

wilderness

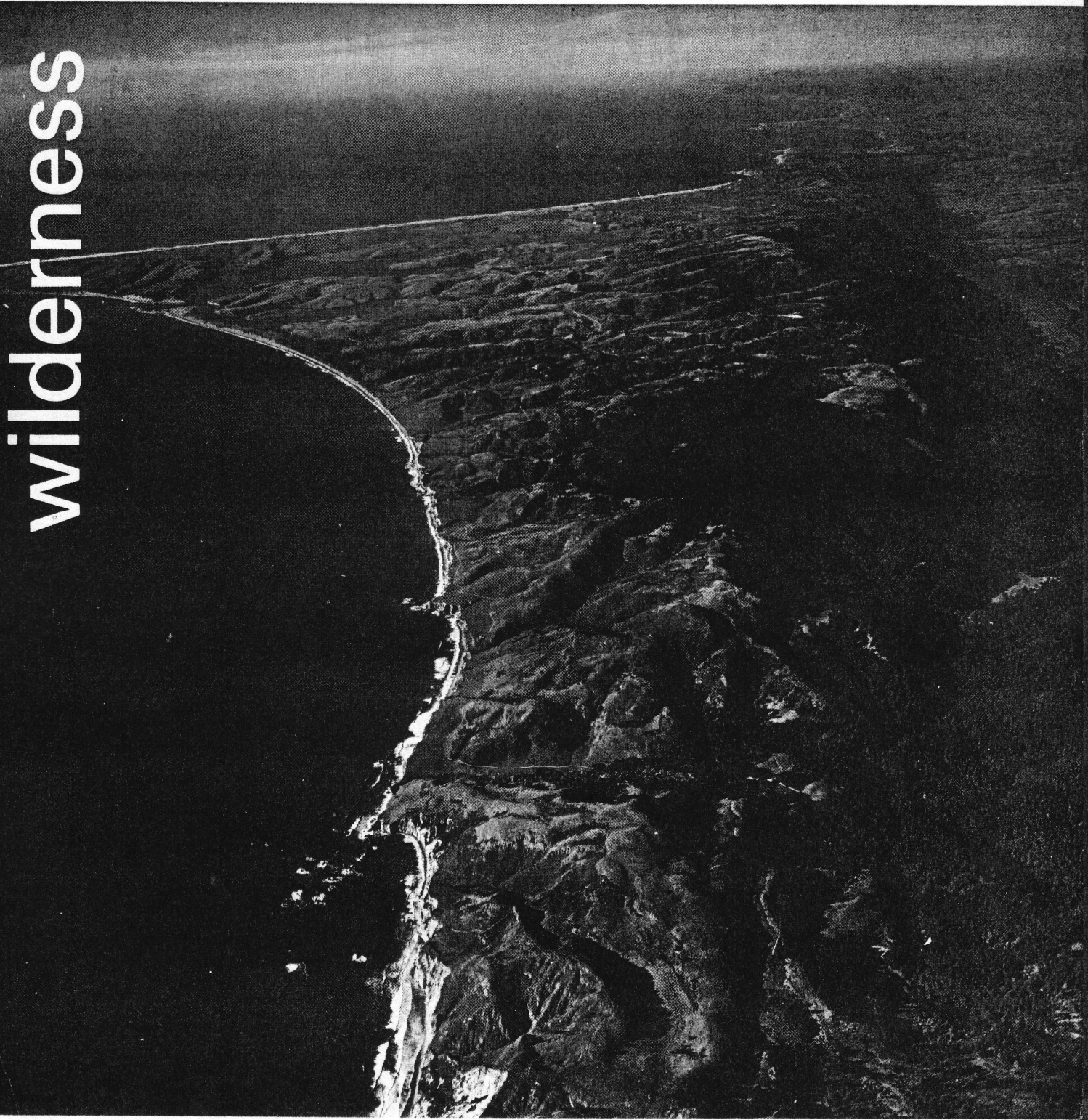
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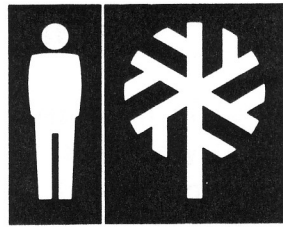
C. Point Reyes

point reyes national seashore



Preliminary - Subject
to Change ... April 1971

U.S. Dept of the Interior/
National Park Service



Compliments of
MICHAEL WORNUM
MEMBER OF THE ASSEMBLY
NINTH DISTRICT

FINDINGS

PART OF INVERNESS RIDGE, FROM MT. WITTENBERG TO THE BEAR VALLEY GAP, HAS BEEN FOUND SUITABLE FOR WILDERNESS DESIGNATION, AND IS PROPOSED FOR INCLUSION IN THE NATIONAL WILDERNESS PRESERVATION SYSTEM.

THE SEASHORE AND ITS ENVIRONS

Point Reyes National Seashore is located 30 miles north of San Francisco, and 40 miles from the core of the nine-county San Francisco Bay Region. This is one of the fastest growing metropolitan regions in one of the most rapidly expanding states in the Nation. Population estimates project at least 12 million persons in the region by the year 2000. In addition, by 1980, 2½ million out-of-state visitors are expected to visit the Bay Region annually.

Primary access from the north and south is via scenic State Highway 1. East-west county laterals connect through San Anselmo, Novato, and Petaluma to U.S. Highway 101, the primary route through coastal California to Redwood National Park and the Pacific Northwest.

Point Reyes National Seashore was established by an act of Congress in 1962, to provide for "public recreation, benefit, and inspiration" for present and future generations. It is being managed to provide as many forms of outdoor recreation as possible within the limits of time and space and optimum use.

Physiographically, Point Reyes is a long, narrow, steep, ridged peninsula with a broad, flat, flaring arm, projecting 20 miles out into the Pacific Ocean, and terminating in the White Cliffs of the Point Reyes headland. The San Andreas fault zone separates the peninsula from the general California coastal area. This rift valley also divides the types of rocks and plants of the mainland from those of the peninsula, thus marking a biological as well as a geological division.

Scenically, the peninsula is characterized by grass, brush, forest cover, and a climatic environment that typifies a reach of several hundred miles of the California coast. Thus, the plant and animal lifeforms combine the attributes of both seashore and mountains.

This compaction of scenic characteristics is paralleled by a corresponding diversity of native wildlife habitats. There are fresh- and salt-water marshes, bays, estuaries, sandy beaches and dunes, wave-swept caves, offshore rocks, and steep coastal bluffs, and an upland which is characterized by coastal grasslands, coastal scrub and fir, and pine-forested crests. Wildlife within these habitats ranges from rich concentrations of fish, shellfish, and salt-water shore birds, to birds and mammals more typical of dense mountain forests.

Historically, the peninsula shows evidences of numerous aboriginal Indian villages, and is the probable location of the first English landing by Sir Francis Drake in the United States. The pastoral scene created by current ranching activity resembles the typical open landscapes of the Spanish and Mexican ranching days of early California.

Sizeable stretches of open terrain, an integral part of the park, serve to separate and protect people engaged in different activities from each other and from the outside.

Point Reyes is superlative – for its scenery, and for the refuge it provides for wildlife from man, and for man from the pressures of his own contemporary civilization. It is large and varied enough to generate in people a vital feeling of being close to nature, and can best serve man by providing for his re-creation and fulfillment. Point Reyes thus offers a rich combination of scenic, biologic, historic, and recreational resources – close to a major, rapidly expanding population core.

Landownership around the seashore proper is mainly State and private. To the north, fronting on the bay, lies Tomales Bay State Park. South of this lies an expansion area for the Cities of Inverness and Inverness Park. Along the park boundary, paralleling Highway 1, the ownership is private, and the land is used primarily for ranching and grazing. This area has been zoned by the county for medium- and high-density residential development. The tip of the peninsula to the southwest is under the jurisdiction of the City of Bolinas, and has been zoned for a similar level of residential development.

Scenic and recreational facilities near the seashore are numerous. To the north and east lie the Sonoma Coast State beaches, and Samuel P. Taylor State Park; to the south are Mount Tamalpais State Park, Stinson Beach State Park, Bolinas Lagoon County Park, Marin Headlands State Park, and Angel Island State Park.

Three other areas of the National Park System are located in the nearby Bay Area: Muir Woods National Monument, John Muir National Historic Site, and Fort Point National Historic Site.

The nearest units of the National Wilderness Preservation System are 115 miles to the north in the Coast Range, and 110 miles to the east in the Sierra Nevada within national forest areas.

About 1½ million people visit Point Reyes National Seashore annually. Projected estimates for 1980 are 2,350,000 visitors.

ROADLESS STUDY AREA

The seashore contains one roadless area of 5700 acres, consisting primarily of the major ridge, some 1000 feet high, which forms both the backbone and the axis of the seashore. Minor ridges and their attendant intermittent stream valleys radiate downward and outward from the main ridge. The general borders are Mt. Wittenberg on the north to Bear Valley Gap on the south, and the Coast Trail on the west to Bear Valley Trail on the east, thus creating a compact area of 3 miles by 4 miles in dimension. It is bordered by a management road that is used for seashore maintenance and patrol, and also serves as a main visitor trail.

Although much of Inverness Ridge was logged in the 1850's, the central portion of the roadless area now exhibits a fine, dense, uniform stand of Douglas-fir. The Black Forest of Inverness Ridge is the southernmost coastal outpost of Douglas-fir, and is reminiscent of the groves of the Pacific Northwest in size and aspect. A broad strip of coastal grass and scrub association runs around the northern and western edges of the roadless area, and a narrow strip of streamside woodland is found along the southern and eastern edges.

Recreational uses enjoyed in the roadless area include backcountry horseback riding, hiking, and primitive camping. The existing 31 miles of trail system are well situated to serve present and future needs for the proposed area. Over 200,000 hikers use the trail system annually, including 25,000 backpackers. The Douglas-fir forest through which the major portion of the trail system passes is not critically fragile and will stand considerable visitor impact.

PRELIMINARY WILDERNESS PROPOSAL

An area of about 5150 acres in this central part of the seashore is proposed for wilderness area designation. The wilderness proposal includes a part of Inverness Ridge, from Mt. Wittenberg to the Bear Valley Gap.

Preservation of the southernmost coastal outpost of Douglas-fir and associated native plants and animals, including California quail, Oregon junco, raccoon, black-tailed deer, and bobcat, is a vitally important consideration.

The primary purpose of the proposed wilderness area is to provide for the future mental, spiritual, and physical health of people coming to the Point Reyes seashore, by preserving the potential for showing the relationship between man and the unique wilderness of the Point Reyes peninsula. This "backyard urban wilderness" of only 12 square miles possesses almost as great a value as the larger High Sierra wilderness areas to the east. Its close proximity to a megalopolis further intensifies the inherent value — that of the restorative effect of wilderness upon the human spirit — because of the sharp and immediate contrast existing between the urban and wilderness environments.

The boundary of the proposed wilderness unit is defined by topographic features. On the north are Mt. Wittenberg and its major ridges, secondary ridges, and their attendant intermittent stream valleys. Along the east and southeast, the boundary is generally the western side of Bear Valley. Along the coast, the boundary is the intersection of the lower ridge slopes with the coastal bluffs. It then follows gentle ridges northward and eastward back to the ridges of Mt. Wittenberg.

A 1-mile section of management road south of Mt. Wittenberg has been closed, allowing for an addition of 100 acres to the proposed wilderness unit.

MASTER PLAN POLICY

FOR RECREATION AREAS OF THE NATIONAL PARK SYSTEM
(REVISED AUGUST 1968)

DISCUSSION

Recreation areas do not exist in a vacuum. In planning a recreation area, master planning must take into account the total environment or region in which the recreation area exists. Of particular significance are the plans for other park and recreation facilities within the region at all levels of government, as well as the role of private enterprise in the recreation industry, transportation and access, socio-economic factors, wildlife considerations, and others. Accordingly, a first step in master planning is to analyze the related cohesive region in which the recreation area is located and the many factors that may influence its management.

Master planning for a recreation area must take particular cognizance of the statewide recreation plan for the State(s) in which the area is located. This plan can provide a great deal of guidance, not only about other related recreation areas and facilities, but the expected demand for the facilities and resources offered by the recreation area under study.

Moreover, where recreation areas adjoin, as they frequently do, other public outdoor recreation resources, a joint effort must be made to analyze the total resource base and visitor needs, then to develop plans cooperatively for the accommodation of these requirements to insure compatible and complementary development of both areas.

The purpose of a Master Plan is to implement the general and specific mandates of Congress, cooperative agreements, if any, with other bureaus affecting the management of the area, and the administrative policies of the Service. This purpose is accomplished through the provision of criteria, controls, and guidance for resource management, resource use, and development in terms of a unified planning concept for each area consistent with, and complementary

ADMINISTRATIVE POLICIES

Master Plan

A Master Plan will be prepared for each area. It shall cover all programs of Resource and Visitor Use, Resource Management and Physical Developments. Further, it shall zone land and water for various kinds and intensities of use. An approved Master Plan is required before any development program may be executed in any area. Master Plans will be kept current and revised as necessary to reflect changing conditions.

Master Plan Teams

Master Plan Teams will be composed of members having different professional backgrounds and experience appropriate to the problems of the area under study. Such backgrounds could include, depending on the area involved, biology, geology, ecology, archeology, history, resource management, interpretation, sociology, recreational planning, economic geography, landscape architecture, engineering, and architecture.

Assistance from outstanding professionals or persons knowledgeable in recreation programs will be sought as needed where funds permit it. In particular, those working in, or particularly conversant with the surrounding region, should be consulted. This includes professionals from other public land-managing agencies on the local, State, and Federal level. The purpose of the multi-disciplinary team approach is to insure adequate consideration of all the resources and of the visitor's needs and use of these resources in terms of an economically, aesthetically, and administratively sound plan.

Land Classification

Master planning requires sound classification for the lands in a recreation area. This is necessary to insure that public-facility development is commensurate with the use capabilities of the basic resources and in accord with the legislative intent of Congress for the area. Land Classification in recreation areas thus is a tool of space allocation.

The land classification system used is similar to that proposed by the Outdoor Recreation Resources Review Commission and prescribed for application to Federal lands by the Bureau of Outdoor Recreation, as follows:

Class I—high density recreation area; Class II—general outdoor recreation areas; Class III—natural environment areas; Class IV—outstanding natural areas; Class V—primitive areas; and Class VI—historic and cultural areas.

Classes I and II identify the land reserved for visitor accommodations (both existing and proposed), for administrative facilities, public beaches, marinas, formal campgrounds, two-way roads, etc., of high and moderate intensities. Class I and II lands in recreation areas will occupy a relatively higher proportion of the total space as compared to such classifications in, for example, a national park.

Class III identifies the “natural environment areas” which will, to a large degree, make up the bulk of the lands within a recreation area. Ofttimes, facilities and uses are planned in Class III lands which provide for additional public use of the area, such as public recreational hunting, and nature study. Such developments are less intensive than those for Class I and II lands. These developments, moreover, should be in harmony with and facilitate the enjoyment of the natural environment. Other resource uses, not incompatible with the recreation mission of the area may be provided for in the Class III lands, such as timber harvesting and grazing.

Classes IV, V, and VI, while not necessarily found in recreation areas, do frequently occur there. While these elements provide the very basis for a national park or monument, they serve more to enhance and supplement the more general features of the Class III aspects of a recreational area. The planner must be keenly aware of Class IV, V, and VI resources within recreation areas as these, preserved and made available to the public, can greatly complement the recreation area by providing a much broader spectrum of visitor use and enjoyment.

Class IV lands are those encompassing unique natural features, such as Big Spring in Ozark National Scenic Riverways.

Class V lands are primitive lands which should remain pristine and undisturbed as a part of our natural inheritance. Where they exist in sufficient size, they may qualify for study and recommendation to the Congress for designation as wilderness. Facilities in Class V lands should be limited to trails and such limited primitive campsites, shelters, and sanitary facilities as may be required for public use and enjoyment or protection of the Class V values.

Class VI is the lands, including historic structures, etc., of historical or cultural significance, such as the lighthouse at Cape Point in Cape Hatteras National Seashore.

Acquisition Zones

Master planning for recreation areas involves another important step *after land classification*. Once the lands have been allocated or classified as to purpose, intensity of development, and capacity of human use, then they should be "zoned" to determine the degree of ownership required by the Government to achieve these purposes within legislative and administrative policies. In those recreation areas where the overall size of the area is sufficient to permit private uses to continue and consistent with the ownership criteria, if any, specified by the Congress in authorizing the area, three zones should be prescribed.

The first zone (Zone 1—*Public-use and Development*) includes, as a *minimum*, those lands needed for administrative facilities and Government or concessioner development of public-use facilities of high and moderate intensities (Class I and II lands). This zone also includes, as a rule, those unique natural features (Class IV), primitive lands (Class V), and lands of historical or cultural significance (Class VI), which contribute to making the area nationally significant and which, if adversely developed, would be detrimental to the full use and enjoyment of the area. The ultimate objective in this zone, usually, is to acquire full fee title to all lands. It may be, however, that in some instances, less than fee title will suffice as determined by management. For example, in this zone may be a historic home owned by an organization and open to the public. Even though fee title may not be acquired in such property, it nevertheless should be included in Zone 1 since it does serve the public and contributes to the public use and enjoyment of the area. Similarly, an individual may own and operate a public facility, such as a restaurant, motel, or campground which it is desirable to continue in operation to serve the public. This, too, should be included in Zone 1 for the same reason, unless it exists as a part of a village or community that more properly should be included in Zone 3. A similar situation may occur in connection with an organized group camp.

It is the purpose of Zone 2 (*Preservation-conservation*) to include those lands necessary for the preservation-conservation of the environment of the area. As a rule, these lands fall in Class III. *Minimally*, this zone includes (1) all lands considered essential to

“buffer” or insure the full protection of all those lands included in Zone 1 (*Public-use and Development*); and (2) those lands needed to accommodate recreational use of less intensity than those included in Zone 1. Occasionally, this zone may include lands of historical or cultural significance (Class VI). For example, there may be a historic home, or group of homes, which contributes to the national significance of the area but which is privately owned and occupied and may, consistent with the purpose of the area, remain so. On rare occasions this zone may contain natural features (Class IV) and primitive lands (Class V). For example, there may be research areas owned and managed by institutions of higher learning or scientific organization which, consistent with the purpose of the area, may continue in this manner. Recreational uses in this zone are those of less intensity than normally found on lands classified as Classes I and II. For example, fishing access, hiking trails, public recreational hunting, nature study, and primitive campgrounds, are common uses in Zone 2. Moreover, in this zone, other uses, such as grazing, commercial timber harvesting, mineral exploration and mineral leasing may be permitted when such activities are consistent with, or not significantly detrimental to, the recreation mission of the area. The Service will seek such title or interest in lands within this zone as is required to achieve the foregoing objectives. In most instances, full fee title should be acquired. Often, such acquisitions may provide for life tenancy or continued occupancy for specified periods. In some instances, access easements, scenic easements, or development restrictions may suffice to accomplish the management objectives. Occasionally, appropriate zoning by local authority will achieve management’s objectives.

Zone 3 (*Private-use and Development*) may or may not exist in all recreation areas. Its use depends on the overall size of the area and the ownership criteria, if any, specified by the Congress in authorizing the area. For example, at Fire Island the Congress specifically authorized the continuance of enclaves of property for *private use and development* provided zoning regulations were promulgated by local governing authorities in accordance with standards established by the Secretary. The lands in Zone 3, normally, have a significant impact—visual or otherwise—on the quality and integrity of the environment of the recreation area. Lands included in this zone, usually, involve subdivisions, villages, and similar developments. In some instances, such development may provide important supplemental accommodations and recreational pursuits for visitors to the recreation area. In these respects,

therefore, the lands in this zone are similar to those in Zone 2. The most obvious distinction between the two, however, is that lands in Zone 3 serve primarily a local or community purpose and their contributions to the public use of the recreation area are secondary. The reverse situation is true of the lands in Zone 2. Generally, no public-use facilities or developments requiring Government ownership of the land are planned for Zone 3. Thus, except in unusual situations—involving, perhaps, accessways—acquisition in this zone of the full fee title, generally, is not necessary. In fact, acquisition of any portion of the estate may be unnecessary where local zoning is adequate and continuous to insure developments and uses complementary to and compatible with the recreation area. For example, if a tract is zoned for single-family residences or low-lying commercial structures and these are compatible with the environment of the recreation area, no acquisition may be needed. On the other hand, acquisition of a scenic or development easement may be necessary—in the absence of zoning—to prevent highrise structures that may impair the environment of the area.

The three zones, as noted above, cannot be applied precisely and rigidly to each and every acre within an area. They are approximations at best. Their use as planning and management tools is designed to achieve the public purpose of recreation areas while minimizing costs and reducing as much as possible personal hardships and inconveniences occasioned by land acquisition. In these circumstances, it is to be expected, quite naturally, that there will be examples found of land classifications falling into zones other than in the manner prescribed above. These exceptions should be explained in the Master Plan.

In summary, however, it is to be expected that proportionately *more* of the lands in Zone 1 need to be acquired in fee and that the acquisition of some lesser interests, such as scenic or access easements or development restrictions, will occur *less frequently* than in Zones 2 and 3. In Zone 2, it is to be expected that fee acquisition, proportionately, will be *less* than in Zone 1 and acquisition of interests less than fee will be proportionately *higher* than in Zone 1 (except where lands are already in public ownership as in the case of State or public domain lands). Zoning controls may also suffice in some limited cases in Zone 2. It is to be expected that zoning control will be proportionately higher in Zone 3 than in Zone 2 and that the acquisition of fee title and less than fee interests in land in Zone 3 will be proportionately *lower* than in Zone 2.

WILDERNESS USE AND MANAGEMENT POLICY

ADMINISTRATIVE POLICIES FOR NATURAL AREAS OF THE NATIONAL PARK SYSTEM (REVISED 1970)

National parks and national recreation areas are established for different purposes and, thus, are accorded different management. For example, national parks are established to preserve, for all time, scenic beauty, wilderness, native wildlife, indigenous plantlife, and areas of scientific significance. In the long run, the retention of these areas in their natural condition, as prescribed by the Congress, is best achieved when exploitative and private uses are eliminated from them and their wilderness lands preserved in pristine condition.

Recreation areas also possess natural endowments, and occasionally historical values, that are well above the ordinary in quality and extent. Many, moreover, are located by oceans, lakes or large manmade reservoirs. As such, they possess resources of recreational appeal that afford an opportunity for a wide-ranging and varied program of recreational activities, including wilderness use when suitable environments permit.

Accordingly, the wilderness use and management policies of the Service for wilderness lands in the national parks are different in significant respects from the wilderness use and management policies of the Service for national recreation areas. Of course, it should be noted these are administrative policies. When Congress designates wilderness lands within recreation areas of the National Park System for inclusion in the National Wilderness Preservation System, it may prescribe such policies, standards, and criteria for their use and management as it deems advisable. The following policy statements for recreation areas are those significantly different from the policy statements previously listed for natural areas.

MINING AND PROSPECTING

Mining and/or prospecting, under lease or otherwise, will be permitted where it is expressly authorized by statute—subject, however, to such reasonable regulations governing ingress, egress, exploration, operations, and restoration, as may be prescribed by the Secretary to protect wilderness values.

WATER DEVELOPMENT PROJECTS

Where the unit has not been withdrawn from the jurisdiction of the Federal Power Commission, or otherwise withdrawn from entry for water development and use, or where water development projects are expressly authorized by statute, such projects—including the prospecting for water resources, the establishment and maintenance of reservoirs, water conservation works, power projects, transmission lines, and other facilities essential to the development and use thereof—may be authorized, subject to such reasonable regulations governing ingress, egress, exploration, operations, and restoration, as may be prescribed by the Secretary to protect wilderness values.

TIMBER HARVESTING

No timber harvesting will be permitted, except upon a finding by the Director that timber harvesting is necessary at a specific place to protect wilderness values from fire, insects, or diseases.

PUBLIC HUNTING AND FISHING

Public hunting of resident wildlife and fishing shall be permitted within statutory limitations in a manner that is compatible with the primary objectives, as declared by the Congress, for which such areas are established.

Public hunting, fishing, and possession of fish and resident wildlife shall be in accordance with applicable State laws and regulations.

The Service may designate zones where, and establish periods when, no hunting or fishing shall be permitted for reasons of public safety, administration, or public use and enjoyment of the area. Regulations prescribing such restrictions shall be issued after consultation with the State.

A State license or permit, as provided by State law, shall be required for public hunting, fishing, and possession of fish and resident wildlife in such areas.