

Harpers Ferry Center
National Park Service
U.S. Department of the Interior



Lewis and Clark National Historic Trail Long-Range Interpretive Plan

September 2018



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On the cover: A young visitor to NeCus' Park in Cannon Beach, Oregon, takes a selfie with a Clatsop welcome pole. NPS photo.

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The Trail of a Nation

One of the first four trails created under the National Trails System Act as amended by Congress in 1978, Lewis and Clark National Historic Trail commemorates an epic journey in the history of the United States: the 1804-1806 expedition – 3,700 miles and 28 months – across the North American continent from Wood River, Illinois to the Pacific Ocean and back again. The Lewis and Clark Expedition crossed the Great Plains, traversed high western deserts, and climbed the northern Rockies, ultimately reaching the temperate rain forest and windswept coastline of the Pacific Northwest. Along the way, the “Corps of Discovery” met with more than 50 Indian tribes, described vast landscapes, endured dramatic climates and weather variations, and documented hundreds of plant and animal species.

The Lewis and Clark Trail we know today runs through eleven states: Illinois, Missouri, Kansas, Iowa, Nebraska, South Dakota, North Dakota, Montana, Idaho, Oregon, and Washington. Along the way are 16 Indian reservations and 9 tribal trust lands, 13 national forests or grasslands, 21 national wildlife refuges, and 9 units of the National Park Service.

There are 19 Trail-related National Historic Landmarks on the route, as well as intersections with 9 other national trails. Altogether, the designated autotour route of the Trail encompasses nearly 6,200 driving miles on local, state, and federal roads along both sides of the Missouri and Columbia rivers, with another 1,439 river miles designated as water trails. For travelers, even in our fast-moving 21st-century world, making the full journey of the Trail can be a years-long – and life-altering – experience.

Yet it is important to recognize the somewhat elusive nature of today’s Lewis and Clark National Historic Trail. An auto tour and water route, the Trail is clearly visible on a map or in a history book, but not always visible on the landscape it traverses. Its land areas are owned by different entities, public and private. Many visitor stops also function as interpretive stops for other purposes, not exclusively for the Trail. The National Park Service is charged with administering the Trail, but owns and operates only a very small percentage of it and has minimal enforcement authority. In planning for the Trail’s future, the NPS must call on and collaborate with scores of Trail partner organizations, individuals, and the visiting public.

Creating the Trail's First Long-Range Interpretive Plan

As a discipline, interpretive planning is unique to parks, trails, wildlife refuges, cultural heritage or historical sites, and other public lands or natural areas set aside for the visiting public. Unlike plans that focus on finances, management, operations, or facilities, a long-range interpretive plan focuses directly on visitors and how they use and enjoy the site. The plan starts with basic questions: Who are the Trail's visitors today – and who will be the visitors and supporters of tomorrow? What do Trail visitors enjoy about the Trail? What do they expect to do, see, or learn? In short, what makes time on a Trail excursion a great experience for visitors, no matter who they are, where they come from, or what abilities or backgrounds they bring to their trip?

This long-range interpretive plan, the first for Lewis and Clark National Historic Trail, seeks to answer these questions. In doing so, the plan will provide guidance for staff, partners, and volunteers in developing and collaborating on future interpretive programs and services – tours, exhibits, web content, brochures, social media, and more – for the next generation of Lewis and Clark explorers.

The interpretive planning process for the Trail began in April 2017, when the Trail interpretive staff and a contracted consulting team met in Omaha, Nebraska at the Trail headquarters for a two-day scoping session and a review of the Omaha visitor center. Next, the team conducted a stakeholder workshop in Omaha, the first of five. Trail partners hosting the workshops included the Lewis and Clark National Historic Trail headquarters in Omaha, Nebraska; the Lewis and Clark Boat House and Museum in St. Charles, Missouri; the North Dakota Lewis and Clark Interpretive Center in Washburn, North Dakota; the Lewis and Clark National Historic Trail Interpretive Center in Great Falls, Montana; and the Columbia Pacific Heritage Museum in Ilwaco, Washington. Supplementing the on-site workshops were three webinars, one specifically seeking tribal participation. Altogether, 98 individual stakeholders representing dozens of partner organizations and communities participated in the workshops and webinars. The results of these discussions with Trail supporters were invaluable and fundamental to the development of this plan. Looking forward, the support of these and many other stakeholders, partners, and Trail supporters will be critical to the plan's success.

Barring legislative changes, the plan elements in Section 1: Foundation for Planning are expected to remain constant through the years. In Section 2: Recommendations, a sequential list of recommendations offers guidance for short-term actions (the first one to three years of the plan), mid-range actions (years four to six), and long-term initiatives (years seven to ten and beyond). Specific plan recommendations such as new exhibits, wayside panels, web materials, and other types of interpretive media will require design charrettes and other types of additional planning as they are developed. Section 3: Implementation is a chart that functions as a working template and timeline for accomplishing each recommendation.

Foundation for Planning



History and Legislative Background

National efforts to preserve and commemorate the route of the Lewis and Clark Expedition date back to 1948, when the National Park Service recommended a “Lewis and Clark Tourway” to follow the Missouri River from St. Louis, Missouri, to Three Forks, Montana. A few years later, J.N. “Ding” Darling, leader of the agency that became the U.S. Fish & Wildlife Service, proposed a full cross-country trail as part of a nationwide “Recreation Ribbon.”

In 1964, Congress passed Public Law 88-630 establishing the Lewis and Clark Trail Commission, which oversaw the designation and marking of the Lewis and Clark Trail Highway and a uniform marking system for recreation and historic areas along expedition routes.

By 1965, the federal Bureau of Outdoor Recreation (an agency eventually absorbed into the National Park Service) issued the results of a federal, state, and local interagency study, “Lewis and Clark Trail: A Proposal for Development,” followed by a landmark publication, “Trails for America: Report on Nationwide Trails Study,” in December 1966.

With the passing of the National Trails System Act of October 2, 1968 (Public Law 90-543), the Lewis and Clark Expedition route was listed in Section 5(c) for possible designation as a National Scenic Trail. Subsequently, based on a 1977 Bureau of Outdoor Recreation study, the full 3,700-mile expedition route was identified as we know it today: the 1804-05 outbound route from Wood River, Illinois, to the Pacific Ocean, and the 1806 routes through Idaho and Montana on the inbound trip. Significantly, the 1977 study also recommended a new trail category – National Historic Trails.

Public Law 95-625, known as the National Parks and Recreation Act of 1978, amended the National Trails System Act to include National Historic Trails. The 1978 act named the Lewis and Clark, Oregon, Mormon Pioneer, and Iditarod routes as the nation’s first four National Historic Trails.

Striking a pose made famous by Lewis and Clark National Historic Trail road markers across 11 states, a young explorer points westward from a campground in South Dakota. For many travelers, following the trail can become a lifelong adventure. NPS Photo.

Purpose Statement

Drawing on the Trail’s founding legislation, the purpose statement identifies the reasons for the Trail’s creation.

The purpose of the Lewis and Clark National Historic Trail is to commemorate the 1804 to 1806 Lewis and Clark Expedition through the identification; protection; interpretation; public use and enjoyment; and preservation of historic, cultural, and natural resources associated with the expedition and its place in U.S. and tribal history.



Significance Statements

Significance statements summarize why the Trail's unique resources and values are important enough to warrant national trail designation.

The Lewis and Clark National Historic Trail is significant as a unit of the national trails system because:

- The Lewis and Clark National Historic Trail commemorates the 1804 to 1806 Corps of Discovery, which explored the Louisiana Territory and beyond. This epic journey contributed to significant scientific knowledge and profound political, social, economic, cultural, and environmental changes to the lands and the peoples of the North American continent.
- The Lewis and Clark National Historic Trail identifies and marks the historic route and sites where the Lewis and Clark journey took place and provides context for preservation of the route and further understanding of the expedition and its subsequent outcomes.
- The Lewis and Clark National Historic Trail links contemporary communities including tribes, whose historic connections span generations, to the places associated with the 1804 to 1806 expedition. The Trail provides an opportunity to demonstrate the continuum of human history in these same locations and the subsequent relationships that developed among multiple cultures.
- Segments of the Lewis and Clark National Historic Trail retain characteristics and a sense of place similar to those seen and experienced by the Corps of Discovery. Today, the Trail provides visitors with connections to the historic event through recreational, interpretive, and educational opportunities.
- The Corps of Discovery recorded a vast amount of information about landscapes, resources, and the people encountered during the journey. The observations of the corps are used today to connect the public with the past and illuminate the changes that have taken place over time.
- Following the expedition's route from eastern forests through treeless plains across the Rocky Mountains to the Pacific Northwest, the Lewis and Clark National Historic Trail crosses a wide diversity of landscapes, biological communities, and climate zones.

Interpretive Themes

Five interpretive themes were developed as part of the Trail's 2012 Foundation Document.

Theme 1: Growth of a Young Nation

Leaving Wood River, the Corps of Discovery set out on a military expedition into unfamiliar lands to find a direct water route to the Pacific Ocean for commerce for the young nation. During the epic journey, the corps discovered the rich potential for fur trading in the Upper Missouri area, identified and suggested locations for military posts, and gathered geographic and scientific data.

Theme 2: Documenting Observations of Natural Science

The Corps of Discovery made meticulous notes of natural environs, documenting the diversity and uniqueness of plants and animals, weather, natural cycles, and the vitality of the natural world. Through diligent documentation, comparisons of their scientific observations to current conditions can capture visions of the past.



Lemhi Pass, a National Historic Landmark, marks the boundary between Idaho and Montana.
NPS photo.

Theme 3: Encountering Indigenous Peoples

The Corps of Discovery, diverse in their cultures, experiences, and skills, explored vast lands and participated in diplomatic encounters with Indian nations. They traded with, learned from, and depended on friendly relations with over 50 tribes throughout the course of the journey. The American Indians they encountered had been living on the land for thousands of years and had complex societal, political, economic, and spiritual structures in place. The Indian people shared their food, knowledge, and skills with the Corps of Discovery, thus ensuring their survival and the successful completion of their mission.

Theme 4: Unity through History

The Lewis and Clark Expedition marks a significant time in the nation's history. Some call it an epic event leading to the prosperous growth of a young nation while others characterize it as having huge disruptive impacts on the viable and rich indigenous cultures. Listening to each other with respect, the nation can unite through an understanding of multiple perspectives of the collective history of the United States.

Theme 5: Traces of the Past Observed Today

The Lewis and Clark National Historic Trail provides opportunities to glimpse the past, learn from history, visit tribal nations, and explore the landscape.



Management Goals for Interpretation

Our goals are to serve as a leader, a coordinator, and a resource to others who help interpret the Lewis and Clark story and the Lewis and Clark National Historic Trail.

These goals include the following:

Communication:

- Increase the effectiveness of communication with partners, friends and visitor centers along the Trail.
- Develop a strong Trail community that supports the NPS in achieving its responsibilities under the National Trails System Act.

Awareness:

- Increase awareness of the Trail, to include the NPS's role in administering the Trail so that the public, governmental and non-governmental organizations appreciate its value and understand their connection and responsibility to the history and resources of the Lewis and Clark NHT.



This scene captures a wintertime view of the Missouri River from Omaha, Nebraska, to Council Bluffs, Iowa. NPS photo.

Education:

- Provide opportunities for the public to learn about the expedition from multiple perspectives.
- Provide opportunities for people to understand the contributions made by a diverse variety of people, emphasizing American Indians, to both the historic expedition and the contemporary Lewis and Clark NHT.
- Provide opportunities for American classrooms to deliver high-quality instruction on the Lewis and Clark journey and all of its many diverse people and cultures.
- Provide opportunities for partner sites to develop and implement programming for student audiences.
- Provide opportunities for young Americans, under the age of 35, to interact with the natural and cultural resources of the Trail and gain real-world experience in conservation and preservation efforts therein.

Visitor Experience:

- Work with partners to help enhance the visitor experience through multiple methods such as digital, print, visitor centers, waysides, and Trail retracement routes (road, water, and trail).
- Provide opportunities for visitors to learn about the diversity and contributions of American Indians to the Lewis and Clark Expedition.



Audience and Visitor Data

For Trail enthusiasts, completing all 6,197 roundtrip miles of Lewis and Clark National Historic Trail Auto Tour Route is the ultimate road trip. One could spend decades on summer excursions, weekend drives, and winter detours. Yet millions of other people drive the Trail auto tour route every day, most without realizing it. The dichotomy between these two types of Trail users makes any calculation of annual Trail visitation an imprecise exercise at best.

Visitor centers along the Trail are operated by scores of different entities and have differing methods for measuring visitation, depending on the number of entry points, facilities, and the ways visitors enter and move through the site. As for automobile traffic counts, on an auto route of nearly 6,200 miles of public roads filled with local drivers as well as tourists, highway traffic counts have little meaning.

One way to grasp the traveling public's enduring interest in adventures such as following the Lewis and Clark Expedition is to look at the most popular kind of leisure travel in the United States, a category labeled "cultural/heritage travelers." According to the most recent Cultural and Heritage Traveler Report used by the U.S. Department of Commerce (Mandala Research, 2013), 76% of all adult leisure travelers are cultural/heritage travelers – a population of some 129.6 million. Heritage tourists travel "to experience the places, artifacts and activities that authentically represent the stories and people of the past," in the words of the National Trust for Historic Preservation. In short, tourists are looking for opportunities like Lewis and Clark National Historic Trail. Yet visitation has declined at most sites along the Trail.



A bicyclist pedals in Missouri Headwaters State Park in Montana. Photo by Alex Wiles.

Visitor Experience Goals

What motivates visitors to explore Lewis and Clark National Historic Trail? What are they looking for? What do they expect to find? What memories will they take away with them when they leave?

Interpretive planning seeks to enable a high level of visitor experience for all visitors, regardless of age, ability, or background, at every stop along Lewis and Clark National Historic Trail.

At a minimum, all visitors to the Trail should have opportunities to:

- Access and explore portions of the Trail by riding, walking, or boating on designated Trail routes.
- See, hear, and experience parts of the physical landscape and ecosystems once explored by Lewis and Clark.
- Explore the stories and physical route of the Trail through a range of diverse, accessible interpretive media choices such as wayside exhibits, interior exhibits, immersive and hands-on activities, films, audio, photographs, audio description and/or braille, and web-based storytelling.
- Gain an awareness of the varying historical and contemporary tribal homelands they pass through.
- Learn about many diverse individuals, including Corps of Discovery and tribal people, on and along the historic expedition route.
- Gain an understanding of the scope and scale of the expedition in its era – before automobile or airplane travel, reliable mapping, and telecommunications.
- Feel some of the universal emotions of undertaking a journey and encountering unfamiliar cultures: excitement, fear, curiosity, courage, admiration, pride, connection, sorrow, conflict, anger.
- Feel some of the universal emotions that may have been experienced by American Indians as the expedition journeyed through their homelands: fear, anger, curiosity, courage.
- Leave the Trail with new perspectives on the Lewis and Clark Expedition, tribal encounters, and the journey's role in U.S. history.
- Get involved with the Trail or other public lands through volunteerism, advocacy, reenactments, or other kinds of stewardship.
- Leave the Trail experience asking questions, and knowing where to go in-person or virtually to learn and experience more.
- Share the Trail experience with family and friends.

Existing Conditions

By the time of the bicentennial of the Corps of Discovery Expedition in 2004-2006, each of the 11 states along the Trail offered at least one visitor center or museum specifically designated to interpret the Trail. Some of these were previously documented historic sites, often already protected in state parks, while others were museums or visitor centers constructed as part of the bicentennial. Other Trail sites were outdoor venues with scenic overlooks and a few wayside signs, like the historic Sergeant Floyd Monument, a stark obelisk built on the river bluff near Sioux City, Iowa, in 1900.

No matter where 21st-century visitors choose to pick up the Trail, they are likely to find plenty of places to stop and explore. These stopping points vary considerably in the content and focus of their offerings. Yet regardless of age or ownership, most visitor-oriented sites along the Trail display ambitious approaches to interpreting this landmark event in U.S. history.

Visitors can tour meticulously preserved or replicated historic structures; walk where Lewis and Clark walked; view the broad rivers, sweeping vistas, and monumental rock formations the expedition saw; step into replica keelboats and try to steer; “converse” with a life-sized animatronic Thomas Jefferson; gaze dizzily up at the grand vision of the Gateway Arch; explore replica forts or tribal earth lodges; encounter enormous taxidermy bison, raptors, or black bears; and examine authentic documents and artifacts in climate-controlled museum environments.

There are hundreds of interpretive stopping points along the Trail, with Trail stories provided by municipal, county, and state and tribal governments, federal agencies, and non-profit organizations.

Personal Interpretation

Across the length of the Trail, partners provide hundreds of different approaches to personal interpretation, much of it tied to special events or seasonal activities. In general, regularly scheduled ranger-led tours are available primarily at national or state historic sites with substantial land areas and/or authentic or replica structures. In contrast, most other partner sites along the Trail are custom-built interpretive centers and museums with self-guided interpretive exhibits; such sites have less need (and fewer staff) for regular personal tours.

Still, both historic sites and interpretive centers provide a variety of personal interpretation through special events,

especially in the summer, with festivals or other events featuring reenactors, artisans, interactive programs for children and youth, and hands-on activities.

At present, there is no comprehensive listing of Trail events, either trailwide or by state or region. The Trail's NPS website calendar lists only events at the Trail headquarters in Omaha. To find Trail events or other personal interpretive programming, visitors have to know about specific locations and search those websites. Some festivals and reenactments are also listed on the website of a Trail tourism partner, lewisandclarkcountry.org calendar, along with other non-Trail events.



Personal contact with a ranger helps bring trail stories to life. NPS photo.

Interpretive Media

In the field of interpretation, interpretive media refers to any kind of visitor programming that depends on media (brochures, exhibits, films, podcasts, etc.) instead of live presenters. As might be expected on a long trail with scores of partners, the range of interpretive media available to Lewis and Clark NHT visitors varies greatly from place to place.

For descriptive purposes, interpretive media are generally grouped into categories, such as printed publications, exhibits (outdoor and indoor), digital (including audio, visual, interactive, and/or web- or smartphone-based), and social media (user-generated, shareable online media). The following summary should be seen as an overview, rather than an exhaustive list, of the current status of interpretive media along the Trail.

Print Publications

- The primary printed NPS publication of Lewis and Clark National Historic Trail is a standard NPS unigrid fold-out brochure and map. This publication is distributed in bulk and free of charge to partners to enable them to better serve their visitors and provide general orientation and information about the Trail.
- Most Trail partners also have their unique and individual printed materials, ranging from quick-copy flyers to high-end publications. Each site also employs unique branding.



Visitors learn more about the Corps of Discovery from outdoor exhibits and other interpretive media along the Trail. NPS photo.

Interior Exhibits

Trail partners offer a wide variety of interior exhibits in different settings across the length of the Trail. Although some of the exhibits predate the Lewis and Clark bicentennial, many of the interpretive centers and museums created exhibits leading up to and during the bicentennial. They have held up well and reflect excellent research, good use of artifacts, and best practices for visitor engagement. But most also face challenges of appearing outdated due to the onset of new research, new technologies, and new techniques for engagement. Some sites are seeing wear and tear from UV exposure, others have failing technology, and others see the need for incorporating new technologies and manipulatives for a more engaging visitor experience.

Over the past decade, advancements in technology have not only changed visitors' on-site behavior and ways of communicating; they have changed what is possible (and expected) in interpretive media as well. There is a pressing need to adapt and upgrade existing exhibits to address changing technologies.

Interior interpretive exhibits can be categorized as follows:

Primary

- The entire facility and exhibits are dedicated to the Lewis and Clark story.

Secondary

- The Lewis and Clark story is a secondary interpretive theme and exhibits dedicated to the trail are only a portion of the exhibits.

Marginal

- Exhibits dedicated to the Lewis and Clark story are minimal or temporary and only account for tertiary interpretive themes, yet these are still important to telling a complete story.

Trail partners' interior exhibits range from small installations to large multi-gallery immersive experiences. NPS photo.



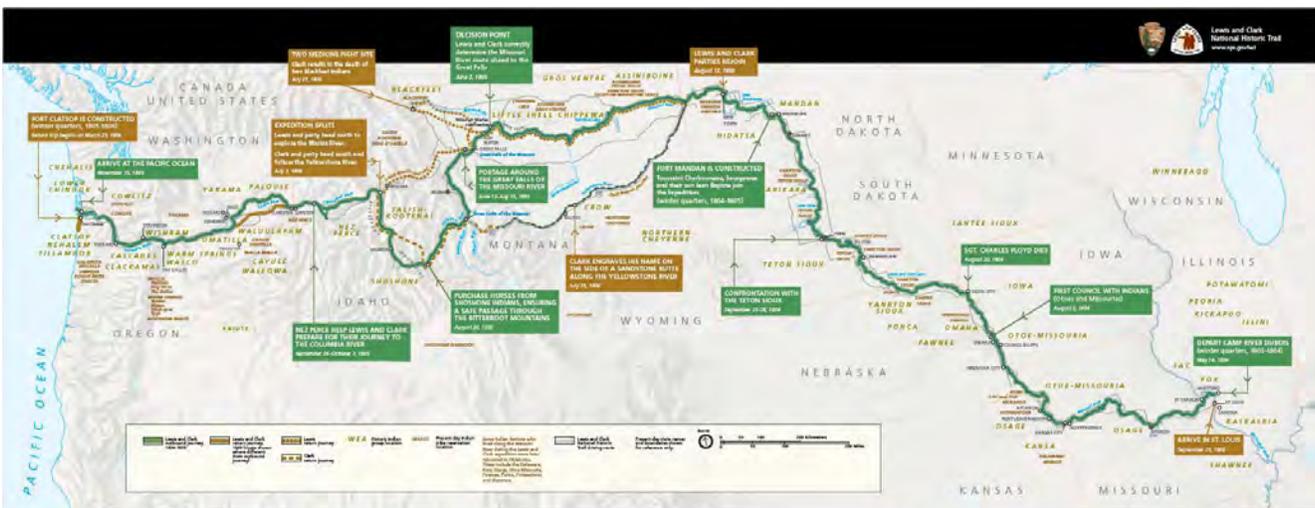
Wayside Exhibits

As might be expected on a 3,700-mile-long trail owned by many different entities, there are no complete records to confirm how many outdoor interpretive wayside exhibits (low-profile slanted panels) or kiosks (upright clusters with roofs) exist along the Trail. The best information comes from a spreadsheet compiled by the NPS showing at least 245 wayside locations with some 735 total wayside exhibits in 11 states. The spreadsheet, which dates from 2009, lists waysides by ID numbers, GPS coordinates, state and agency, material composition (mostly fiberglass or high-pressure laminate), level of vandalism, and overall condition (good, fair, poor). Many of the material and condition entries are incomplete.

A 2017 spot-check of existing waysides along the route confirms that much of the 2009 data is still relevant. An informal survey shows wayside panels in a mix of graphic design styles, materials, thematic colors, content focus, branding and identity logos, and physical condition.

Waysides created by or in collaboration with the National Park Service have consistent National Historic Trail and NPS branding, along with logos from other cooperating entities. Trail-focused waysides created by state park systems are likewise consistent from park to park, though not from state to state. Quite a few panels, regardless of their ownership, appear to pre-date the bicentennial, and many also pre-date the widespread use of digitized images. Many of these earlier waysides interpret trail stories, especially local stories, through custom artwork that is still appropriate for use today. Unfortunately, much of this older artwork is unavailable for reprinting because the original images cannot be located and the fabricator's digitized files, if any, were not retained.

In recent years the NPS Trail office has developed new exterior-use 24" x 42" low-profile wayside panels with brief overview text about the trail, high-quality photos, and the newest trail map. These replacement panels are available free of charge to partners who want to replace older signs installed during the bicentennial or before.



THE LEWIS & CLARK EXPEDITION

In 1804-1806, Captains Meriwether Lewis and William Clark led the Corps of Discovery on an epic journey. Charged by President Thomas Jefferson to find a water route to the Pacific Ocean through the newly acquired Louisiana territory, they mapped the land, recorded its resources, and met with and learned from its native inhabitants.

The landscape has changed since Lewis and Clark explored it: rivers have been dammed, forests cut over, prairies plowed under, and roads built to the horizon. Although remnants of wilderness still exist, imagine this land as Lewis and Clark first saw it two centuries ago. Today, visitors can travel in the footsteps of Lewis and Clark to share in the diverse perspectives of the Expedition and to gain a better understanding of the history of the United States.



Meriwether Lewis

William Clark

In preparation for the journey, Meriwether Lewis took crash courses in medicine, botany, zoology, and celestial observation. With President Jefferson's permission, Lewis asked his friend and former commanding officer, William Clark, to be co-leader. Clark brought his skills as an outdoorsman, a geographer and map-maker. Although opposite in temperament, they worked harmoniously throughout the two-year journey.

Digital and Web-based Media

NPS Website

Like all units of the National Park Service, Lewis and Clark National Historic Trail has an NPS website (www.nps.gov/lecl). In addition to basic information about the Trail, the NPS website has an interactive Trail atlas with multiple layers, plus a set of “story maps” that highlight individual Trail sites, water trails, Trail sites on the National Register of Historic Places, volcanoes along the Trail, and plant and animal species documented by the expedition. As a benchmark of visitor engagement with the NPS website, metrics on viewership of these pages show more than 103,000 virtual visitors and nearly 500,000 page views in FY2017. The top five viewed pages are the homepage (130,161), the maps page (116,150), history and culture (41,457), FAQ (22,586), and Plan Your Visit (18,831). The NPS.gov system has many functions the Trail is beginning to explore and utilize in its online communications.

Partner Websites

In addition to the NPS website for the Trail, each Trail partner has its own website, and several partners have websites that offer trailwide coverage. The most comprehensive of these are the websites of the Lewis and Clark Trail Heritage Foundation (www.lewisandclark.org), an independent tourism organization, www.lewisandclarkcountry.org, and Discovering Lewis and Clark (<http://www.lewis-clark.org>), which received financial assistance from the NPS, the heritage foundation, and other Trail-affiliated sources.

Films

The primary film in use by the NPS trail headquarters and other partners is the 1997 documentary “Lewis and Clark: The Journey of the Corps of Discovery” by Ken Burns, or excerpts from that film. The NPS has also produced a 16-minute film on the Trail and its partnerships. Most primary sites also have unique films.

Left: New wayside exhibits provide an overview of the Trail across its full length. The NPS makes these waysides available to Trail partners on request at no charge.

Social Media

The NPS interpretive staff for the Trail has developed and maintains the following sites:



Facebook:

<https://www.facebook.com/lewisandclarknht>

The Trail-run Facebook page has more than 18,000 followers.



YouTube:

<https://www.youtube.com/user/lewisandclarknhtnps>



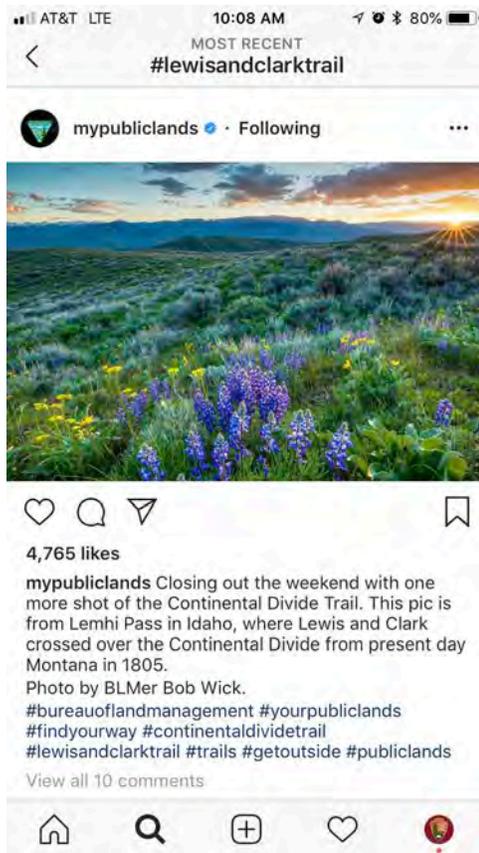
Twitter:

<https://twitter.com/LewisClarkTrail>



Instagram:

www.instagram.com/lewisandclarknht



Thousands of Trail visitors share their adventures on social media.

Trail Communications Plan

The Trail contracted for the development of a Strategic Communications Plan, which was completed in 2016. This plan identifies key communications goals and messages to help the NPS and partners work together to leverage their combined communications power to reach the public. The NPS and partners have a combined reach of over 600,000 people on Facebook.

The implementation of this plan has begun. A strategic communications working group has been formed to collaborate with the NPS on communications issues. In summer 2017, the NPS Trail staff launched a hashtag campaign using #FindYourTrail, #LewisandClarkTrail, and #HikeLewisandClark. Along with scores of stunning photos from many different contributors, the #LewisandClarkTrail campaign used a “Lewis and Clark Selfie Spot.”

The communication theme matrix was used in 2017 as the basis for the social media campaign and will be used that way again in the future.

| Lewis and Clark National Historic Trail Communication Theme Matrix | |
|--|---|
| Goal 1 | |
| Inform public and stakeholders of the history/heritage of the Trail and where to experience it. | |
| Concepts and Ideas Examples that may be explored within each theme. These are written as objectives. | Topics and Stories Examples that could be included in this theme. |
| The Trail tells the story and heritage of the country, as well as the expedition. | <ul style="list-style-type: none"> ● The story of the Lewis and Clark National Historic Trail is the story of every American’s history and heritage. ● Follow the route of the Expedition and learn about the history of Lewis and Clark National Historic Trail as well as the country. ● The National Park Service is the only entity responsible for telling the story of Lewis and Clark along the entire Trail. ● On your next trip to a national park, be sure to see if there are stops along your route to experience the history of the Lewis and Clark adventure. |

| | |
|--|--|
| <p>The Corps of Discovery was diverse and filled with fascinating individuals.</p> | <ul style="list-style-type: none"> • The diversity of the Lewis and Clark Corps of Discovery is the diversity of America. • The Lewis and Clark Corps of Discovery included men, women, children, African Americans, American Indians, and persons with disabilities. • The diversity of the Corps of Discovery shows the strength and value of diversity in America. • The Corps of Discovery was filled with fascinating individuals. Come and learn about the people as well the Corps. • The National Park Service welcomes and promotes diversity, both in our organization and when telling the story of Lewis and Clark. |
| <p>The story of the expedition is about the American Indian experience as much as it is about the Corps of the Discovery.</p> | <ul style="list-style-type: none"> • The National Park Service does not “tell” the story of the American Indian experience. We encourage and assist American Indians to tell their unique and differing experiences. • The Corps of Discovery succeeded with the help of American Indians and showed the value of collaboration between people. • The American Indian experience with Lewis and Clark is as varied and diverse as the American Indian tribes themselves. • The American Indian story is the story of the Trail. Come and learn more about American Indians and the Trail. |
| <p>Everyone can experience the history of the Trail from their home, their car, on a hike, or from a boat.</p> | <ul style="list-style-type: none"> • The Lewis and Clark Trail is for everyone. You can experience the Trail from your home, your car, at a visitor center or even from a boat or kayak. • Regardless of your physical ability, come be a part of the Trail. Opportunities to experience the Trail exist and accommodate everyone. • The National Park Service is committed to ensuring all Americans can enjoy the Trail. Considering that a member of the Corps of Discovery had a physical disability, we are proud to tell the story of the Trail to everyone who wants to be part of the Lewis and Clark experience. |

| Goal 2 | |
|--|--|
| Inform the public and stakeholders of the recreational opportunities of the Trail and where to experience them. | |
| Concepts and Ideas | Topics and Stories |
| There is an opportunity to make hiking or biking a historical adventure. | <ul style="list-style-type: none"> • Make your time enjoying the Trail even more meaningful. Consider a Lewis and Clark site for your next hiking or biking adventure. • The NPS is dedicated to preserving the natural landscape along the trails used for hiking, biking and other activities. |
| There is an opportunity to make paddling or canoeing a historical adventure. | <ul style="list-style-type: none"> • Make your time on the water even more meaningful. • Consider a Lewis and Clark site for your next paddling or kayaking adventure. • The NPS is dedicated to preserving the natural landscape along the waterways used for paddling, kayaking and other activities. |
| Many sites along the Trail are easily accessible by car. | <ul style="list-style-type: none"> • On your next long drive, be sure to see if there are sites along your route. Many sites are accessible by auto. • Many sites along the Lewis and Clark National Historic Trail are fast, fun, and convenient. |

Goal 3

Inform the public and stakeholders of the natural history of the Trail and where to experience it.

| Concepts and Ideas | Topics and Stories |
|--|---|
| <p>The history of the Trail and natural history along the Trail are one and the same.</p> | <ul style="list-style-type: none"> • Lewis and Clark never saw tumbleweeds because they came with later immigrants to the United States. The natural history of the Trail is the history of America. • The wildlife, flora, and fauna along the Lewis and Clark Trail tell the history of nature and the country. • Come see how natural history and American history combine along the Lewis and Clark National Historic Trail. |
| <p>Lewis and Clark encountered a range of natural history and visitors have the opportunity to learn more of the natural history along the Trail.</p> | <ul style="list-style-type: none"> • Lewis and Clark found diversity in both the Corps of Discovery and in the natural history along the Trail. • See the same sights as Lewis and Clark. The natural history of the Trail remains even after they are gone. • Lewis and Clark encountered dinosaur fossils. Find out how and learn more of the natural history of the Lewis and Clark Trail. |
| <p>Everyone can experience the natural history of the Trail from their home, their car, on a hike, or from a boat.</p> | <ul style="list-style-type: none"> • The Lewis and Clark Trail can be experienced in all kinds of ways: from a car, along a trail, on a river, or even from home. • The NPS works to ensure that everyone can experience the Lewis and Clark Trail regardless of their physical ability. |

Goal 4

Increase the awareness and attendance of a diverse and underserved demographic in all Trail activities.

| Concepts and Ideas | Topics and Stories |
|--|--|
| <p>The Lewis and Clark Expedition included African Americans, American Indians, women and children.</p> | <ul style="list-style-type: none"> • The Lewis and Clark Trail belongs to us all. The Expedition included African Americans, American Indians, women and children. • Come and see how the diversity of the Corps of Discovery was part of the Lewis and Clark adventure. |
| <p>The history and recreation on the Trail is for everyone.</p> | <ul style="list-style-type: none"> • The Lewis and Clark Trail is for everyone. Find yourself along the Trail. • Learn. Exercise. Relax. Be part of the Trail. |
| <p>Many Trail activities are not far from major cities.</p> | <ul style="list-style-type: none"> • The Lewis and Clark Adventure is closer than you think. Many sites are near major cities. • Many sites are close to large cities. Find one near you and experience the Trail. |
| <p>Major Lewis and Clark sites are staffed with experts who will help you stay safe as well as better enjoy the experience.</p> | <ul style="list-style-type: none"> • Many Lewis and Clark sites are staffed with professionals to help first time visitors better enjoy the experience. • The Lewis and Clark Trail provides an incredible experience for everyone. |

Youth and Educational Programming

Junior Ranger Programs

- In 2016, the NPS Trail headquarters introduced two new Junior Ranger booklets at the Trail's Omaha visitor center. At present, this Junior Ranger program is available only to children who visit the Omaha Trail headquarters visitor center.
- An online Junior Ranger activity about the Trail is available by download from the NPS Trail website; users must print out the download, complete it, and mail it back to the Omaha office to get their Junior Ranger badge.
- A more extensive WebRanger program for trailwide use is in the developmental stages.
- The NPS is also planning a Junior Ranger product for trailwide use. This project will be produced under contract with writers and visual artists.



Students are engaged in the Lewis and Clark story in Omaha, Nebraska. NPS photo.

Curriculum-based Educational Programming

Honoring Tribal Legacies: An Epic Journey of Healing is an educational framework that provides educators with resources for a more balanced perspective of American history before, during, and after the Lewis and Clark Expedition. This two-volume set of guidance documents answers the questions: “Why is honoring tribal legacies important for us as a nation?” and “How does one design curricula that honors tribal legacies?” Also included are companion Teachings (curriculum units) that introduce topics such as the scope of tribal territories, tribal peoples’ relationships with place and the natural world, cultural traditions, politics at the time of Lewis and Clark, and the impacts. Honoring Tribal Legacy materials are available for free download at: www.honoringtriballegeries.org.

In close collaboration with the Honoring Tribal Legacies team and the University of Oregon, the Trail education specialist offers unique professional development opportunities for working teachers. The training focuses on empowering teachers with innovative resources and strategies to include historical and contemporary tribal perspectives into their classroom. An additional focus is providing student-teacher training opportunities for teacher candidates to integrate the Honoring Tribal Legacies concepts into their battery of teaching resources and skills.

Young visitors complete an educational painting activity along the Missouri River. NPS photo.



Other Planning Considerations

Geotourism

In 2017, the Lewis and Clark National Historic Trail NPS office launched a geotourism initiative with a private vendor, Solimar International, to promote and strengthen geotourism along the Trail.

Geotourism is tourism that sustains or enhances the geographic character of a place, including its environment, culture, aesthetics, heritage, and the well-being of its residents.

The geotourism project's stated objectives are to:

- Provide the public with a series of integrated resources such as an interactive website to better experience the Lewis and Clark NHT in an authentic, sustainable way according to the principles of geotourism.
- Bring the many diverse partners of the Lewis and Clark NHT together to re-establish partnerships and renew collaborative efforts following the 2004-2006 bicentennial festivities.
- Engage American Indian tribes along the Trail, empowering them to share their stories with travelers in a way compatible with their goals and sentiments.
- Support local small businesses and raise awareness of the wealth of amenities and experiences offered by communities along the Lewis and Clark NHT.

High-Potential Historic Sites

In FY2018, Lewis and Clark NHT staff published a High-Potential Historic Sites (HPHS) addendum to the Comprehensive Management Plan (CMP). According to the National Trails System Act, high-potential historic sites are “those 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 its major use; criteria for consideration as high-potential sites include historic significance, presence of visible historic remnants, scenic quality, and relative freedom from intrusion.” The 2018 management plan addendum explains the need for identification of these sites, establishes the criteria used in site selection, and lists 78 High-Potential Historic Sites along the Lewis and Clark National Historic Trail. Individual site entries include brief summaries detailing the historic significance, current conditions, geographic location, ownership, and public access information. Texts and photos for each site are available on the Trail website.

The HPHS CMP Addendum provides useful guidance in the continuing effort to expand and enrich Trail interpretation.

Wayshowing Plan

The concept of “wayshowing” – navigation by directional signage, also known as wayfinding – is not considered a part of the interpretive field. However, because Lewis and Clark National Historic Trail is primarily an auto route, wayfinding is a critical part of Trail visitors’ experience.

Although a Lewis and Clark driving route has been marked, to some extent, since the 1950s, the “pointing man” sign became a Trail icon after National Historic Trail designation in 1978. More recently, with the adoption of a rounded triangle as the official sign style for the National Trails System, trails are identified with rounded-triangle road signs containing a trail-specific symbol (i.e., the pointing man) in the center.

Today the full outbound and inbound auto driving route of Lewis and Clark National Historic Trail spans some 6,197 miles of county, state, federal, and interstate roads. Beginning with a comprehensive, 11-state signage inventory in 2009, the NPS Lewis and Clark NHT staff has been working with Trail states to assess trail wayshowing, determine the best placement, and install attractive new road signs where needed. The comprehensive trailwide wayfinding plan, *Effective Wayshowing for Enhanced Visitor Experience, Lewis and Clark National Historic Trail and Auto Tour Route*, was issued in 2013. In 2016, the NPS worked with the Montana Department of Transportation to fabricate and install 66 auto route guide signs and 35 directional signs to attractions along four different auto route segments. Additional signage will be installed state-by-state as funding becomes available.



States along the Trail use the familiar “pointing man” icon, shown here on a road in Washington, to guide visitors as they follow the route. NPS photo.

Issues and Influences



This sculpture, located at Fort Atkinson State Historical Park at Fort Calhoun, Nebraska, depicts the First Council between tribal representatives and the expedition. NPS photo.

212 Years and Counting: What's Next?

Although Lewis and Clark's route was established as a National Historic Trail in 1978, much of its major tourism infrastructure was developed, with high expectations, to invite visitors to commemorate the expedition's bicentennial in 2004-2006. A decade after this much-heralded 200-year anniversary, many sites along this prominent historic trail have never captured the levels of visitation they were built for, and some suffer serious financial shortfalls and struggle to maintain facilities, staff, and daily operations. Others have made strategic decisions to broaden their missions or to extend content and programming beyond their original focus on Lewis and Clark.

Meanwhile, the facilities and their interpretive media (not to mention their original backers) have grown older. Aging of the Trail's bicentennial constituent base is seen throughout the Trail. Other trends, including the rise of digital media and widespread cutbacks in local, state, and federal public funding, have also brought change.

As numerous workshop participants observed, now that the Trail bicentennial is a dozen years past, this iconic national road trip needs a reboot. If the Trail is to remain a viable, exciting tourism experience for future generations, it must move beyond its bicentennial and reinvigorate itself with a renewed call to adventure – a vibrant new vision that has “next generation” appeal.



Trail visitors at the Upper Missouri River Breaks National Monument Interpretive Center can explore exhibits and share their Trail experience with friends at the center's "Selfie Spot." NPS photo.

A Trail with Many Friends

A number of private non-profit foundations support Lewis and Clark National Historic Trail in a variety of ways. These multiple friends both enhance and diffuse the impact of donor contributions and guidance, because different groups have different priorities about the Trail's most pressing needs.

- The *Lewis and Clark Trail Heritage Foundation*, the nationwide organization with the longest history with the Trail, was founded in 1969 as an outgrowth of the presidential commission formed to guide initial development of the Trail. The Heritage Foundation's headquarters, archives, and library services are located in Great Falls, Montana, at the USDA Forest Service Lewis and Clark National Historic Trail Interpretive Center. In addition to the national organization, there are some 25 active (and 10 inactive) local/regional chapters operating under various names. For example, the Portage Route Chapter at Great Falls and five other active chapters can be found in Montana alone.
- Among other commitments, the foundation uses income from its substantial endowment to award some \$50,000 to \$60,000 a year in stewardship grants to Trail partners. In 2016, the group awarded eleven Trail stewardship grants totaling \$56,172. Of these, nine were for interpretive projects, including interpretive signs, museum displays, maps, literature and supplies, and promotional materials. Of these nine interpretive grants, seven were for existing sites on the Lewis and Clark NHT, and two were for projects related to the proposed Eastern Legacy aspect of the Trail.

- The *Lewis and Clark Trust Inc.* became the official Friends Group for the Trail in 2013. Established in December 2011, this organization has made strides to grow both its membership and its capacity to support the Trail. In its short tenure, the trust has focused its time and resources on bolstering educational experiences for American students. In 2017, the trust completed its fifth year supporting a residential teacher seminar. Each of those years, approximately 30 teachers were selected from a competitive pool of applicants to travel to the University of Montana campus in Missoula, Montana. There, teachers participated in a weeklong course where they were introduced to a variety of Lewis and Clark experts and concepts. At the trust's most recent board meeting in October 2017, the organization committed to continue supporting similar educational efforts.



A 2012 news conference in Omaha announced formation of the Lewis and Clark Trust, now the Trail's official Friends Group. NPS photo.

In addition to these two trailwide groups, many individual trail partners, including private non-profits, state parks, and national parks, have their own non-profit foundations. Names are confusingly similar; many begin with Lewis and Clark. Altogether, the GuideStar database lists more than a dozen different non-profits dedicated to supporting aspects of the Lewis and Clark Expedition. A sampling of these organizations includes the following:

- The *Lewis and Clark Fort Mandan Foundation* was owner/operator of the Lewis and Clark Interpretive Center in Washburn, North Dakota, until 2015, when the state purchased the facility. The foundation continues to support the interpretive center.
- The *Lewis & Clark Foundation* of Great Falls, Montana, supports the Great Falls-based Lewis and Clark National Historic Trail Interpretive Center, operated by the USDA Forest Service. (This group is separate from the heritage foundation, the national group that is also headquartered at the interpretive center in Great Falls.)
- The *Lewis and Clark Boathouse and Museum* and the *Lewis & Clark Discovery Expedition* living history group operate and seek funding jointly in St. Charles, Missouri.
- The *Lewis & Clark National Park Association*, established in 1963, supports Lewis and Clark National Historical Park in Astoria, Oregon.

The 100-foot-high obelisk of the Sergeant Floyd Monument, a National Historic Landmark, towers above the river bluff at Sioux City, Iowa.
NPS photo.



A Long and Winding Road

At 3,700 miles (6,200 autotour miles), Lewis and Clark National Historic Trail is the second-longest national trail in the U.S. It has at least 120 partner-landowners, dozens of interest groups, and millions of visitors. Administering such an entity, staying informed and up-to-date on its many aspects, and organizing its many stakeholders for effective actions are enormous tasks. Steering its numerous parties in new directions can be difficult. Change happens slowly.

Because the Trail is so large, partners have often found it difficult to reach levels of familiarity that foster useful collaboration. Yet the Trail itself is essentially and fundamentally an interwoven ribbon of partnerships, rippling and flowing like the rivers it follows. It is not one entity but hundreds of entities, all connected by the grand vision that strings the miles together.

"Your visitor today is my visitor tomorrow."

The length of the Trail and the diversity of Trail sites cannot be underestimated. A determined, long-term commitment to effective collaboration can help many partner sites attract new visitors, maximize resources, and minimize expenses. "Your visitor today is my visitor tomorrow," one stakeholder observed – a succinct and inarguable case for Trail partners' need to know one another and work together.



Visitors at Katy Trail State Park in Missouri enjoy a bicycle ride beside the river, one of many different ways to follow the expedition. NPS photo.

The Uncertainty of “Certified Sites”

After the trail’s establishment in 1978, the National Park Service developed a program to certify Trail sites, requiring them to meet certain standards of access, staffing, and interpretive quality in order to use the Lewis and Clark NHT rounded-triangle logo and signage, market their affiliation with the National Park Service, and offer the NPS passport stamp for the Trail. In the period leading up to and including the Trail’s bicentennial years, some 120 sites along the Trail were certified.

Since the bicentennial and subsequent budget cuts (notably the phasing out of the NPS Challenge Cost Share funding mechanism), the NPS Trail team found it increasingly difficult to perform timely recertification of sites. Then in 2006 the legal authority of the Trail to create certified sites came into question, and the certified sites program was suspended, pending further legal review. No additional sites have been certified since that time. Announcing the program’s suspension in 2005, the NPS trail website concluded: “It is likely that a new category of recognition will be developed for Trail partners, one which will still recognize their significance and importance and also retain their eligibility for financial assistance....”

To date, no further categories of NPS recognition have been developed, and for partners, the marketing value of being a certified site has diminished. For visitors, however, the need for guidance in choosing the best, highest-quality stopping points on a journey has not diminished at all.



Native plants bloom in vivid color at Missouri River Basin Lewis & Clark Visitor Center in Nebraska City, Nebraska. Photo by Tammy Partsch.

Recommendations



Input from the stakeholder workshops and webinars throughout this planning process yielded many excellent ideas and suggestions. As the planning team reviewed and synthesized this input, several major categories of suggestions emerged as critically important. While the specifics varied, the majority of stakeholder/partners wanted recommendations in these areas:

- More communication among partners and the NPS
 - Face to face contact
 - Resource sharing, information/databases
 - Cross-marketing among sites
- Improved community awareness and audience development
- Guidance on best practices/most effective ways to use social media and other approaches to reach new audiences
- More interpretive materials that serve the entire Trail
- More tribal involvement in interpreting the Trail to visitors
- Training to improve interpretive skills, and training about the Trail and its meanings, so as to put specific sites in context with others along the Trail

The review of existing conditions (pages 16 to 29) highlighted several of the NPS team’s recently introduced initiatives, which are already yielding significant progress in addressing some of these concerns. The following recommendations aim to continue this progress and inspire an energetic, enthusiastic “next generation” blueprint for Trail interpretation in the decade to come.



Left: A visitor views the landscape at Double Ditch Indian Village State Historic Site in North Dakota. NPS photo.

Help Trail Partners Collaborate.

As noted in the trail's 2016 communications plan, the Lewis and Clark NHT NPS team has both internal (partner) and external (visitor) audiences. The following recommendations focus on the need for better internal communications among partners in support of interpretation, as amplified in stakeholder input during the interpretive planning process.

- A possible way to facilitate closer partner relationships is by sectioning the Trail into different regions. Rather than trying to collaborate across a 3,700-mile Trail, partners can get acquainted and work together in smaller settings with common regional interests. Sections of the Trail can come together over time and then select projects to work on trailwide.
 - Create a simple directory of Lewis and Clark partner sites across all eleven states, with site names and ownership/affiliation, addresses, phone numbers, institutional email addresses, Trail passport stamp availability, and key staff members' contact information. (Even though this information can be gleaned, piecemeal, by studying the Trail map and searching sites on the web, there is no single, convenient roster of sites for partners; lack of knowledge of other partner sites was quite evident in the stakeholder workshops for this plan.)
- This directory should be organized in two ways: alphabetical and geographical by state. Passport stamp locations should be clearly marked with an asterisk or icon.
 - Make an initial delivery of the directory to all Trail sites as a printed loose-leaf notebook, with extra room for notes and staff changes.
 - Make the directory available on the partners' private Facebook page, and promote it intermittently on the site.
 - Plan to update the directory every five years.
- Work with the Lewis and Clark Trail Heritage Foundation or the Lewis and Clark Trust to create a travel fund in support of partner-to-partner Trail visitation, to increase partner-to-partner collaboration, to develop outreach ideas and promote training.

- Create an online, trailwide calendar of events, contributed by partners and viewable by the public, where Trail partners can upload and share information about special events. Ideally, this calendar could be hosted on the NPS Trail website, but if not (due to government limitations), it could be done on a social media site or hosted on a partner or friends/foundation site that all partners could access.
 - Many Trail partners stage commemorative events on the anniversary of the expedition's historic arrival at their location. Each of these special events can be entered into the master trailwide calendar, so that all Trail partners can find the information, build upon it on their own sites when appropriate, and share it with visitors.
 - Milestone events of the National Park Service, the trails system, and other key partner commemorations should also be marked on the calendar well in advance to spur special events planning.
- Start an online inventory of Trail interpretive resources, open to contributions by partners and searchable by category and by state or region. The online interpretive resources could include available traveling exhibits from different sites along the Trail.
 - Many of the Trail's treasures may be well-known locally but unknown to the Trail at large. Examples include an authentic, well-preserved dugout canoe and a life-like mask of Sergeant Floyd (Sergeant Floyd Welcome Center, IA); women's custom-made buffalo fur boots (Fort Mandan, ND); and hundreds of documented artifacts from the expedition held in partner collections across the 11 states.



Trail partners have a wide range of artifacts and reproduction items available to enrich interpretive exhibits and programs. NPS photo.

Promote Community Outreach and Audience Development.

- Seek ways to make the NPS and its role in the trail more visible in communities outside of Omaha.
- Incorporate a rotating, regular schedule of NPS staff travel (including the superintendent) – perhaps quarterly or at least twice a year – to key sites along the trail.
 - Ask partners to arrange for NPS personnel to meet with both internal (partner) audiences and also in public settings such as local festivals, the local chamber of commerce, local civic clubs, local politicians, local tribal leaders, and other community leaders whenever possible. While the planning team recognizes that NPS travel budgets are constrained, the goodwill generated by an unprecedented number of NPS trips in FY2017 (for this plan and other initiatives) is a good indicator of the importance of face-to-face contact with partners and their communities.
- Promote the value-added impact of the National Trails System and the National Park Service in ways specific to Lewis and Clark NHT.
- Work to modify the certified sites program or create a new program. For example, a larger, more comprehensive site might be designated as five-medal stop, while a single wayside exhibit pull-off in an isolated area would be a one-medal site. Sites that do not meet baseline NPS requirements, regardless of size or scope, will not be awarded medals.
 - Baseline qualifications or requirements for each medal category should be developed by the NPS interpretive staff, with review by regional partner groups.
 - Ideally, sites will self-correct in order to earn the appropriate medal level for their size and scope.
 - Evaluation teams for the Medals Program should be drawn from successful partners in other regions of the trail. (While much of the assessment could be done virtually, this approach would require funding for occasional travel for evaluators to see sites first-hand.)
- As sites within a region receive their medals, these achievements should be recognized and promoted widely among constituent groups, schools, on social media, and in local and regional news outlets.

- Work with partners to support the geotourism effort at their sites to re-introduce the trail to local tourism, hospitality, and service-sector representatives.
 - Continue to work with partners on the Trail geotourism program and provide basic trail information, invitations, highlighting hospitality businesses that support the Trail.
 - This outreach effort will help steer visitors from out of town to the Trail – but it will also promote NPS sites, state parks, and public lands among local communities with other underserved local constituencies.
- Refresh the Trail’s NPS passport stamp program with a review of the sites that issue it. At present it is difficult to determine which sites offer the passport stamp.
 - Once the passport stamp program is reviewed and adjusted as needed, add the passport stamp program to the NPS Trail website as an interactive map, modeled after Oregon National Historic Trail, El Camino Real de los Tejas, and other trails using this approach.
 - As the passport stamp program is reinvigorated, publicize and promote it among Trail partners and the public.
 - Look at ways to use the passport stamp program to appeal to and attract younger demographics, such as developing online contests, photo galleries, and recognitions.
- With partners, explore “big picture” ways to promote the Trail in a mass-market national setting, such as collaborating with a television or a movie production company to use the Trail as a setting to be featured.



The Lewis and Clark NHT geotourism website is a growing resource for trip-planning along the Trail. Partner sites upload information and images to help visitors choose destinations on their journey.

Seek Greater Tribal Engagement.

- Continue to promote use of Honoring Tribal Legacies (HTL) in school systems and in partner sites, and seek to engage tribal people in Trail-related activities whenever possible.
 - Seek guidance and participation from tribes in each region in coordinating a bi-annual gathering for partners to talk with local tribes about the Trail and the best way to interpret the tribal story at Trail sites. What training areas do tribal experts recommend for partners? (See training.)
 - Explore ways to work with tribes on education about and preservation of native languages and traditional culture.
- Offering support for tribal language projects at the regional level could open the door to further collaboration and tribal engagement for other Trail activities.
- Consider outreach programs to recruit young tribal people to explore opportunities and resources towards working in public lands, specifically the National Park Service and/or the Lewis and Clark NHT, as desirable career paths.
- High school programs, college internships, seasonals, etc.



The Ponca Tribe of Nebraska Education Trail features an earthlodge, with a wayside interpretive panel to enhance visitors' understanding of the site. NPS photo.

Expand Development and Use of Interpretive Media.

Interpretive media, primarily in the form of outdoor wayside panels and built interior exhibits, have been a mainstay of Trail interpretation since the early 2000s. But as future Trail visitors intuitively understand, the media landscape has changed dramatically over the past decade. To meet the needs of tomorrow's visitors, the following recommendations point to desired upgrades in trailwide interpretive media.

Social Media and Visitor Interaction

This plan recommends several key approaches to interpretation inspired by the dialogue-enabling capabilities of social media. The plan also includes specific recommendations for different kinds of social media.

- Using social media habits as an inspiration, look for ways to build options for visitor responses and active participation into all interpretive programming, including personal services and exhibits/indoor activities.
 - Visitor response can be very simple: a question-and-answer or facilitated dialogue approach to storytelling; a bulletin board with “Question of the Day” and sticky-note answers; a Rate Us handout; a reminder to visit the Trail Facebook page; or designated Trail Selfie Spots and a hashtag.
- Encourage partner sites to develop routine collection of visitor feedback regarding Trail visitation and visitor experiences, with some of the information focused on trailwide data to inform overall Trail interpretation. Opportunities may include observations/reports from field interpreters, visitor survey cards, exhibit evaluations, online travel ratings (Travelocity, TripAdvisor), and social media review sites such as Yelp.
- Make the NPS nationwide social media campaigns and the Trail-specific social media policy available as templates for partners exploring social media.
- Continue to maintain and promote the NPS Trail Facebook page.
 - Invite stakeholder groups and park friends to present regular postings for consideration to ease the burden on NPS staff.
 - A monthly schedule for contributions could be generated as an automatic reminder. For example, ask partners in different regions to contribute on a regular rotating schedule, so that over time, all sites are engaged.
 - Invite viewers to contribute their own photos or videos for a special “Photo Week” or other topical approach.
 - Launch audience-participation activities such as “name this place” on a regular basis.
 - Whenever possible, schedule postings in advance, such as a series of historic photos.
 - Explore the use of self-populating or automated postings with Trail weather updates or other news information daily.

- Continue to build the Trail’s Instagram account, launching additional hashtag promotions based on the results and lessons learned.
- Monitor social media metrics at least quarterly to see what kinds of postings get the best response for the least amount of time expended.
- Continue developing innovative, creative ways to engage partners and audiences through social media. For example:
 - Re-create the expedition one day at a time along the Trail, with collaborative, sequenced entries by partners along the route.
 - Test live streams of Trail events and tours at different partner locations. Publicize these events in advance, and retain and show the streams afterwards.
 - Work with partners to test new methods of paying small sums for Facebook distribution of selected posts.
- Be pro-active and creative in supporting partners – perhaps through a regular online discussion group – in testing innovative ways to use social media along the Trail.

Digital Media

- Make sure that any new trailwide publications, such as site bulletins, are also available digitally for download on the web.
- Start a photo bank or work with existing resources for still photography and video image sharing. To be eligible for the photo bank, all imagery should be of high quality, high resolution, and available for use without copyright restrictions (including permissions for any identifiable individuals). Trail partners and friends will then be able to download Trail imagery to use as needed for exhibits, publications, promotional materials, and so on.
 - Once a host site has been determined for the photo bank, regional Trail groups can be asked to contribute and build the collection.
- *A word on mobile apps:* According to the NPS Harpers Ferry Center, most park and historic site apps focus on "orientation, wayfinding, and activity planning rather than interpretation and education." In contrast, an audio podcast, like a cell phone tour, is a good vehicle for a self-guided interpretive tour (and far less expensive). The Trail has examined many options in this area and the most reasonable approach could be to commission geo-referenced historical content that can be shared to various platforms.
- Work with partner sites and a professional video production firm to produce informational videos for the major stops along the Trail. Have NPS be the host of the video to show NPS’s involvement along the Trail. For example: <https://youtu.be/E7xMy-ILCcE>

- Consult with partners about installing webcams at several key scenic views along the Trail. Partner sites can stream these webcam views into visitor centers at will (perhaps as part of a miles-traveled/measuring exhibit) to provide a sense of trail continuity and inspire visitors' next steps on their journey.

- For the long term, commission a new film (or several complementary short ones) for trailwide use, targeted toward the millennial and “digital native” generations. In contrast to the existing Ken Burns work (created in 1997), these new films about the Trail might employ more contemporary or cutting-edge filmmaking techniques and a youthful, self-referential or slightly irreverent travelogue sensibility.
- Work with travelers or interns/volunteers wanting to travel who have video production expertise and can do video productions about traveling the Trail. Videos can be geared towards different visitor demographics. These productions would be like a travel vlog. For example: <https://youtu.be/8MBU6yQ7JW8>



"Ocean in view! O! The Joy!" A social media user echoes William Clark's jubilation at having reached what is now Cape Disappointment State Park in Ilwaco, Washington.

Wayside (exterior) Exhibits and Kiosks

- Expand the current NPS wayside program on several fronts:
 - Set a goal of replacing at least 10 older “generic/trailwide” waysides with the already-available new equivalent every year. Promote this offer among partners in multiple venues.
 - Set priorities for decision-making on new waysides, so that replacements can be funded in a pro-active way rather than in a reactive mode. This prioritizing can be based on several factors, such as the site’s trailwide significance, its level of visitation/traffic, its existing messaging or interpretation, equitable coverage of the Trail’s overall interpretive themes, state or regional geography, or adequate interpretation for each identified high-potential historic site.
 - Introduce a formal process and schedule by which partners can request (and justify) new waysides.
- Seek ways to expand the current NPS wayside replacement program through the Trail Heritage Foundation and/or the Trust, perhaps through a new funding arrangement for waysides through the existing stewardship grants program.
 - Any waysides receiving NPS funding will be subject to NPS review and must meet NPS interpretive standards. These standards will be clearly communicated across the Trail.
 - The full cost of a new, all-original 3’x2’ low-profile wayside, from initial concepts to in-the-ground installation, can run as high as \$10,000 per exhibit. This cost includes original art and text, new posts, contract supervision from the NPS Harpers Ferry Center and ADA-compliant audio description. Other estimates show waysides costing \$2500 to \$6000 each. High-pressure laminate panel reprints alone typically cost about \$500.
- Initiate discussions with appropriate departments in each state along the Trail to determine a protocol for upgrading Trail-related waysides in state parks and historic sites.
- Initiate discussions with other national trails along the Lewis and Clark route to explore collaborative wayside exhibits or kiosks.
- As the regional Trail hub groups form and become active, seek input from each hub on prioritizing, funding, and developing new Trail waysides and outdoor kiosks at key locations throughout their regions.

- Given the number of partners and entities sharing interpretation of the Trail, this plan does not recommend that the Trail pursue a comprehensive wayside plan from the NPS Harpers Ferry Center at present. In practical terms, the trail and its partners already have the expertise and resources to make substantial progress on new waysides over the next five to seven years. In the current budget environment, opting for an HFC wayside plan would mean a substantial fee (\$400,000 or so, not including actual wayside production), a lead time of several years to procure funding, and then a multi-year execution and implementation of the plan.
- Create a database and inventory of wayside graphic art and design. The National Park Service will serve as the primary depository for such images and provide assistance to partners during the replacement process.



Wayside exhibits are a vital part of Trail interpretation. NPS photo.

Interior Exhibits

- Develop a series of theme-based and/or calendar-based traveling exhibits that can be rotated among sites trailwide. (Although the NPS produced and distributed the successful traveling exhibit “Corps of Discovery II: 200 Years to the Future” for a two-year run during the bicentennial, the Trail has not had NPS traveling exhibits in the years since.)
 - To start, create two or more simple, low-cost pop-up traveling exhibits (window-shade roll-ups or similar displays) with generic Trail information for use at community and school events such as career days, fall festivals, and speaker presentations. Exhibits should be attention-grabbers with multi-generational appeal (and perhaps a Lewis and Clark Selfie Spot icon) and social media tags. Partners can then add their own customized materials such as handouts, posters, and tabletop graphics.
 - Seek guidance from the regional Trail working groups to assess what kinds of traveling exhibits and what topics would be most useful in partner settings.
 - Explore ways to rotate the generic traveling exhibits occasionally into off-site settings such as lobbies of local banks or chambers of commerce, municipal convention and visitors’ bureaus (CVBs), or shopping malls.
 - Explore ways to create and present Trail partner sites with an easily recognizable, compact “milepost measurement” exhibit where Trail travelers can measure their trail mileage at every stop. Ideally, such an exhibit could incorporate an iconic Lewis and Clark Selfie Spot and issue visitors a printout certificate showing their trail accumulated trail mileage to date.
 - This kind of exhibit could be the basis for an engaging spinoff competition and recognition activity on social media across the length of the Trail.
- Based on items compiled in the proposed trailwide resources database, designate an initial selection of durable, travel-ready Trail artifacts or replicas to share among sites – essentially, “traveling trunks” for partners. For example, these may include replica uniforms of various Corps members, touchable pelts, reproduction documents, replica baskets and pottery, and other items. Partner sites could use these materials in educational programs, public appearances, or as interpretive props for storytelling on-site.
- Look for opportunities in high-traffic partner sites where the Lewis and Clark story is not primary, but where the NPS can fund or collaborate on a substantial, high-quality permanent or semi-permanent exhibit segment highlighting a relevant aspect of the Trail.
 - Publicize this offer through the regional Trail groups, especially among sites planning new or refurbished exhibits.

Website, Digital and Print Publications

- Develop a series of NPS site bulletins – simple one-page, two-sided handouts – on a variety of trailwide topics, loosely derived from the Trail’s primary interpretive themes. These pieces, which will be authoritatively researched and approved by the NPS interpretive team, can also serve as the basis for additional programming in various media or as casual “pocket programs” delivered by partner interpreters in the field.
- To start, work with NPS and other federal and state agency sites along the Trail whose focus is not primarily Lewis and Clark, and create simple overview site bulletins describing the Lewis and Clark connection at that site. Though this information may be available on the park website, it is sometimes hard to find, and handouts at the reception desk are easy for visitors and staff alike. (An existing site bulletin on Lewis and Clark at Nez Perce National Historic Site is a good model for this level of publication.)
- Other trailwide site bulletins or digital publications could be more topical, offering simple snapshots of big-picture Trail features. For example:
 - An “America the Beautiful” overview of the ecosystems and elevations the Trail traverses, from eastern forests to prairie to high-altitude alpine forests, high desert, temperate rain forest, Pacific coast, etc., with several signature species highlighted.
 - A brief geological look at the North American continent as the expedition (and modern visitors) encountered it – a simplified snapshot of major geologic provinces, their locations and major characteristics (rock formations, topology), written interpretively for general readers with little knowledge of geology.
 - A look at the waterways of the western U.S. during Lewis and Clark’s time, and what has happened to them since – i.e., dams, locks, and reservoirs on Missouri and Columbia; uses for irrigation, navigation, etc.
 - A site bulletin (or perhaps a series of three or four regional pieces) highlighting some of the tribes encountered by Lewis and Clark along the trail, along with information about contemporary descendants; the approach should counter the long-held idea that the landscape the expedition crossed was “virgin” and unoccupied.
 - Other site bulletins might focus on individual species of interest, such as horses (why the Shoshone had them, what kind they were, whether their descendants survive today); extirpated or extinct species across the route; bison and their role in plains ecosystems; or other topics of contemporary interest such as birding, invasive species, or night/dark skies.

Create Learning and Development Opportunities for Partners.

Partners across the length of the Trail expressed the desire for regular, systematic training in interpretive skills, as well as content/knowledge-based training about the Trail.

- Develop regular training conferences or collaborate with existing conferences for Trail partners.
 - Training could be staged as regional conferences or trailwide, perhaps hosted by a different Trail region each year.
 - Training could slant mostly toward interpretive skills one year, then mostly toward Trail knowledge the next year, depending on partners' input on greatest needs.
 - Training could include presentations by Lewis and Clark scholars, updates on educational programming and curricula, work sessions on the unique challenges of interpreting one site on a 3,700-mile route, and examples of effective programs for different audience types, as well as time for networking and sharing ideas.
 - Ask more experienced interpreters to be instructors.
 - Develop a comprehensive Trail Notebook as a take-away from these meetings. The notebook should include basic factual and interpretive materials about the Trail, with partner lists, Trail themes, site bulletins, reference lists, and images of Trail features.
- Reward training attendees with an Achievement certifying that they are trained interpreters of Lewis and Clark National Historic Trail. Publicize achievements locally and in Trail media.
- Encourage partners who have completed training to share their training with other visitor center personnel and volunteers within their site or region. These additional trainees might include park/site bookstore workers, front-desk staff, fee takers, safety/security personnel, and any others on the front lines of customer/visitor services.
- Create a mechanism to assist partner sites in sending people for training.
- Integrate training about tribal people, cultures, and past and present lifeways into overall trail training and all future Trail training conferences. Ideally, training about tribal matters will be provided by tribal members.

Right: Volunteers work on a Trail project at Kaw Point Park in Kansas. NPS photo.

- Encourage partners and their volunteers to get professional training through organizations such as the National Association for Interpretation or inexpensive online courses from the Eppley Institute for Parks and Public Lands at Indiana State University (www.eppley.org) and other vendors. The introductory course on interpretation, which requires no prerequisites, is available through Eppley at no charge at <http://provalenslearning.com/courses/foundations-of-interpretation>. Other courses on various aspects of interpretation, visitor services, fundraising, and other topics are available for less than \$100 each.
- Encourage trail partners from different regions to attend various trail conferences and partnership gatherings.



Develop Additional Trailwide Youth and Educational Programming.

The primary focus of the NPS educational activities for Lewis and Clark National Historic Trail has been development and dissemination of a major curriculum product, *Honoring Tribal Legacies: An Epic Journey of Healing*. This plan recommends the following steps for youth and educational programming over the next decade.

Youth Programming

- Launch a trailwide Junior Ranger program.

Curriculum-based Programming

- Continue with existing and new strategies for introducing Honoring Tribal Legacies to educators along the Trail and across the country.
- Begin laying the groundwork for the next major curriculum product for the trail – for example, a trailwide science-oriented product using Lewis and Clark National Historic Trail as an outdoor classroom.

- Start by forming a task force of educators drawn from different regions to consult on classroom needs and help guide the project.
- As the project develops, work with partners to supplement classroom work with trail site visits where young learners can be immersed in the natural world and practice the scientific skills of observation and documentation, just like members of the expedition.



Lewis and Clark National Historic Trail park rangers engage with the community at events like Earth Day Omaha. NPS photo.

Increase Interpretive Staff and Assistance.

Currently the NPS has four interpretive staff positions serving the 3,700 miles of the Lewis and Clark National Historic Trail: a chief of interpretation, an interpretive specialist, a volunteer and partnership specialist, and an education specialist.

In addition, the interpretive staff includes three positions (a supervisor and two park guides) devoted to the Omaha headquarters visitor center/midwest regional office reception desk. The visitor center includes a bookstore (with a half-time staff person employed by the owner-operator, Western National Parks Association), a small exhibit space, and a native plants garden just outside the building.

This plan makes the following staffing recommendations for NPS interpretive staff serving the Trail:

- Evaluate and take steps to develop a program to increase the placement of recent college graduates working through AmeriCorps at partner sites along the Trail.
 - Develop additional recruiting and recognition programs for Trail volunteers, who donated more than 125,000 hours to sites and partners along the trail in 2017.
 - Integrate a volunteer recognition ceremony into annual Trail training conferences in the coming years.
- Seek a full-time interpretive media specialist position on the Lewis and Clark staff to accommodate with the growing demands for digital interpretive media and other needs along the Trail.
 - Evaluate future staffing for the Omaha visitor center.
 - Ideally, this evaluation would result in expanded capabilities of the Trail interpretive staff to serve the full length of the Trail, rather than continuing to allocate an imbalance of resources in Omaha for a small space and a small and highly seasonal visiting audience.



Research Needs in Support of Interpretation.

- Work with the Trail's NPS resource management personnel to make resource reports, environmental studies, and other research on Trail environs more readily available to partners.
- Commission a visitor use survey of the Trail, working with partners and a professional surveying firm to select strategic survey points along the route to gather demographic and substantive (content-related) responses from visitors, and to make predictions about future visitation. Data from this survey will help inform future interpretive programming for partners and for the Trail as a whole.
- Commission georeferenced interpretive content to be shared and used for websites and various mobile applications. Content would be made available to the public and companies.



Two Trail visitors hike at Spirit Mound Historic Prairie near Vermillion, South Dakota. NPS photo.

Implementation



This implementation chart is designed to help Lewis and Clark National Historic Trail set priorities and make concrete, measurable progress on the recommendations in this plan over the next seven to ten years. Given the difficulties of predicting funding resources, it is understood that implementing these recommendations will be a gradual process, and that park decision makers will need to reevaluate and make adjustments in the plan periodically as circumstances change. This is as it should be: At its best, a long-range interpretive plan is a flexible, living document that inspires, rather than locks in, a park's continuing step-by-step progress toward realizing its interpretive goals.

The following chart summarizes the recommendations and places them in three categories:

- ① Short-term recommendations are proposed for action within the next three years.
- ② Mid-term recommendations are proposed for action within the next four to six years.
- ③ Long-term recommendations are proposed for action within seven to ten years or more.

Recommendations with checks in all three categories should be viewed as ongoing, continuous activities.

The cost projection column provides a rough estimate of the relative costs of each recommendation. The – symbol denotes activities that can be completed without outside expenditures. The symbol \$ estimates a moderate cost (under \$50,000) per year or per project); the \$\$ indicates expenditures of \$50,000 to \$100,000; and the \$\$\$ indicates major expenditures, usually capital projects such as facilities construction or remodeling, exhibit installations, visitor transportation vehicles, or other costly items or projects.

| Recommendations | Support Needed | Under-way | Costs | Short-term (1-3 years) | Mid-term (4-6 years) | Long-term (7+ years) |
|---|--------------------------------------|-----------|-------|------------------------|----------------------|----------------------|
| Help Trail Partners Collaborate. | | | | | | |
| Create a simple directory of Lewis and Clark partner sites across all eleven states. | NPS staff, partners | X | \$ | X | | |
| Create a travel fund in support of partner-to-partner Trail visitation. | NPS staff, Trail Heritage Foundation | | \$ | | | X |
| Create an online, trailwide calendar of events. | NPS staff, partners | X | — | X | | |
| Start an online inventory of Trail interpretive resources. | NPS staff, partners | | \$ | X | | |
| Promote Community Outreach and Audience Development. | | | | | | |
| Make the NPS Trail role more visible outside Omaha. | NPS management, staff, partners | X | \$ | X | X | X |
| Incorporate staff visitation with Trail interpretive partners during business travel whenever feasible. | NPS management, staff, partners | X | \$ | X | X | X |
| Modify the certified sites program or create a new program. | NPS management and staff | | \$\$ | X | X | X |
| Work with partners to support the geo-tourism effort at their sites. | NPS staff, partners | X | — | X | X | X |
| Refresh the Trail's NPS passport stamp program. | NPS management and staff | | \$ | X | X | |
| Explore "big picture" ways to promote the Trail in a mass-market national setting. | NPS management, staff, and partners | | — | | | X |
| Seek Greater Tribal Engagement. | | | | | | |
| Promote Honoring Tribal Legacies (HTL) in school systems and partner sites. | Tribal input, staff, and partners | X | \$ | X | X | X |

| | | | | | | |
|--|---------------------------------------|---|----|---|---|---|
| Seek to engage tribal people in Trail-related activities whenever possible. | Tribal input, staff, and partners | X | \$ | X | X | X |
| Seek guidance from tribes regarding recurring gatherings for partners about interpreting the tribal story at Trail sites. | Tribal input, staff, and partners | | \$ | X | | |
| Create opportunities for tribal members to provide interpretation of tribal stories at sites along the Trail. | Tribal input, staff, and partners | | \$ | X | | |
| Create opportunities to recruit young tribal people for careers working within the NPS or with other agencies or public lands. | Tribal input, staff, and partners | | \$ | X | | |
| Expand Development and Use of Interpretive Media. | | | | | | |
| Social Media and Visitor Interaction | | | | | | |
| Build options for visitor responses and active participation into all interpretive programming. | NPS staff, partners, volunteers, MWRO | X | — | X | X | X |
| Encourage partner sites to collect visitor feedback regarding Trail visitation and visitor experiences. | NPS staff, partners, volunteers | | — | X | X | X |
| Make the NPS nationwide social media campaigns and Trail-specific social media policy available as templates for partners. | NPS staff, partners, volunteers, MWRO | | \$ | X | | |
| Continue to maintain and promote the NPS Trail Facebook page. | NPS staff, partners | X | — | X | X | X |
| Evaluate social media platforms and expand engagement. | NPS staff, partners | X | — | X | X | X |
| Monitor social media metrics to see what gets the best response for the least amount of time. | NPS staff, partners | X | — | X | X | X |
| Continue developing innovative, creative ways to engage partners and audiences through social media. | NPS staff, partners | X | — | X | X | X |

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|--|--|---|--------|---|---|---|
| Be pro-active and creative in supporting partners – perhaps through online discussions – in testing innovative ways to use social media along the Trail. | NPS staff, partners | | – | X | X | X |
| Digital Media | | | | | | |
| Continue to enhance content on the Trail's nps.gov website. | NPS staff, partners | X | – | X | X | X |
| Start a photo bank or work with existing resources for still photography and video image sharing. | Seasonal/interns, volunteers | X | \$ | X | | |
| Work with partners to produce informational videos for the major stops along the Trail. | NPS staff, partners, outside contractors | | \$ | | X | |
| Commission a new film (or several short ones) for trailwide use. | NPS staff and management, partners, Trail Heritage Foundation, Trust, HFC, outside contractors | | \$\$\$ | | | X |
| Work with volunteers with video production expertise to do videos about traveling the Trail. | NPS staff, partners, volunteers | | \$ | X | | |
| Wayside (exterior) Exhibits and Kiosks | | | | | | |
| Expand the current wayside replacement options through the Trail Heritage Foundation. | NPS staff, partners, Trail Heritage Foundation | X | \$\$ | X | X | X |
| Initiate discussions for protocols for upgrading Trail-related waysides in state parks and historic sites. | NPS staff, state partners | | \$ | | X | |
| Initiate discussions with other national trails along the Lewis and Clark route for collaborative wayside exhibits or kiosks. | NPS staff, other national trails on route | | \$ | | | X |
| Create a database and inventory of wayside graphic art and design. | NPS staff, partners | X | \$\$ | X | X | X |
| Interior Exhibits | | | | | | |
| Develop a series of theme-based, artifact-based, and/or calendar-based traveling exhibits. | NPS staff, partners, Trail Heritage Foundation, Trust, HFC, contractors | X | \$\$ | | X | |

Implementation

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|---|---|---|--------|---|---|---|
| Plan, design, fabricate, and install new exhibits, reconfiguring space as allowed, for the Omaha Visitor Center. | Staff, MWRO, HFC, Trail Heritage Foundation, Trust, outside contractors | | \$\$\$ | | X | X |
| Website, Digital, and Print Publications | | | | | | |
| Develop a content plan for a variety of trailwide topics derived from the Trail's primary interpretive themes. | NPS staff, partners | | – | | X | |
| Create simple overview content describing the Lewis and Clark connection at non-primary sites. | NPS staff, partners | | – | | X | |
| Create Learning and Development Opportunities for Partners. | | | | | | |
| Develop training conferences or collaborate with existing conferences to provide development opportunities for Trail partners. | NPS staff, partners, Trail Heritage Foundation, Trust | | \$\$ | X | | |
| Encourage partners to share their training with other visitor center personnel and volunteers within their site or region. | NPS staff, partners | | – | X | X | X |
| Create a mechanism to assist partner sites in sending people for training. | NPS staff, partners, Trail Heritage Foundation, Trust | | \$\$ | X | | |
| Integrate training from tribal people, cultures, and past and present lifeways into overall Trail training and future training conferences. | NPS staff, partners, tribes, Trail Heritage Foundation, Trust | | \$\$ | X | X | X |
| Encourage professional training through NAI or the Epley Institute and other vendors. | NPS staff, partners | X | \$ | X | X | X |

| | | | | | | |
|---|---|---|------|---|---|---|
| Develop Additional Trailwide Youth and Educational Programming. | | | | | | |
| Youth Programming | | | | | | |
| Launch a trailwide Junior Ranger program. | NPS staff, partners | X | \$\$ | X | | |
| Curriculum-based Programming | | | | | | |
| Continue introducing <i>Honoring Tribal Legacies</i> to educators along the Trail and across the country. | NPS staff, partners, educators | X | \$\$ | X | X | X |
| Lay the groundwork for the next major curriculum product for the Trail – for example, a trailwide science-oriented product using the trail as an outdoor classroom. | NPS staff, partners, educators | | \$\$ | | X | |
| Increase Interpretive Staff and Assistance. | | | | | | |
| Evaluate future staffing models for the Omaha visitor center. | Trail management, EN, MWRO | | \$\$ | X | | |
| Develop a program to increase the placement of recent college graduates working through AmeriCorps at partner sites along the Trail. | Trail management, NPS staff, partners, AmeriCorps | X | \$ | X | | |
| Develop additional recruiting and recognition programs for Trail volunteers. | NPS staff, partners, VIPs | | \$ | X | | |
| Research Needs in Support of Interpretation. | | | | | | |
| Make resource reports, environmental studies, and other research on Trail environs more available to partners. | NPS management team and trail staff | X | \$ | X | X | X |
| Commission a visitor use survey of the Trail. | NPS staff, partners, outside contractor | | \$\$ | | | X |
| Commission georeferenced interpretive content to be shared and used for websites and mobile applications. | NPS staff, partners, outside contractor | | \$\$ | | | X |

Appendices



Appendix A: Legislation

NATIONAL TRAILS SYSTEM ACT

(P.L. 90-543, as amended through P.L. 111-11, March 30, 2009) (also found in United States Code, Volume 16, Sections 1241-1251)

AN ACT

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

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

SHORT TITLE

SECTION 1. This Act may be cited as the “National Trails System Act”.

STATEMENT OF POLICY

SEC. 2. [16USC1241]

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

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

(c) The Congress recognizes the valuable contributions that volunteers and private, nonprofit trail groups have made to the development and maintenance

of the Nation’s trails. In recognition of these contributions, it is further the purpose of this Act to encourage and assist volunteer citizen involvement in the planning, development, maintenance, and management, where appropriate, of trails.

NATIONAL TRAILS SYSTEM

SEC. 3. [16USC1242] (a) The national system of trails shall be composed of the following:

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

(2) National scenic trails, established as provided in section 5 of this Act, which will be extended trails so located as to provide for maximum outdoor recreation potential and for the conservation and enjoyment of the nationally significant scenic, historic, natural, or cultural qualities of the areas through which such trails may pass. National scenic trails may be located so as to represent desert, marsh, grassland, mountain, canyon, river, forest, and other areas, as well as landforms which exhibit significant characteristics of the physiographic regions of the Nation.

(3) National historic trails, established as provided in section 5 of this Act, which will be extended trails which follow as closely as possible and practicable the original trails or routes of travel of national historic significance. Designation of such trails or routes shall be continuous, but the established or developed trail, and the acquisition thereof, need not be continuous onsite. National historic trails shall have as their purpose the identification and protection of the historic route and its historic remnants and artifacts for public use and enjoyment. Only those selected land and water-based

components of a historic trail which are on federally owned lands and which meet the national historic trail criteria established in this Act are included as Federal protection components of a national historic trail. The appropriate Secretary may certify other lands as protected segments of an historic trail upon application from State or local governmental agencies or private interests involved if such segments meet the national historic trail criteria established in this Act and such criteria supplementary thereto as the appropriate Secretary may prescribe, and are administered by such agencies or interests without expense to the United States.

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

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

(b) For purposes of this section, the term ‘extended trails’ means trails or trail segments which total at least one hundred miles in length, except that historic trails of less than one hundred miles may be designated as extended trails. While it is desirable that extended trails be continuous, studies of such trails may conclude that it is feasible to propose one or more trail segments which, in the aggregate, constitute at least one hundred miles in length.

NATIONAL RECREATION TRAILS SEC. 4. [16USC1243]

(a) The Secretary of the Interior,

or the Secretary of Agriculture where lands administered by him are involved, may establish and designate national recreation trails, with the consent of the Federal agency, State, or political subdivision having jurisdiction over the lands involved, upon finding that—

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

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

- (i) trails in or reasonably accessible to urban areas may be designated as “National Recreation Trails” by the appropriate Secretary with the consent of the States, their political subdivisions, or other appropriate administering agencies;
- (ii) trails within park, forest, and other recreation areas owned or administered by States may be designated as “National Recreation Trails” by the appropriate Secretary with the consent of the State; and
- (iii) trails on privately owned lands may be designated ‘National Recreation Trails’ by the appropriate Secretary with the written consent of the owner of the property involved.

NATIONAL SCENIC AND NATIONAL HISTORIC TRAILS {Excerpted}

SEC. 5. [16USC1244] (a) National scenic and national historic trails shall be authorized and designated only by Act of Congress. There are hereby established the following National Scenic and National Historic Trails:

(6) The Lewis and Clark National Historic Trail, a trail of approximately three thousand seven hundred miles, extending from Wood River,

Illinois, to the mouth of the Columbia River in Oregon, following the outbound and inbound routes of the Lewis and Clark Expedition depicted on maps identified as, 'Vicinity Map, Lewis and Clark Trail' study report dated April 1977. The map shall be on file and available for public inspection in the office of the Director, National Park Service, Washington, D.C. The trail shall be administered by the Secretary of the Interior. No land or interest in land outside the exterior boundaries of any federally administered area may be acquired by the Federal Government for the trail except with the consent of the owner of the land or interest in land. The authority of the Federal Government to acquire fee title under this paragraph shall be limited to an average of not more than 1/4 mile on either side of the trail.

(b) The Secretary of the Interior, through the agency most likely to administer such trail, and the Secretary of Agriculture where lands administered by him are involved, shall make such additional studies as are herein or may hereafter be authorized by the Congress for the purpose of determining the feasibility and desirability of designating other trails as national scenic or national historic trails. Such studies shall be made in consultation with the heads of other Federal agencies administering lands through which such additional proposed trails would pass and in cooperation with interested interstate, State, and local governmental agencies, public and private organizations, and landowners and land users concerned. The feasibility of designating a trail shall be determined on the basis of an evaluation of whether or not it is physically possible to develop a trail along a route being studied, and whether the development of a trail would be financially feasible.

The studies listed in subsection (c) of this section shall be completed and submitted to the Congress, with recommendations as to the suitability of trail designation, not later than three complete fiscal years from the date of enactment of their addition to this subsection, or from the date of enactment of this sentence, whichever is later. Such studies, when submitted, shall be printed as a House or Senate document, and shall include, but not be limited to:

- (1) the proposed route of such trail (including maps and illustrations);
- (2) the areas adjacent to such trails, to be utilized for scenic, historic, natural, cultural, or developmental purposes;
- (3) the characteristics which, in the judgment of the appropriate Secretary, make the proposed trail worthy of designation as a national scenic or national historic trail; and in the case of national historic trails the report shall include the recommendation of the Secretary of the Interior's National Park System Advisory Board as to the national historic significance based on the criteria developed under the Historic Sites Act of 1935 (40 Stat. 666; 16 U.S.C. 461);
- (4) the current status of land ownership and current and potential use along the designated route;
- (5) the estimated cost of acquisition of lands or interest in lands, if any;
- (6) the plans for developing and maintaining the trail and the cost thereof;
- (7) the proposed Federal administering agency (which, in the case of a national scenic trail wholly or substantially within a national forest, shall be the Department of Agriculture);
- (8) the extent to which a State or its political subdivisions and public and private organizations might reasonably be expected to participate in acquiring the necessary lands and in the administration thereof;

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

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

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

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

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

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

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

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

(d) The Secretary charged with the administration of each respective trail shall, within one year of the date of the addition of any national scenic or national historic trail to the system, and within sixty days of the enactment of this sentence for the Appalachian and Pacific Crest National Scenic Trails, establish an advisory council for each such trail, each of which councils shall expire ten years from the date of its establishment, except that the Advisory Council established for the Iditarod Historic Trail shall expire twenty years from the date of its establishment.

If the appropriate Secretary is unable to establish such an advisory council because of the lack of adequate public interest, the Secretary shall so advise the appropriate committees of the Congress. The appropriate

Secretary shall consult with such council from time to time with respect to matters relating to the trail, including the selection of rights-of-way, standards for the erection and maintenance of markers along the trail, and the administration of the trail. The members of each advisory council, which shall not exceed thirty-five in number, shall serve for a term of two years and without compensation as such, but the Secretary may pay, upon vouchers signed by the chairman of the council, the expenses reasonably incurred by the council and its members in carrying out their responsibilities under this section. Members of each council shall be appointed by the appropriate Secretary as follows:

- (1) the head of each Federal department or independent agency administering lands through which the trail route passes, or his designee;
- (2) a member appointed to represent each State through which the trail passes, and such appointments shall be made from recommendations of the Governors of such States;
- (3) one or more members appointed to represent private organizations, including corporate and individual landowners and land users, which in the opinion of the Secretary, have an established and recognized interest in the trail, and such appointments shall be made from recommendations of the heads of such organizations: Provided, That the Appalachian Trail Conference shall be represented by a sufficient number of persons to represent the various sections of the country through which the Appalachian Trail passes; and
- (4) the Secretary shall designate one member to be chairman and shall fill vacancies in the same manner as the original appointment.

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

- (1) specific objectives and practices to be observed in the management of the trail, including the identification of all significant natural, historical, and cultural resources to be pre- served, details of any anticipated cooperative agreements to be consummated with State and local government agencies or private interests, and for national scenic or national historic trails an identified carrying capacity of the trail and a plan for its implementation;
 - (2) the process to be followed by the appropriate Secretary to implement the marking requirements established in section 7(c) of this Act;
 - (3) a protection plan for any high potential historic sites or high potential route segments; and
 - (4) general and site-specific development plans, including anticipated costs.
- (g) Revision of Feasibility and Suitability Studies of Existing National Historic Trails-
- (1) DEFINITIONS- In this subsection:
 - (A) ROUTE- The term `route' includes a trail segment commonly known as a cutoff.
 - (B) SHARED ROUTE- The term `shared route' means a route that was a segment of

more than 1 historic trail, including a route shared with an existing national historic trail.

(2) REQUIREMENTS FOR REVISION-

(A) IN GENERAL- The Secretary of the Interior shall revise the feasibility and suitability studies for certain national trails for consideration of possible additions to the trails.

(B) STUDY REQUIREMENTS AND OBJECTIVES- The study requirements and objectives specified in subsection (b) shall apply to a study required by this subsection.

(C) COMPLETION AND SUBMISSION OF STUDY- A study listed in this subsection shall be completed and submitted to Congress not later than 3 complete fiscal years from the date funds are made available for the study.

CONNECTING AND SIDE TRAILS
 SEC. 6. [16USC1245] Connecting or side trails within park, forest, and other recreation areas administered by the Secretary of the Interior or Secretary of Agriculture may be established, designated, and marked by the appropriate Secretary as components of a national recreation, national scenic or national historic trail. When no Federal land acquisition is involved, connecting or side trails may be located across lands administered by interstate, State, or local governmental agencies with their consent, or, where the appropriate Secretary deems necessary or desirable, on privately owned lands with the consent of the landowners. Applications for approval and designation of connecting and side trails on non-Federal lands shall be submitted to the appropriate Secretary.

ADMINISTRATION AND DEVELOPMENT
 SEC. 7. [16USC1246]

(a)

(1)

(A) The Secretary charged with the overall administration of a trail pursuant to section 5(a) shall, in administering and managing the trail, consult with the heads of all other affected State and Federal agencies. Nothing contained in this Act shall be deemed to transfer among Federal agencies any management responsibilities established under any other law for federally administered lands which are components of the National Trails System. Any transfer of management responsibilities may be carried out between the Secretary of the Interior and the Secretary of Agriculture only as provided under subparagraph (B).

(B) The Secretary charged with the overall administration of any trail pursuant to section 5(a) may transfer management of any specified trail segment of such trail to the other appropriate Secretary pursuant to a joint memorandum of agreement containing such terms and conditions as the Secretaries consider most appropriate to accomplish the purposes of this Act. During any period in which management responsibilities for any trail segment are transferred under such an agreement, the management of any such segment shall be subject to the laws, rules, and regulations of the Secretary provided with the management authority under the agreement except to such extent as the agreement may otherwise expressly provide.

(2) Pursuant to section 5(a), the appropriate Secretary shall select the rights-of-way for national scenic and national historic trails and shall publish notice thereof of the availability of appropriate maps or descriptions in the Federal Register; Provided, That in selecting the rights-of-way full consideration shall be given to minimizing the adverse effects upon the adjacent landowner or user and his operation. Development and management of each segment

of the National Trails System shall be designed to harmonize with and complement any established multiple-use plans for the specific area in order to insure continued maximum benefits from the land. The location and width of such rights-of-way across Federal lands under the jurisdiction of another Federal agency shall be by agreement between the head of that agency and the appropriate Secretary. In selecting rights-of-way for trail purposes, the Secretary shall obtain the advice and assistance of the States, local governments, private organizations, and landowners and land users concerned.

(b) After publication of notice of the availability of appropriate maps or descriptions in the Federal Register, the Secretary charged with the administration of a national scenic or national historic trail may relocate segments of a national scenic or national historic trail right-of-way with the concurrence of the head of the Federal agency having jurisdiction over the lands involved, upon a determination that:

(I) Such a relocation is necessary to preserve the purposes for which the trail was established, or (ii) the relocation is necessary to promote a sound land management program in accordance with established multiple-use principles: Provided, That a substantial relocation of the rights-of-way for such trail shall be by Act of Congress.

(c) National scenic or national historic trails may contain campsites, shelters, and related-public-use facilities. Other uses along the trail, which will not substantially interfere with the nature and purposes of the trail, may be permitted by the Secretary charged with the administration of the trail. Reasonable efforts shall be made to provide sufficient access opportunities to such trails and, to the

extent practicable, efforts be made to avoid activities incompatible with the purposes for which such trails were established. The use of motorized vehicles by the general public along any national scenic trail shall be prohibited and nothing in this Act shall be construed as authorizing the use of motorized vehicles with- in the natural and historical areas of the national park system, the national wildlife refuge system, the national wilderness preservation system where they are presently prohibited or on other Federal lands where trails are designated as being closed to such use by the appropriate Secretary: Provided, That the Secretary charged with the administration of such trail shall establish regulations which shall authorize the use of motorized vehicles when, in his judgment, such vehicles are necessary to meet emergencies or to enable adjacent landowners or land users to have reasonable access to their lands or timber rights: Provided further, That private lands included in the national recreation, national scenic, or national historic trails by cooperative agreement of a landowner shall not preclude such owner from using motorized vehicles on or across such trails or adjacent lands from time to time in accordance with regulations to be established by the appropriate Secretary. Where a national historic trail follows existing public roads, developed rights-of-way or waterways, and similar features of man's non-historically related development, approximating the original location of a historic route, such segments may be marked to facilitate retracement of the historic route, and where a national historic trail parallels an existing public road, such road may be marked to commemorate the historic route. Other uses along the historic trails and the Continental Divide National Scenic Trail, which will not substantially interfere with the nature and purposes of the trail, and which, at the time of designation, are allowed by administrative regulations, including

the use of motorized vehicles, shall be permitted by the Secretary charged with administration of the trail. The Secretary of the Interior and the Secretary of Agriculture, in consultation with appropriate governmental agencies and public and private organizations, shall establish a uniform marker, including thereon an appropriate and distinctive symbol for each national recreation, national scenic, and national historic trail. Where the trails cross lands administered by Federal agencies such markers shall be erected at appropriate points along the trails and maintained by the Federal agency administering the trail in accordance with standards established by the appropriate Secretary and where the trails cross non-Federal lands, in accordance with written cooperative agreements, the appropriate Secretary shall provide such uniform markers to cooperating agencies and shall require such agencies to erect and maintain them in accordance with the standards established. The appropriate Secretary may also provide for trail interpretation sites, which shall be located at historic sites along the route of any national scenic or national historic trail, in order to present information to the public about the trail, at the lowest possible cost, with emphasis on the portion of the trail passing through the State in which the site is located. Wherever possible, the sites shall be maintained by a State agency under a cooperative agreement between the appropriate Secretary and the State agency.

(d) Within the exterior boundaries of areas under their administration that are included in the right-of-way selected for a national recreation, national scenic, or national historic trail, the heads of Federal agencies may use lands for trail purposes and may acquire lands

or interests in lands by written cooperative agreement, donation, purchase with donated or appropriated funds or exchange.

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

(f)

(1) The Secretary of the Interior, in the exercise of his exchange authority, may accept title to any non-Federal property within the

right-of-way and in exchange therefor he may convey to the grantor of such property any federally owned property under his jurisdiction which is located in the State wherein such property is located and which he classifies as suitable for exchange or other disposal. The values of the properties so exchanged either shall be approximately equal, or if they are not approximately equal the values shall be equalized by the payment of cash to the grantor or to the Secretary as the circumstances require. The Secretary of Agriculture, in the exercise of his exchange authority, may utilize authorities and procedures available to him in connection with exchanges of national forest lands.

(2) In acquiring lands or interests therein for a National Scenic or Historic Trail, the appropriate Secretary may, with consent of a landowner, acquire whole tracts notwithstanding that parts of such tracts may lie outside the area of trail acquisition. In furtherance of the purposes of this act, lands so acquired outside the area of trail acquisition may be exchanged for any non-Federal lands or interests therein within the trail right-of-way, or disposed of in accordance with such procedures or regulations as the appropriate Secretary shall prescribe, including:

(I) provisions for conveyance of such acquired lands or interests therein at not less than fair market value to the highest bidder, and (ii) provisions for allowing the last owners of record a right to purchase said acquired lands or interests therein upon payment or agreement to pay

(h) an amount equal to the highest bid price. For lands designated for exchange or disposal, the appropriate Secretary may convey these lands with any reservations or covenants deemed desirable to further the purposes of this Act. The proceeds from any disposal shall be credited to

the appropriation bearing the costs of land acquisition for the affected trail.

(g) The appropriate Secretary may utilize condemnation proceedings without the consent of the owner to acquire private lands or interests, therein pursuant to this section only in cases where, in his judgment, all reasonable efforts to acquire such lands or interest therein by negotiation have failed, and in such cases he shall acquire only such title as, in his judgment, is reasonably necessary to provide passage across such lands: Provided, That condemnation proceedings may not be utilized to acquire fee title or lesser interests to more than an average of one hundred and twenty-five acres per mile. Money appropriated for Federal purposes from the land and water conservation fund shall, without prejudice to appropriations from other sources, be available to Federal departments for the acquisition of lands or interests in lands for the purposes of this Act. For national historic trails, direct Federal acquisition for trail purposes shall be limited to those areas indicated by the study report or by the comprehensive plan as high potential route segments or high potential historic sites. Except for designated protected components of the trail, no land or site located along a designated national historic trail or along the Continental Divide National Scenic Trail shall be subject to the provisions of section 4(f) of the Department of Transportation Act (49 U.S.C. 1653(f)) unless such land or site is deemed to be of historical significance under appropriate historical site criteria such as those for the National Register of Historic Places.

(1) The Secretary charged with the administration of a national recreation, national scenic, or national historic trail shall provide for the development and maintenance of such trails within federally administered areas, and shall cooperate

with and encourage the States to operate, develop, and maintain portions of such trails which are located outside the boundaries of federally administered areas. When deemed to be in the public interest, such Secretary may enter written cooperative agreements with the States or their political subdivisions, landowners, private organizations, or individuals to operate, develop, and maintain any portion of such a trail either within or outside a federally administered area. Such agreements may include provisions for limited financial assistance to encourage participation in the acquisition, protection, operation, development, or maintenance of such trails, provisions providing volunteer in the park or volunteer in the forest status (in accordance with the Volunteers in the Parks Act of 1969 and the Volunteers in the Forests Act of 1972) to individuals, private organizations, or landowners participating in such activities, or provisions of both types. The appropriate Secretary shall also initiate consultations with affected States and their political subdivisions to encourage –

(A) the development and implementation by such entities of appropriate measures to protect private landowners from trespass resulting from trail use and from unreasonable personal liability and property damage caused by trail use, and

(B) the development and implementation by such entities of provisions for land practices compatible with the purposes of this Act, for property within or adjacent to trail rights-of-way. After consulting with States and their political subdivisions under the preceding sentence, the Secretary may provide assistance to such entities under appropriate cooperative agreements in the manner provided by this subsection.

(2) Whenever the Secretary of the

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

(i) The appropriate Secretary, with the concurrence of the heads of any other Federal agencies administering lands through which a national recreation, national scenic, or national historic trail passes, and after consultation with the States, local governments, and organizations concerned, may issue regulations, which may be revised from time to time, governing the use, protection, management, development, and administration of trails of the national trails system. In order to maintain good conduct on and along the trails located within federally administered areas and to provide for the proper government and protection of such trails, the Secretary of the Interior and the Secretary of Agriculture shall prescribe and publish such uniform regulations as they deem necessary and any person who violates such regulations shall be guilty of a misdemeanor, and may be punished by a fine of not more \$500 or by imprisonment not exceeding six months, or by both such fine and imprisonment. The Secretary responsible for the administration of any segment of any component of the National Trails System (as determined in a manner consistent with subsection (a)(1) of this section) may also utilize authorities related to units of the national park system or the national forest system, as the case may be, in carrying out his administrative responsibilities for such component.

(j) Potential trail uses allowed on designated components of the national trails system may include, but are not limited to, the following: bicycling, cross-country skiing, day hiking, equestrian activities, jogging or similar fitness activities, trail biking, overnight and long-distance backpacking, snowmobiling, and surface water and underwater activities. Vehicles which may be permitted on certain trails may include, but need not be limited to, motorcycles, bicycles, four-wheel drive or all-terrain off-

road vehicles. In addition, trail access for handicapped individuals may be provided. The provisions of this subsection shall not supersede any other provisions of this Act or other Federal laws, or any State or local laws.

(k) For the conservation purpose of preserving or enhancing the recreational, scenic, natural, or historical values of components of the national trails system, and environs thereof as determined by the appropriate Secretary, landowners are authorized to donate or otherwise convey qualified real property interests to qualified organizations consistent with section 170(h)(3) of the Internal Revenue Code of 1954, including, but not limited to, right-of-way, open space, scenic, or conservation easements, without regard to any limitation on the nature of the estate or interest otherwise transferable within the jurisdiction where the land is located. The conveyance of any such interest in land in accordance with this subsection shall be deemed to further a Federal conservation policy and yield a significant public benefit for purposes of section 6 of Public Law 96-541.

STATE AND METROPOLITAN AREA TRAILS

SEC. 8. [16USC1247] (a) The Secretary of the Interior is directed to encourage States to consider, in their comprehensive statewide outdoor recreation plans and proposals for financial assistance for State and local projects submitted pursuant to the Land and Water Conservation Fund Act, needs and opportunities for establishing park, forest, and other recreation and historic trails on lands owned or administered by States, and recreation and historic trails on lands in or near urban areas. The Secretary is also directed to encourage States to consider, in their comprehensive statewide historic

preservation plans and proposals for financial assistance for State, local, and private projects submitted pursuant to the Act of October 15, 1966 (80 Stat. 915), as amended, needs and opportunities for establishing historic trails. He is further directed in accordance with the authority contained in the Act of May 28, 1963 (77 Stat. 49), to encourage States, political subdivisions, and private interests, including nonprofit organizations, to establish such trails.

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

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

(d) The Secretary of Transportation, the Chairman of the Interstate Commerce Commission, and the Secretary of the Interior, in administering the Railroad Revitalization and Regulatory Reform Act of 1976, shall encourage State and local agencies and private interests to establish appropriate trails using the provisions of such programs. Consistent with the purposes of that Act, and in furtherance of the national policy to preserve established railroad rights-of-way for future reactivation of rail service, to protect rail transportation corridors, and to encourage energy efficient transportation use, in the case of interim use of any established railroad rights-of-way pursuant to donation, transfer, lease, sale, or otherwise in a manner consistent with the National Trails System Act,

if such interim use is subject to restoration or reconstruction for railroad purposes, such interim use shall not be treated, for purposes of any law or rule of law, as an abandonment of the use of such rights-of-way for railroad purposes. If a State, political subdivision, or qualified private organization is prepared to assume full responsibility for management of such rights-of-way and for any legal liability arising out of such transfer or use, and for the payment of any and all taxes that may be levied or assessed against such rights-of-way, then the Commission shall impose such terms and conditions as a requirement of any transfer or conveyance for interim use in a manner consistent with this Act, and shall not permit abandonment or discontinuance inconsistent or disruptive of such use.

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

RIGHTS-OF-WAY AND OTHER PROPERTIES

SEC. 9. [16USC1248] (a) The Secretary of the Interior or the Secretary of Agriculture as the case may be, may grant easements and rights-of-way upon, over, under, across, or along any component of the national trails system in accordance with the laws applicable to the national park system and the national forest system, respectively: Provided, That any conditions contained in such easements and rights-of-way shall be related to the policy and purposes of this Act.

(b) The Department of Defense, the Department of Transportation, the Interstate Commerce Commission, the Federal Communications Commission, the Federal Power Commission, and

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

(c) Commencing upon the date of enactment of this subsection, any and all right, title, interest, and estate of the United States in all rights-of-way of the type described in the Act of March 8, 1922 (43

U.S.C. 912), shall remain in the United States upon the abandonment or forfeiture of such rights-of-way, or portions thereof, except to the extent that any such right-of-way, or portion thereof, is embraced within a public highway no later than one year after a determination of abandonment or forfeiture, as provided under such Act.

(d)

(e)

(1) All rights-of-way, or portions thereof, retained by the United States pursuant to subsection

(c) which are located within the boundaries of a conservation system unit or a National Forest shall be added to and incorporated within such unit or National Forest and managed in accordance with applicable provisions of law, including this Act.

(2) All such retained rights-of-way, or portions thereof, which are located outside the boundaries of a conservation system unit or a National Forest but adjacent to or contiguous with any portion of the public lands shall be managed pursuant to the Federal Land Policy and Management Act of 1976 and other applicable law, including this section.

(3) All such retained rights-of-way, or portions thereof, which are located outside the boundaries of a conservation system unit

or National Forest which the Secretary of the Interior determines suitable for use as a public recreational trail or other recreational purposes shall be managed by the Secretary for such uses, as well as for such other uses as the Secretary determines to be appropriate pursuant to applicable laws, as long as such uses do not preclude trail use.

(l) The Secretary of the Interior is authorized where appropriate to release and quitclaim to a unit of government or to another entity meeting the requirements of this subsection any and all right, title, and interest in the surface estate of any portion of any right-of-way to the extent any such right, title, and interest was retained by the United States pursuant to subsection (c), if such portion is not located within the boundaries of any conservation system unit or National Forest. Such release and quitclaim shall be made only in response to an application therefor by a unit of State or local government or another entity which the Secretary of the Interior determines to be legally and financially qualified to manage the relevant portion for public recreational purposes. Upon receipt of such an application, the Secretary shall publish a notice concerning such application in a newspaper of general circulation in the area where the relevant portion is located. Such release and quitclaim shall be on the following conditions:

(A) If such unit or entity attempts to sell, convey, or otherwise transfer such right, title, or interest or attempts to permit the use of any part of such portion for any purpose incompatible with its use for public recreation, then any and all right, title, and interest released and quitclaimed by the Secretary pursuant to this subsection shall revert to the United States.

- (B) Such unit or entity shall assume full responsibility and hold the United States harmless for any legal liability which might arise with respect to the transfer, possession, use, release, or quitclaim of such right-of-way.
- (C) Notwithstanding any other provision of law, the United States shall be under no duty to inspect such portion prior to such release and quitclaim, and shall incur no legal liability with respect to any hazard or any unsafe condition existing on such portion at the time of such release and quitclaim.
- (2) The Secretary is authorized to sell any portion of a right-of-way retained by the United States pursuant to subsection (c) located outside the boundaries of a conservation system unit or National Forest if any such portion is –
 - (A) not adjacent to or contiguous with any portion of the public lands; or
 - (B) determined by the Secretary, pursuant to the disposal criteria established by section 203 of the Federal Land Policy and Management Act of 1976, to be suitable for sale. Prior to conducting any such sale, the Secretary shall take appropriate steps to afford a unit of State or local government or any other entity an opportunity to seek to obtain such portion pursuant to paragraph (l) of this subsection.
- (3) All proceeds from sales of such retained rights of way shall be deposited into the Treasury of the United States and credited to the Land and Water Conservation Fund as provided in section 2 of the Land and Water Conservation Fund Act of 1965.
- (4) The Secretary of the Interior shall annually report to the Congress the total proceeds from sales under paragraph (2) during the preceding fiscal year. Such report shall be included in the President’s annual budget submitted to the Congress.
- (f) As used in this section –
 - (1) The term “conservation system unit” has the same meaning given such term in the Alaska National Interest Lands Conservation Act (Public Law 96-487; 94 Stat. 2371 et seq.),

except that such term shall also include units outside Alaska.

(2) The term “public lands” has the same meaning given such term in the Federal Land Policy and Management Act of 1976.

AUTHORIZATION OF APPROPRIATIONS

SEC. 10. [16USC1249] (a)

(1) There are hereby authorized to be appropriated for the acquisition of lands or interests in lands not more than \$5,000,000 for the Appalachian National Scenic Trail and not more than \$500,000 for the Pacific Crest National Scenic Trail. From the appropriations authorized for fiscal year 1979 and succeeding fiscal years pursuant to the Land and Water Conservation Fund Act (78 Stat. 897), as amended, not more than the following amounts may be expended for the acquisition of lands and interests in lands authorized to be acquired pursuant to the provisions of this Act: for the Appalachian National Scenic Trail, not to exceed \$30,000,000 for fiscal year 1979, \$30,000,000 for fiscal year 1980, and \$30,000,000 for fiscal year 1981, except that the difference between the foregoing amounts and the actual appropriations in any one fiscal year shall be available for appropriation in subsequent fiscal years.

(2) It is the express intent of the Congress that the Secretary should substantially complete the land acquisition program necessary to insure the protection of the Appalachian Trail within three complete fiscal years following the date of enactment of this sentence.

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

(c) Authorization of Appropriations-

(1) IN GENERAL- Except as otherwise provided in this Act, there are authorized to be appropriated such sums as are necessary to implement the provisions of this Act relating to the trails designated by section 5(a).

VOLUNTEER TRAILS ASSISTANCE

SEC. 11. [16USC1250] (a)

(1) In addition to the cooperative agreement and other authorities contained in this Act, the Secretary of the Interior, the Secretary of Agriculture, and the head of any Federal agency administering Federal lands, are authorized to encourage volunteers and volunteer organizations to plan, develop, maintain, and manage, where appropriate, trails throughout the Nation.

(2) Wherever appropriate in furtherance of the purposes of this Act, the Secretaries are authorized and encouraged to utilize the Volunteers in the Parks Act of 1969, the Volunteers in the Forests Act of 1972, and section 6 of the Land and Water Conservation Fund Act of 1965 (relating to the development of Statewide Comprehensive Outdoor Recreation Plans).

(b) Each Secretary or the head of any Federal land managing agency, may assist volunteers and volunteer organizations in planning, developing, maintaining, and managing trails. Volunteer work may include, but need not be limited to—

(1) planning, developing, maintaining, or managing (A) trails which are components of the national trails system, or (B) trails which, if so developed and maintained, could qualify for designation as components of the national trails system; or

(2) operating programs to organize and supervise volunteer trail building efforts with respect to the trails referred to in paragraph (1), conducting trail-related research projects, or providing education and training to volunteers on methods of trails planning, construction, and maintenance.

(c) The appropriate Secretary or the head of any Federal land managing agency may utilize and to make available Federal facilities, equipment, tools, and technical assistance to volunteers and volunteer organizations, subject to such limitations and restrictions as the appropriate Secretary or the head of any Federal land managing agency deems necessary or desirable.

DEFINITIONS

SEC. 12. [16USC1251] As used in this Act:

- (1) The term “high potential historic sites” means those 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 its major use. Criteria for consideration as high potential sites include historic significance, presence of visible historic remnants, scenic quality, and relative freedom from intrusion.
- (2) The term “high potential route segments” means those segments of a trail which would afford high quality recreation experience in a portion of the route having greater than average scenic values or affording an opportunity to vicariously share the experience of the original users of a historic route.

(3) The term “State” means each of the several States of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Trust Territory of the Pacific Islands, the Northern Mariana Islands, and any other territory or possession of the United States.

(4) The term “without expense to the United States” means that no funds may be expended by Federal agencies for the development of trail related facilities or for the acquisition of lands or interest in lands outside the exterior boundaries of Federal areas. For the purposes of the preceding sentence, amounts made available to any State or political subdivision under the Land and Water Conservation Fund Act of 1965 or any other provision of law shall not be treated as an expense to the United States.

Appendix B: Participants in the Long-Range Planning Process

Nancy Anderson, President/Director, Columbia River Quarantine Station, Knappton Cove Heritage Center, WA

Lani Augustine, AmeriCorps VISTA intern, Ravalli County Museum, Hamilton, MT

Andy Banta, Superintendent, Fort Union Trading Post National Historic Site, ND (NPS)

Deanna Barnes, Project Manager, Lewis and Clark Confluence Tower, IL

Anna Barrera, Tourism Consultant

Della Bauer, Sgt. Floyd Tri-State Chapter, Lewis and Clark Trail Heritage Foundation

Neal Bedlan, Chief of Interpretation, Lewis and Clark National Historic Trail (NPS)

Michael Berger, Nebraska Indian Community College, Macey, NE

Brook Bench, Parks and Recreation Director, City of Omaha, NE

Julie Blanchard, Supervisory Park Ranger, Lewis and Clark National Historic Trail (NPS)

Bill Brecht, Museum Director, Lewis and Clark Boat House and Museum, St. Charles, MO

Daniel Brigman, Park Superintendent, Katy Trail State Park, MO

Jon Burpee, Superintendent, Lewis and Clark National Historical Park, Astoria, OR (NPS)

David Borlaug, President, Lewis and Clark Fort Mandan Foundation, Washburn, ND

Carol Clark, Interpretive Resource Tech, Weston Bend State Park, MO

Ryan Cooper, Geographer, Lewis and Clark National Historic Trail (NPS)

Ashley Danielson, Volunteer and Partnership Specialist, Lewis and Clark National Historic Trail (NPS)

Alisha Deegan, Chief of Interpretation, Knife River Indian Villages National Historic Site, ND (NPS)

Chris Dekker, Supervisor, Sgt. Floyd Welcome Center, IA

Cole Donelson, Founder and Blogger, Switchbackkids.com, MO

Jan Paul Donelson, Chairman, Lewis and Clark Discovery Expedition of St. Charles, MO

Hazel Easley, President, Stella Historical Society, WA

Patrick Egan (webinar)

Edwin Eller, President, Lewis and Clark Foundation

Shirley Enos, Mouth of the Platte Chapter, Lewis and Clark Trail Heritage Foundation

Doug Friedli, Executive Director, Missouri River Basin Lewis and Clark Center, NE

Lisa Formanik, Naturalist, Fontenelle Forest Nature Center, NE

Jeff Fields, Superintendent, Ponca State Parks, NE

Jeff Franco, Operations Supervisor, Hitchcock Nature Center, Pottawattamie County Conservation, IA

Brandon Frazier, Park Ranger/Natural Resource Specialist, McNary Lock & Dam, Army Corps of Engineers, Umatilla County, OR

Dan Gallagher, Outdoor Recreation Planner, US Bureau of Reclamation, Canyon Ferry Reservoir, MT

Jerry Garreth, Lewis and Clark Trail Heritage Foundation

Bill Garvin, Columbia Pacific Heritage Museum, WA

John Goodenberger, Columbia River Quarantine Station, Knappton Cove Heritage Center, WA

Phillip Gordon, Lewis and Clark Trail Heritage Foundation

Rachel Halbmaier, Director, Missouri River Commons, Greater Omaha Chamber of Commerce, NE

Rob Hanna, Interpretation Coordinator, North Dakota Parks and Recreation, ND

Vergial Cade Harp, Park Superintendent, Katy Trail State Park, MO
 Lindy Hatcher, Executive Director, Lewis and Clark Trail Heritage Foundation,
 Great Falls, MT
 Bob Hanover, Superintendent, Nebraska Game and Parks Commission, NE
 Michele Hayes, Visitor Services Manager, Visit Omaha, NE
 Linda Helm, Environmental Protection Specialist, Lewis and Clark National
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 Kevin Holliday, Superintendent, Nebraska Game & Parks Commission, NE
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 Mark Johnson (webinar)
 Sarah Jones, Park Superintendent, Katy Trail and Clark's Hill State Park, MO
 Ryan Karlson, Interpretive Program Manager, Washington State Parks, WA
 Darian Kath, Interpretive Ranger, Lewis and Clark Interpretive Center,
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 Ryan Kephart, Park Guide, Lewis and Clark National Historic Trail (NPS)
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 Kevin Kirkey, Interpretive Center Site Manager, North Dakota Parks and Recreation, ND
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 Johnathan McAndrews, Natural Resources Tech, Lewis and Clark State Park,
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 Betsy Millard, Director, Columbia Pacific Heritage Museum, WA
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Dick Williams, Mouth of the Platte Chapter, Lewis and Clark Trail Heritage Foundation
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Students learn about Lewis and Clark through hands-on living history in Omaha, Nebraska.
NPS photo.

Back Cover: Visitors to Lewis and Clark National Historical Park in Astoria, Oregon, can hike to the same Pacific beaches the Corps of Discovery visited in 1805. NPS photo.

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National Park Service
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