

Recreational Leadership Training Course



-- RLTC --

Leading Volunteers to Victory!

By Del Albright

**MODULE X:
Land Use Policies & Regulations**

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-- INTRODUCTION --

Welcome to Module X: Land Use Policies & Regulations, of the Recreational Leadership Training Course (RLTC), by Del Albright. RLTC is designed to help you be a better boss of volunteers in recreational endeavors, such as trail projects, events, cleanups, conventions, and meetings.

RLTC is a 10 Module correspondence course conducted via email and the Internet. Each Module must be completed in order, before starting the next Module. An examination is part of each Module. Complete the examination and mail (hard copy, signed) to:

Del Albright
Attn: RLTC
PO BOX 127
Mokelumne Hill, CA 95245

Questions and comments may be exchanged via email as you progress through the course. Or you may call me at: (209) 304-7693.

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Module X is about developing your understanding of the land use lingo, and the designations that we find on our public lands, as well as the process of managing those lands.

- **Land Use Definitions** -

We will start this Module with some definitions. These are important definitions that you should keep handy when dealing with bureaucrats or politicians. Knowing the lingo is as important as knowing how to use your recreational toy. Please don't fall asleep or drift off on me here. This is important stuff to know as a foundation for leading volunteers in land use and land stewardship. Hang in there. ☺

A-C	D-H	I-L	M-P	Q-Z
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ADMINISTRATIVE CLOSURE: Seasonal or emergency road closures executed by the agency with little or no public input although administrative decisions are supposed to be noticed; these are very difficult to appeal. These closures are usually good for one year. Sometimes if we don't stay on top of these closures, they might last longer. It's important to know what is going on (and why) with any trail/road closures in your area – and under what authority they were closed.

ADMINISTRATIVE RECORD: The record that tags along with a route/road/trail, documenting the issues (plants, wildlife, erosion, etc.) associated with a route. This "record" serves as the basis for decisions about this route. Statutory requirements are the foundation of what happens to a route as per its administrative record – the law must be upheld in all cases (Statutes). When you want to know more about a road or trail, ask for the Administrative Record that goes with it.

APPEAL: An administrative process to challenge a decision to the next level of management. For example, when a Forest Supervisor issues a decision about a local Forest, appeals are directed to the Regional Forester (who appoints an Appeal Reviewing Officer to conduct the appeal review). Appeals are not un-ending; the Administrative Process clearly stops at a set level of appeal, usually stated in appeal documents. Court (judicial action) is the next step after the Administrative Process ends.

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CEQA: California Environmental Quality Act; California's version of the national environmental policy - NEPA. County roads like the Rubicon Trail that run through USFS (federal) lands, sometimes have to do both CEQA and NEPA analysis.

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CFR: Code of Federal Regulations. CFR's are what control the actions of federal land management agencies. They follow congressional Acts and Executive Orders. They are the implementing rules of the game. Anytime you see a Forest Order, or closure, you can trace back the CFR that lead to it.

COMMENT PERIOD: Your opportunity to influence the decision. It is a set period of time and sometimes can be extended if enough people request it. Missing the deadline is missing your chance to comment.

CONSERVATION ASSESSMENTS: These assessments gather and synthesize the best available information concerning relationships, population status and trends, historical and current distributions, and key risk factors likely affecting wildlife species distribution and existence. These take place after the Record of Decision to assess the effectiveness of the decision and subsequent projects. Conservation Assessments are usually done in cooperation with some agency like the US Fish and Wildlife Service.

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DECISION NOTICE: The legal notice to the public of the decision.

DESIRED FUTURE CONDITION: This is a statement describing a common vision for a specified land area; expressed in present tense language although the conditions may not and most likely do not yet exist. You should read these carefully to see where motorized recreation fits into the desired future condition.

DRAFT: A preview of the agency decision, available for public comment for a set period of time.

EA: Environmental Assessment. An EA is a lesser degree of resource evaluation than an Environmental Impact Statement (EIS). EA's can be challenged both during and after their release. I have personally been involved in getting one EA thrown out (rejected) and a new one initiated.

ECOSYSTEM ANALYSIS: a generic term used to refer to an analysis of any type conducted over an entire ecosystem such as a river basin, entire watershed, project area, etc. This analysis provides a context for managing whole ecosystems; that is, all resources and situations encountered within geographic areas at various scales.

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EIR: Environmental Impact Report; An EIR is a full-fledged assessment of the proposed actions and consequences thereof on the resources (under CEQA).

EIS: Environmental Impact Statement happens under NEPA. An EIS is the same as an EIR under CEQA. An EIS must assess the proposed actions and consequences thereof.

EO: Executive Order. EO's are issued by the Executive Branch of the federal government --- Department of the Interior and Department of Agriculture.

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FACA: Federal Advisory Committee Act; This Act requires federal agencies to allow plenty of opportunity for organizations and individuals to comment on any proposals. It also prohibits agencies from holding secret or one-sided meetings without full public involvement. Under FACA, the feds cannot hold a meeting with one side of an argument without inviting the other side; unless both parties agree, or are included some how.

FINAL: The final environmental justification for the action planned.

FONSI: Finding of No Significant Impact; Under NEPA, a FONSI is the last document before implementation of the action planned and is used when no EIS is needed (only an EA). In other words, the impact on the resources is not that significant.

LRMP: Land and Resource Management Plans; LRMP's are those plans that come out of the National Forest Management Act (See below for more on the NFMA) planning guidelines/mandates.

LANDSCAPE ANALYSIS: While not decision documents themselves, landscape analyses provide the baseline information after a Record of Decision (ROD) for making subsequent project level decisions. The scale of these analyses varies. But on the Sierra Nevada Framework, analyses will be conducted at watershed scales of approximately 30,000 – 50,000 acres.

Landscape analysis characterizes historic conditions, current status, and future trends of an area.

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NEPA: National Environmental Policy Act; NEPA defines the level of documentation necessary for any project; includes otherwise excluded categories; and determines when an EIS is needed; requires federal agencies to prepare detailed statements on proposed actions that significantly affect the quality of the human environment. This requirement serves two functions: 1) to provide decision makers with a detailed accounting of the likely environmental effects of a proposed action prior to its adoption; and 2) to inform the public of, and allow comment on, such efforts.

NFMA: National Forest Management Act; NFMA requires each Forest Supervisor to develop a plan that directs management activities on the national forest in their area (can be found in the Code of Federal Regulations).

NOTICE OF INTENT: This is the first documentation published when an EIS is required; comes right before Scoping (public input). This advises the public that environmental evaluations will be conducted on a proposed project.

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PAC: Protected Activity Center; PAC's differ for different wildlife species. A PAC is an area of restricted activity based on the species involved. PAC's can restrict travel, logging, intervention and any other activities within a specified range, depending on the species. Spotted Owl PAC's are normally 300 acres.

PROPOSED ACTION: this is what the agency proposes to do after looking at various alternatives.

PUBLIC COMMENT: This is the generic term used to refer to input from outside the agency into a proposed project; may include other agencies, organizations, average "Joes," and anyone else with an interest in the project.

RECORD OF DECISION (ROD): The Record of Decision is the final document outlining the alternative or alternatives which were considered to be environmentally preferable, as well as those other alternatives considered before the decision was made. Ordinarily this means the alternative that causes the least damage to the biological and physical environment. A ROD may be appealed in accordance

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with the provisions of 36 CFR by filing a written notice of appeal within 90 days of the date specified in the published legal notice of decision. This appeal must be filed with the Appeal Reviewing Officer – ARO -- named in the ROD.

RPA: Forest and Rangeland Renewable Resources Planning Act; guides long-range planning by providing forest managers with a framework from which to start. RPA was amended by the National Forest Management Act (NFMA).

ROAD: (USFS) defines a road as a motor vehicle travel way over 50 inches wide, unless classified and managed as a trail. A road may be classified or unclassified. Classified roads are those planned or managed to be part of the transportation system. Unclassified roads are those not intended to be part of the transportation system.

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SCOPING: The official process for gathering public comment and interest in a project; it seeks to identify any issues affecting the final agency decision.

STANDING: Standing is a legal term meaning someone (some organization) has a legal interest per the judicial system in a court/legal case, and will be part of the final decision/judgment.

Now that you have some definitions and acronyms in your bag of tricks, let's look how land management agencies sign our public lands and what these signs mean.

Read and learn more about NEPA, the process and some of the acronyms and definitions on my web site at:

http://www.delalbright.com/access/nepa_intro.htm

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- Signs of Our Motorized Times -

Here we'll provide you a handy guide to some of the more popular signs placed by land management agencies; what they mean; and how it affects us as wheelers. We'll also define the many land designations that may or may not have signs in the field to go with them. Please remember that our image as four wheelers and users of public lands depends on our adherence to legitimate signing and motorized restrictions.

Short Disclaimer: I have spent a year researching this section of Module X and photographing signs on public lands. However, not all National Forests and BLM areas are managed the same; and signs seem to be changing over time. The definitions and explanations contained herein were found either on the Internet, through other land use advocates, or in official documents. But you should realize that there could be some variation to these definitions in your particular area. Please be sure to know the rules; abide by the signs; and if in doubt, find out for yourself

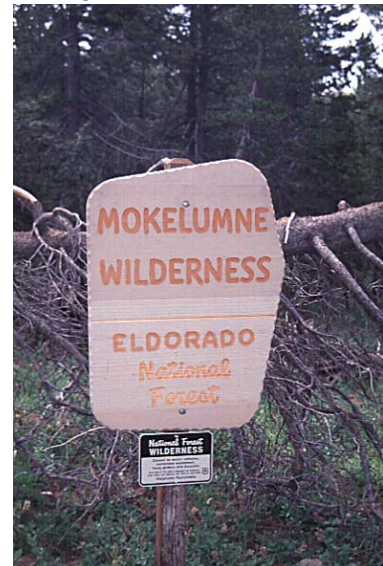
Federal Agency Policies

Most of our recreation occurs on federal lands. These lands are administered by agencies that adopt policies and adhere to laws handed down by Congress. There is a lot happening to our public lands that we need to be aware of and involved in; but it's certainly not a simple subject. Federal land management is complex.

A few National Forests have implemented (or in some cases tried to implement) the CLOSED UNLESS SIGNED OPEN policy – total closure to motorized travel unless signed otherwise. The Blue Ribbon Coalition (www.sharetrails.org) and United 4Wheel Drive Associations (www.ufwda.org), among others, have successfully protested this form of route designation. But the idea has not gone away. Visit their web sites for more info on this policy and the battle to stop it.

Land Designations and Signs

Wilderness: Wilderness is defined by the 1964 Wilderness Act. No bikes; no wheels; no mechanized or motorized vehicles. Under the ROS, Wilderness is usually a Primitive designation (see below). These areas were intended to be roadless areas of 5000 acres or more. ONLY Congress can designate Wilderness although the Act provides for the



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President to make recommendations to Congress on natural and primitive areas that should be considered for Wilderness.

In the original Act, prior existing mining and grazing rights were to continue even if they ended up in Wilderness. Even prior existing access (in-holdings, cabins, and mining claims/structures) was to be left valid under the 1964 Wilderness Act.

Some states, such as California, enacted later follow up Acts for their own states. Revisions to the 1964 Act have changed the original intent somewhat, and today you could earn a Master's Degree trying to sort through the maze of possibilities.

(See Side Bar #1 for a breakdown of the National Wilderness Preservation System as obtained from Wilderness.net.)

Wilderness is a subject all unto its own and, in the opinion of this author, has been severely misused according to the 1964 Act. In fact, there are so many folks today who believe in the original Act, but don't believe in what's happening today in many federal jurisdictions, that a relatively new group has formed to fight this warping of the term Wilderness. WARC – Wilderness Act Reform Coalition – is a group advocating a return to the original 1964 definition of Wilderness. Visit the Blue Ribbon Coalition web site for more information: <http://www.sharetrails.org>.

(See side bar #2 for additional information on Wilderness and its uses by various federal agencies).

Primitive: Areas managed to meet the objective of Primitive are characterized by essentially unmodified natural environment of fairly large size. Interaction between users is very low and evidence of other users is minimal. The area is managed to be essentially free from evidence of management restrictions and controls. Mechanized use is not permitted except where Forest Service approval authorizes entry. Usually you'll find this designation within Wilderness.



This sign seems to be picking on Jeeps☺. Admittedly it's an old sign, but still standing on a California National Forest. It's another No Vehicles sign usually placed on spur or side roads that the USFS wants to close off. You may find signs like this on the edge of Primitive or Wilderness areas.

Sometimes these closures are **Administrative** (one year); other times they're permanent because the road is redundant or damaging to the environment. Often times this type sign will show a road closure after a logging operation when roads are put to bed after the loggers leave. Unfortunately, it can also be used these days to indicate a road about to be OBLITERATED or in the process of being obliterated under the current Roadless Initiatives; Roadless Rules; Road Moratorium; etc. Don't drive these roads.

Wilderness Study Area (WSA): Both the BLM and USFS use WSA's. In the USFS the term is often used interchangeably with terms such as "Roadless Area" or "Further Planning Area." The California Wilderness Act of 1984 added 100,000 acres to Wilderness system; released 100,000 acres for non-Wilderness uses; and designated 34,000 acres as "further planning areas" (now mostly called Wilderness Study Areas).

Part of the 1964 Wilderness Act (the original one) said that further studies and periodic reviews would be conducted of federal lands to determine if large tracts of land were suitable for future inclusion in Wilderness designation. Other Acts, public laws, and agency procedures have come along to enhance the idea of "further study." Thus, Wilderness Study Areas are more and more common; and in some cases, nearly as restrictive as Wilderness. So understanding WSA's is very important.

The BLM spells out the rules for OHV use in the publication "In The Meantime.... Protecting Your Wilderness Study Areas". On page 3 of that publication, under the heading "Off-Highway Vehicles (OHV's)" it reads:

"Motorized and mechanized vehicles are allowed in WSA's with certain restrictions. OHV's including trail and mountain bikes, are limited to existing roads and trails and to designated sand dune or snow areas. Cross-country travel is prohibited."

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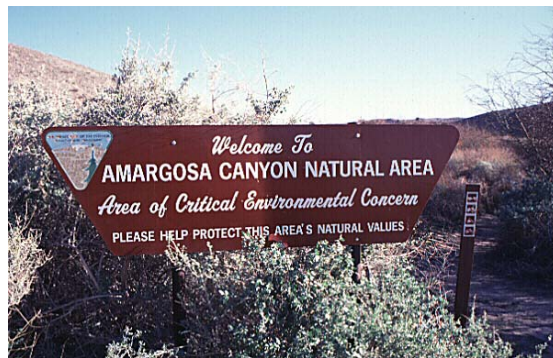
WSA's are managed under guidelines spelled out in BLM manual H-8550-1 "INTERIM MANAGEMENT POLICY FOR LANDS UNDER WILDERNESS REVIEW" (commonly referred to as the IMP). In Chapter 1, B "Specific Policy Guidance", referring to Motor Vehicles, Aircraft and Mechanical Transport it reads:

"Mechanical transport, including all motorized devices as well as trail and mountain bikes, may only be allowed on existing ways and within "open" areas that were designated prior to the passage of FLPMA (October 21, 1976)."

Contained in Chapter 3, "Guidelines for Specific Activities", under Recreation it reads:

"Until WSA's are designated as wilderness or released from study status, vehicle use within each WSA is governed by the terms and conditions as identified in Chapter I. B. 11 and any land-use planning decision. Open areas may be designated only: (1) as sand dune or snow areas for use by the appropriate sand or snow vehicles, or (2) where an area was designated open prior to October 21, 1976. No vehicle designation in a WSA may allow vehicles to travel off existing ways and trails, except in these two circumstances."

ACEC: ACEC, or Area of Critical Environmental Concern, is a BLM land designation for areas where special management attention is required to protect and prevent irreparable damage to: 1) important historic, cultural, or scenic values; 2) fish and wildlife resources or their natural systems or processes; or 3) to protect life and safety from natural hazards.



Roads and trails can be found in ACEC's, however off road travel is almost always certainly prohibited.

Vandalism such as the destruction of these signs is something we all should help prevent and report to officials whenever we see it. This childish behavior is damaging to the image of legitimate and considerate users of public lands.

Natural Area: Natural Area is a term used both by the USFS and BLM. There are at least three types of Natural Areas: Near, Research, and Roaded.

Near Natural Area: This is basically the same as Semi-primitive Non-motorized (SPN). This term was found on the Stanislaus National Forest in California. (See the SPN definition for use restrictions and opportunities).

Research Natural Area (RNA): RNA is established for research and study purposes and is a discrete land area large enough to represent a specific natural ecosystem. The Chief of the Forest Service establishes RNA's based on proposals from individuals and groups. Usually the Forest Plan will outline the management direction for the candidate RNA's. Access is usually provided; but may be for specific study groups only.

Roaded Natural Area: You won't find a sign in the field for this designation. It shows up on USFS maps. This is another form of Natural Area. This one has roads and is characterized by predominantly natural-appearing environments with moderate evidence of the sights and sounds of man. Such evidence usually harmonizes with the natural environment.

Interaction between users may be low to moderate, but with evidence of other users prevalent. Resource modification and utilization practices are evident, but harmonize with the natural environment. Conventional motorized use is provided for in construction standards and design of facilities. On the Stanislaus National Forest in California, for example, this classification applies within most roaded areas on the Forest.

Rehabilitation Area: A Rehabilitation Area is a closed area to allow the vegetation to re-establish itself. This appears to be a way of permanently closing an area to allow it to return to its natural state. All vehicles are prohibited. Sometimes these signs show up in Near Natural Areas (that will soon be natural); or Natural Areas like the definition above. You may see these signs along the edge of Primitive or Wilderness areas to help designate an unofficial or official “buffer strip” to the non-motorized adjacent areas.



Closed Area: Area Closed (To Motorized Vehicles) is a sign used differently in different parts of the country, but for the most part it seems to be connected to an Administrative Closure, which any USFS District Ranger can do for ONE YEAR without question. However, this sign can also be found in areas permanently closed to travel.



Gates: This gate signals an Administrative Closure for seasonal reasons (legitimate). During the winter, this gate is up to prevent winter four wheeling activities in this particular area. The gate is open once the snow melts. Notice the Adopt-A-Trail sign to the right. A four-wheel

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drive club has adopted this trail and takes care of it the minute the gate opens. Drive these roads ONLY when the gate is open.



Designated Route Travel is very common on most USFS lands.

It means we must stay on the roads – no off road travel and no making of new roads or trails. Period. This designation usually complies with the Forest's Travel Management or Route Management Plan. Each Forest must have one. It's part of their Forest planning process and the Forest Management Plan.

Unfortunately, some Forests have attempted to use the term "designated routes" against us in the NEPA (National Environmental Policy Act) process. Many of our trails and two tracks have never been "designated" as routes or roads by the local Forest. Either they haven't had time or they've ignored the need to "designate." Therefore, there really are NO roads or routes in this area. One way the Wilderness advocates look at this is that if there are no roads/routes, then they aren't closing anything.

That's why United 4WDA and the Blue Ribbon Coalition (among others) have been attempting to get routes documented and designated for the last couple years. We need to help them. When you see a request from these groups to inventory trails in your area, this is partly why.



No Trespassing.

Violating these signs can have varying degrees of punishment. This is not a federal agency sign; but rather some landowner's effort at

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designating his/her property. We MUST obey legitimately placed private property signs. Nevada law says a no trespassing sign must be placed every 200 feet on the property lines. Other states say every 500 feet. Most states have similar posting requirements. No matter; you should never find yourself on the other side of a No Trespassing sign.

On the other hand, let me offer you some advice. Know where you are at all times and have a good map with you. Sometimes a landowner will post their property to give the impression that everything (including the road you're driving) is private. MOST times this is not the case. Private property signs usually (I say usually) mean they apply to whatever side of the road they're on. Even both sides of the road can be private; but the road itself is open. BLM has lots of parcels like this. So know where you are and really pay attention to what the sign is really saying. If in doubt, consider it private.



Park Boundary:

This happens to be Death Valley National Park – a National Monument, turned National Park, turned 95% Wilderness. Anyway, pay attention to boundary signs. If you're wheeling up against a Park boundary, my advice is to know whether you're treading close to bad news. Parks are very particular about vehicular travel and I suggest NOT crossing boundaries unless you know the rules of that particular Park. This sign does not say No Vehicles, and in fact, other than staying ON the roads, travel is OK beyond this sign.



I found no official designation for this particular area but the sign tells the tale: Cross-country skiing is ok; but no snowmobiles.

From knowing this particular area, this has to do with the Forest Travel Management Plan and designating specific routes for motorized travel. This is a Designated Route Only Travel area (includes snowmobiles). So if it's not designated for your use, you can't ride it here.

Limited Use Area: Limited Use Area is a BLM sign found commonly at sand dune recreation areas in the West.



This common sense sign tells us the land is open for specific, limited, uses. These uses are normally clearly indicated on the sign by specific type.



No Wheels. While I could not find an actual designation for this area on a sign, I did find this traveler advisory sign that, for whatever reason, there are no motorized vehicles allowed here. Had I checked the map more, I most likely would have found it to be Wilderness or Primitive because of bicycles being restricted also. Again, know where you are on the map when you find signs like this.



Motorized (wheeled) vehicles allowed.

These are GOOD signs. Yes, we can play here. Note there is nothing about staying designated routes; but for the most part, that's the name of the game today. This sign probably fits in with a bigger picture for this Forest and a sign further down the road somewhere that says Off Highway Travel Prohibited or Stay on Designated Routes. Please comply with these signs. Our image depends on us not getting off the road when we're not supposed to.



This is a “cherry stem” road – one that passes through a Wilderness area or in the case of the Dusy/Ershim trail near Fresno, CA, in between two Wilderness areas.

You can drive the road, but both sides are Wilderness. It's critical that we not allow anyone in our groups to get off the road for any reason in these especially sensitive areas. Remember that if you're on a cherry stem road, you're most likely passing through Wilderness or Primitive designated lands. Cherry Stems may not be our “friends.” Email me if you face this option in your area.



Basically what we have here is a hiking trailhead with the **No Vehicles** part marked very clearly. It stands at the head of an old road, now in Wilderness.

Semi-primitive Motorized (SPM): Again, no signs in the Forest for this designation, but rather something you'll find in their Travel Management Plan or Forest Plan. A natural appearing environment of

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moderate to large size characterizes this area. Interaction between users is low to moderate and there is often evidence of other users. On-site controls and restrictions may be evident and motorized use is normally allowed. You may find this class within some Wild and Scenic Rivers, and some Wildlife Areas.

Semi-primitive Non-motorized (SPN): This is another map designation. These areas are characterized by a predominantly natural or natural –appearing environment of moderate to large size. Interaction between users is low, but there is often evidence of other users. The area is managed in such a way that minimum on-site controls and restrictions may be present, but they are subtle.

Motorized vehicle use is not normally permitted. Outside of Wilderness, temporary vehicle use may be authorized based on special needs, but only for the duration of the project, and where roads are then obliterated. Examples of special needs are insect salvage, vehicle and equipment access supported by an escaped fire situation analysis, and placement or removal of facilities under Special Use Permit. On some National Forests, this class applies within some Wild and Scenic Rivers, Near Natural Areas and Research Natural Areas.

Protected Activity Center (PAC): A PAC is a 300-acre contiguous block of the best available habitat surrounding a spotted owl pair or resident single owl locations, designed to improve or enhance the desired habitat attributes for the spotted owl.

Roadless Area: Roadless Areas are specific areas that have been identified during the roadless Areas Review and Evaluation (RARE I and II). Generally they are areas of 5000 acres or larger that did not contain any roads that were constructed or maintained with mechanized equipment. All of these areas were evaluated for their Wilderness potential and a specific land use designation was made by the USFS for each area.

Unroaded Area: Unroaded Areas are usually of 1000 acres or more that do not contain any Classified Roads. They may contain roads that are being used but they are not on the USFS inventory or part of the system. They may have been constructed with equipment. Again, this is why the BlueRibbon Coalition and United 4 Wheel Drive Associations have been advocating to all of us to help classify and inventory roads in your recreation area.

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This BLM sign indicates **archeological/cultural resources** in the area. Travel is allowed within limits of other signs/designations; but care should be taken to not damage the resource being protected. This could mean cave dwellings, grinding rocks, petroglyphs or one of many other historical/cultural artifacts. Please protect them. Take only photographs and leave only footprints.

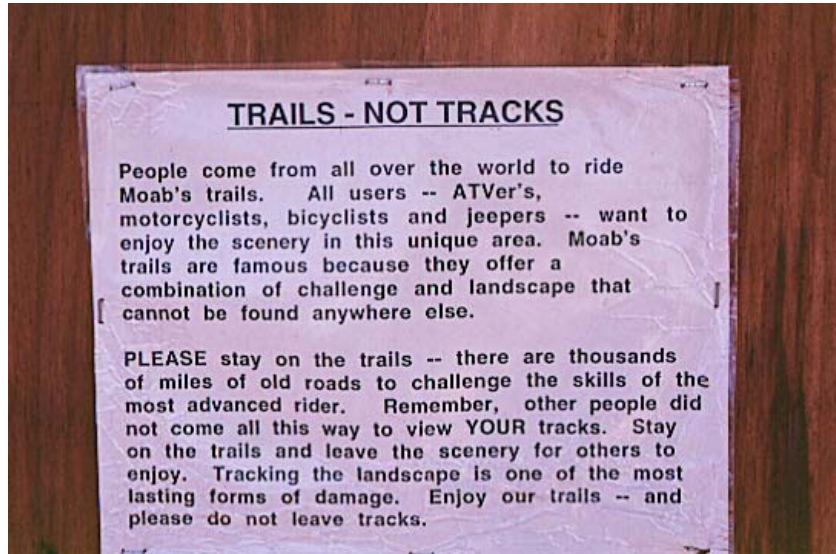
This is another good sign showing that this trail is part of the USFS **Adopt-a-Trail** program and is open to motorized travel (within seasonal closure restrictions).





No Camping is only half this sign. Please note that no fires are allowed either. Please obey this sign when you come across it. Usually the fire prevention/law enforcement staff of the USFS has placed this sign for a very good reason.

"Trails Not Tracks:" This is a slogan that should be a mental image we keep with us. This sign in Moab tells us that if we leave too many tracks, we soon won't have many trails.



Our Involvement

By now you're probably wondering how on earth there can be so many terms and names for the lands we consider public. You might even be asking yourself how we ended up with most of them being restrictive

to our use and enjoyment. Again, I'm sure folks have ended up with advanced education degrees trying to answer these questions. But I can give you a few tips.

The **Recreation Opportunity Spectrum** looks for balance (mostly to satisfy special interest groups on both sides of the fulcrum). Many folks say there are just too many of us out there recreating on our public lands; and rules are necessary. Public lands have been used, and in some cases, over-used, for a long time.

Life in big cities is causing some folks to feel trapped and scared; they want open space and solitude options available to them (and yes, they have the vote).

The USFS has stated (2007) that unmanaged recreation is one of the biggest issues facing public lands these days. To them, little should be left unmanaged, so they are "managing" us more and more. The reality of this means more restrictions, closures, and permitted use for us, the average recreationist.

The reasons for the change in the way our public lands are managed make quite a list. The reality is our public lands ARE changing. The bottom line answer is YOUR involvement in the management of your public lands. Be a part of the solution. Be a part of the system.

PLEASE take one more step: Read more on NEPA and the public input process on my web site at:

http://www.delalbright.com/Access/nepa_intro.htm

Side Bar #2: Wilderness

What is Wilderness according to the 1964 Act?

- Lands that appear to be natural or undisturbed, where human changes are essentially unnoticeable.
- Lands that offer a feeling of quiet and solitude or outstanding opportunities for primitive and unconfined forms of recreation.
- Lands that contain ecological, geological or other features of scientific, scenic, or historical value.

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- Lands large enough to preserve and use as wilderness, generally at least 5000 acres.

BLM managed Wilderness:

- No bicycles; hang gliders; motorized or mechanized vehicles, equipment, boats, or aircraft are allowed.
- Hunting, fishing and non-commercial trapping are allowed under state and local laws.
- Pets are allowed, but remember that some pets may disturb wildlife and other visitors. Pets must be under control at all times.
- Horses or other recreational live stock are generally allowed but may require a special permit, and you may be required to carry feed.
- Gathering wood for campfires, when permitted is limited to dead and downed materials. Live vegetation cannot be cut.
- Hobby rock collecting is allowed only by non-mechanical means and for non-commercial purposes.
- In some wilderness areas, permits or registration may be required. Check first with the BLM office managing the wilderness you wish to visit.

National Park Service managed Wilderness:

- No bicycles; hang gliders; motorized or mechanized vehicles, equipment, boats, or aircraft are allowed.
- Hunting and trapping are NOT allowed in most Parks. Check local Parks for any exemptions to this (such as Mojave National Preserve Area).
- Target shooting or “plinking” is NOT allowed in any areas managed by the NPS, including Wilderness.
- Horses or other recreational livestock may require a special permit, and you may be required to carry feed.
- Pets are NOT allowed in NPS backcountry, including Wilderness.
- Collecting firewood, rocks, minerals, and vegetation is NOT allowed in any areas managed by the NPS, including Wilderness.

National Park Service: National Parks, Preserves and Monuments.

The purpose of the National Park Service (NPS) is to “preserve the scenery and the natural and historic objects and the wildlife therein, and to provide for the enjoyment of the same in such manner and to such means as will leave them unimpaired for the enjoyment of future generations.” All areas within the NSP are managed for this purpose and in accordance with the Act creating the area.

Generally, a national park contains a variety of resources and encompasses large land or water areas to help override adequate protection of the resources. A national monument normally preserves at least one nationally significant natural or cultural feature. They are usually smaller than a national park and lack the diversity of resources. National preserves are established primarily for the protection of certain resources. Activities such as hunting and fishing may be permitted if they do not jeopardize the natural values. National parks and preserves can only be established through Acts of congress. National monuments can be established through an act of Congress or by Presidential Proclamation.

Death Valley, CA, is a prime example of how a National Monument transitions to a National Park and eventually becomes Wilderness managed by the NPS. This, unfortunately, is also about the best example of how the original 1964 Wilderness Act can be ignored or completely modified as evidenced by the fact there are hundreds of miles of roads in the now Wilderness area, and perhaps thousands of examples of man’s presence (mining) since the late 1800’s.

More on the Politics of Land Use

I recommend you do some further reading on the subject of land use politics. A couple of books worth a quick read and perhaps an in-depth study if you really want to understand how this all works, include: *NIMBY Wars – The Politics of Land Use*, by P. Michael Saint (and others), available on Amazon.com and fine book stores; and 2) *State of Fear*, by Michael Crichton.

Another good read is *GRIT: Fighting for Western Land, Life and Liberty*, from RANGE Magazine: <http://www.rangemagazine.com>.

Special Note 2009: one of the best things you can do to save a recreation area/trail, is to build a “friends” type group – a coalition of like-minded individuals usually of mixed recreation types, dedicated to just one purpose. Here is an article on how to do that.

How to Build a Coalition and Save a Recreation Area

By Del Albright, BlueRibbon Ambassador

I was nodding off with my chin resting on my chest when the meeting speaker suddenly caught my attention. I hate it when that happens – he called out my name and asked me a question. Of course, because I’d been lost in dreams of trails and mountains, I had no clue what the question was. But my neighbor saved me and said, “Give your coalition speech.”

That made it easy. I’ve given my “coalition speech” dozens of times. Then it occurred to me that I should make this one of my columns. So herein I will share with you the secrets of how to build a coalition and save a recreation area. It works!

Let’s start with the Assumptions:

1. Your recreation or riding area is under threat of restrictions or closures – if not now, then someday. Perhaps an Endangered Species is just waiting to be found. Perhaps your area is prime for Wilderness.
2. You’re not the only one who recreates out there; there are other riders and other types of recreation or land use taking place in your favorite spot.
3. You’re not a big “joiner,” but you are a member of at least one group (like the BlueRibbon Coalition).
4. You have not assumed that someone else is going to save your recreation area.
5. There are probably a few uninformed folks using your area who don’t follow all the rules, do not stay on designated routes, and leave trash behind.
6. Someday, you want your kids enjoying this same area and recreation.

Now we’ll look at the process for saving this recreation area. As I write this, dozens of states are doing this very thing. I have helped numerous individuals do exactly what I’m about to tell you – turn a one-person dream into a recreation-saving reality. I am essentially going to give you the formula that we used to form the Friends of the Rubicon (FOTR). FOTR (www.friendsoftherubicon.com) has served as an example nationwide for coalition building and recreation-saving efforts. It does not matter what type area or access issue we’re talking about; this process is generic.

From the onset, I recommend your coalition be multiple-use (all interests and users). One definition of coalition is, “An alliance of factions formed for a specific purpose.” You’ll understand the reason for this better as you read through the process.

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STEP ONE is “Step up to the plate.” Only one person need start a recreation-saving effort. But someone does need to step up and start the ball rolling. Do not assume someone else is out there saving your play area/trail. You can take the first step and start the ball rolling. I’m a good first contact. I will help anyone save a recreation or trail/riding area. Step up to the plate and label yourself the savior of a trail or area. Start calling yourself the Trail Boss or President of your newly formed group: Friends of <My Area>.

STEP TWO is to communicate -- begin collecting emails and contact information for other folks who might be interested in your area. Start an emailing list or network. Take a multiple-use approach. Get in touch with all forms of users (equestrians, snowmobilers, ATVers, wheelers, rock collectors, sheep herders, hunters, etc.) who might be using your area. Align your group with other groups of similar interest. Consider a blog or MySpace type account for your new group. Get the word out.

By aligning with other groups right off the bat, you can save yourself tons of work and wheel reinventing. Besides, we must be unified in our efforts and find ways to reduce user conflict before we ever get in front of an elected official or government agent.

I can help you start a statewide or regional emailing list. Eventually you may want to find a list-serve ISP or provider that will host your email list so you can make it a subscribe-only, moderated list. Or do a blog. No matter how you do it, get hooked up with everyone and anyone that might be an ally for your recreation area.

It is usually critical though, that you take a multiple-use approach to saving your riding area. We cannot have user disagreements and conflict arise when it comes time for public testimony or grant money applications. Eliminate these possibilities early on by having all users working together.



STEP THREE is to advertise. Develop a web site quickly (buy the domain name and post up a contact page). Keep your web site domain name as simple as possible, but yet recognizable as who you are.

Through your email network (or meetings if you have the luxury), build a Mission or Purpose Statement. Promote this. Send out flyers to local merchants. Send letters to local elected officials introducing your group and your interest. Conduct field trips and ridealongs. Get your county commissioner or Board of Supervisors out on the ground with you. Write a press release to your local papers and write letters to the editors. Let

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the world know that Friends of <My Area> exists and they'd best deal with you when it comes to talking about that area.

STEP FOUR is organizational development. Build your membership through word of mouth and emailing networks. Have at least one official meeting a year; the rest of your business might easily be handled by email and field trips. Set up an informal chain of command so you have folks you can delegate tasks and projects. Encourage volunteers to take the reins and run a clean up or trail maintenance project. Advertise everything you do. Find a volunteer who writes, and ask them to do a few articles about your new coalition and the work you are doing. Take a member of the local press out with you and let them write the story (as long as they are friendly to your cause).

No matter how many meetings you do or don't have, run your meetings well. Too many meetings, or poorly run meetings can kill a coalition quickly. Visit my web site for a guaranteed winner way to run a meeting (www.delalbright.com/meetings.htm)

I am not suggesting that you need to get very official. In fact, I am suggesting you try to keep things simple. FOTR has no dues; no structure; no officers or Board of Directors, and it works just fine. Donations come in when needed, and are mostly project related. However, each case is different. It would depend on the area politics and interests of the group. Visit organized recreation web sites for more ideas on club-building or incorporation. I highly suggest John Stewart's web site www.muirnet.net for more on starting a club by incorporation. NOHVCC has great resources as well (www.nohvcc.org).



During this step, you can get somewhat official and set up things like an Oversight Committee for <My Area>. We have one for the Rubicon Trail called the Rubicon Oversight Committee (ROC). It's composed of user groups, private landowners, commercial trail users, local, state and federal agencies, as well as environmental groups. Obviously, not all these folks would be members of your Friends of <My Area>.

Oversight Committees usually guide the future development (or lack thereof) of a riding area. It's important to have all interested parties represented, as this will help you eliminate roadblocks before you get up against them.

During this step you should also start pursuing grant money for your recreation area, in cooperation with the new partners you've developed. The Recreational Trails Program (RTP) is the first place to look. \$50,000,000 is available nationwide. Visit my web site for more on RTP (www.delalbright.com/rtp_enter.htm)

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If you'd like to get more official, you can get help from publications available from the BlueRibbon Coalition (www.sharetrails.org), the American Motorcycle Association (www.ama-cycle.org), or your state/regional organizations.

STEP FIVE is to stay alive as a group. This is the ongoing process of keeping folks informed; letting your members of Friends of <My Area> vote on issues and become project leaders so they have ownership in the area. Make your coalition an inclusive effort wherein everyone has a say. Schedule an annual cleanup to keep folks interested in preserving the riding area. Take the effort to plan fun events in your riding area, such as picnics, informal meetings, rides, and family outings. Conduct raffles if your group likes them. Keep your group alive.



This article gives you the foundation to start a coalition and begin saving your riding area. The formula works. I will help you through this process, step by step if you'd like. Feel free to contact me.

(Example "Friends" type groups: www.sandmountain-nv.org, Friends of Sand Mountain; www.oceanodunes.org, Friends of Oceano Dunes; Friends of High Lakes (www.friendsofhighlakes.com); and Friends of Eldorado (www.friendsofeldorado.com).

- Summary -

There is a lot to learn in this Module. I suggest you read and re-read those subjects that interest you and apply them to what you are trying to understand and accomplish. Make cheat sheets of the really good stuff and keep it handy in your rig. Keep these references handy when you're dealing with land use and access issues.

Practice all the techniques and tips you've learned in this course and I guarantee you'll be more effective at achieving your goals. My hope is that you will pass along your knowledge and take charge of leading your volunteers to victory!

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Now, move on to the exam for Module X. I “expect” you to fully understand this Module, especially when dealing with volunteers. Your “objective” is to pass this exam with a 100% score the first time through. Have fun. Email if you have any questions.

This completes Module X of the Recreational Leadership Training Course.

Please complete the examination and email it to del@delalbright.com, or mail it to:

**Del Albright
Attn: RLTC
PO BOX 127
Mokelumne Hill, CA 95245**

This completes the Recreational Leadership Training Course. Once you pass the Exam for Module X, you are a successful graduate. Your certificate will be mailed to you as soon as I receive and grade your Exam for this Module. I would like to personally congratulate you on making it through the course. You have taken a most important step to the future of our recreation. Good work! You will also be placed on a special email network of recreational leaders to continue to share our ideas about leading volunteers to victory! It has been a pleasure having you as a student.

Del Albright

Ps. don't forget to pick out your FREE swag from the list on my website!!!