

City of Rocks National Reserve
Castle Rocks State Park



Administrative History Twin Sisters



Department of the Interior
National Park Service
Pacific West Region
2011

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Introduction

City of Rocks National Reserve (Reserve) is located in the Albion Mountains, a geologically and historically fascinating area with granite spires that awed the emigrants on the California Trail (1843-1882) and today offer climbers a vast array of climbing opportunities. It is against this backdrop of awe inspiring scenery and historic landscape that a conflict developed such that a lawsuit was brought by the Access Fund against the National Park Service (NPS; Case No. CV 98-0445-E-BLW). At the center of the lawsuit was the tension between two Congressional mandates to the NPS, to preserve the California National Historic Trail and manage recreational opportunities at the Reserve. The particular setting for this conflict is the iconic granite formation known as the Twin Sisters.

The Twin Sisters are two granite spires on the southern end of the Reserve (Figure 1). The north spire is approximately 500 feet tall and composed of the Almo Pluton granite and the south spire is approximately 600 feet tall and composed of the Green Creek Complex granite. The California Trail passes through Pinnacle Pass about 0.25 miles to the east of the formation. The California Trail through City of Rocks was in use between 1843 and 1882 when nearly 250,000 people traveled west to California. The emigrants on the California Trail used the Twin Sisters as a landmark on their journey.

This administrative history will be important to the staff of the Reserve going forward because, from 2000, the time of the court decision, until the present and continuing for the foreseeable future every time the Reserve asks for public comment about *any* issue climbers ask for the Twin Sisters to be reopened to climbing. This document will provide a concise but comprehensive reference for new staff as well as interested parties who did not live through these events.

Appendix A contains a list of key events in chronological order and a table containing the names and titles of key personnel. Appendix B contains the mission statements of the entities involved.

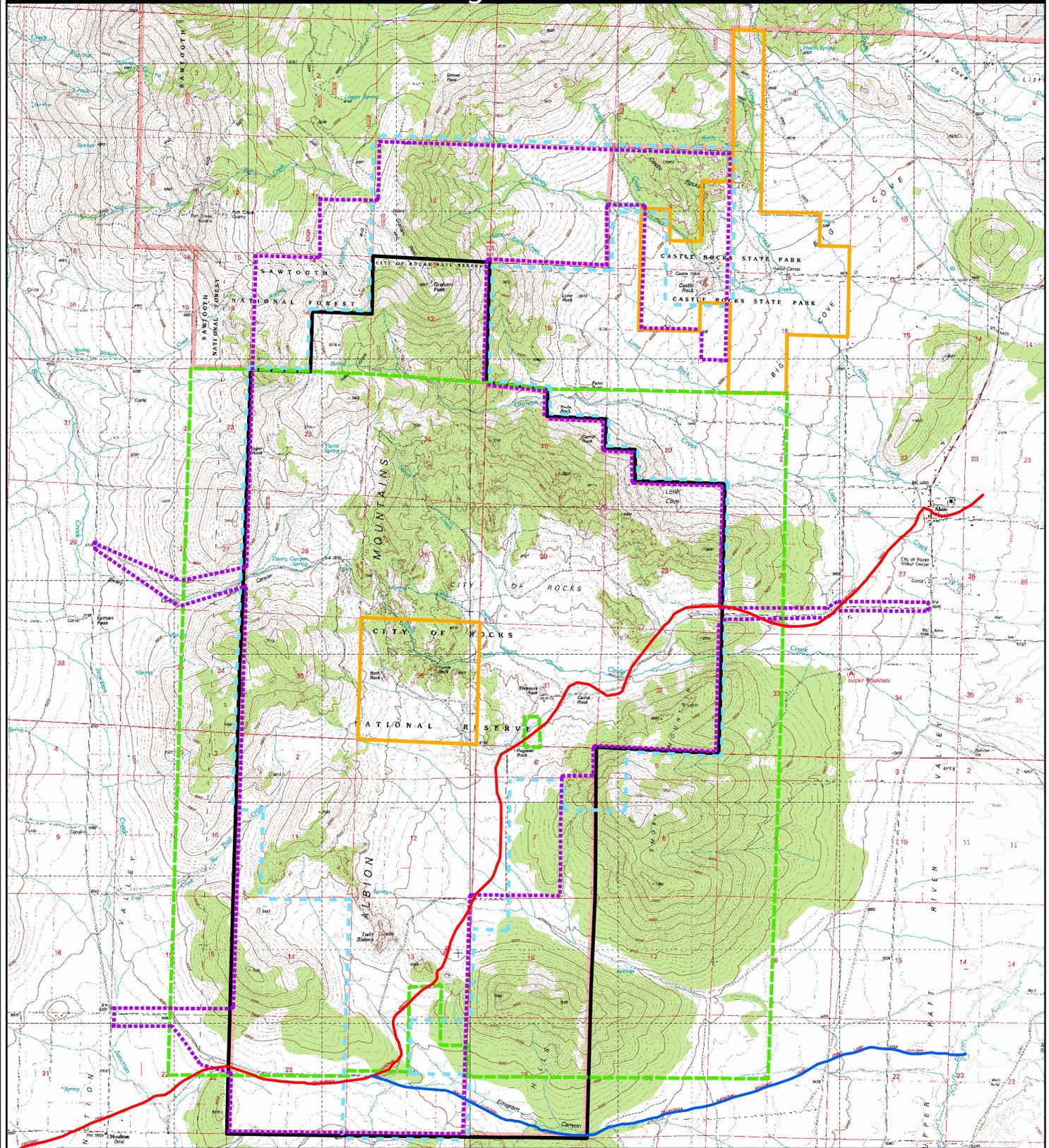
Significance



The City of Rocks was designated a state park in 1957, a National Historic Landmark in 1964, and a National Natural Landmark in 1974 (Figure 1). The spectacular rock formations are acclaimed by geologists and climbers alike. The purpose of the Reserve as stated in the enabling legislation passed by Congress in 1988 is “...to preserve and protect the significant historical and cultural resources; to manage recreational use; to protect and maintain scenic quality; and to interpret the nationally significant values of the reserve” (Public Law 100-696). This legislation clearly states that recreation in the Reserve will be managed in a manner that protects the “significant historical and cultural resources” and maintains “the scenic quality” of the

National and State Designations

City of Rocks National Reserve
U.S. Department of the Interior



National Reserve Boundary	California Trail
Idaho State Parks	California Trail (Salt Lake Cut-Off)
National Natural Landmark Boundary	
National Historic Landmark Boundary	
Historic Preservation Zone	

0 0.5 1 Miles

Produced by the Information Coordination & Management Program
March 2011
Source: Boundaries and trails from NPS.
Topo maps from USFS & USGS.

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Figure 1. City of Rocks National Reserve with National and State Designations

Reserve. The association of the Twin Sisters formation with the California Trail makes the formation one of the most important and iconic views in the Reserve. Reading the emigrant journals provides an understanding of how important a landmark the Twin Sisters formation was to people on this long journey. There are many journal entries that mention the Twin Sisters by name.

Prior to 1848, when the Twin Sisters received their name, the journals mention the formation by other names; Steeple Rocks (59, various spellings), Twin Mounds (22), Twin Buttes (4), Twin Pyramids at Gate (1), Two Dome Mountain (1), and Castle Rocks (1). These 88 descriptions in 86 journals clearly show that the emigrants noticed the formation and thought it worthy of comment. In 1848, Addison Pratt named the formation Twin Sisters as the Mormon Battalion was returning from California and indeed the formation most resembles its name when viewed from the south looking north. In addition to the emigrants on the California Trail, the emigrants on the Salt Lake Alternate used the Twin Sisters as a landmark. The Twin Sisters is clearly visible where the Salt Lake Alternate joined the California Trail.

After the completion of the transcontinental railroad in 1869, the Boise- Kelton stage coach route ran along the Salt Lake Alternate route from Kelton, Utah, passed to the south of the Twin Sisters, and then turned north to Oakley. The formation is visible from the site of a home station on the Boise-Kelton route (see cover photo). Today the valley on the south side of Twin Sisters is called Junction Valley, named for the meeting of the California Trail and the Salt Lake Alternate/Boise-Kelton Stagecoach route, two important transportation routes which passed within view of the formation.

In April of 1991, Public Law 102-328 amended the National Trails System Act to include the California National Historic Trail. This amendment reinforces the congressional mandate in the Reserve's enabling legislation, by recognizing the California National Historic Trail as a significant part of our nation's history.

In addition, the Twin Sisters formation may be of importance to the Native American groups with ties to the area. The ethnographic study conducted by Epochs Past (1999) found limited ethnographic information concerning the City of Rocks area. However, "References to the importance of the area in scattered remarks made by tribal members... suggest that these spiritual values may indeed be present..." (Toothman 1994).

Climbing

The documented history of climbing in the Reserve or "the City" as it is known by climbers begins in the 1960's when a group of climbers called the "Steinfells" began to establish routes on the granite spires. Climbing was accomplished with minimal protection by these early practitioners. In the 1970's and 1980's the popularity of climbing grew. The development of the battery powered cordless drill enabled climbers to place bolts relatively quickly and this led to an increase in establishing bolted

climbing routes. This development of fully bolted routes increased the safety of climbing and therefore opened the sport up to people with a lower tolerance of risk and technical skill.

In the late 1980's and early 1990's, the City of Rocks saw an exponential increase in visitation by climbers as did many NPS units with rock faces conducive to climbing. In a system wide effort to manage recreational climbing the NPS required all NPS units with climbing areas to prepare a Climbing Management Plan. This form of recreation was not unknown in NPS units prior to 1993 however, with the increase in the popularity of the sport for the reasons mentioned above the NPS decided the management of climbing required attention. For further discussion of climbing history at the Reserve see the Climbing Management Plan (NPS 1998 p20-25).

Comprehensive Management Plan

To understand how this lawsuit developed it is helpful to review the administrative events at the Reserve at the time. The Reserve was established by Congress November 18, 1988, and almost immediately, a team was put together to create the Reserve's first Comprehensive Management Plan (Plan). A Comprehensive Management Plan provides a guide to the staff of the NPS unit concerning the management of the unit. It was during the development of this Plan and the Climbing Management Plan that the conflict between cultural resource protection and climbing recreation arose.

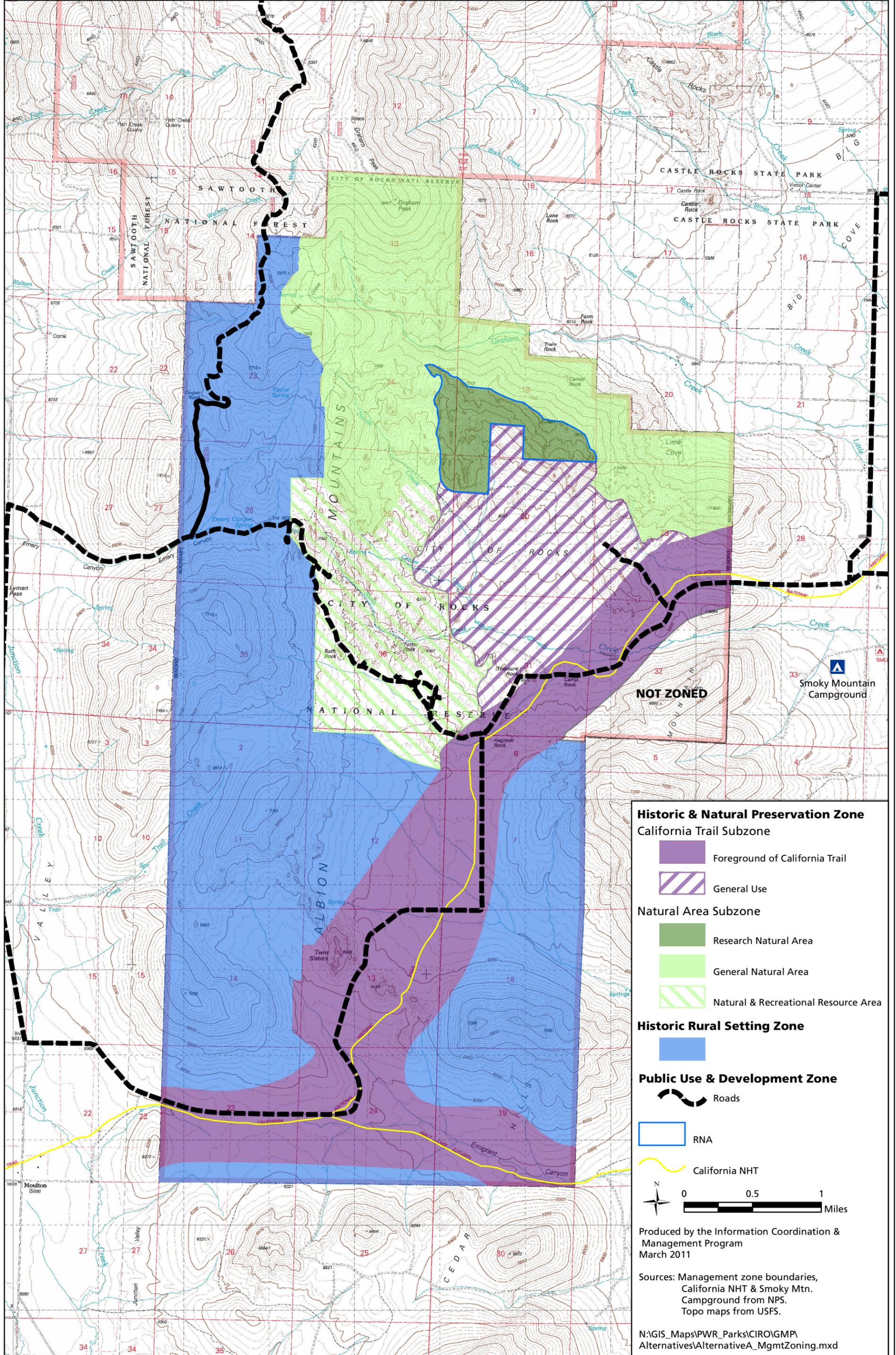
Comprehensive Management Plans are created by a team of subject experts and made available to other Federal and State agencies and the public for comment. These comments are incorporated into the Plan which is then approved by the NPS and the staff begins to implement the Plan. The life span of a Plan is approximately 15-20 years. One of the steps in developing this Plan is to assign management zones to specific areas of the Reserve. These management zones provide a framework for the staff to make management decisions affecting resources and visitor experiences in each zone. The zones outlined in the Reserve's Plan were; the Historic and Natural Preservation Zone, the Historic Rural Setting Zone, and the Public Use and Development Zone. Two subzones were established under the Historic and Natural Preservation Zone; the California Trail Subzone and the Natural Area Subzone (Figure 2).

Each management zone allows or prohibits specific activities according to the management goals for the area. A summary of the California Trail Subzone description is:

“The management intent for this subzone would be to preserve major landmarks, trail remnants, and inscription rocks associated with the California Trail. ...While the preservation of cultural resources ... is the primary emphasis of this management zone, appropriate recreation uses directly related to historic resources, including low-impact day uses such as walking, informal picnicking without facilities, nature viewing, and photography, are the types of activities that might occur” (NPS 1996 p30).

Management Zoning City of Rocks National Reserve

National Park Service
U.S. Department of the Interior



Historic & Natural Preservation Zone
California Trail Subzone

- Foreground of California Trail
- General Use

Natural Area Subzone

- Research Natural Area
- General Natural Area
- Natural & Recreational Resource Area

Historic Rural Setting Zone

- RNA

Public Use & Development Zone

- Roads
- California NHT

0 0.5 1 Miles

Produced by the Information Coordination & Management Program
March 2011

Sources: Management zone boundaries, California NHT & Smoky Mtn. Campground from NPS. Topo maps from USFS.

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Figure 2. Management Zoning from the Comprehensive Management Plan (NPS 1996)

A full description of all the zones is found in the Comprehensive Management Plan (NPS 1996, pp 30-34).

The California Trail subzone was initially formulated by creating a quarter mile buffer around the mapped location of the California Trail. The Twin Sisters formation is located just outside this somewhat arbitrary quarter mile measurement; however, its status as a major landmark along the historic trails and as described in emigrant journals, supported the inclusion of the formation in the California Trail Subzone.

The reasoning for including the Twin Sisters formation in the California Trail Subzone is that the formation is a *significant historical and cultural resource* and is a major contributor to the *scenic quality* of the Reserve. The most effective way to manage the Twin Sisters formation was to make the management of the formation consistent with the rest of the California Trail Subzone. The Comprehensive Management Plan clearly stated that the Twin Sisters formation was included in the California Trail subzone (NPS 1996 p30).

Since the California Trail subzone did not allow technical or sport climbing (and the Twin Sisters formation is included in that Subzone) this effectively closed the Twin Sisters to climbing.

The decision to include the Twin Sisters formation in the California Trail Subzone was explained in two documents; informally in *Comments on City of Rocks Final CMP/DCP/EIS* dated July 17, 1994 and a more formal document *A Summary of the Cultural Significance of the Twin Sisters Formation* dated July 26, 1994 both written by Stephanie Toothman, Chief of the Cultural Resources Division, NPS-PNRO. In *Comments* it states:

” In regard to Twin Sisters, throughout the document we emphasize the importance of Twin Sisters as a major landmark on the trail. Yet to my knowledge, it is the only major landmark feature within the boundaries that is left out of the prime protection corridor and which we may allow activities prohibited within the corridor on. I think we are open to charges of inconsistency and favoring the climbing community, particularly when the protection corridor . . . just misses incorporating Twin Sisters. I will discuss this more fully in a separate memo.” (4/179 FOIA request).

This memo was the *Summary* prepared in July. The recommendation of the summary is:

“Recommendation: The Twin Sisters formation is one of the most important features of the California Trail within the City of Rocks. Its well-documented historic significance, its potential ethnographic significance, and the unique opportunity to experience a segment of the California Trail in a setting that retains the feeling and association of the original migration era, are all excellent reasons to protect this resource from optional, inappropriate uses such as climbing. It is my recommendation that the boundaries of the California Trail Sub-zone, which delineate the area meriting the highest level of resource protection in the

Comprehensive Management Plan, be redrawn to incorporate the Twin Sisters formation.“ (Toothman 1994).

The team realized this would create a controversy; however, the formation could not be excluded from the California Trail Subzone because it is clearly an icon of the California Trail, the primary resource of national significance within the Reserve. The Twin Sisters formation meets the criteria of the California Trail Subzone and must be preserved and protected as directed by Congress.

In 1994, the alternatives for the Comprehensive Management Plan were published for comment, and comments were numerous; some congratulated the NPS for protecting such an important landmark and others voiced concern about closing the climbing routes on Twin Sisters. All comments related to this Plan (as well as documents related to the lawsuit) are located at the Reserve’s designated archival repository at Hagerman Fossil Beds National Monument, Hagerman, Idaho. The comments received from the public and agencies were incorporated into the Plan. The Plan was sent to the Pacific West Regional Director of the National Park Service to review and to issue a Record of Decision (ROD). The ROD was delayed in an effort to resolve the Twin Sisters climbing closure issue. When it became clear that the issue could not be resolved quickly, the Director signed a ROD that deferred the decision concerning whether or not to retain that closure until the Climbing Management Plan was completed” (NPS 1998).

Twin Sisters Resource Study

The Twin Sisters Resource Study (Study) was initiated in response to concerns of the impact of technical climbing on the formation. The Study was initiated in 1993 during the Comprehensive Management Plan process to resolve the issue of “whether impacts to the significant cultural and natural values of the Twin Sisters warrant prohibition or restriction of rock climbing on the spires. Also to be resolved is the level of significance of the Twin Sisters feature itself; both as a cultural and natural resource” (NPS 1993). A moratorium on public climbing was instituted on March 3, 1993 until the completion of the Study. The conclusions of the Study were 1) the assessment did not reveal trends which suggest impairment of the natural state of the Twin Sisters. 2) the Twin Sisters is one of the most important features of the California Trail within the City of Rocks. 3) The natural resource significance associated with the Twin Sisters has not been affected.

Taking these three results into consideration the recommendation of the Study was to close the Twin Sisters to climbing based on the fact that the formation “has well-documented historic significance and potential ethnographic significance, and provides a unique opportunity to experience a segment of the California Trail in a setting which retains the *feeling and association* of the original migration era” (emphasis added; NPS 1993). The Twin Sisters Resource Study is on file in the Reserve’s library. **Note:** “feeling and association” are two of the standard criteria that professionals in the field of historic preservation use to determine if a property is eligible for the National Register of Historic Places (<http://www.achp.gov/nrcriteria.html>).

Climbing Management Plan

During the same Comprehensive Management Plan process Maura Longden, an NPS Climbing Ranger, realized the need for a Climbing Management Plan to provide additional direction concerning the management of climbing at the Reserve. As a result of Ms. Longden's efforts, the NPS directed all park units with recreational climbing to produce a similar plan. The development of this plan took place over five years (1993-1998). The only issue that generated significant comment was the closure of Twin Sisters to climbing (NPS 1998). The preferred alternative is outlined according to the management zone or subzone the formation lies in. Climbing is prohibited in the California Trail subzone as follows;

- Climbing or scrambling on any surface of inscription rocks is prohibited.
- Climbing within the foreground viewshed of the California Trail is prohibited. The foreground of the California Trail area is approximately ½ mile wide along most of the trail corridor but also includes the Twin Sisters formation.
- Climbing is prohibited on the two spires of the Twin Sisters formation.

The Climbing Management Plan is on file in the Reserve's library and available on the Reserve's website: <http://www.nps.gov/ciro/parkmgmt/planning.htm>. In addition, William Walters, Deputy Director, Pacific Northwest Region (PWR), NPS wrote a 12 page *Memo to Files* concerning the Climbing Management Plan and the Decision to Close Twin Sisters to Recreational Use (4/297 FOIA Request). On February 27, 1998, the PWR Deputy Director, William Walters signed the Climbing Management Plan and Finding of No Significant Impact.

Access Fund vs. National Park Service

Case Number CV 98-0445-E-BLW

The Access Fund requested documents related to the Twin Sisters climbing closure under the Freedom of Information Act (FOIA) on December 9, 1994; December 8, 1995; and July 30, 1998. The lawsuit was filed in the United States District Court for the District of Idaho on November 9, 1998. On July 16, 1999 The National Park Service and The Access Fund proposed a summary judgment.

Two major claims were made in the complaint;

- 1) Did NEPA require that a separate Environmental Impact Statement be prepared before a decision was made by the NPS to close the Twin Sisters to climbing?
- 2) Was the decision by the NPS to close the Twin Sisters arbitrary, capricious, an abuse of discretion, or not otherwise in accordance with the law?

On March 29, 2000 the Honorable Mikel H. Williams issued a judgment in favor of the National Park Service.

The court explained that if a federal action were to have an adverse effect on the environment then an EA or EIS would be necessary. However, in this case the federal action would prevent any impacts and therefore an EA or EIS was not needed. An excerpt from the Report and Recommendation states:

*“The point was made succinctly in Douglas County v Babbitt:
“If the purpose of NEPA is to protect the physical environment, and the purpose of preparing an EIS is to alert agencies and the public to potential adverse consequences to the land, sea, or air, then an EIS is unnecessary when the action at issue does not alter the natural, untouched physical environment at all.” (Report and Recommendation Case CV 98-0556-E-BLW. P25-32)*

In answer to the second claim the court declined to substitute its expertise for that of the agency. The agency had made a decision after going through a systematic process and the court deferred to the agency’s judgment. The court stated:

“The enabling legislation was directed to conservation and protection of the cultural and natural resources and it is clear that City of Rocks was not created in order to protect climbing opportunities for the general public. In fact, when the statute states that NPS was to manage “recreation” it is clear that recreation would be managed in such a way so as not to devalue the historic purpose behind the creation of the Reserve” (Report and Recommendation Case CV 98-0556-E-BLW. P34).

The court pointed out that the Draft Comprehensive Management Plan and EIS, the Final Comprehensive Management Plan and EIS, the Draft Climbing Management Plan and Environmental Assessment, and the Final Climbing Management Plan and Environmental Assessment had been completed and reviewed and commented upon by the public. The Comprehensive Management Plan process began in January of 1990 and the Climbing Management Plan was signed on 1998 making it clear that “. . .it cannot be said the NPS rushed to judgment on this issue” (Report and Recommendation Case CV 98-0556-E-BLW. P35).

Summary

During the process of developing the Comprehensive Management Plan, staff decided to include the Twin Sisters formation in the California Trail Subzone because it was a major landmark along the California Trail.

This was a controversial decision because climbing is not allowed in the California Trail Subzone and climbers had been allowed to technical rock climb the Twin Sisters formation prior to this decision. Climbers objected, and the Access Fund filed a lawsuit on behalf of the climbing community against the National Park Service asking the court to set aside the closure.

There are some points to be emphasized that clarify the situation. It is important to note the decision made was to include the formation in the California Trail Subzone not to close the Twin Sisters to climbing. The *effect* of that decision was that the formation was closed to climbing and other inappropriate uses for resources within the California Trail Subzone. There is ample evidence to support the inclusion of the Twin Sisters formation in the California Trail Subzone.

While this may seem like semantics it is an important distinction because it clearly shows that the NPS decision was not capricious or arbitrary but was actually very systematic and grounded in the fact that the formation is an important feature of the California Trail and as such belongs in the California Trail Subzone with the rest of the significant features along the California Trail (e.g. wagon ruts and signature rocks).

Conclusions

The controversy between the climbers represented by the Access Fund and the NPS is an instance of the lack of understanding of the mission of the National Park Service by its visitors. One of the most common points in letters from climbers and the Access Fund was that climbers are the majority user group of the City of Rocks National Reserve. What many visitors do not realize is that units of the National Park Service are established by Congress for a specific purpose or purposes. It is the responsibility of the NPS to fulfill the purpose(s) set forth in the enabling legislation or presidential proclamation.

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Appendix A Key Personnel and Events

Personnel

Individual	Title and Affiliation	Dates of Service
Stanley T Albright	Regional Director of the Pacific Northwest Region, NPS	1995-1998
Keith Dunbar	Chief of Planning of the Pacific Northwest Region, NPS	1991-2011
Yvonne Ferrel	Director of the Idaho Department of Parks and Recreation (IDPR)	1987-2002
Tom Green	Idaho State Archaeologist	1975-1992
Steve Guerber	Director Idaho State Historic Preservation Office	1998-2007
John Hill	Director Idaho State Historic Preservation Office	1992-1998
Ned Jackson	Superintendent of CIRO	1990-2001
Maura Longden	CIRO Climbing Ranger	1990-1995
Paul Minault	National Access Coordinator for The Access Fund	1994-1998*
Claudia Nissley	Director of the Western Office of the Advisory Council for Historic Preservation (ACHP)	1989-1996
Charles Odegaard	Regional Director of the Pacific Northwest Region, NPS	1987-1995
David Pugh	Superintendent of City of Rocks National Reserve (CIRO) and Hagerman Fossil Beds National Monument (HAFO)	1988-1990
Brad Shilling	CIRO Climbing Ranger	1995-Present
Stephanie Toothman	Chief of Cultural Resources for the Pacific West Region, NPS	1988-1995 2004-2010
	Columbia Cascades Support Office	1995-2004
William Walters	Deputy Regional Director of the Pacific Northwest Region, NPS	1992-1998
Robert Yohe	Idaho State Archaeologist	1992-2000

*Reflects date of correspondence received

Events

1957 City of Rocks State Park was created in Section 36 of T15 South R23 East. This minimally protected 620 acres in the heart of the climbing area. The Idaho Department of Lands owned Section 36 and designated and managed it as a state park.

1960's –early climbing is documented in the City of Rocks area. The beginnings of climbing in the US are not well documented as many early climbers saw climbing as a personal experience and did not seek to widely publicize their ascents.

1964 The City of Rocks was designated a National Historic Landmark. The landmark nomination cites the presence of the California Trail as the primary reason for the designation.

1966 the City of Rocks was automatically placed on the National Register of Historic Places (NRHP) by virtue of its designation as a National Historic Landmark. The NRHP nomination form contains the following reference " The Twin Sisters, two granite spires which mark the south edge of the City of Rocks, and were a prominent landmark to travelers through Emigrant Canyon, are over 600 feet tall." (1966).

1974 Section 36 was purchased from the Department of Lands by The Idaho Department of Parks and Recreation and continued to be managed as a state park.
1988 the Reserve was established. This was the culmination of several decades of effort by people in southeastern Idaho. As early as the 1920s and 30s businessmen were interested in attracting tourists to the area. These people were trying to interest the NPS in the City of Rocks because of its history, geology, rural location, and scenic beauty.

January 1990 The Comprehensive Management Plan process was initiated.

June 1991 an Interim Climbing Management Plan was developed by a 13-person group including climbers, local landowners, and natural and cultural resource specialists.

December 1993, the Twin Sisters Resource Study was completed. The study concluded "That is [it] was most appropriate to manage the Twin Sisters as part of the California Trail Management Zone, in which cultural resources protection is given the highest priority and is the paramount value to be protected within the subzone. " (CIRO 1998 p5).

December 9, 1994 and December 8, 1995 The Access Fund requested all correspondence related to the issue under the Freedom of Information Act (FOIA).

In the 1996 Comprehensive Management Plan the Twin Sisters was shown as part of the foreground of the California Trail Subzone (CIRO 1996). This determination was made with the recognition that the Twin Sisters formation is a significant feature of the California National Historic Trail.

February 27, 1998, The Deputy Regional Director of the Pacific West Region, William Walters signed the Climbing Management Plan and Finding of No Significant Impact.

July 30, 1998 The Access Fund made another request for all correspondence related to the issue under the Freedom of Information Act (FOIA).

November 9, 1998 The Access Fund filed a lawsuit against the Department of the Interior and the National Park Service (Case No. CV 98-0445-E-BLW).

March 29, 2000 the Honorable Mikel H. Williams issued a judgment in favor of the National Park Service.

Appendix B Mission Statements of the Entities Involved

National Park Service

The National Park Service (NPS) is a bureau of the Department of the Interior of the United States of America. The mission of the NPS is “...*to promote and regulate the use of the...national parks...which purpose is to conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.*” (Organic Act 1916)

City of Rocks National Reserve

Each unit of the NPS has a specific mission, usually to protect cultural and or natural resources related to one or more nationally significant aspects of American history and interpret (or explain) that significance to visitors of all ages. CIRO’s mission as outlined in its enabling legislation is “...*to preserve and protect the significant historical and cultural resources; to manage recreational use; to protect and maintain scenic quality; and to interpret the nationally significant values of the reserve*” (Public Law 100-696).

Idaho Department of Parks and Recreation

The Reserve is cooperatively managed by the NPS and the Idaho Department of Parks and Recreation (IDPR) whose mission is “*To improve the quality of life in Idaho through outdoor recreation and resource stewardship*” (<http://parksandrecreation.idaho.gov>).

National Historic Trails System

In addition, the purpose of the National Historic Trails System (NHTS) has been included here because the most significant cultural resource of CIRO is the segment of the California National Historic Trail (CNHT). The purpose of the NHTS is to identify and preserve “*historic sites related to the route or sites in close proximity thereto, which provide opportunity to interpret the historic significance of the trail during the period of major use*” (16 USC 1251 (1)).

Access Fund

The Access Fund; a non-profit organization formed to function as a “... *national advocacy organization that keeps U.S. climbing areas open and conserves the climbing environment.* Founded in 1990, the Access Fund supports and represents over 1.6 million climbers nationwide in all forms of climbing: rock, ice, mountaineering, and bouldering” (www.accessfund.org).

Oregon California Trails Association

The Oregon California Trails Association (OCTA) was formed in 1982 and their mission is to “...*protect the Historic Emigrant Trails legacy by promoting research, education, preservation activities and public awareness of the trails, and to work with others to promote these causes*” (www.octa-trails.org).

Idaho State Historic Preservation Office

The mission of the Idaho State Historic Preservation Office (SHPO) is “*To educate through the identification, preservation, and interpretation of Idaho's cultural heritage.*” Each state has a SHPO that is responsible for cooperating with federal agencies, such as the NPS, “to ensure that historic properties are taken into consideration at all levels of planning and development” (NHPA 2006).

Advisory Council on Historic Preservation

The Advisory Council on Historic Preservation (ACHP) is the entity that has legal responsibility to ensure that federal agencies, such as the NPS, act as responsible stewards of historic properties under their jurisdiction. The ACHP must be given an opportunity to comment on any proposed project which may affect an historic property. The mission of the ACHP is “*to promote the preservation, enhancement, and productive use of our Nation's historic resources, and advise the President and Congress on national historic preservation policy.*” (<http://www.achp.gov>).

The definition of an historic property for the purposes of the ACHP and Section 106 of the National Historic Preservation Act (NHPA) is “*Any prehistoric or historic district, site, building, structure, or object included in or eligible for inclusion in the National Register of Historic Places (NRHP)...*” (<http://nrhp.focus.nps.gov>).

The National Register of Historic Places (NRHP) is “*the official list of the Nation's places worthy of preservation*” (www.nps.gov/nr/ 2010).