails Plan are thereby, incorporated into the LCP. Further, the LCP designates Countywide, and Regional trails as LCP trails. The LCP-designated trails include the California Coastal Trail and trails located within the Coastal Zone offered by property owners for public use. The LCP also states that all future trails located in the Coastal Zone "shall be considered a Local Coastal Program trail." Most importantly, the County encourages the NPS-GGNRA through LCP Policy 11.31 to provide public recreation and visitor-serving facilities on coastal land in GGNRA, including trails.

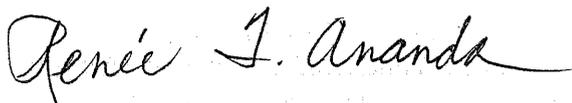
Commission Staff recommends that the Interim Plan be consistent with the County Trail Policies and the County Trail Design and Management Guidelines and their recommendations for

Coastal Commission Comments  
NPS - GGNRA  
Rancho Corral de Tierra Interim Trail Plan  
San Mateo County  
June 19, 2014  
Page 2

implementation contained therein including but not limited to: 1) ensuring compatibility with the environment by locating, designing, and developing trail routes with consideration of their potential to have environmental, recreational, and other impacts on adjacent lands; 2) considering an alternative trail route if the location of a trail is proposed in a sensitive habitat or wetland and trail use is not allowed by the LCP; 3) providing trail access for a range of potential users; and 4) siting and designing trail alignments and associated facilities to be in harmony with their natural and cultural environment, and to keep esthetically natural characteristics (appearance and values). Staff also recommends that the Interim Plan be designed consistent with the Recreation/Visitor-serving Facilities Component of the LCP including policies 11.14 and 11.18 which provide development standards for public recreational facilities and facilities located within or near sensitive habitats.

Staff is very supportive of your planning efforts to develop an interim and long-range trails plan for Rancho Corral de Tierra. We look forward to your continued updates as you move forward with this process. Please feel free to contact me at (415) 904-5260 if you have any questions concerning these comments.

Sincerely,



Renée Ananda  
Coastal Program Analyst  
North Central Coast District

CC: Nancy Cave, North Central Coast District Manager  
Jeannine Manna, North Central Coast District Supervisor  
Linda Locklin, Coastal Access Program Manager

## ATTACHMENT D

### Rancho Corral de Tierra Trail Names, Multi-Use Designations, Final Map

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<b>Trail Name</b>	<b>Pedestrian</b>	<b>Equestrian</b>	<b>Bicycle</b>
Almeria Trail	X	X	X
Alta Vista Trail	X		
Clipper Ridge Trail	X	X	X
Corona Pedro Trail	X	X	X
Deer Creek Trail	X	X	X
Ember Ridge Trail	X	X	
Farallone Trail	X	X	X
Farmer's Daughter Trail	X	X	X
Flat Top Trail	X	X	X
French Trail	X	X	X
Le Conte Trail	X	X	X
Old San Pedro Mountain Road	X	X	X Short walk bike section
Ranchette Trail	X	X	X
San Carlos Trail	X	X	X
San Vincent Trail	X	X	X
Spine Trail	X	X	X Short walk bike section

# Rancho Corral de Tierra Interim Trail Plan

National Park Service  
U.S. Department of the Interior

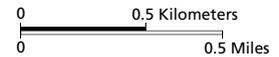


Golden Gate  
National Recreation Area



- Multi-Use Trail, (open to hikers, bicyclists, and horses)
- Hikers and Horses
- Hikers only
- Park Road, open for multi-use

- NPS Boundary
- Public Land
- Non-NPS Trail



# ATTACHMENT E

## Summary of Changes to Superintendent's Compendium

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Below is a summary of changes to the 2014 GGNRA Superintendent's Compendium. Additions are notated by underlined text. Part, section, and regulation numbers are notated for ease of use in identifying location within the document. A copy of the current version of the Superintendent's Compendium can be found at the GGNRA's Laws & Policies webpage: <http://www.nps.gov/goga/learn/management/lawsandpolicies.htm>.

### PART I – GENERAL PROVISIONS

#### Section 1.5 – Visiting Hours, Public Use Limits, Closures

- BICYCLE use is prohibited in the following developed park areas:
  - San Mateo County
    - Ember Ridge Trail, Rancho Corral de Tierra
    - Alta Vista Trail, Rancho Corral de Tierra
    - Phleger Estate
    - Milagra Ridge Trail
    - Bicycles must be walked on the portion of the Spine Trail through the Ember Ridge Equestrian Center and along Old San Pedro Mountain Road through Ocean View Farms. (Exhibit 15)

### PART TWO – RESOURCE PROTECTION, PUBLIC USE AND RECREATION

#### 36 CFR §2.16 – HORSES and PACK ANIMALS

- (a) The use of horses or pack animals is permitted on the following trails, routes or areas:
- San Mateo County
    - Milagra Ridge Road (except Summit Trail)
    - Phleger Estate
    - Sweeney Ridge, except Notch Trail
    - Rancho Corral de Tierra, except Alta Vista Trail

### PART 7 – SPECIAL REGULATIONS

36 CFR § 7.97 <http://edocket.access.gpo.gov/lcfr2009julgtri36cfr7.97.htm>

- (c) (1) DESIGNATED BICYCLE ROUTES:
- The following routes in undeveloped areas are designated as open to bicycles:
    - San Mateo County
      - RANCHO CORRAL DE TIERRA
        - Le Conte Trail

- Farallone Trail
- Corona Pedro Trail
- Old San Pedro Mountain Road
- San Vicente Trail
- Ranchette Trail
- Farmer's Daughter Trail
- Spine Trail
- French Trail
- Flat Top Trail
- San Carlos Trail
- Almeria Trail
- Clipper Ridge Trail
- Deer Creek Trail