CORTE MADERA TRAILS
A Stakeholder Analysis and Feasibility Study

Professional Report Prepared By:
Melissa Garrety
2012 MURP Candidate
Department of Planning, Policy & Design
University of California, Irvine
May 7, 2012
Professional Report Prepared By:
Melissa Garrety
2012 MURP Candidate
Department of Planning, Policy & Design
University of California, Irvine

Prepared For:
Jacob Felderman
Allied Climbers of San Diego

Academic Advisor:
Professor Scott Bollens, Phd, AICP
Department of Planning, Policy & Design
University of California, Irvine
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This report is a feasibility study of a proposed trails incorporation project within the Cleveland National Forest, located in Southern California. This report and the analysis contained therein were written with the intention of providing the non-profit organization Allied Climbers of San Diego, the project proponent, the information necessary to guide it in efforts to have the Forest Service, the federal agency managing National Forest lands, incorporate specific unclassified trails at a site known as Corte Madera into the Forest Service System.

This report begins by identifying the history and guiding principles of the Forest Service, an agency within the Department of Agriculture. The management style of the agency, and its existing policies with implications for the proposed project are identified in an effort to clarify the institutional context in which trails exists. Relevant background events leading up to this report, including the historical uses of the trails’ site, are also identified.

The analyses used in this report rely on a thorough review of available Forest Service documents as well as interviews with several stakeholder groups. Stakeholders were identified using a snowball sampling methodology, beginning with organizations who had existing working relationships with the Cleveland National Forest, as well as those whose work is related to the particular issues present at the trails’ site. Individuals interviewed were qualified representatives of various conservation and recreation advocacy groups, as well as Forest Service personnel.

Lastly, this report provides recommendations that may be used by Allied Climbers of San Diego to enhance relationships between stakeholders, as well as to address the various obstacles hindering the advancement of the proposed project. The conclusion following these recommendations then summarizes the findings of the report, and identifies lessons that can be generalized and applied to collaborative land management scenarios elsewhere.
I. INTRODUCTION

This professional report is intended to serve as a decision-making guide assisting Allied Climbers of San Diego, a non-profit organization, in pursuing a particular goal within the Cleveland National Forest. This document will communicate the knowledge obtained from a review of Forest Service plans and policy documents, as well as interviews held with various stakeholders. Recommendations based on the information gathered and the methods of analysis are included in an effort to provide Allied Climbers of San Diego with the information support necessary to develop a plan of action that will facilitate the achievement of the organization’s goal.

Allied Climbers of San Diego

Allied Climbers of San Diego (ACSD) is a non-profit organization that advocates for public access to rock climbing and other outdoor recreation opportunities. ACSD is active in the San Diego area of southern California, working to raise awareness concerning the sport of rock climbing, ecologically responsible recreation behavior, and stewardship of public lands. ACSD also works with land managers and other organizations to maintain open access to recreation areas, as well as to reopen areas that have previously been closed. One area of particular importance to ACSD members is the Cleveland National Forest (CNF), located approximately 40 miles northeast of the City of San Diego. The forest contains many distinctive cliff formations and provides local and regional climbers with the unique opportunity to engage in different styles of climbing in one location. Understandably, access to these climbing opportunities is valued by ACSD members and the climbing community as a whole. For this reason, ACSD would like for the trails leading to climbing sites within the forest be designated by the Forest Service, the federal agency managing the Cleveland National Forest, as official Forest Service System trails. It is the hope of ACSD that in gaining designated trails within the forest the organization can more effectively maintain the areas through stewardship activities, as well as enhance the accessibility of climbing sites to climbers and other outdoor enthusiasts.

Problem Statement

Corte Madera, located in the Descanso District of the Cleveland National Forest, is known for its many lengthy climbs. Accessible only by hiking trail, these back country climbs are a favorite of many locals. Despite the historical use of the area for climbing, however, Corte Madera the existing trails leading to the site are not officially recognized by the Forest Service. That is, they are not part of the Forest Service System’s trail network. As such, they do not appear on Cleveland National Forest maps, nor are they maintained or cared for by the Forest Service. While CNF staff members are aware that the trails exist, the fact that these paths are not official trails means that despite their frequent use the CNF does not take responsibility for them. The members of Allied Climbers of San Diego have expressed the need to pursue identifica-
tion by the Forest Service of the existing trails leading to Corte Madera in order to enhance its accessibility to climbers. For ACSD, adoption of these trails into the Forest Service trail system would present the organization with the opportunity to solidify its interests in the area, as well as to work with land managers and other stakeholders to manage climbing at Corte Madera. Since realization of this accessibility goal is ultimately dependent upon adoption of the trails by Forest Service planning officials, it will require an understanding of the organization’s land management procedures, as well as the relationship dynamics between ACSD, the CNF, and other stakeholders in the area. This project aims to assess ACSD’s objective in light of its larger context in order to understand what strategic methods stakeholders can use to promote collaborative and productive management of lands held in the public interest.

**Intended Audience**

This report is intended to be used by the non-profit organization Allied Climbers of San Diego. ACSD expects to use this report’s recommendations as the foundation of its quest to have existing trails leading to the Corte Madera site identified by the Forest Service in CNF maps, plans, and other documents. While ACSD members are educated professionals, many are not familiar with urban planning and urban design terminology. Therefore, an effort will be made to create a document that is accessible to a general audience by avoiding language that is exclusive to the planning profession.

**Objective**

The objective of this report is to provide information and recommendations that will assist Allied Climbers of San Diego in facilitating adoption of specific existing trails providing access to the Corte Madera site into the Forest Service System’s trail network. Although this report will focus primarily on land management and stakeholder involvement in the Cleveland National Forest, the insight gained through its analysis and the suggested courses of action offered in Section IX (Recommendations) will likely apply to other recreation areas in the CNF, and potentially to other public lands. Additionally, the examination of the dynamics between the various stakeholders included in this report is expected to provide valuable insight related to collaborative environmental management that is applicable to a variety of scenarios.

Corte Madera will be analyzed with the following particular objectives in mind:

1. To identify the planning process used by the US Forest Service the steps involved in designating trail resources, and whether or not designation of Corte Madera trails would be consistent with the objectives and policies of the Forest Service as communicated in their planning documents.
2. To identify the challenges that may prevent formal recognition of the trails, including financial, legal, and political constraints.
3. To solicit input from a variety of stakeholders in the San Diego area
4. To assess the relationships between the stakeholders in order to understand the dynamics of land management in the San Diego area.
5. To analyze ACSD’s endeavor in the context of larger issues, including species protection, public lands management, and impacts of outdoor recreation.
6. To develop recommendations, based on the Forest Service’s operating procedures, the lessons learned from previous efforts, and the unique features of Corte Madera and ACSD that will guide the organization in their quest to have the existing informal trails leading to Corte Madera formally adopted into the Nation Forest System trails network.

**Significance**

The formal identification of climbing trails within the Cleveland National Forest are significant to Allied Climbers of San Diego, the local climbing community, and general outdoor enthusiasts in several ways. Identification would help to enhance access to natural resources for climbers by formally acknowledging the existence of the trails on CNF maps. In addition, it may result in clearer policies and programs to manage climbing activities in the area. For this reason, identification would likely reduce conflicts between land managers and climbers. Well-defined policies and identifiable climbing areas would help to improve communication between the two, thereby laying a foundation for a mutually beneficial relationship.

Adoption of the existing trails into the Forest Service trail system may also be significant with respect to environmental protection and public land stewardship. Literature on environmental policy indicates that public involvement in environmental regulation and management can enhance long-term effectiveness (Fiorino, 2006). Additionally, when allowed use of other sites, Allied Climbers of San Diego has organized service events to maintain the land which its members and the outdoor recreation community use. In a similar fashion, if ACSD were to be successful in negotiating adoption of existing trails at Corte Madera the organization would likely collaborate with the Forest Service to maintain and upkeep the area for the benefit of climbers and the public at large. In this way, the Forest Service and the general public may benefit from volunteer work in the area. Lastly, Forest Service personnel have indicated that previous adoptions of existing trails have resulted in enhanced trail design that ultimately benefited the area and the various sensitive species residing there (Cardoza, 2012).
II. METHODS

Information Acquisition
This report analyzed the planning process used within the Cleveland National Forest through a review of plans and policy documents. Particular attention was given to policies and procedures related to trails. Many documents were readily available for download from the U.S. Forest Service’s website; however, some information was obtained through interviews and internal documents shared by CNF staff.

This report also involved an analysis of potential stakeholders. A literature review of scholarly and professional articles related to public lands management and stakeholder analysis was conducted prior to beginning the analysis in order to achieve a theoretical and practical basis upon which to formulate sampling methodology and interview questions. Interviews were conducted with interested individuals representing a variety of organizations/agencies over period three months.

As the number of persons interested in the Corte Madera issue could potentially be infinite, only relevant stakeholders were contacted. For the purpose of this report, “relevant” was defined as an individual belonging to an agency or organization within San Diego County that is active in the area of public lands management or recreation/conservation advocacy. Interviews began with ACSD Legal Counsel Jacob Felderman, followed by CNF staff member Tim Cardoza and San Diego Audubon Society Conservation Chair Jim Peugh. Cardoza and Peugh were initially contacted via email based on information presented online concerning their roles within their respective organizations, while Felderman was an acquaintance due to his position within ACSD and his involvement with this research project.

Snowball sampling was used in order to address all potential stakeholders and to understand the ties between organizations. During interviews Felderman, Cardoza and Peugh were asked questions related to their organization’s work and relationship with other groups interested in land management issues. Through this process additional names of organizations and individuals involved in environmental, recreation, and land use issues in the San Diego area were obtained. These individuals were subsequently contacted until all relevant and willing potential stakeholders had been interviewed.

In order to understand the unique features that Corte Madera possesses, and how it’s existing state compares to the Design Guidelines included in the Forest Plan, a site visit was conducted. Additionally, Geographic Information System (GIS) data made available by ESRI and
by the Forest Service was available online and was used to build accurate maps representing features such as access points, existing trails, and terrain etc.

**Plan of Analysis**
The Land Management Plan for the Southern California National Forests (Forest Plan) was reviewed in order understand the management style of the Forest Service, particularly with respect to the goals and policies related to recreation and trails management. Other Forest Service documents applicable to these issues were also reviewed. The proposed Corte Madera trails incorporation project was then compared to the relevant objectives and desired conditions identified and a consistency analysis was performed. In this document a matrix displays the results of the analysis and demonstrates the degree of conformity between the potential project and the overall vision of the Forest Service for the CNF, as demonstrated in their stated goals, objectives, and desired conditions.

Interviews held with representatives from the various recreation and environmental advocacy groups active in the San Diego area were analyzed with several goals in mind: 1) Identifying the potential stakeholders involved in any attempt to incorporate trails at Corte Madera, 2) Understanding the relationships between stakeholders, 3) Identifying similar successful and unsuccessful efforts, and 4) Understanding what constraints may arise in the process of attempting to have trails incorporated into the Forest Service System. A schematic was developed to visually represent the findings of the analysis.

Conclusions and recommendations presented in this report are based on qualitative analysis methods; respondents’ views and attitudes were evaluated in conjunction with information on the various agencies histories of involvement in the CNF available online in order to deduce stakeholder’s interest and influence with respect to Corte Madera, as well as to characterize relationships between stakeholders.
III. BACKGROUND

Forest Service History
The U.S. Forest Service is an agency within the Department of Agriculture and is responsible for land management within national forests. Under the federal Organic Act of 1897, the purpose of national forests was exclusively to provide for water control and timber supply (Fedkiw, 1996). Therefore, the primary responsibilities of the Forest Service were to manage these activities with the forests.

However, as time passed, the public’s view of national forests and their importance gradually evolved. In 1960, Congress broadened the purposes of the National Forest system with the Multiple Use Sustained Yield Act (MUSY). Under this statute, forest lands were to be managed with the view of providing for many activities, including outdoor recreation, timber production, and wildlife conservation.

The 1970’s brought forth more changes to the Forest Service’s operations and management styles. Reflecting the growing environmental awareness of the American public, the Forest Service moved to incorporate ecology into agency practices (Fedkiw, 1996). Particularly in light of the passage of the National Environmental Policy Act (NEPA) and the Endangered Species Act (ESA), the Forest Service became increasingly aware of the need to view forest lands as natural systems requiring a balancing of uses. In managing forest resources, the Forest Service openly encouraged staff to apply an ecological perspective. However, the agency did not go so far as to mandate any particular practices. Rather, the Forest Service elected to use a decentralized approach, encouraging an ecological perspective to resource management yet leaving the ultimate decision making to local forest staff (Fedkiw, 1996).

In addition to heightened environmental awareness, the 1970’s brought about dramatic changes in the intensity and types of uses in national forests. Outdoor recreation users increased from 163 million to 220 million over the course of the decade, and the spectrum of recreation activities broadened (Forest Service, 2005). Of particular importance to Forest Service planning was Executive Order 11644 signed by President Nixon, which pertained to Off Road Vehicles (ORV). The order required that these vehicles be addressed in forest plans and that land use managers designate particular areas where ORV activity would be permitted setting a precedent for other recreation uses to receive particular attention in land use plans as well (Forest Service 2005).

The Forest Service now fully incorporates ecological principles into all of its planning prac-
tices. While such an approach was encouraged in the 1970’s, today it is the standard for land management in National Forests and guides the direction of the plans developed by staff (Forest Service, 2005). Additionally, the legislation of the 1970’s increased the public’s ability to participate in the planning process, resulting in involvement by a variety of interests in National Forest projects. Thus today’s Forest Service works to balance multiple uses and the interests of a wide range of people and organizations in its planning and land-management activities while maintaining a view of the forest as an interconnected ecosystem, rather than segmented areas of land.

**Cleveland National Forest**
The Cleveland National Forest comprises approximately 460,000 acres and includes a variety of terrains (US Department of Agriculture, 2011). The CNF exists in three distinct portions divided by Highway I-15 and private land holdings (Figure 1). The Forest is adjacent to Riverside and Orange County at its northern end and San Diego County at its southern. The portion of the forest in which Corte Madera is located is situated approximately 40 miles northeast of the City of San Diego (Figure 4). The CNF is home to a variety of plant and animals species, some of which are federally protected.

**Planning and Land Management**
Forest Plans are Land Management Plans (LMPs) that guide the management of National Forests. They are developed at the regional level and reflect the Forest Service’s desire to sustain multiple uses while respecting forest ecology. The Cleveland National Forest is located within the Pacific Southwest Region, and includes the Los Angeles, San Bernardino, Los Padres, and Cleveland National Forests (Figure 2). Forest Plans are created in three parts: Vision, Strategy, and Design Criteria. Parts I and III, Vision and Design Criteria, respectively, apply to all National Forests within the region. These portions lay out the general goals for lands within the region and the operating regulations, policies, and procedures that govern their existence. Part II, the Strategy, is specific to each forest; that is, each forest in the region has its own Forest Plan that addresses the land use and operation issues unique it. In this way Forest Plans unify the region through an encompassing vision and design guidelines while still meeting the needs of each forest.

**Zoning**
Forest Plans rely on zoning to categorize and identify suitable uses for all areas of land within the forest. The Strategy developed for the CNF identifies seven land use zones: Developed Area Interface, Back Country, Back Country Motorized Use Restricted, Back Country Non-Motorized, Critical Biological, Recommended Wilderness, and Existing Wilderness (Figure 3). Each zone has uses that are permitted and prohibited. Developed Area Interface zones are the most permissive, allowing for a range of activities, while Wilderness and Critical Biological
zones are the most restrictive. Each zone has an associated Recreation Opportunity Spectrum, which identifies general activities that are suitable for the area. However, Forest Plans were not developed with the intention of identifying each and every suitable use. Rather, the general operating principle in CNF land management is that uses are permitted unless specifically prohibited by law, policy, or the Forest Plan (US Forest Service, 2005).

**Place-Based Programs**
In addition to zones, the Forest Plan also identifies Place-Based Programs, Special Designation Overlays, Wild and Scenic Rivers, Research Natural Areas, and Special Interest Areas. These areas do not correspond with any one zone, but rather identify specific locations that are subject to particular attention because of their unique features. Place-based programs constitute the broadest category, referring to large areas of land within which more narrow land designations, such as Research Natural Areas, may exist. There are a total of six place-based programs in the CNF, each with its own management objectives and policies designed to address the environmental conditions and traditional uses of the site.

**Trails Policies**
The Cleveland National Forest Strategy document contains several policies related to forest trails. Policies relevant to the Corte Madera site are outlined below:

- Add classified roads and trails to the Forest Service transportation system when site-specific analysis determines there is a public need.
- Decommission roads and trails that have been determined to be unnecessary for conversion to either the road or trail system through site-specific analysis.
- Establish the level of restoration through project planning.
- Construct and maintain the trail network to levels commensurate with area objectives, sustainable resource conditions, user safety, and the type and level of use. Convert ecologically sustainable unclassified roads and trails, and other roads that meet the need for trail-based recreation.
- New trail construction projects will emphasize development of partnerships and cooperative agreements for construction, future maintenance, and reconstruction.

**NEPA**
Due to the fact that the Forest Service is a federal agency, and its management of the forest lands has the potential to impact the environment, LMP’s (Forest Plans) are subject to the National Environmental Policy Act (NEPA). NEPA requires full disclosure of potential environmental consequences resulting from major actions undertaken by federal agencies, or by projects receiving federal funding. The goal of NEPA is to inform the decision-making process.
Figure 1- Cleveland National Forest and Vicinity
Figure 2- Southern California National Forests
Figure 3- Sweetwater Place and Land Uses

GIS Data Source: www.fs.usda.gov
Figure 4- Corte Madera Site Location

GIS Data Source: www.fs.usda.gov
by disclosing anticipated environmental consequences.

NEPA requires that an Environmental Impact Statement (EIS) assessing impacts that may result from implementing LMP policies be prepared. The EIS for the current Southern California National Forests LMP evaluated a particular set of conditions that were assumed by the plan; under NEPA, changes to the plan, or approval of major projects inconsistent with it would necessitate a supplemental environmental analysis and document. Therefore, if the addition of Corte Madera’s existing unclassified trails to the Forest Service’s official trail system were understood by the agency to be a significant change, it would likely be subject to these NEPA requirements.

Forest Plan Implementation
Implementation of the Forest Plan is the responsibility of two particular management divisions within the National Forest- General Administration and District Management. General Administration refers to the forest region, headed by the Forest Supervisor, while District Management refers to the individual Ranger Districts within each forest. The Cleveland National Forest is divided into three Ranger Districts: Trabuco, Palomar and Descanso. District rangers and their staffs are directly responsible for developing, conserving, and using the natural resources of the national forest and the associated land of the Ranger District. Corte Madera is located within the Descanso Ranger District and thus is subject to the oversight staff there.

Rock Climbing
The sport of rock climbing has been in existence for many decades, and climbers have frequently utilized federal lands to engage in their activities. However, a rapid popularization of the sport that began in the 1980’s has resulted in greater numbers of climbers accessing outdoor climbing areas, particularly those located on public lands. While the MUSY Act allows for climbing activities to occur under its multiple-use provision, it also requires that recreation uses be balanced with other needs, such as wildlife protection.

Proper management of climbing activities on public lands requires an understanding of the impacts of the sport, which can vary depending on the type of climbing activity occurring. “Bouldering” is a style of climbing in which participants limit themselves to boulders typically less than 20 feet in height. Due to the short duration of these climbs and the proximity to the ground, climbing equipment is typically not necessary. Instead, climbers rely on landing mats to cushion falls and reduce impact from descents. “Sport climbing” and “traditional climbing”, however, can involve a climber ascending several hundred feet. Consequently, these styles necessitate the use of particular types of gear used to secure the climber, which can in
turn impact the features of cliffs and rock formations. Sport climbing in particular lends itself to controversy because of its reliance of fixed bolts rather than removable hardware, which some feel permanently alters the integrity of the rock.

Although an analysis of climbing impacts specific to the Cleveland National Forest has not been conducted, a review of recreation impact literature reveals common complaints associated with the sport. Perceived impacts of particular concern to land managers surveyed were improper disposal of human waste, impacts to soil and vegetation, and disturbance of wildlife. In addition to the environmental concerns, visual disturbances associated with climbing mentioned in literature include the bolting of climbing routes, as well as visible chalk prints left from climbers’ hands. The noise and presence of climbers ascending rock face was also cited as a hindrance to enjoyment of forest amenities by non-climbing users and thus can be considered a social impact (Poff, Blacketer, & Nunally, 1992).

Disturbances to wildlife are perhaps the most frequent complaints related to climbing. Often the wildlife of concern are raptors, birds of prey often who sometimes nest on the same cliffs popular with climbers. The presence of these animals presents a particular challenge for land managers due to the fact that many raptor species are protected under the federal Endangered Species Act and/or similar state statutes. Therefore, impacts to raptors associated with climbing can present not only a threat to the birds’ abilities to breed and survive, but also result in lawsuits against climbers and land managers for failing to adequately protect the species. Since the 1970’s climbing restrictions and closures have been increasingly used by land managers, including the Forest Service, to protect raptors from perceived impacts of climbing (Access Fund 1997). Organizations like ACSD work with biologists, land managers and climbers to develop responsible climbing policies in accordance with the multiple-use act and the ecology perspective used by the Forest Service.

**Summary**

Once an agency centered on facilitating timber production and watershed management, the Forest Service’s role has expanded to include conservation and recreation activities. The ESA and various similar statutes have further redefined the role of the Forest Service, adding species protection to its list of responsibilities, while others, such as NEPA, require the agency to disclose the environmental impacts of its major actions. Understandably, managing multiple uses in this highly regulated environment and in the face of rapid urbanization can be difficult. Forest Plans, which are developed at the regional level, help to guide land managers in this delicate balancing of needs. However, Forest Plans are strategic documents; they do not make project-level decisions and do not force managers to commit to any particular course of action. Rather, these LMPs provide managers a framework within which to operate, guiding decision-making by providing a vision, strategies, and guidelines which actions must be consistent with (US Forest Service, 2005).
IV. EXISTING CONDITIONS

Location
Corte Madera is located along State Highway 8 on the eastern side of San Diego County (Figure 4). The area surrounding the site includes a variety of land entitlements, including private, public, and tribal lands. Development in the immediate vicinity of the site is limited; roads are predominantly unpaved and infrastructure is sparse. The communities nearest to the site are Alpine and Descanso. These unincorporated towns are developed with modern roads and infrastructure, but retain a rural-feel due to their wooded surroundings, small populations, and low density building styles.

Zoning Designation
Corte Madera is located in an area designated by the Forest Service as Back Country Non-Motorized. This zoning is intended to foster an environment with limited infrastructure and human development. Vehicular use in this zone is restricted to Forest Service vehicles only, with public access being limited to pedestrian, bicycle and equestrian trails. Management of Back Country Non-Motorized zones is carried out with the view that the undeveloped character and natural appearance of the land must be maintained. Therefore, a variety of non-motorized uses may occur on lands with this zoning designation as long as this principle is maintained.

Place-Based Program
As previously mentioned, the CNF identifies Place-Based Programs in its Strategy section in order to manage geographical units based on common environmental characteristics. Each Place-Based Program identified in the CNF Strategy has an associated theme, setting, desired condition, and program emphasis. These terms are used by the Forest Service in order to identify the attributes of the area, as well as the general goals and operating procedures that guide the agency’s land management decisions. Corte Madera is located within a place-based program area known as Sweetwater. In discussing the area’s theme and setting, the CNF Strategy describes Sweetwater as being a transition area between urbanized San Diego and the southwestern deserts. Further, it also discusses the challenges associated with the fact that the area has a pattern of mixed land ownership including tribal, private, and public lands. With respect to its program emphasis, the CNF Strategy mentions the Forest Service’s desire to preserve the panoramic views of the area, manage fires, and, establish “a trail network for day use, as well as links to long-distance networks”. The document also states that the Forest Service would like to “encourage and enlist community partners to actively participate in managing, planning, designing, maintaining, and monitoring resource conditions” (US Forest Service, 2005).
The Forest Plan for the Southern California National Forests was last updated in 2005. This LMP is intended to have a lifetime of 10-15 years, though it may be amended in order to enhance forest operations (Cardoza, 2012). Consistency with the plan is important to the Forest Service. Thus, monitoring and evaluations are conducted yearly in order to assess whether ongoing projects are consistent with the vision and policies set forth in the plan.

**Raptors**

Raptor nesting at Corte Madera has been documented by Cleveland National Forest biologists on a cliff known as the Paul Bunyan wall. Consequently, the Service establishes seasonal closures that restrict traditional and sport climbing in the area. However, while the nesting birds have historically only been documented along one segment of the wall, during the 2011 nesting season CNF personnel attempted to close the entire area. According to the ACSD, the land managers felt a partial closure would have been too difficult to monitor and enforce. Additionally, a nest disturbance during a previous season made managers feel that strong measures were necessary to protect the raptors (Cardoza, 2012). While ACSD board members were successful in working with the Forest Service to negotiate only a partial closure, the organization remains convinced that increased involvement of the organization in the CNF is necessary in order to avoid future closures. For this reason, ACSD wishes to pursue incorporation of the existing trails at Corte into the official Forest Service trail network; ACSD is confident that this is the first step to enhancing the site’s accessibility.

In addition to seeking designation of Corte Madera for the purpose of enhancing accessibility, ACSD also has an interest in maintaining the integrity of CNF land around climbing areas. Realizing that stewardship of recreation lands is best achieved by cooperation across land managers, scientists, and land users, ACSD relies upon education and relationship-building to address land use and restriction issues. The organization has signed a Memorandum of Understanding document with the CNF in order to clarify its interests in the area and form partnerships with these land managing agencies. By working in coordination with other interests, recreation organizations such as the Allied Climber of San Diego seeks to increase awareness of recreation impacts, promote less invasive climbing practices, and demonstrate the many benefits of outdoor recreation. In seeking to have identified climbing trails within the Cleveland National Forest Land Management Plan, Allied Climbers of San Diego desires not only to facilitate climbing at these sites, but also to demonstrate the desire of the climbing community for collaborative stewardship of the Cleveland National Forest.
### Goal, Objective, Policy, or Desired Condition

**Southern California National Forests Land Management Plan, Part I (Vision)**

<table>
<thead>
<tr>
<th>Goal 3.1- Provide For Public Use and Natural Resource Protection.</th>
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<tbody>
<tr>
<td>• Increasing demand for recreation use is accommodated within the capacity of the land to support it.</td>
</tr>
<tr>
<td>• An emphasis on natural resource protection improves resource conditions through increased regulation of recreation use</td>
</tr>
<tr>
<td>• Improved recreation infrastructure is designed to direct use away from sensitive areas or, where this is not possible, minimize adverse effects</td>
</tr>
<tr>
<td>• Recreation opportunities are provided that represent a variety of skill levels, needs and desires in partnership with permit holders, private entities, nonprofit/volunteer groups, diverse community groups, state, federal and tribal partners.</td>
</tr>
<tr>
<td>• The transportation system of roads and trails is safe, affordable, and environmentally sound; responds to public needs; and is efficient to manage.</td>
</tr>
<tr>
<td>• The system provides public access for recreation, special uses and fire protection activities, and supports forest-management objectives.</td>
</tr>
<tr>
<td>• The system is well maintained commensurate with levels of use and available funding. The system is connected to state, county or local public roads and trails.</td>
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<tr>
<td>• Roads and trails determined to be unnecessary through Roads Analysis and the analysis required by the National Environmental Policy Act (NEPA), are removed and the landscape is restored.</td>
</tr>
<tr>
<td>• the number of inventoried unclassified roads and trails are reduced, and the development and proliferation of new unclassified facilities is minimized.</td>
</tr>
<tr>
<td>• Habitats for federally listed species are conserved, and listed species are recovered. Habitats for sensitive species and other species of concern are managed to prevent downward trends in populations and to prevent federal listing. Habitat conditions are stable or improving over time as indicated by the status of management indicator species.</td>
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**Analysis**

Conditionally Consistent; the proposed trails incorporation project would enhance access to an area that has historically been used for hiking and rock climbing activities. Identification of these trails on forest service maps, along with physical maintenance would increase opportunities to meet visitors’ desires for solitude, rock climbing, back-country hiking, and general outdoor experiences. These activities are permitted within the forest and are consistent with the desired level of use for areas zoned as back country non-motorized. Incorporation of the existing trails into the forest service system would also reduce the number of unclassified trails on CNF lands. However, complete consistency with goal 3.1 would ultimately depend on the physical features of trails and their long-term maintenance; significant improvements to the trails would have to be made prior to adoption in order to bring them up to the forest service’s standards.
| **Goal 3.2- Retain A Natural Evolving Character Within Wilderness** | Consistent; The proposed project would enhance access to the Corte Madera site within the CNF. The area has limited infrastructure and/or development and has retained its natural character. The area is isolated from urban influences and affords visitors outstanding opportunities for solitude and panoramic views. The recreation opportunities available at the site include rock climbing and back country hiking, which can provide physical and mental challenges above those experienced in more developed settings. Consequently, the enhanced access facilitated by the project would increase visitors’ opportunities to engage in solitude as well as mentally and physically challenging recreation. The proposed project would comply with all management activities prescribed for enhancement and recovery of threatened and endangered species. |
| Management activities prescribed for enhancement and recovery of threatened and endangered species and for the re-introduction of extirpated species are supported. |
| Outstanding opportunities for solitude and inspiration are characteristic and stable, or increasing. |
| Primitive and unconfined recreation opportunities that offer physical and mental challenges are stable or increasing. |

| **Goal 7.1 - Retain Natural Areas As A Core For A Regional Network While Focusing The Built Environment Into The Minimum Land Area Needed To Support Growing Public Needs.** | Consistent; The proposed project does not call for development of infrastructure or other built elements. Further, as the proposed project involves existing trails, it is unlikely that landscape alterations would be necessary. However, In the event that physical modifications of the trails were needed (Perhaps in order to guide traffic around sensitive species), these alterations would be done in a manner that would complement the existing landscape character. |
| The desired condition is that the natural and cultural features of landscapes that provide their ‘sense of place’ are intact. |
| Built elements and landscape alterations complement landscape characteristics. Areas zoned as Back Country retain an undeveloped character with a low level of loss of acres in this condition. |

| **Southern California National Forests Land Management Plan, Part II (Strategy)** | Consistent; Interviews conducted with CNF staff indicated that previous trail incorporation efforts occurring on or near sensitive species’ habitats aided the CNF’s habitat management efforts and afforded greater protection to the species of concern. By incorporating the existing unclassified (or social) trails leading to the Corte Madera site into the Forest Service System, CNF rangers will likely have the opportunity to work with volunteer organizations to manage the Corte Madera area more effectively through education, trails maintenance, and design elements such as signage and landscaping. Management efforts facilitated through the proposed trail incorporation project would likely reduce impacts to sensitive species as compared to the current (baseline) conditions. |
| **WL 1 - Threatened, Endangered, Proposed, Candidate, and Sensitive Species Management** | |
| Manage habitat to move listed species toward recovery and de-listing. Prevent listing of proposed and sensitive species: |
| Implement priority conservation strategies |
| Work with the U.S. Fish and Wildlife Service (USFWS) and NOAA Fisheries to develop recovery plans for federally listed species. Implement Forest Service actions as recommended in recovery plans for federally listed species. |
**CORTE MADERA TRAILS STUDY**

### REC 2 - Sustainable Use and Environmental Design

- Analyze, stabilize and restore areas where visitor use is negatively affecting recreation experiences, public safety and environmental resources. Manage visitor use within the limits of identified capacities.
- Implement control measures in specific high-use areas as use levels become a concern.
- Implement Adaptive Mitigation for Recreation Uses (Appendix D) in existing and new recreation sites and uses whenever a conflict between uses or sensitive resources is detected.

*Conditionally Consistent; At the time of this report no formal biological surveys or other similar analysis have been conducted in order to understand impacts to nesting falcons from climbers at the Corte Madera site. The mitigation measures currently in place provide guidance for addressing conflicts between uses, however, it is likely that the most effective balancing of recreation and wildlife needs in this area would likely require an expert evaluation of the site's conditions and the capacity of the area to sustain both recreational activities and nesting.*

The proposed project would comply with all mitigation measures determined to be necessary by the Forest Service. However, in order for the agency to fulfill its obligations under MUSY to allow for recreation uses, the appropriate level of mitigation deemed necessary should be based upon an informed understanding of site-specific impacts.

### Trans 1 - Transportation System

**Plan, design, construct, and maintain the road and trail system to meet those objectives established to implement the forest plan, to promote sustainable resource conditions, and to safely accommodate anticipated levels and types of use:**

- Add unclassified roads and trails to the Forest Service transportation system when site-specific analysis determines there is a public need.

*Consistent; The proposed project would add existing unclassified trails to the Forest Service Transportation System. The incorporation of these trails would potentially promote sustainable resource conditions by directing traffic onto maintained trails and reducing foot-traffic in other areas of the forest. The proposed project would likely also accommodate additional recreation users in that the trails would be added to CNF maps. A site-specific analysis to assess public need for the project would be at the discretion of the Forest Service.*

### Trans 2 - Unnecessary Roads

Reduce the number of unnecessary or redundant unclassified roads and trails and restore landscapes.

- Decommission roads and trails that have been determined to be unnecessary for conversion to either the road or trail system through site-specific analysis. Establish the level of restoration through project planning.

### Trans 3 - Improve Trails

**Develop an interconnected, shared-use trail network... and also enhance day-use opportunities and access for the general public:**

- Construct and maintain the trail network to levels commensurate with area objectives, sustainable resource conditions, user safety, and the type and level of use.
- Convert ecologically sustainable unclassified roads and trails, and other roads that meet the need for trail-based recreation.
- New trail construction projects will emphasize development of partnerships and cooperative agreements (such as the Adopt-a-Trail program) for construction, future maintenance, and reconstruction.

*Consistent; The proposed project would incorporate existing unclassified recreation trails into the Forest Service Transportation System. The LMP includes establishment of trails as an emphasis of the Sweetwater Place-Based Program. Consequently, the proposed project would be commensurate with area objectives and facilitate the meeting of needs for recreation trails within the Sweetwater area. Further, Allied Climbers of San Diego would be amenable to development of partnerships for collaborative management, construction, and maintenance of these trails. Additional recreation activities that may occur on the site include mountain biking, hiking, and horseback riding. These organizations could also be contacted in order to assess their willingness to participate in trails work.*
<table>
<thead>
<tr>
<th>S11</th>
<th>Consistent; The proposed project would comply with site-specific conservation measures to mitigate long-term effects on sensitive species and habitats. Although no recovery plans or management guides for peregrine falcons are mentioned in Appendix H, a species account is referenced and would present valuable insight in the developing of any design criteria and conservation measures. Further, as previously mentioned, expert opinion in the form of biological surveys and studies would provide additional information that would support land managers in their decision-making.</th>
</tr>
</thead>
<tbody>
<tr>
<td>S12</td>
<td>Consistent; The proposed project would involve the incorporation of existing unclassified trails into the forest service transportation system. Consequently, although the project is located on habitat used by endangered species, the project would not implement new development or new uses. Further, as stated earlier, it is unlikely that any major physical alterations would be necessary. Previous projects with similar conditions resulted in additional protection for sensitive species, therefore historical information suggests that the project could have a long-term net benefits for species protection and conservation.</td>
</tr>
<tr>
<td>S18</td>
<td>Consistent; Existing seasonal closures are in place at the Corte Madera sight in order to protect nesting raptors. The proposed project does not call for any changes in existing protection measures.</td>
</tr>
<tr>
<td>S24</td>
<td>Consistent; See responses to LMP policies S11 and S18.</td>
</tr>
</tbody>
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<table>
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<tr>
<th>S11</th>
<th>When occupied or suitable habitat for a threatened, endangered, proposed, candidate or sensitive (TEPCS) species is present on an ongoing or proposed project site, consider species guidance documents (see Appendix H) to develop project-specific or activity-specific design criteria. This guidance is intended to provide a range of possible conservation measures that may be selectively applied during site-specific planning to avoid, minimize or mitigate negative long-term effects on threatened, endangered, proposed, candidate or sensitive species and habitat.</th>
</tr>
</thead>
<tbody>
<tr>
<td>S12</td>
<td>When implementing new projects in areas that provide for threatened, endangered, proposed, and candidate species, use design criteria and conservation practices (see Appendix H) so that discretionary uses and facilities promote the conservation and recovery of these species and their habitats.</td>
</tr>
<tr>
<td>S18</td>
<td>Protect known active and inactive raptor nest areas. Extent of protection will be based on proposed management activities, human activities existing at the onset of nesting initiation, species, topography, vegetative cover, and other factors. When appropriate, a no-disturbance buffer around active nest sites will be required from nest-site selection to fledging.</td>
</tr>
<tr>
<td>S24</td>
<td>Mitigate impacts of on-going uses and management activities on threatened, endangered, proposed, and candidate species.</td>
</tr>
<tr>
<td>S34</td>
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<tr>
<td>-------------------------------------------------------------------</td>
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</tr>
<tr>
<td>• Where a threatened, endangered, proposed, candidate, or sensitive species occurs in a recreation site or area, take steps to avoid or minimize negative impacts to the threatened, endangered, proposed, candidate or sensitive species and its habitat.</td>
<td></td>
</tr>
<tr>
<td>• Use the least restrictive action that will effectively mitigate adverse impacts to the species and habitat (refer to Appendix D).</td>
<td></td>
</tr>
<tr>
<td><strong>Consistent; See responses to LMP policies S11, S18, and S24.</strong></td>
<td></td>
</tr>
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VI. STAKEHOLDER ANALYSIS

As mentioned in Section II (Methods), stakeholders were sampled using a snowball method. All relevant organizations, that is, those who had prior or ongoing dealings with the CNF or are active in public lands management issues in the San Diego Area were contacted. Some individuals contacted were not interviewed after initial contact revealed a mismatch between subject matter and their respective expertise or organization’s mission. In this section, the stakeholder analysis is broken down into categories, with level of interest as well as level of influence noted for each organization. A diagram follows the discussion given below for further clarification.

Conservation Advocacy Organizations

San Diego Audubon Society

The San Diego Audubon Society (SDAS) is a local chapter of the national Audubon Society, whose mission is to conserve and restore ecosystems with a particular emphasis on bird habitats. SDAS Conservation Chair Jim Peugh provided further details concerning Audubon’s work at the local level, which includes education endeavors such as interpretive hikes, organizing the annual San Diego Bird Festival, participating on the City of San Diego’s advisory board, and maintaining two wildlife refuges.

According to Peugh, SDAS has not recently collaborated with the Forest Service on stewardship projects and considers the relationship between them to be primarily a formal one, limited as of late to providing comments on environmental documents prepared. He also mentioned that SDAS keeps up to date on the Forest Service’s actions by being on an email list that provides them with notices of CNF happenings that may be of interest to them. When asked if he was familiar with the Corte Madera trails issue, Peugh responded in the negative. However, he did seem to have a general knowledge of the issues the CNF has experienced with respect to climbing and disruptions of raptor nests. When asked more specifically what level of involvement SDAS would potentially have if the trails leading to Corte Madera were to be adopted into the system, Peugh responded that the organization would likely comment on any environmental document prepared. He further asserted that he would expect the CNF’s policy of seasonal closures to be maintained (Peugh 2012). However, he did not mention any additional measures SDAS would take, and did not indicate any inclination on behalf of SDAS to become involved.

These responses seem to indicate that while the organization takes its mission to protect birds seriously, it does not view continued climbing at Corte Madera as a significant threat
to raptor health. Further, Peugh's response concerning SDAS’s potential level of involvement indicates that unless environmental documentation needed under NEPA is for some reason unsatisfactory, the organization will not likely take issue with a decision to incorporate the existing trails. While SDAS is a well-organized group and has an established relationship with the CNF that affords them a moderate level of influence, it seems that their level of interest in this particular matter is low. Consequently, it is unlikely that they would present an obstacle to ACSD’s quest.

However, should SDAS choose to pursue the Corte Madera trails issues more seriously, they would be a formidable stakeholder in the process. The interview with Peugh revealed that SD-MBA is a member of the Bay Council, a group of environmental advocacy organizations that convene to share knowledge and support one another. Other members of the Bay Council include Sierra Club, Environmental Health Coalition, Coast Keepers, Surfrider Foundation, and other reputable non-profit groups. Thus while not a legal entity, the Bay Council plays an important role in land management in the San Diego area in that it creates strong relationships between major environmental advocacy groups and provides them an opportunity to solicit help from each other. While unlikely, if SDAS chose to oppose the incorporation of the Corte Madera trails they could potentially garner enough support to at least make the process long and arduous.

*Sierra Club*
Sierra Club is a national organization founded in 1892 with a long history of environmental activism and several notable lawsuits under its belt. At the local level, Sierra Club of San Diego (SCSD) members are involved in a number of urban issues that reflect San Diego County’s unique position as a developed urban area in close proximity to wilderness. SCSD is managed by several committees, each focused on a particular issue, who then report to an executive committee. Despite its formal structure, however, Cindy Buxton, Forest Committee Chair, emphasized that at its core SCSD is about educating the public and being an advocate for the environment. On the education side, SCSD organizes interpretive hikes and other outdoor events that are open to the public. On the advocacy side, members can engage in activism at many levels, from commenting on environmental documents to campaigning for reform and assisting with lawsuits.

Like San Diego Audubon Society, SCSD sees commenting on environmental documents as an important part of its job. In fact, Buxton mentioned that the organization offers a class to its members focused on how to make comments most effective, primarily by teaching participants what the requirements of NEPA and the California Environmental Quality Act (CEQA) are and how to spot if those requirements are not being met in an plan or policy document.
However, the relationship between SCSD and the CNF extends beyond environmental documents. When asked how often she deals with CNF staff members, Buxton responded that she has ongoing email correspondence, sending and receiving at least a few emails a week. Additionally, she seemed pleased with the professionalism of the CNF staff, stating that they are very good about keeping her informed about issues they think she would like to know about. However, Buxton was also candid about the tension that has existed between the CNF and SCSD in the past, and believes the group is “lucky” to have a good working relationship at present in light of their rocky past. While the specific details were not mentioned, Buxton mentioned that SCSD sued the Forest Service after it released the Forest Plan in 2005. The suit culminated in a ruling by the 9th District Court that the two groups must work together to develop an alternative to the plan. After this ruling CNF staff and SCSD committee members met once a month for six months to develop a plan that was agreeable to all. While this could have soured any hope for future collaborative work, Buxton seemed to feel that the process was rather beneficial, stating, “It was great to have everyone in the same room.”

Buxton was very familiar with the Corte Madera trails as well as the history of tension between the CNF and climbers over raptor nest disturbances. She was frank concerning her displeasure to have come across climbers bolting cliff faces at another location in the forest where there are golden eagles nests, and confessed to filming the climbers and reporting their activities to the CNF. While this issue has since been addressed, and while Buxton expressed happiness that Allied Climbers of San Diego was included in that process, it seems that there is some lingering distrust. However, Buxton confessed that SCSD would rather have climbers around than not, and that ACSD representatives have always conducted themselves in a pleasant manner. Additionally, she mentioned that she is glad the offense is in the past and looks forward to working with the organization on monitoring nests in the future.

With respect to the trails incorporation issue, Buxton shed light on the history of the trails, as well as the Sierra Club’s relationship to them. According to Buxton, a late Sierra Club member placed the markers that became the foundation of one of the main trails several decades ago. Buxton also mentioned that she believes a newer trail branching of the original and leading to the base of the cliff face was created by climbers for better access. She spoke of this trail positively, stating she appreciated they had made it only as wide as necessary, and had not resorted to using heavy equipment to try to widen or modify it. When asked how SCSD would respond to an attempt by ACSD to have the trails incorporated, Buxton stated it would be fine. Based on Buxton’s dialogue it seems that prohibiting bolting is of far greater concern to her than any move to adopt the trails into the system.

SCSD is an active organization that is not afraid to use legal measures to fulfill their com-
mitment to environmental protection. They are a well-organized group that, like SDAS, is in communication with many other advocacy organizations. Buxton noted previous collaborative efforts with several groups, including SDAS, as well as an ongoing effort with delegates on the San Diego River Park Foundation and the Cleveland National Forest Foundation (a non-governmental volunteer group). The group also has a well-established relationship with the CNF and has wielded influence over plans and policy documents in the past. Therefore, their level of influence as a stakeholder in the desired Corte Madera trails incorporation project would likely be high. However, it seems that the organization is generally, if hesitantly, supportive of climber’s presence in the CNF and would like to have them as an ally. It also appears that the trails adoption issue does not particularly raise concern for them. Based on Buxton’s responses, the SCSD’s level of interest in this matter is low, and it is unlikely the organization would be an obstacle to ACSD’s goal.

Recreation Advocacy Organizations

San Diego Mountain Biking Association
The San Diego Mountain Biking Association (SDMBA) specializes in trails advocacy, working with local land agencies to help them maintain, build, and manage trails. Mark Constantino, the group’s Forest Service Liaison, goes between the mountain biking community and the CNF to organize trail work on multi-use trails in the forest. Constantino and other SDMBA members also report problems they encounter while on personal rides to the Forest Service. These problems include things such as poor trail conditions, fallen trees, improper land uses, habitat destruction, and illegal trails. Thus the members of SDMBA function as the eyes of the CNF, reporting problems that need to be addressed but might otherwise go unnoticed by the understaffed agency.

When asked if he was familiar with the Corte Madera trails, Constantino responded in the affirmative. His position regarding the issue was primarily neutral, though more favorable to ACSD’s goal than Peugh’s. Constantino indicated SDMBA’s involvement in the trail adoption process would be minimal due to the fact that the trails are not multi-use; however, he also stated that the organization is always in favor of more trails and would likely be willing to write a letter of support. Since SDMBA does not have close relationships with other advocacy organizations, however, it is unlikely that the group would be successful at rallying additional organizations to join the cause. Thus SDMBA’s interest level appears to be low, while their influence level is moderate due to their strong relationship with the CNF and the high level of confidence the CNF has in the organization.

US Forest Service, Cleveland National Forest
The US Forest Service is responsible for managing National Forest lands with the view of allowing multiple uses while preserving their natural character and integrity. As has been high-
lighted throughout this document, such a task is challenging in light of competing and conflicting interests on forest lands, particularly in forests located adjacent to urbanized areas. Interviews with CNF Environmental Coordinator Tim Cardoza of the Descanso Ranger District shed more light on this matter. In discussing land management strategies in the CNF, Cardoza made it clear that there will always be trade-offs in any decision the Forest Service makes. He went on to use the Sunrise Power link case, a controversial move by the CNF to allow expansion of power lines in the forest that was subsequently litigated, as an example of these trade-offs. While many environmental advocates, including Buxton of SCSD, felt the Sunrise case is a misuse of forest land, San Diego Gas and Electric agreed to invest 10 million dollars toward recreation in the CNF as compensation. These funds were used to rebuild a large family campground, to make significant improvements to the water system at campgrounds, as well as to build a recreation warehouse—improvements were necessary but would have otherwise been difficult to finance. Additionally, the electricity production is not expressly prohibited in National Forests. Thus the Sunrise case is a prime example of the difficult decisions that must be made in trying to balance uses in the park, particularly when finances are highly limited.

Spencer Bleadorn, Recreation and Lands Staff Officer of the Descanso Ranger District also highlighted this balancing challenge during his interview. While Cardoza spoke in examples and analogies, Bleadorn communicated his point more explicitly, stating that in small forests, such as the CNF, there will always be user conflicts due to the sharing of limited space among many user groups. According to Bleadorn, when these conflicts arise each organization comes to the negotiating table with different desires, and it is the role of the FS as land managers to make everyone as happy as possible while still has protecting the resource. When questioned concerning which working collaborative or relationship has been most successful, Bleadorn stated that all of efforts he is familiar with have had ups and downs. However, he also pointed specifically to SDMBA and the Mount Laguna Volunteer Association as examples of success. He also stated that he sees the negotiation between climbers and the Forest Service concerning Corte Madera as a land management success, particularly when far more restrictive measures than partial closures finally agreed upon were being considered. When asked to identify the most crucial elements in collaborative resource management, Bleadorn, without hesitation, stated “communication and understanding”. Similarly, he identified stakeholder misunderstanding or lack of awareness of FS policy as the biggest obstacle to successful collaboration.

The interviews with Cardoza and Bleadorn have several commonalities. First, neither of the two men appears to dislike ACSD, yet they also do not seem to trust the climbing community either. Both men indicated they were familiar with incidents of climbers disrupting wildlife, and Bleadorn mentioned that while he believes working with the group more closely will
reduce this he is still hesitant to believe they will monitor and report wildlife conditions honestly if they realize it will mean restrictions to the activities they enjoy. Second, both identified SDMBA and the Mount Laguna Volunteer Association as examples of good working relationships, and seem to appreciate the assistance that these groups offer to the Forest Service. Third, both have identified financial and personnel constraints as the major obstacle to ACSD’s quest. Last, both have identified understanding, particularly of the Forest Service’s challenges, as a key element in supporting successful collaborative efforts.

In summary, the interviews with Cardoza and Bleadorn seem to indicate that the incorporation of the trails leading to Corte Madera, while not problematic, is not important enough to warrant being addressed during this time of limited financial means. Additionally, neither of the men mentioned any specific methodology or policy requirements that would need to be followed in order to bring ACSD’s goal into fruition. While this may work to ACSD’s advantage, it may also be a hindrance in that there does not seem to a formal means by which to make the Forest Service address their request. Thus ACSD’s ability to move the project forward will ultimately depend on the willingness of the FS to address the matter; while the interviews with Cardoza and Bleadorn did not leave an unfavorable impression regarding the trails, they also did not indicate any particular interest in pursuing adoption at this point in time. Thus while the Forest Service’s level of influence over this matter is high, its level of interest appears to be low.

Note: In the above charts interest and influence are displayed graphically. Interest and influence levels observed during stakeholder analysis were converted to a numeric scale ranging from 1 (low level of interest/influence) to 5 (high level of interest/influence).
VII. SITE VISIT

Trail Conditions
The site visit confirmed many of the comments made by stakeholders concerning the trails’ need for improvements; erosion was evident, probably due to recent rains, with the ground exhibiting holes and unevenness. There appeared to be several unclassified trails in the area with these general characteristics. However, many classified trails in this area exhibited similar problems. Trails intended for Off-Highway Vehicle (OHV) riding were particularly in need of debris removal and other maintenance (Figure 7b-7d). Thus the argument could be made that the trails leading to Corte Madera need not be in perfect operating condition prior to adoption into the Forest Service System; while the trails are not up to standard at the moment, many other trails in the area are similarly in need of work. Consequently, adopting the trails would not have aesthetic impacts or lower the overall quality of the trail system in the area. Although the Forest Service policies concerning the particular order of events leading up to trails incorporation have not been explored by this report, it seems possible that an agreement could be struck to incorporate trails concurrently with improvements.

Site Accessibility
Although the Allied Climbers of San Diego website noted that Corte Madera is tucked away in wilderness, the amount of effort required to gain reach the area and gain access to the site was not anticipated. Even using a GPS, finding the area can be very difficult due to the lack of clear Signage on Forest Service roads, and the changes in land holdings in the area; At times it was not clear whether the road led only to private camps and residences, or whether public land uses were also present in the area, beyond the visible private uses. Additionally, the parking area noted on the ACSD website as being for “low-clearance” vehicles was not immediately adjacent to the trailhead, as anticipated, but rather around a bend in the road and on the opposite side. From this point, accessing the site required a hike of nearly two hours. The other trail heads, one of which is the only means of accessing the base of the mountain by foot, were reached via a steep drive up unpaved roads. As noted on the ACSD website, these roads are best suited for 4-Wheel Drive vehicles. The final portion of road leading to a small space for parking was not drivable do to severe unevenness and holes caused be erosion.

The site visit eased concern over the potential increase in uses that may result from the trails appearing on Forest Service maps if incorporated in the Forest Service System. While this potential will be best assessed by a technical survey, in the opinion of this researcher it is unlikely the trails will see significant increases in uses. The remote location of the site, the limited number of climbing routes on the cliff face, and the lengthy hikes required to reach Corte
Madera will likely deter all but the most determined visitors. Mapping the area is unlikely to increase its desirability greatly, especially in light of the fact that the trails are already published in other guidebooks. Similarly, trail improvements are not likely to stimulate additional uses.

**Signage**
Lastly, the site visit helped to identify potential areas for improvement and methods by which to reduce conflicts between users and raptors. The entry point used for low-clearance vehicles, the first opportunity to access the trails leading to Corte Madera, has some educational signage related to nesting raptors as well as advisory closure notices (Figure 8). However, these signs can be easily missed, particularly if visitors enter by means of stepping around a ground-level gate instead of walking to the top of the hill where signs are located, or if they access the site via the 4-Wheel Drive road. The existing signs could perhaps be moved to a more advantageous location, some suggestions are noted on Figure 8, and similar signage could be posted on the other trails as they approach the cliff face. In this way, visitors entering from all access points could be made aware of the raptores prior to reaching the area.
A. Unclassified trail leading to base of Mountain. This trail is in need of maintenance to remove tripping hazards and address other safety concerns.

B. Other trails in the Corte Madera area. These are likely OHV trails, though some may be unclassified, user-created trails. Erosion and wear from use are evident.

C. Map to Corte Madera provided on ACSD website. Uses Google maps for satellite imagery. Main road identified in green. Low-clearance vehicle trail shown in purple, with other trails shown in yellow and red.

E. Corte Madera as viewed from road
A. Potential site for additional signage
B. Existing signage as viewed from road
C. Existing signage
D. Alternative potential site for additional signage
VIII. CONSIDERATIONS

This section will discuss practical considerations that must be kept in mind in ACSD’s endeavor to have the existing Corte Madera trails incorporated into the Forest Service System’s transportation network. This section draws upon the existing body of theory concerning collaborative environmental management, the information provided in Forest Service plans and documents, as well as the insight gained during the stakeholder interviews.

NEPA

Like all federal agencies, the Forest Service is subject to the National Environmental Policy Act (NEPA). As previously stated, this federal statute sets broad environmental protection policy and requires that federal agencies incorporate environmental considerations into their planning and decision-making activities.

Environmental review under NEPA is triggered by two thresholds: 1) Major federal actions, and 2) Actions significantly affecting the human environment. If a project falls within either of these two categories, the first step required by NEPA is typically an Environmental Analysis (EA), which functions as a preliminary investigation into potential environmental impacts resulting from the project. The EA would then be followed by either a Finding of No Significant Impact (FONSI) or an Environmental Impact Statement (EIS), which assesses all environmental consequences in detail and presents various project alternatives.

Adoption of an LMP for National Forest lands is considered a major federal action under NEPA. As required by law, an EIS was prepared for the Southern California National Forests Land Management Plan. This document identified several alternative land management scenarios and provided an evaluation of environmental impacts for the selected alternative. Each alternative assumed a different set of management conditions, and the selected alternative was analyzed with its specific assumptions in view.

With respect to the Corte Madera, several assumptions made in the LMP and EIS have practical implications related to the implementation of the proposed project. First, the LMP assumes that there will be moderate growth in recreation facilities in areas zoned as Back County Non-Motorized. The LMP also assumes that there will be modest increases in National Forest System roads and trails. Lastly, the LMP assumes that the Forest Service will be committed to reducing the number of unclassified trails over the lifetime of the plan.

Since the analysis in the EIS assumed these conditions, projects that are consistent with the
LMP could potentially qualify for a lower standard of environmental review. The underlying logic here is that since the LMP has been reviewed and approved, projects that are carrying out its objectives have, in a sense, been pre-analyzed. As the proposed project is consistent with all LMP goals, policies and desired conditions, the project may not need detailed environmental review. However, the EIS is not intended to substitute for project-level assessments. As the LMP is general, the analysis presented in the EIS is also non-specific. While a variety of issues are addressed, the scope is broad. Consequently, specific project-level environmental analysis may still be necessary depending upon a project’s potential for environmental impacts. While the incorporation of existing unclassified trails is consistent with the vision of the LMP and is generally addressed in the EIS, the fact that the trails lead to a site where an endangered species is known to reside makes determining the appropriate level of review more complicated.

In consideration of the fact that the trails leading to Corte Madera are already in existence and have a long history of use, incorporating them into the Forest Service Transportation System is unlikely to constitute a major federal action and most likely would not trigger the need for an EIS. However, the argument could be made that the physical improvements and identification of trails on CNF maps that accompany incorporation could result in more visitors utilizing these paths and potentially impact the falcons. In Bleadorn’s interview he specifically addressed this issue, stating that while the trails do not appear on CNF maps they are published in several other popular hiking guides and are by no means a secret. Additionally, the Forest Service attempts to separate trail use issues from site-specific issues like endangered species habitat as much as possible; in other instances trails have been allowed to go directly through sensitive cultural and biological areas due to the fact that their uses do not disturb the resources. In the case of the raptors at Corte Madera, their nests are so high above ground level it is highly unlikely trail uses to constitute a disturbance. Consequently, according to his understanding of the facts, Bleadorn assumes that an Environmental Analysis (EA) would be sufficient under NEPA, and that a full EIS would not be required. However, this is based on the assumption that no significant impacts to the falcons were found by biologists during the EA; the results of the technical study would be the deciding factor.

Technical Studies
As previously mentioned, the LMP and EIS are not intended to make any project-level decisions. While these documents provide a vision and general guidance for land managers to refer to, project-level decisions must be made based on site-specific conditions. Consequently, the proposed Corte Madera project would potentially require expert evaluation to determine if traffic generated by the incorporation of the trails would result in a negative impact to raptors or have other negative environmental consequences.
**Financial Constraints**
In the case of Corte Madera, it appears that the Adaptive Mitigation Measures have not been to the best extent possible in addressing conflicts between recreation users and wildlife. As mentioned in the Introduction section of this report, during the 2010 nesting season the FS attempted to implement a full closure of the Corte Madera site to climbing without first having followed the progression of mitigation actions. In his interview, ACSD legal counsel Jacob Felderman asserted that Forest Service staff had argued that a partial closure would be too challenging to implement and for that reason decided upon a full closure. Forest Service Environmental Coordinator Tim Cardoza, however, attributed the closure to the fact that during a prior nesting season a climber had been caught disturbing a golden eagle nest. While this act alone was disconcerting, rangers later discovered that several other climbers had known about nest disturbance and failed to report it to the proper authorities (Cardoza, 2012).

**Mistrust**
Although this incident did not occur at the Corte Madera site, the blatant disregard for nesting raptors made Forest Service staff more hesitant to trust that the climbing community would exercise proper judgment and comply with buffer zones intended to protect nesting raptors. Additionally, Cardoza noted the lack of interest displayed by the climbing community in the development of a collaborative nest-monitoring program as another factor contributing to the decision to pursue closures. In light of the nest disturbance, the failure to report the illegal behavior, and the lack of interest in participating in raptor education and nest monitoring programs, the Forest Service perhaps felt that the climbers were apathetic towards wildlife protection and that site closures would be the most effective approach.

When these matters were discussed with ACSD legal advisor Felderman, he stated he was not aware of ACSD ever being approached by the FS concerning a collaborative effort of this nature and skeptical concerning climbers disturbing nest sites. Spencer Bleadorn, however, was familiar with the events and mentioned them during his interview. Thus there appears to be discrepancy in the accounts of the events surrounding the seasonal closure during the last nesting season. In circumstances such as these, several theories informing planning have much to contribute to problem-solving efforts and to the understanding stakeholder dynamics in the planning process. Of particular significance to this case are the pragmatic theories of the social sciences that emphasize reality not as an object truth, but as an iterative process. Put simply, these theories proposes that “reality”, or “truth”, is not a objective, universal fact. Rather, it is a moldable concept (Suddaby 2006). Additionally, many theorists emphasize the importance of discourse in the framing of reality. Based on these concepts, actors must be engaged in an open discourse, sharing interpretations and observations, to come to a mutually agreed upon reality.
In the case of Corte Madera, these theories imply that if ACSD and the Forest Service continue to insist on their own versions of truth, mutual understanding will be difficult to achieve. Regardless of whether these events actually occurred, the dialogue within the Forest Service clearly indicates that in the minds of staff members, disruption of nests and apathy for collaboration in nest monitoring are reality; understanding this may help ACSD in deciding how to address the matter and move forward in a positive way. Additionally, these theories can provide insight with respect to easing stakeholder anxiety concerning the project’s particular relationship to rock climbing. As demonstrated by Buxton in her interview, bolting of routes is frowned upon by many conservation advocacy groups and creates a challenge to garnering support for climbing-related projects. While bolting was never mentioned by this researcher and bolting policies have not been proposed, Buxton immediately associated the proposed project with previous unpleasant bolting encounters. This instant association demonstrates the importance of involving stakeholders in determining the project’s parameters and relevant issues so that confusion can be avoided and a mutually-agreed upon “reality” can be created.

Collaborative planning and consensus building theories, which emphasizes a continuum of participation by stakeholders, also have much to offer the Corte Madera case. In reviewing consensus building literature in particular, scholar Judith Innes proposes several elements that may be helpful to the proposed project. While all of these elements are important, those that are particularly relevant to Corte Madera include a mutual understanding of interests, a dialogue where all are heard and respected and equally able to participate, information sharing among participants, and an understanding that “consensus” implies that all interests have been explored (Innes 2004).

Thus the importance of understanding has arisen as a general theme in the literature review and stakeholder interviews. A related attribute, patience was identified by Peugh, who provided insight with respect to its particular importance in discussing SDAS’s effort to form and manage a wildlife refuge in southern San Diego County. Although the Forest Service was not involved in this endeavor, SDAS dealt with other government entities as well as stakeholders in what ended up being a ten year process. The lesson Peugh took from this is that patience eventually pays off. Thus while ACSD is eager to have the project move forward, it is perhaps in their best interest to demonstrate understanding of FS policies and financial constraints, as well as to welcome participation by environmental groups and others, even if they initially make the process more challenging. In the grand scheme of things, it is likely preferable to have good working relationships with all stakeholders in the area than to push any particular project, however favorable to climbing at may be, at the expense of losing respect.
Stakeholder Roles
Based on the information obtained during the stakeholder interviews it appears that the environmental groups in San Diego County network and collaborate much more frequently than the recreation groups do. The Bay Council is just one example of environmental advocacy organizations’ collaborative efforts to share information and provide support for common causes. However, the environmental organizations do not seem to be particularly concerned with the proposed project. Jim Peugh from San Diego Audubon Society essentially communicated that the organization would go as far as commenting on an environmental document, and that he would want to verify with experts that the buffer zones set up around the nest sites were appropriate. Similarly, Buxton of Sierra Club of San Diego did not indicate an objection to the trails being adopted so long as climbers keep their distance during nesting season and no policies allowing bolting of cliff faces are implemented. However, since seasonal closures and bolting policies are issues entirely separate from adoption of trails, it seems that SDAS and SCSD do not have any complaints concerning ACSD’s desired trails incorporation project and likely indicates that environmental stakeholders will not present a hindrance to trails incorporation.

On the recreation side, the San Diego Mountain Biking Association said that they would lend support (perhaps in the form of a letter) to ACSD, but did not seem eager to join in on volunteer efforts. Since the organization limits itself to multi-use trails, and Corte Madera does not offer opportunities for challenging mountain biking, their involvement will likely be limited.
IX. RECOMMENDATIONS

The Forest Service has in place many goals and strategies related to recreation and environmental protection. The agency also has developed measures by which to address conflicts between these two uses. However, there seems to be general lack of implementation with respect to utilizing these strategies to achieve the desired conditions laid out in the LMP. Interviews with Forest Service personnel and representatives of the various organizations who deal with the agency indicate that a lack of trust and limited finances are perhaps to blame. An additional concern is the cumbersome nature of NEPA, and the expenses that will be associated with following its procedural requirements. For this reason, the recommendations below revolve around addressing these issues. While the Forest Service is the ultimate decision-maker with respect to the proposed project, ACSD may be able to implement the recommendations presented here in order to facilitate good will between climbers and CNF staff, as well as aid the agency is gathering the necessary manpower and funds to move forward with the project.

Relationship Building

Education

Based on the information gained during interviews with Forest Service personnel and the hierarchy of actions outlined in the Adaptive Mitigation Measures it appears that the Forest Service values education and seeks to use it as a means by which to improve the conditions of the National Forest System. Similarly, ACSD also realizes the importance of education, actively participating in education-related stewardship events, and working to provide climbers with information regarding responsible recreation behavior. The similarities in values was highlighted in the Memorandum of Understanding between the two parties, signed in March of 2007, which sought to develop a collaborative, working relationship (APPENDIX A).

In light of this common value, the relationship between ACSD and the Forest Service could be enhanced through joint participation in educational programs. This could be particularly beneficial with respect to the Corte Madera site if analysis determines that incorporation of the trails will greatly increase use. Applying the mitigation measures identified in Appendix D, ACSD could assist the Forest Service in developing an interpretive education program to educate climbers on site concerning raptor habitat, compliance with buffer zones, proper disposal of waste, and any other issues the agency feels need to be addressed in order to maintain the area in proper condition for sensitive species. Through the use of ACSD volunteers, an effective program could emerge in which the expertise of both groups benefits the visitors, climbers, and the forest in general.
CNF Land Coordinator Tim Cardoza mentioned in his interview that volunteers have been used by the Forest Service to lead interpretive hikes and even staff and visitor center and Laguna Canyon (also in the CNF), thus there is evidence to suggest that partnerships between organizations and the Forest Service can yield beneficial results if both are committed to a common cause.

**Trail Design & Trail Maintenance**

The interview with Mark Constantino, Forest Service Liaison for the San Diego Mountain Bikers Association (SDMBA), revealed that the agency’s financial condition has made it impossible to keep up with trail maintenance throughout the forest. Particularly since the start of the economic recession, many positions at the CNF Descanso District Office have been vacant. Without appropriate staffing levels, trails work has been challenging to complete. For this reason, volunteer efforts have become critical to the maintenance of multi-use trails in the forest.

However, interviews with Forest Service staff members revealed that not all volunteer work is as helpful as the volunteers believe it is. This is due to the fact that volunteers are often not trained on the specifics of trail work, and are often reluctant to commit to the time needed to really accomplish something substantial. The time and effort Forest Service personnel put into organizing volunteer events and training participants often costs more than the value of the “free” labor received.

Long-term trail maintenance will likely be an issue of concern in the Forest Service’s decision making process concerning the proposed Corte Madera project. For this reason, ACSD can facilitate a favorable decision by proactively developing a trail-maintenance agreement with the CNF. Other recreation organizations, including SDMBA have adopted trails in the forest and hold regular maintenance events to upkeep them. A potentially critical component of this adopt-a-trail proposal would be demonstrating that ACSD has the knowledge and skills to properly maintain the trails. Consequently, it may be prudent for ACSD board members to attend SDMBA trail events and familiarize themselves with the trails guidelines developed by Forest Service. Future training of volunteers could then be conducted jointly between ACSD and the Forest Service, thus cutting down the agency’s costs for trail work.

**Addressing Financial Constraints**

As financial limitations were cited numerous times during the stakeholder interviews, a logical step in facilitating the adoption of the Corte Madera trails would be to address this issue. While fundraising endeavors were not mentioned by any of the stakeholders, they could potentially play a significant role in advancing ACSD’s endeavor. If a fundraising campaign could
be developed for the purpose of covering at least some of the costs that would be incurred by the Forest Service in carrying out the necessary trail work then perhaps the agency would be more willing to move forward with the project. However, the legality of a federal agency accepting donations for a trails project has not been explored; ACSD and the Forest Service would have to address investigate any existing regulations concerning this matter to see if it would be permitted.
X. CONCLUSION

Corte Madera Trails Adoption
Adoption of the existing unclassified trails leading to the Corte Madera site is feasible. However, ACSD will face several challenges in moving this project forward. Firstly, the Forest Service, the decision-making entity in CNF, does not seem to feel the project warrants particular attention at this time. This has positive implications in that it indicates they do not feel the trails pose problems for the CNF. However, it simultaneously means that interest within the agency concerning this issue is low. Additional obstacles that will have to be overcome include ongoing financial constraints that have left the FS with few funds to allocate for a project of this nature, as well as the technical studies and environmental documentation that must be conducted in order to comply with NEPA. Further, while environmental and recreation stakeholders are unlikely to pose a problem to the project, they are also unlikely to provide much support for it. Consequently, ACSD is likely to bear the sole responsibility for moving the trails adoption forward politically, and potentially financially as well.

Generalizable Lessons
While a project may seem relatively simple and straightforward, stakeholder relationships, financial constraints, and the regulatory setting may become formidable obstacles. Of these, stakeholder relationships are perhaps the most controllable, and can yield beneficial results if handled appropriately. By demonstrating understanding for fellow stakeholders’ views, policies, and constraints and by welcoming an open discourse, project proponents can create support their desired outcome as well as for the organization(s) that they represent. Additionally, by lending support to fellow stakeholders’ projects and participating in their networking events project proponents can create long-term collaborative relationships with key stakeholders, making future efforts easier to coordinate. Lastly, the importance of a mutually formulated and agreed upon “truth” cannot be overstated. That is, in order for a project to be successful, stakeholders must participate in the issue-shaping process. Without consensus and clarity with respect to project parameters and relevant issues, stakeholders will inevitably approach the project from different, and likely opposing, angles. By reaching out to stakeholders’ early in the process and creating goodwill, project proponents can reduce the disagreements inherent to collaborative efforts and public lands management.
XI. REFERENCES


Buxton, C. (2012, April). San Diego Sierra Club Forest Committee Chair. (M. Garrety, Interviewer)


APPENDIX A- MEMORANDUM OF UNDERSTANDING

MEMORANDUM OF UNDERSTANDING

Between

U.S.D.A, FOREST SERVICE, CLEVELAND NATIONAL FOREST

And

The Allied Climbers of San Diego (ACSD)

This Memorandum of Understanding (MOU) is made and entered into between the USDA, Forest Service, Cleveland National Forest, herein referred to as CNF, and The Allied Climbers of San Diego, herein referred to as ACSD.

A. PURPOSE

The purpose of this MOU is to develop and expand a framework of cooperation upon which mutually beneficial programs, projects, training, climbing and other recreation activities may be planned and accomplished on CNF lands by the CNF and ACSD working cooperatively at the local level. Such programs, projects and activities complement the CNF mission and are in the best interests of the public.

B. STATEMENT OF MUTUAL INTERESTS AND BENEFITS

CNF is a land management organization dedicated to the management of NFS lands for a variety of uses and activities including outdoor recreation. CNF is interested in providing a variety of diverse recreational opportunities that are environmentally responsible, educational and that support community objectives in order to contribute to local and regional economies and improve the local quality of life.

ACSD represents local climbers, and the interests of other outdoor recreation enthusiasts, in advocating on behalf of the climbing community, establishing climbing ethics, promoting volunteerism, and helping to establish appropriate land-use management on Federal and non-Federal lands. ACSD is a local, environmentally responsible, non-profit organization dedicated to promoting and maintaining access to climbing and outdoor recreation. As an affiliate of The Access Fund, a national non-profit organization dedicated to keeping climbing areas open and to conserving the climbing environment, ACSD works closely with land management agencies, environmental organizations, climbing groups, outdoor businesses and guide services on conservation projects, land acquisitions and climbing policy. Access Fund and ACSD members desire to use the CNF for recreational purposes, and through this MOU or subsequent agreements, the Access Fund and ACSD may provide support, volunteer labor and/or funds to the CNF for accomplishment of mutually beneficial climbing programs, projects and activities.

There is a need to actively promote public-private partnerships that encourage responsible use of public lands. Both the USFS and the Access Fund share the common
interest of providing information to the public on such subjects as conservation, recreation and natural resource activities as they relate to climbing. In consideration of this premise the USFS and the Access Fund have entered into a Service-wide Memorandum Of Understanding, 03-SU-11132424-071.

The CNF and the ACSD also recognize a need to actively promote public-private partnerships that encourage responsible use of public lands. In consideration of this same premise the CNF and the ACSD have entered into a local Memorandum Of Understanding, 07MU11050200004.

In consideration of the above premises, the parties agree as follows:

C. CNF SHALL:

1. Work with ACSD to identify appropriate partnership opportunities (trail projects, administrative and research studies, education programs, etc.) and jointly pursue such projects together with the recreation and climbing community and CNF districts, contingent upon availability of funds and personnel and subject to compliance with applicable federal law, regulations, Forest Plans or other FS management direction.

2. Have local district personnel participate with ACSD staff, representatives, members, and volunteers in the development of said mutually beneficial partnership opportunities.

3. Where appropriate, make ACSD interpretation and education information regarding recreational land-use and ethics, climbing, and recreational opportunities on CNF lands available to the public.

4. Make CNF lands available for recreation related activities, subject to applicable Federal laws, regulations, Forest Plans and other management direction.

5. In accordance with The Federal Advisory Committee Act, include and utilize ACSD’s technical expertise in developing FS programs and management as they relate to climbing and outdoor recreation.

6. Work with ACSD to identify and pursue funding opportunities for said partnership opportunities from sources outside of federal appropriations and programs, such as state sponsored grant programs or private grant programs, subject to compliance with applicable federal laws and regulations.

D. ACSD SHALL:

1. Work with CNF to identify appropriate partnership opportunities (trail projects, administrative and research studies, education programs, etc.) and jointly pursue such projects or activities, when appropriate, and to facilitate improved understanding and communication between technical climbers, recreational climbers, public agencies, and the general recreating public.

2. Develop and maintain a communication network for contacting climbers through a system of local, state, regional, and national Access Fund organizations.
3. Provide technical assistance to CNF land managers involved in technical and recreational climbing projects, educational activities, opportunities, and management; make ACSD program information available to the Forest Service.

4. Provide information from the Access Fund’s database and library of publications related to climbing activities that can be made available to the public.

5. Provide education, training and instructions to its members and the recreating public when appropriate, regarding Leave No Trace, stewardship and Forest Service regulations, and encourage the incorporation of these programs in all activities.

6. Obtain FS approval prior to publication of any cooperative FS/ACSD printed materials intended for public distribution regarding recreational activities on CNF lands.

7. Delegate, when appropriate, to an affiliate organization or organizations any task that is better suited to these organizations.

E. IT IS MUTUALLY AGREED AND UNDERSTOOD BY ALL PARTIES THAT:

1. FREEDOM OF INFORMATION ACT (FOIA). Any information furnished to the Forest Service under this instrument is subject to the Freedom of Information Act (5 U.S.C. 552).

2. PARTICIPATION IN SIMILAR ACTIVITIES. This instrument in no way restricts the Forest Service or the Cooperator(s) from participating in similar activities with other public or private agencies, organizations, and individuals.

3. COMMENCEMENT/EXPIRATION/TERMINATION. This MOU takes effect upon the signature of the CNF and ACSD and shall remain in effect for five years from the date of execution. This MOU may be extended or amended upon written request of either the CNF or ACSD and the subsequent written concurrence of the other(s). The CNF and ACSD may terminate this MOU with a 60-day written notice to the other(s).

4. RESPONSIBILITIES OF PARTIES. The CNF and ACSD and their respective agencies and office will handle their own activities and utilize their own resources, including the expenditure of their own funds, in pursuing these objectives. Each party will carry out its separate activities in a coordinated and mutually beneficial manner.

5. PRINCIPAL CONTACT. The principal contacts for this instrument are:

    CNF Supervisor
    Tina Terrell
    Cleveland National Forest
    10845 Rancho Bernardo Road, Suite 200
    San Diego, CA 92127-2107
    PHONE 858-674-2982

    ACSD Executive Director
    Jeff Brown
    Allied Climbers of San Diego
    4878 Monroe Avenue
    San Diego, CA 92115-3245
    PHONE 619-508-4665
6. NON-FUND OBLIGATING DOCUMENT: Nothing in this MOU shall obligate either the CNF or ACSD to obligate or transfer any funds. Specific work projects or activities that involve the transfer of funds, services, or property will require execution of separate agreements and be contingent upon the availability of appropriated funds. Such activities must be independently authorized by appropriate statutory authority. This MOU does not provide such authority. Negotiation, execution, and administration of each such agreement must comply with all applicable statues and regulations.

7. ESTABLISHMENT OF RESPONSIBILITY. This MOU is not intended to, and does not create any right, benefit, or trust responsibility, substantive or procedural, enforceable at law or equity, by a party against the United States, its agencies, its officers, or any person.

THE PARTIES HERETO, have executed this instrument.

[Signatures]

TINA TERRELL  Date  JEFF BROWN  Date
Supervisor,  Executive Director, Allied Climbers
Cleveland National Forest  of San Diego

The authority and format of this instrument has been reviewed and approved for signature.

/s/ Bonnie Harris  2/27/2007
Bonnie Harris  DATE
FS Agreements Coordinator
APPENDIX B- LIST OF INTERVIEWS

Jim Peugh  
Conservation Chair  
San Diego Audubon Society

Mark Constantino  
Forest Service Liaison  
San Diego Mountain Biking Association

Cindy Buxton  
Forest Sub-Committee Chair  
San Diego Sierra Club

Tim Cardoza  
Environmental Coordinator  
Descanso District  
Cleveland National Forest

Spencer Bleadorn  
Recreation/Lands Staff Officer  
Descanso Ranger District  
Cleveland National Forest

Jacob Felderman  
Legal Counsel  
Allied Climbers of San Diego