

INTERNAL REVENUE SERVICE  
DISTRICT DIRECTOR  
2 CUPANIA CIRCLE  
MONTEREY PARK, CA 91754

DEPARTMENT OF THE TREASURY

Date: SEP. 16, 1991

THE ACCESS FUND  
C/O RANDY K VOGEL  
P O BOX 67A25  
LOS ANGELES, CA 90047

Employer Identification Number:  
94-3131165  
Case Number:  
951107022  
Contact Person:  
AHMED AHMED  
Contact Telephone Number:  
(213) 725-7876

Accounting Period Ending:  
November 30  
Foundation Status Classification:  
See attached  
Advance Ruling Period Begins:  
Jan. 28, 1991  
Advance Ruling Period Ends:  
Nov. 30, 1995  
Addendum Applies:  
no

Dear Applicant:

Based on information supplied, and assuming your operations will be as stated in your application for recognition of exemption, we have determined you are exempt from Federal income tax under section 501(a) of the Internal Revenue Code as an organization described in section 501(c)(3).

Because you are a newly created organization, we are not now making a final determination of your foundation status under section 509(a) of the Code. However, we have determined that you can reasonably be expected to be a publicly supported organization described in sections 509(a)(1) and 170(b)(1)(A)(vi).

Accordingly, you will be treated as a publicly supported organization, and not as a private foundation, during an advance ruling period. This advance ruling period begins and ends on the dates shown above.

Within 90 days after the end of your advance ruling period, you must submit to us information needed to determine whether you have met the requirements of the applicable support test during the advance ruling period. If you establish that you have been a publicly supported organization, you will be classified as a section 509(a)(1) or 509(a)(2) organization as long as you continue to meet the requirements of the applicable support test. If you do not meet the public support requirements during the advance ruling period, you will be classified as a private foundation for future periods. Also, if you are classified as a private foundation, you will be treated as a private foundation from the date of your inception for purposes of sections 507(d) and 4940.

Grantors and contributors may rely on the determination that you are not a private foundation until 90 days after the end of your advance ruling period. If you submit the required information within the 90 days, grantors and contributors may continue to rely on the advance determination until the Service

Letter 1045(CG)

## THE ACCESS FUND

makes a final determination of your foundation status.

If notice that you will no longer be treated as a publicly supported organization is published in the Internal Revenue Bulletin, grantors and contributors may not rely on this determination after the date of such publication. In addition, if you lose your status as a publicly supported organization and a grantor or contributor was responsible for, or was aware of, the act or failure to act, that resulted in your loss of such status, that person may not rely on this determination from the date of the act or failure to act. Also, if a grantor or contributor learned that the Service had given notice that you would be removed from classification as a publicly supported organization, then that person may not rely on this determination as of the date such knowledge was acquired.

If your sources of support, or your purposes, character, or method of operation change, please let us know so we can consider the effect of the change on your exempt status and foundation status. In the case of an amendment to your organizational document or bylaws, please send us a copy of the amended document or bylaws. Also, you should inform us of all changes in your name or address.

As of January 1, 1984, you are liable for taxes under the Federal Insurance Contributions Act (social security taxes) on remuneration of \$100 or more you pay to each of your employees during a calendar year. You are not liable for the tax imposed under the Federal Unemployment Tax Act (FUTA).

Organizations that are not private foundations are not subject to the private foundation excise taxes under Chapter 42 of the Code. However, you are not automatically exempt from other Federal excise taxes. If you have any questions about excise, employment, or other Federal taxes, please let us know.

Donors may deduct contributions to you as provided in section 170 of the Code. Requests, legacies, devises, transfers, or gifts to you or for your use are deductible for Federal estate and gift tax purposes if they meet the applicable provisions of sections 2055, 2106, and 2522 of the Code.

Contribution deductions are allowable to donors only to the extent that their contributions are gifts, with no consideration received. Ticket purchases and similar payments in conjunction with fundraising events may not necessarily qualify as deductible contributions, depending on the circumstances. See Revenue Ruling 87-246, published in Cumulative Bulletin 1987-2, on page 104, which sets forth guidelines regarding the deductibility, as charitable contributions, of payments made by taxpayers for admission to or other participation in fundraising activities for charity.

You are required to file Form 990, Return of Organization Exempt From Income Tax, only if your gross receipts each year are normally more than \$25,000. However, if you receive a Form 990 package in the mail, please file the return even if you do not exceed the gross receipts test. If you are not

THE ACCESS FUND

required to file, simply attach the label provided, check the box in the heading to indicate that your annual gross receipts are normally \$25,000 or less, and sign the return.

If a return is required, it must be filed by the 15th day of the fifth month after the end of your annual accounting period. A penalty of \$10 a day is charged when a return is filed late, unless there is reasonable cause for the delay. However, the maximum penalty charged cannot exceed \$5,000 or 5 percent of your gross receipts for the year, whichever is less. This penalty may also be charged if a return is not complete, so please be sure your return is complete before you file it.

You are not required to file Federal income tax returns unless you are subject to the tax on unrelated business income under section 511 of the Code. If you are subject to this tax, you must file an income tax return on Form 990-T, Exempt Organization Business Income Tax Return. In this letter we are not determining whether any of your present or proposed activities are unrelated trade or business as defined in section 513 of the Code.

You need an employer identification number even if you have no employees. If an employer identification number was not entered on your application, a number will be assigned to you and you will be advised of it. Please use that number on all returns you file and in all correspondence with the Internal Revenue Service.

If we have indicated in the heading of this letter that an addendum applies, the addendum enclosed is an integral part of this letter.

Because this letter could help resolve any questions about your exempt status and foundation status, you should keep it in your permanent records.

If you have any questions, please contact the person whose name and telephone number are shown in the heading of this letter.

Sincerely yours,

Michael J. Quinn  
District Director

Enclosure(s):  
Form 872-C

THE ACCESS FUND

FOUNDATION STATUS:

170(b)(1)(A)(vi) and 509(a)(1)

Form **872-C**  
(Rev. 12-89)

Department of the Treasury—Internal Revenue Service

**Consent Fixing Period of Limitation Upon  
Assessment of Tax Under Section 4940 of the  
Internal Revenue Code**  
(See instructions on reverse side.)

OMB No. 1545-0056

To be used with Form  
1023. Submit in  
duplicate.

Under section 6501(c)(4) of the Internal Revenue Code, and as part of a request filed with Form 1023 that the organization named below be treated as a publicly supported organization under section 170(b)(1)(A)(vi) or section 509(a)(2) during an advance ruling period,

~~THE ACCESS FUND~~  
(Exact legal name of organization as shown in organizing document)

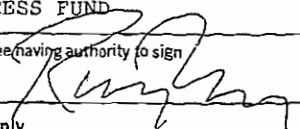

~~P.O. Box 67725, Los Angeles, CA 90067~~  
(Number, street, city or town, state, and ZIP code)

} and the District Director of  
Internal Revenue, or  
Assistant Commissioner  
(Employee Plans and  
Exempt Organizations)

Consent and agree that the period for assessing tax (imposed under section 4940 of the Code) for any of the 5 tax years in the advance ruling period will extend 8 years, 4 months, and 15 days beyond the end of the first tax year.

However, if a notice of deficiency in tax for any of these years is sent to the organization before the period expires, the time for making an assessment will be further extended by the number of days the assessment is prohibited, plus 60 days.

Ending date of first tax year November 30, 1991  
(Month, day, and year)

Name of organization (as shown in organizing document) <b>THE ACCESS FUND</b>	Date <b>2-28-91</b>
Officer or trustee having authority to sign 	
Signature ▶ <b>RANDY K. VOGEL, Treasurer</b>	
For IRS use only	
District Director or Assistant Commissioner (Employee Plans and Exempt Organizations) <b>MICHAEL J. QUINN</b>	Date <b>SEP 11 1991</b>
By ▶ 	<b>GROUP MANAGER, EO-4</b>

For Paperwork Reduction Act Notice, see page 1 of the Form 1023 Instructions.

# Application for Recognition of Exemption Under Section 501(c)(3) of the Internal Revenue Code

OMB No. 1545-0056

If exempt status is approved, this application will be open for public inspection.

Read the instructions for each Part carefully.

A User Fee must be attached to this application.

9513203

If the required information and appropriate documents are not submitted along with Form 8718 (with payment of the appropriate user fee), the application may be returned to you.

95105401

### Part I Identification of Applicant

1a Full name of organization (as shown in organizing document) <b>THE ACCESS FUND</b>		2 Employer identification number (If none, see instructions.) <b>94-3131165</b>
1b c/o Name (if applicable) <b>RANDY K. VOGEL</b>		3 Name and telephone number of person to be contacted if additional information is needed <b>Randy K. Vogel</b>
1c Address (number and street) <b>P. O. BOX 67A25</b>		<b>(714) 744-2113</b>
1d City or town, state, and ZIP code <b>LOS ANGELES, CA 90067</b>		4 Month the annual accounting period ends <b>November</b>
5 Date incorporated or formed <b>December 1, 1990</b> See attachment	6 Activity codes (See instructions.) <b>352   379   199</b>	7 Check here if applying under section: a <input type="checkbox"/> 501(e) b <input type="checkbox"/> 501(f) c <input type="checkbox"/> 501(k)

8 Did the organization previously apply for recognition of exemption under this Code section or under any other section of the Code?  
If "Yes," attach an explanation.  Yes  No

9 Has the organization filed Federal income tax returns or exempt organization information returns?  
If "Yes," state the form number(s), years filed, and Internal Revenue office where filed.

APR 12 1991

LOS ANGELES DISTRICT  
FIELD DIVISION-SCREENING

INTERNAL REVENUE SERVICE  
RECEIVED  
MAR 11 1991

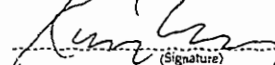
LOS ANGELES DISTRICT

10 Check the box for your type of organization. BE SURE TO ATTACH A COMPLETE COPY OF THE CORRESPONDING DOCUMENTS TO THE APPLICATION BEFORE MAILING.

- a  Corporation— Attach a copy of your Articles of Incorporation, (including amendments and restatements) showing approval by the appropriate state official; also include a copy of your bylaws.
- b  Trust— Attach a copy of your Trust Indenture or Agreement, including all appropriate signatures and dates.
- c  Association— Attach a copy of your Articles of Association, Constitution, or other creating document, with a declaration (see instructions) or other evidence the organization was formed by adoption of the document by more than one person; also include a copy of your bylaws.

If you are a corporation or an unincorporated association that has not yet adopted bylaws, check here

I declare under the penalties of perjury that I am authorized to sign this application on behalf of the above organization and that I have examined this application, including the accompanying schedules and attachments, and to the best of my knowledge it is true, correct, and complete.

Please Sign Here  **TREASURER** **2-28-91**  
(Signature) (Title or authority of signer) (Date)

For Paperwork Reduction Act Notice, see page 1 of the instructions.

Complete the Procedural Checklist (page 7 of the instructions) prior to filing.

**Part II** Activities and Operational Information

- 1 Provide a detailed narrative description of all the activities of the organization—past, present, and planned. Do not merely refer to or repeat the language in your organizational document. Describe each activity separately in the order of importance. Each description should include, as a minimum, the following: (a) a detailed description of the activity including its purpose; (b) when the activity was or will be initiated; and (c) where and by whom the activity will be conducted.

The Access Fund will provide financing and logistical aid for projects and land acquisitions which will help preserve or facilitate the right of climbers to have access to climbing areas within the United States.

In order to meet these goals the Access Fund will:

1. Fund the purchase and preservation of lands that contain rock formations of interest to climbers.
2. Fund projects, on public and private lands containing rock formations, which will help:
  - a. Lessen potential environmental impacts of climbers' use of such lands.
  - b. Provide facilities (eg: campgrounds, parking areas, bulletin boards, toilets, etc) which can help keep climbing areas open and accessible to climbers, but such facilities would be open to appropriate public use.
  - c. Educate climbers, land managers/owners, and/or the public regarding climbing access and means of mitigating climbers' environmental impacts.
3. Provide logistic support to efforts to open and/or preserve access to climbing areas.

These activities will be undertaken when and where circumstances warrant, and will be undertaken by the Access Fund directly, or with the assistance of the Access Fund by regional or local access organizations.

- 
- 2 What are or will be the organization's sources of financial support? List in order of size.

- A. Individual donations from climbers across the United States.
- B. Donations from climbing and outdoor equipment manufacturers, retailers and media.
- C. Donations from climbing clubs and organizations.
- D. Donations from private foundations.

- 
- 3 Describe the organization's fundraising program, both actual and planned, and explain to what extent it has been put into effect. (Include details of fundraising activities such as selective mailings, formation of fundraising committees, use of volunteers or professional fundraisers, etc.) Attach representative copies of solicitations for financial support.

- A. The Access Fund will use donated (space & design) print advertising in climbing and outdoor magazines to solicit individual climbers.
  - B. The Access Fund staff will write articles/press releases for publication to solicit help and donations.
  - C. The Access Fund will seek "corporate" sponsorships from climbing related industry, primarily to cover overhead/administrative costs.
  - D. The Access Fund will solicit private foundations, individuals, clubs and businesses to help underwrite particular Access Fund projects.
-

**Part II** Activities and Operational Information (Continued)**4** Give the following information about the organization's governing body:

a Names, addresses, and titles of officers, directors, trustees, etc.	b Annual Compensation
Armando M. Menocal, III, 1535 Mission Street, San Francisco, CA 94103; President and Director.	-0-
Eric P. Accomazzo, 2160 Vassar Drive, Boulder, Colorado, 80303; Secretary and Director	-0-
Randy K. Vogel, 888 South West Street, Suite 400, Anaheim, CA 92802; Treasurer and Director	-0-

- c** Do any of the above persons serve as members of the governing body by reason of being public officials or being appointed by public officials?  Yes  No  
If "Yes," name those persons and explain the basis of their selection or appointment.

- d** Are any members of the organization's governing body "disqualified persons" with respect to the organization (other than by reason of being a member of the governing body) or do any of the members have either a business or family relationship with "disqualified persons"? (See the Specific Instructions for line 4d.)  Yes  No  
If "Yes," explain.

- 5** Does the organization control or is it controlled by any other organization?  Yes  No  
Is the organization the outgrowth of (or successor to) another organization, or does it have a special relationship to another organization by reason of interlocking directorates or other factors?  Yes  No  
If either of these questions is answered "Yes," explain.

The Access Fund was begun in 1989 as an activity of The American Alpine Club (a 501(c)(3) organization). Due to the tremendous public (climber) response to the Access Fund's projects, it was agreed to form a separate corporate non-profit entity to conduct the Access Fund's operations. No interlocking directorships, or financial relationship.

- 6** Does or will the organization directly or indirectly engage in any of the following transactions with any political organization or other exempt organization (other than 501(c)(3) organizations): (a) grants; (b) purchases or sales of assets; (c) rental of facilities or equipment; (d) loans or loan guarantees; (e) reimbursement arrangements; (f) performance of services, membership, or fundraising solicitations; or (g) sharing of facilities, equipment, mailing lists or other assets, or paid employees?  Yes  No  
If "Yes," explain fully and identify the other organization(s) involved.

- 7** Is the organization financially accountable to any other organization?  Yes  No  
If "Yes," explain and identify the other organization. Include details concerning accountability; or attach copies of reports if any have been submitted.



**Part II** Activities and Operational Information (Continued)

- 8 What assets does the organization have that are used in the performance of its exempt function? (Do not include property producing investment income.) If any assets are not fully operational, explain their status, what additional steps remain to be completed, and when such final steps will be taken. If "None," indicate "N/A."

N/A

- 9a Will any of the organization's facilities or operations be managed by another organization or individual under a contractual agreement?  Yes  No
- b Is the organization a party to any leases?  Yes  No
- If either of these questions is answered "Yes," attach a copy of each such contract and explain the relationship between the applicant and each of the other parties.

- 10 Is the organization a membership organization?  Yes  No
- If "Yes," complete the following:

- a Describe the organization's membership requirements and attach a schedule of membership fees and dues.
- b Describe your present and proposed efforts to attract members and attach a copy of any descriptive literature or promotional material used for this purpose.
- c What benefits do (or will) your members receive in exchange for their payment of dues?

- 11a If the organization provides benefits, services or products, are the recipients required, or will they be required, to pay for them?  N/A  Yes  No
- If "Yes," explain; show how the charges are determined; and attach a copy of your current fee schedule.

- b Does or will the organization limit its benefits, services or products to specific individuals or classes of individuals?  N/A  Yes  No
- If "Yes," explain how the recipients or beneficiaries are or will be selected.

- 12 Does or will the organization attempt to influence legislation?  Yes  No
- If "Yes," explain. Also, give an estimate of the percentage of the organization's time and funds which it devotes or plans to devote to this activity.

- 13 Does or will the organization intervene in any way in political campaigns, including the publication or distribution of statements?  Yes  No
- If "Yes," explain fully.

**Part III** Technical Requirements

1 Are you filing Form 1023 within 15 months from the end of the month in which you were created or formed?  Yes  No  
If you answer "Yes," do not answer questions 2 through 6.

2 If one of the exceptions to the 15-month filing requirement shown below applies, check the appropriate box and proceed to question 7.

Exceptions—You are not required to file an exemption application within 15 months if the organization:

- (a) Is a church, interchurch organization, local unit of a church, a convention or association of churches, or an integrated auxiliary of a church;
- (b) Is not a private foundation and normally has gross receipts of not more than \$5,000 in each tax year; or,
- (c) Is a subordinate organization covered by a group exemption letter, but only if the parent or supervisory organization timely submitted a notice covering the subordinate.

3 If you do not meet any of the exceptions in question 2, do you wish to request relief from the 15-month filing requirement?  Yes  No

4 If you answer "Yes" to question 3, please give your reasons for not filing this application within 15 months from the end of the month in which your organization was created or formed.

5 If you answer "No" to both questions 1 and 3 and do not meet any of the exceptions in question 2, your qualification as a section 501(c)(3) organization can be recognized only from the date this application is filed with your key District Director. Therefore, do you want us to consider your application as a request for recognition of exemption as a section 501(c)(3) organization from the date the application is received and not retroactively to the date you were formed?  Yes  No

6 If you answer "Yes" to question 5 above and wish to request recognition of section 501(c)(4) status for the period beginning with the date you were formed and ending with the date your Form 1023 application was received (the effective date of your section 501(c)(3) status), check here  and attach a completed page 1 of Form 1024 to this application.

**Part III** Technical Requirements (Continued)

7 Is the organization a private foundation?

- Yes (Answer question 8.)  
 No (Answer question 9 and proceed as instructed.)

8 If you answer "Yes" to question 7, do you claim to be a private operating foundation?

- Yes (Complete Schedule E)  
 No

After answering this question, go to Part IV.

9 If you answer "No" to question 7, indicate the public charity classification you are requesting by checking the box below that most appropriately applies:

**THE ORGANIZATION IS NOT A PRIVATE FOUNDATION BECAUSE IT QUALIFIES:**

- |   |  |
|---|--|
| (a) <input type="checkbox"/> As a church or a convention or association of churches (MUST COMPLETE SCHEDULE A.)   | Sections 509(a)(1) and 170(b)(1)(A)(i)                       |
| (b) <input type="checkbox"/> As a school (MUST COMPLETE SCHEDULE B.)  | Sections 509(a)(1) and 170(b)(1)(A)(ii)                      |
| (c) <input type="checkbox"/> As a hospital or a cooperative hospital service organization, or a medical research organization operated in conjunction with a hospital (MUST COMPLETE SCHEDULE C.)   | Sections 509(a)(1) and 170(b)(1)(A)(iii)                     |
| (d) <input type="checkbox"/> As a governmental unit described in section 170(c)(1).   | Sections 509(a)(1) and 170(b)(1)(A)(v)                       |
| (e) <input type="checkbox"/> As being operated solely for the benefit of, or in connection with, one or more of the organizations described in (f) through (h), or (i) (MUST COMPLETE SCHEDULE D.)  | Section 509(a)(3)  |
| (f) <input type="checkbox"/> As being organized and operated exclusively for testing for public safety.   | Section 509(a)(4)  |
| (g) <input type="checkbox"/> As being operated for the benefit of a college or university that is owned or operated by a governmental unit.   | Sections 509(a)(1) and 170(b)(1)(A)(iv)                      |
| (h) <input type="checkbox"/> As receiving a substantial part of its support in the form of contributions from publicly supported organizations, from a governmental unit, or from the general public.   | Sections 509(a)(1) and 170(b)(1)(A)(vi)                      |
| (i) <input checked="" type="checkbox"/> As normally receiving not more than one-third of its support from gross investment income and more than one-third of its support from contributions, membership fees, and gross receipts from activities related to its exempt functions (subject to certain exceptions). | Section 509(a)(2)  |
| (j) <input type="checkbox"/> We are a publicly supported organization but are not sure whether we meet the public support test of block (h) or block (i). We would like the Internal Revenue Service to decide the proper classification.   | Sections 509(a)(1) and 170(b)(1)(A)(vi) or Section 509(a)(2) |

If you checked one of the boxes (a) through (f) in question 9, go to question 14.  
 If you checked box (g) in question 9, go to questions 11 and 12.  
 If you checked box (h), (i), or (j), go to question 10.

**Part III** Technical Requirements (Continued)

- 10 If you checked box (h), (i), or (j) in question 9, have you completed a tax year of at least 8 months?  
 No—You must request an advance ruling by completing and signing 2 Forms 872-C and attaching them to your application.  
 Yes—Indicate whether you are requesting:  
 A definitive ruling (Answer questions 11 through and including question 14.)  
 An advance ruling (Answer questions 11 and 14 and attach 2 Forms 872-C completed and signed.)
- 11 If the organization received any unusual grants during any of the tax years shown in Part IV-A, attach a list for each year showing the name of the contributor; the date and the amount of the grant; and a brief description of the nature of each such grant.

N/A

- 12 If you are requesting a definitive ruling under section 170(b)(1)(A)(iv) or (vi), check here  and:
- a Enter 2% of line 8, column (e) of Part IV-A \_\_\_\_\_
- b Attach a list showing the name and amount contributed by each person (other than a governmental unit or "publicly supported" organization) whose total gifts, grants, contributions, etc., were more than the amount you entered on line 12a above.
- 13 If you are requesting a definitive ruling under section 509(a)(2), check here  and:
- a For each of the years included on lines 1, 2, and 9 of Part IV-A, attach a list showing the name of and amount received from each person who is a "disqualified person."
- b For each of the years included on line 9 of Part IV-A, attach a list showing the name of and amount received from each payer (other than a "disqualified person") whose payments to the organization were more than \$5,000. For this purpose, "payer" includes, but is not limited to, any organization described in sections 170(b)(1)(A)(i) through (vi) and any governmental agency or bureau.

14 Indicate if your organization is one of the following, and if so, complete the required schedule. (Submit only those schedules, if any, that apply to your organization. Do not submit blank schedules.)

	Yes	No	If "Yes," complete schedule:
Is the organization a church?		X	A
Is the organization, or any part of it, a school?		X	B
Is the organization, or any part of it, a hospital or medical research organization?		X	C
Is the organization a section 509(a)(3) supporting organization?		X	D
Is the organization an operating foundation?		X	E
Is the organization, or any part of it, a home for the aged or handicapped?		X	F
Is the organization, or any part of it, a child care organization?		X	G
Does the organization provide or administer any scholarship benefits, student aid, etc.?		X	H
Has the organization taken over, or will it take over, the facilities of a "for profit" institution?		X	I

**Part IV** Financial Data

Complete the financial statements for the current year and for each of the 3 years immediately before it. If in existence less than 4 years, complete the statements for each year in existence. If in existence less than 1 year, also provide proposed budgets for the 2 years following the current year.

**A.—Statement of Revenue and Expenses**

		Current tax year	3 prior tax years or proposed budget for 2 years			
		(a) From 12-80 to 11-91	(b) 19 82	(c) 19 83	(d) 19 .....	(e) TOTAL
Revenue	1 Gifts, grants, and contributions received (not including unusual grants—see instructions)	20,000	150,000	250,000		450,000
	2 Membership fees received					
	3 Gross investment income (see instructions for definition)	4,000	10,000	18,000		32,000
	4 Net income from organization's unrelated business activities not included on line 3					
	5 Tax revenues levied for and either paid to or spent on behalf of the organization					
	6 Value of services or facilities furnished by a governmental unit to the organization without charge (not including the value of services or facilities generally furnished the public without charge)					
	7 Other income (not including gain or loss from sale of capital assets) (attach schedule)					
	8 Total of lines 1 through 7	84,000	160,000	268,000		512,000
	9 Gross receipts from admissions, sales of merchandise or services, or furnishing of facilities in any activity that is not an unrelated business within the meaning of section 513	20,000	40,000	60,000		120,000
	10 Total of lines 8 and 9	104,000	200,000	328,000		632,000
	11 Gain or loss from sale of capital assets (attach schedule)					
	12 Unusual grants					
	13 Total revenue (add lines 10 through 12)	104,000	200,000	328,000		632,000
Expenses	14 Fundraising expenses	2,000	4,000	6,000		
	15 Contributions, gifts, grants, and similar amounts paid (attach schedule)	60,000	120,000	200,000		
	16 Disbursements to or for benefit of members (attach schedule)					
	17 Compensation of officers, directors, and trustees (attach schedule)	-0-				
	18 Other salaries and wages	35,000	45,000	55,000		
	19 Interest	-0-				
	20 Occupancy (rent, utilities, etc.)	-0-				
	21 Depreciation and depletion	500	500	500		
	22 Other (attach schedule)	15,000	25,000	35,000		
	23 Total expenses	112,500	194,500	296,500		
	24 Excess of revenue over expenses (line 13 minus line 23)	(8,500)	5,500	31,500		

**Part IV** Financial Data (Continued)

B.—Balance Sheet (at the end of the period shown)		Current tax year	
		Date	12-31-91
<b>Assets</b>			
1	Cash . . . . .	1	55,000
2	Accounts receivable, net . . . . .	2	1,000
3	Inventories . . . . .	3	-0-
4	Bonds and notes receivable (attach schedule) . . . . .	4	-0-
5	Corporate stocks (attach schedule) . . . . .	5	-0-
6	Mortgage loans (attach schedule) . . . . .	6	-0-
7	Other investments (attach schedule) . . . . .	7	-0-
8	Depreciable and depletable assets (attach schedule) . . . . .	8	-0-
9	Land . . . . .	9	-0-
10	Other assets (attach schedule) . . . . .	10	-0-
11	<b>Total assets</b> . . . . .	11	56,000
<b>Liabilities</b>			
12	Accounts payable . . . . .	12	2,000
13	Contributions, gifts, grants, etc., payable . . . . .	13	7,000
14	Mortgages and notes payable (attach schedule) . . . . .	14	-0-
15	Other liabilities (attach schedule) . . . . .	15	-0-
16	<b>Total liabilities</b> . . . . .	16	9,000
<b>Fund Balances or Net Assets</b>			
17	Total fund balances or net assets . . . . .	17	47,000
18	<b>Total liabilities and fund balances or net assets (add line 16 and line 17)</b> . . . . .	18	56,000
If there has been any substantial change in any aspect of your financial activities since the end of the period shown above, check the box and attach a detailed explanation <input type="checkbox"/>			

FORM 1023  
PART I (Page 1)  
Line 5  
Date of Incorporation or Formation

THE ACCESS FUND  
P.O. BOX 67A25  
Los Angeles, CA 90067

EIN: 94-3131165

---

THE ACCESS FUND was formed December 1, 1990 (the date it separated from the American Alpine Club [see Part II, Page 3, Line 5 ]). THE ACCESS FUND was not incorporated until January 28, 1991. Prior to incorporation, it operated as an association.

FORM 1023  
PART IV (page 8)  
Line 15  
Contributions, Gifts and Grants

THE ACCESS FUND  
P.O. BOX 67A25  
Los Angeles, CA 90067

EIN: 94-3131165

	<u>1991</u>	<u>1992</u>	<u>1993</u>
LAND AQUISITIONS	\$23,250	\$ 500	\$100,000
RESEARCH PROJECTS	\$ 8,750	\$10,000	\$12,500
LOCAL CLIMBER GROUPS	\$ 3,500	\$ 8,500	\$17,500
MISC. PROJECTS	\$24,500	\$45,000	\$70,000
TOTAL PROJECTS BUDGET	\$60,000	\$120,000	\$200,000



FORM 1023  
PART IV (Page 8)  
Line 22  
Other Expenses

THE ACCESS FUND  
P.O. BOX 67A25  
Los Angeles, CA 90067

EIN: 94-3131165

	1991	1992	1993
<b>OVERHEAD</b>			
Telephone	\$ 900	\$2,500	\$4,500
Office Supplies	600	2,000	4,000
Postage & deliveries	500	1,700	3,500
Printing & photocopying	600	700	1,200
Equipment rental & maintenance	800	100	500
Travel, Meetings	4,500	7,000	7,000
Fundraising events & promos	1,500	2,000	3,000
Insurance, fees	600	1,200	2,000
Misc. expenses	500	1,000	1,300
Total Overhead	\$10,500	\$18,200	\$28,000
<b>NON-RECURING ADMIN EXPENSES</b>			
Computers, fax machines, incorp. expenses (1991), computer software, etc.	\$ 4,500	\$ 6,800	\$ 7,000
TOTAL OTHER EXPENSES	\$15,000	\$25,000	\$35,000

LAW OFFICES OF  
**ROBERT L. LAVOIE**

A PROFESSIONAL CORPORATION

ROBERT L. LAVOIE  
RANDY K. VOGEL

888 SOUTH WEST STREET  
SUITE 400  
ANAHEIM, CALIFORNIA 92802  
TELEPHONE (714) 774-2113  
TELECOPIER (714) 974-1382

September 10, 1991

VIA FAX AND MAIL

Internal Revenue Service  
2 Cupania Circle  
Monterey Park, CA 91754  
Attn: Ahmed Ahmed

Re: Case No. 951107032  
The Access Fund  
888 S. West St. #400  
Anaheim, CA 92802  
(714) 774-2113  
EIN 94-3131165

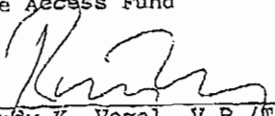
Dear Mr. Ahmed:

Pursuant to our conversation of this afternoon, please be advised that The Access Fund hereby agrees to be classified as an Exempt Organization under Sections 509(a)(1) & 170(b)(1)(A)(vi) rather than under Section 509(a)(2).

Thank you for your continued courtesy and cooperation.

Very truly yours,

The Access Fund

By:   
Randy K. Vogel, V.P./Tres.



# STATE OF COLORADO

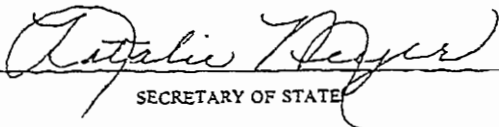
DEPARTMENT OF  
STATE

## CERTIFICATE

I, *NATALIE MEYER*, Secretary of State of the State of Colorado hereby certify that the prerequisites for the issuance of this certificate have been fulfilled in compliance with law and are found to conform to law.

Accordingly, the undersigned, by virtue of the authority vested in me by law, hereby issues A CERTIFICATE OF INCORPORATION TO THE ACCESS FUND, A NONPROFIT CORPORATION.

Dated: JANUARY 28, 1991

  
SECRETARY OF STATE

ARTICLES OF INCORPORATION

OF

THE ACCESS FUND

RECEIVED  
JAN 28 1991

THE UNDERSIGNED PERSON, acting as incorporator, under the Colorado Nonprofit Corporation Act, signs and acknowledges the following Articles of Incorporation for The Access Fund:

ARTICLE I.

Name

The name of the corporation is The Access Fund.

ARTICLE II.

Duration

The term of existence of this corporation is perpetual.

ARTICLE III.

Purpose

This corporation is organized under the Colorado Nonprofit Corporation Act and is irrevocably dedicated to public and charitable purposes only.

ARTICLE IV.

Regulation of Internal Affairs

The initial Bylaws shall be adopted by the Board of Directors. The power to alter, amend or repeal the Bylaws or to adopt new Bylaws shall be vested in the Board of Directors. The Bylaws may contain any provision for the regulation and management of the affairs of the corporation not inconsistent with law or these Articles of Incorporation.

ARTICLE V.

Registered Office and Registered Agent

The address of the initial registered office of the corporation is 2160 Vassar Drive, Boulder, Colorado 80303; and the name of its initial registered agent at such address is Eric P. Accomazzo.

## ARTICLE VI.

Directors

A. The initial Board of Directors of the corporation shall consist of three members, each being natural persons of the age of eighteen years or older. The names and addresses of the persons who are to serve as directors until the first annual election of directors or until their successors are elected and qualified are as follows:

<u>Name</u>	<u>Address</u>
Eric P. Accomazzo	2160 Vassar Drive Boulder, Colorado 80303
Randy Vogel	888 South West Street, Suite 400 Anaheim, California 92802
Armando Menocal	Public Advocates 1535 Mission Street San Francisco, California 94103

B. The number of directors may be increased or decreased at any time by amendment to the Bylaws, but no decrease shall have the effect of shortening the term of any incumbent director. In the absence of any provision in the Bylaws fixing the number of directors, the number shall be the same as provided in these Articles of Incorporation.

## ARTICLE VII.

Liability of Directors

There shall be no personal liability of a director to the corporation or to its members for monetary damages for breach of fiduciary duty as a director, except for any breach of the director's duty of loyalty to the corporation or its members, acts or omissions not in good faith or which involve intentional misconduct or a knowing violation of law, acts specified in C.R.S. section 7-24-111 (no loans shall be made by a corporation to its directors or officers), or any transaction from which the director derived an improper personal benefit.

## ARTICLE VIII.

Dedication and Dissolution

A. The property of this corporation is irrevocably dedicated to public and charitable purposes, and no part of the net income or assets of this organization shall ever inure to

the benefit of any director, officer, or member thereof, or to the benefit of any private persons, except that the corporation shall be authorized and empowered to pay reasonable compensation for services rendered and to make payments and distributions in furtherance of the purposes set forth in Article III hereof.

B. On the dissolution or winding up of the corporation, its assets remaining after payment of, or provision for payment of, all debts and liabilities of this corporation shall be distributed to a nonprofit fund, foundation, or corporation which is organized and operated exclusively for charitable purpose and which has established its tax-exempt status under Internal Revenue Code Section 501(c)(3).

#### ARTICLE IX.

##### Limitation on Corporate Activities

No substantial part of the activities of the corporation shall consist of carrying on of propaganda, or otherwise attempting to influence legislation, nor shall this corporation participate or intervene in any political campaign (including publishing or distribution of statements) on behalf of or in opposition to any candidate for public office.

#### ARTICLE X.

##### Distribution of Income and Prohibited Activities

Notwithstanding any other provision of these Articles of Incorporation, the corporation shall be subject to the following limitations and restrictions:

A. The corporation shall distribute its income for each taxable year at a time and in a manner that will not subject the corporation to the tax on undistributed income imposed by Section 4942 of the Internal Revenue Code of 1986.

B. The corporation shall not engage in any act of self-dealing as defined in Section 4941(d) of the Internal Revenue Code of 1986.

C. The corporation shall not retain any excess business holdings as defined in Section 4943(c) of the Internal Revenue Code of 1986.

D. The corporation shall not make any investments that will subject it to tax under Section 4944 of the Internal Revenue Code of 1986.

E. The corporation shall not make any taxable expenditures as defined in Section 4945(d) of the Internal Revenue Code of 1986.

F. The corporation's services shall be available to all persons regardless of race, color, creed, national origin, sex, or handicap, and the corporation shall not discriminate against anyone on these grounds.

ARTICLE XI.

Names and Addresses of Incorporators

The name and address of the person who is to serve as the incorporator is:

<u>Name</u>	<u>Address</u>
Eric P. Accomazzo	2160 Vassar Drive Boulder, Colorado 80303

IN WITNESS WHEREOF, I have executed these Articles of Incorporation in duplicate this 28th day of January, 1991.



Eric P. Accomazzo

STATE OF COLORADO            )  
 CITY AND                        ) ss.  
 COUNTY OF DENVER            )

The foregoing Articles of Incorporation were subscribed and sworn to before me this 28th day of January, 1991, by Eric P. Accomazzo.

Witness my hand and official seal.

My commission expires: September 11, 1991

(S E A L)



Sandra B. Dilatash  
Notary Public

BYLAWS  
OF  
THE ACCESS FUND

ARTICLE I.

Offices

The registered agent and the registered office of the corporation is:

Eric P. Accomazzo  
2160 Vassar Drive  
Boulder, Colorado 80302

The address of the registered agent and the registered office may be changed from time to time by the board of directors.

ARTICLE II.

Board of Directors

Section 1. General Powers. The business and affairs of the corporation shall be managed by its board of directors.

Section 2. Number, Tenure and Qualifications. The number of directors of the corporation shall be nine. There shall be staggered director terms, so that three director positions are elected each year. The original board of directors shall serve unequal terms so that the staggered terms can be implemented. Except for the initial use of staggered terms, each director shall hold office for three years, or until his or her successor shall have been elected and qualified. Directors need not be residents of the State of Colorado.

Section 3. Annual Meetings. An annual meeting of the board of directors shall be held without other notice than this bylaw on the last Thursday in the month of March at the registered office of the corporation, or any other place or time designated by the board of directors, within or without the State of Colorado.

Section 4. Special Meetings. Special meetings of the board of directors may be called by or at the request of the president or any four directors. The person or persons authorized to call special meetings of the board of directors may fix any place, either within or without the State of



Colorado, as the place for holding any special meeting of the board of directors called by them.

Section 5. Notice. Notice of any special meeting shall be given at least seven days previously thereto by written notice delivered personally, mailed to each director at his business address, or by facsimile transmission. If mailed, such notice shall be deemed to be delivered three days after being deposited into the U.S. mail so addressed, with postage prepaid. Any director may waive notice of any meeting. The attendance of a director at a meeting shall constitute a waiver of notice of such meeting, except where a director attends a meeting for the express purpose of objecting to the transaction of any business because the meeting is not lawfully called or convened. Neither the business to be transacted at, nor the purpose of any regular or special meeting of the board of directors need be specified in the notice or waiver of notice of such meeting.

Section 6. Quorum. A majority of the number of directors shall constitute a quorum for the transaction of business at any meeting of the board of directors.

Section 7. Manner of Acting. The act of the majority of the directors present at a meeting at which a quorum is present shall be the act of the board of directors.

Section 8. Vacancies. Any vacancy occurring in the board of directors may be filled by the affirmative vote of a majority of the remaining directors though less than a quorum of the board of directors. A director elected to fill a vacancy shall be elected for the unexpired term of his predecessor in office. Any directorship to be filled by reason of an increase in the number of directors shall be filled by the affirmative vote of a majority of the directors then in office or by an election at an annual meeting or at a special meeting of members called for that purpose. A director chosen to fill a position resulting from an increase in the number of directors shall hold office until the next annual meeting of members and until his successor shall have been elected and qualified.

Section 9. Compensation. By resolution of the board of directors, the directors may be paid their expenses, if any, of attendance at each meeting of the board of directors. No such payment shall preclude any director from serving the corporation in any other capacity and receiving compensation therefor.

Section 10. Presumption of Assent. A director of the corporation who is present at a meeting of the board of directors at which action on any corporate matter is taken shall be presumed to have assented to the action taken unless his dissent shall be entered in the minutes of the meeting or unless he shall file his written dissent to such action with the person acting as the secretary of the meeting before the adjournment

thereof or shall forward such dissent by registered mail to the secretary of the corporation immediately after the adjournment of the meeting. Such right to dissent shall not apply to a director who voted in favor of such action.

Section 11. Removal or Resignation of Directors. Directors may be removed at any meeting by a vote of two-thirds of the directors entitled to vote at the meeting, or by unanimous written consent (excluding the director who is proposed to be removed) pursuant to Article 8. A director may resign at any time.

Section 12. Committees. The board of directors, by resolution adopted by a majority of the number of directors elected and qualified at the time of the resolution, may designate at least one director and any number of members to constitute one or more committees, which shall have and may exercise such authority as may be set forth in said resolution. No committee shall have the authority of the board of directors in reference to amending, altering, or repealing the bylaws; electing, appointing, or removing any member of any such committee or any officer or director of the corporation; amending the articles of incorporation; restating the articles of incorporation; adopting a plan of merger or adopting a plan of consolidation with another corporation; authorizing the sale, lease, exchange, or mortgage of all or substantially all of the property and assets of the corporation; authorizing the voluntary dissolution of the assets of the corporation; or amending, altering, or repealing any resolution of the board of directors. No such delegation of authority shall operate to relieve the board of directors or any member of the board from any responsibility imposed by law.

### ARTICLE III.

#### Officers

Section 1. Designation. The officers of the corporation shall be a president, any number of vice presidents (the number thereof to be determined by the board of directors), a secretary, and a treasurer, each of whom shall be elected by the board of directors. Such other officers and assistant officers as may be deemed necessary may be elected or appointed by the board of directors. Any two or more offices may be held by the same person, except the offices of president and secretary.

Section 2. Election and Term of Office. The officers of the corporation shall be elected annually by the board of directors at the annual meeting of the board of directors. No officer may serve more than three consecutive years in the same office or position. If the election of officers shall not be held at such meeting, such election shall be held as soon thereafter as conveniently may be. Each officer shall hold

office until the next annual meeting or his successor shall have been duly elected and shall have qualified or until his death or until he shall resign or shall have been removed in the manner hereinafter provided.

Section 3. President. The president shall be the principal executive officer of the corporation and, subject to the control of the board of directors, shall in general supervise and control all of the affairs of the corporation. He shall, when present, preside at meetings of the members and of the board of directors. He may sign, with the secretary or other proper officer of the corporation authorized by the board of directors, any deeds, mortgages, bonds, contracts or other instruments which the board of directors may authorize to be executed, except in cases where the signing and execution thereof shall be expressly delegated by the board of directors or by these Bylaws to some other officer or agent of the corporation, or shall be required by law to be otherwise signed or executed; and in general shall perform all duties incident to the office of president and such other duties as may be prescribed by the board of directors from time to time.

Section 4. Vice Presidents. In the absence of the president or in the event of his death, or inability or refusal to act, the vice president, if any (or in the event there be more than one vice president, the vice presidents in the order designated at the time of their election, or in the absence of any designation, then in the order of their election), shall perform the duties of the president and, when so acting, shall have all the powers of and be subject to all the restrictions upon the president.

Section 5. Secretary. The secretary shall: (a) keep the minutes of the board of directors' meetings in one or more books provided for that purpose; (b) see that all notices are duly given in accordance with the provisions of these Bylaws as required by law; (c) be custodian of the corporation's records and of the seal of the corporation; and (d) in general perform all duties incident to the office of secretary and such other duties as from time to time may be assigned to him by the president or by the board of directors.

Section 6. Treasurer. If required by the board of directors, the treasurer shall give a bond for the faithful discharge of his duties in such sum and with such surety or sureties as the board of directors shall determine. He shall (a) have charge and custody of and be responsible for all funds and securities of the corporation, receive and give receipts for moneys due and payable to the corporation from any source whatsoever, and deposit all such moneys in the name of the corporation in such banks, trust companies or other depositories as shall be selected in accordance with the provisions of Article IV of these Bylaws; and (b) in general perform all the duties incident to the office of treasurer and such other duties

as from time to time may be assigned to him by the president or by the board of directors.

Section 7. Other Officers. The board of directors may, from time to time, appoint other officers with such titles as may be approved by the board of directors and with such authorities and powers as may be granted to effectually carry on the business of the corporation.

Section 8. Officers and Board Members. The president and treasurer must, as a prerequisite to their election as officers, be members of the board of directors.

Section 9. Salaries. The salaries of the officers, if any, shall be fixed from time to time by the board of directors, and no officer shall be prevented from receiving such salary by reason of the fact that he is also a director of the corporation.

Section 10. Vacancies. A vacancy in any office because of death, resignation, removal, disqualification or otherwise, may be filled by the board of directors for the unexpired portion of the term.

Section 11. Removal. Any officer or agent elected or appointed by the board of directors may be removed by the board of directors whenever in its judgment the best interests of the corporation would be served thereby, but such removal shall be without prejudice to the contract rights, if any, of the person so removed.

#### ARTICLE IV.

##### Contracts, Loans, Checks and Deposits

Section 1. Contracts. The board of directors may authorize any officer or officers, agent or agents, to enter into any contract or execute and deliver any instrument in the name of and on behalf of the corporation, and such authority may be general or confined to specific instances.

Section 2. Loans. No loans shall be contracted on behalf of the corporation and no evidences of indebtedness shall be issued in its name unless authorized by a resolution of the board of directors. Such authority may be general or confined to specific instances.

Section 3. Checks, Drafts, etc. All checks, drafts, or other orders for the payment of money notes, or other evidences of indebtedness issued in the name of the corporation, shall be signed by such officer or officers, agent or agents of the corporation and in such manner as shall from time to time be determined by resolution of the board of directors.

Section 4. Deposits. All funds of the corporation not otherwise employed shall be deposited from time to time to the credit of the corporation in such banks, trust companies, or other depositories as the board of directors may select.

ARTICLE V.

Year

The corporation shall operate either upon a fiscal-year basis or calendar-year basis as may be selected by its board of directors.

ARTICLE VI.

Dividends

No dividend shall be paid and no part of the income or profits of the corporation shall be distributed to its members, directors or officers.

ARTICLE VII.

Waiver of Notice

Whenever any notice is required to be given to any member or director of the corporation under the provisions of these Bylaws or under the provisions of the articles of incorporation or under the provisions of the laws of the State of Colorado, waiver thereof in writing, signed by the person or persons entitled to such notice, whether before or after the time stated therein, shall be deemed equivalent to the giving of such notice.

ARTICLE VIII.

Action by Directors or Members Without a Meeting

Any action required to be taken at a meeting of the directors or any action which may be taken at a meeting of the directors or members, may be taken without a meeting if a consent in writing, setting forth the action so taken, shall be signed by all of the directors entitled to vote with respect to the subject matter thereof.

ARTICLE IX.

Indemnification of Officers or Directors Against Suits

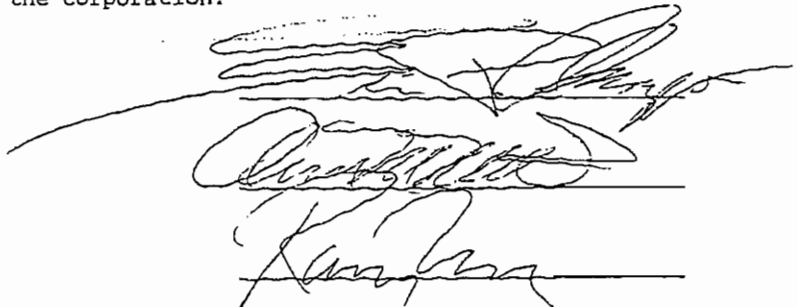
The corporation shall indemnify and hold harmless each person who shall serve at any time hereafter as a director or officer of the corporation from and against any and all claims and liabilities to which such person shall become subject by reason of his having been heretofore or hereafter a director or officer of the corporation or by reason of any action alleged to have been heretofore or hereafter taken or omitted by him as such director or officer, and shall reimburse each such person for all legal and other expenses reasonably incurred by him in connection with any such claim or liability, except that no such person shall be indemnified against any such claim or liability, or be reimbursed for any expense incurred in connection therewith, arising out of his own negligence or misconduct. The rights accruing to any person under this article shall not exclude any other right to which he may be lawfully entitled, nor shall anything herein contained restrict the right of the corporation to indemnify or reimburse such person in any proper case even though not specifically herein provided for.

ARTICLE X.

Amendments

These Bylaws may be altered, amended, or repealed and new bylaws may be adopted by the board of directors at any regular or special meeting of the board of directors by a two-thirds majority of the directors entitled to vote at the meeting.

Adopted MARCH 1, 1991, by the initial directors of the corporation.





United States  
Department of  
Agriculture

Forest  
Service

Southwestern  
Region

517 Gold Avenue SW.  
Albuquerque, NM 87102-0084

Reply to: 2320

Date: MAY 06 1981

Subject: Report from Rock Bolt Task Group

To: Elizabeth Estill, Director of Recreation, WO

On behalf of the Task Group on the issue of Rock Bolts in Wilderness, I am pleased to submit to you our report and recommendations.

In my view, strongly supported by others, the effort, commitment, and products that have resulted from this exercise demonstrate the highest form of public service cooperation that we can hope to achieve. The Task Group gave unselfishly of their knowledge and energy to resolve conflicts and create solutions. Time and expense to accomplish this effort was almost entirely voluntary including that of Forest Service personnel. The agency might be well served to regard this as a model of successful "conflict resolution." To that end, special recognition needs to be given to David Harmer who expertly and tirelessly facilitated the process.

The report represents the full consensus of the appointed Task Group. This was not easily achieved. There was considerable time spent in discussion of the philosophic perspectives of individuals and groups as to what should be considered appropriate in wilderness. I am sorry that I am unable to share with you the full text of those discussions as they were very important to the conclusions we reached. The Task Group and their invited guests shared considerable insights as to what is involved in the activity of Rock Climbing and the use of fixed anchors as well as the meaning of wilderness. We all learned a tremendous amount. I believe our recommendations represent a fair and practical solution to the issue and are in keeping with the ethic of wilderness.

If you have any questions regarding the philosophy, process, or policy recommendations, you are welcome to call any or all of the Task Group members. If it is your choice to meet with us as a group, we would be pleased to accommodate that request as well.

  
L. ROGER DEAVER

Director of Recreation

Enclosure



NATIONAL TASK GROUP  
ON FIXED ANCHORS  
IN WILDERNESS

Phoenix, Arizona

January 18th to April 13th  
1991

Jim Abbott  
Roger Desver  
Anne Fege  
Marty Hornick  
Michael Jimmerson  
Ray Keeler  
Jesse King  
Armando Menocal  
Jerry Nelson



EXECUTIVE SUMMARY  
OF RECOMMENDATIONS

Through consensus, this Task Group recommends that National Policy be created to guide the local management of fixed anchors in National Forest Wilderness. The management process needs to include the local Forest in cooperation with fixed anchor users, other wilderness users, and the public.

1. Climbing, caving, and canyoneering are historical and established recreation activities in Wilderness.
2. Fixed Anchors are an integral part of rock climbing, caving, and canyoneering.
3. Fixed anchors represent an intrusion on the Wilderness resource and may have varying degrees of resource impact.
4. Cooperation and awareness are key to effective management.
5. Placement of fixed anchors must be managed in accordance with the process set forth in these recommendations.
6. Removal of fixed anchors must be subject to a decision process as set forth in these recommendations, because removal may cause resource damage or present unacceptable safety hazards to climbers, cavers, and canyoneers.

Ultimately, final authorization and method of implementation for management of any fixed anchor use will be determined by the Forest Service.

These recommendations provide for the improved protection of National Forest Wilderness and to ensure a high quality wilderness experience for all future visitors.

## DETAIL OF RECOMMENDATIONS

### Fixed Anchors in National Forest Wilderness

- There needs to be National Forest Wilderness policy guidelines created to lead the management of fixed anchors in Wilderness.
- Climbing, caving, and, canyoneering are historical and established recreation activities in Wilderness.
- Fixed Anchors are an integral part of rock climbing, caving, and canyoneering.
- The Forest will treat all wilderness users employing fixed anchors equally. (i.e., caving, climbing, and canyoneering should all have the same national policy regarding fixed anchors).

### Management of Fixed Anchors in National Forest Wilderness

- Fixed anchors represent an intrusion on the wilderness resource and may have varying degrees of resource impacts.
- Placement of fixed anchors must be managed in accordance with the process set forth in these recommendations.
- Planning and education to gain public understanding and acceptance will be employed as a first step in implementation.
- Cooperation and awareness are keys to effective management.
- Management of fixed anchors will occur in accordance with, and implemented through Forest Land Management Plans, Wilderness Implementation Schedules, and Limits of Acceptable Change (LAC).
- Power drills or other electro-mechanical devices for fixed anchor placement are not allowed in National Forest Wilderness.
- When using LAC, the Cole process is suggested for use of fixed anchors.

#### The Cole Eight Step Modified LAC Process:

1. Develop a Task Group of managers and public participants.
2. Inventory all wilderness areas for fixed anchor placement.
3. Monitor periodically.
4. Inventory areas of concern for fixed anchor placement.
5. Overlay the resource values which may be threatened. (Examples related to fixed anchors from other areas of public lands: peregrine habitat, threatened and endangered plants and animals, cultural sites, geologic formations of unique structure.)
6. Zone based on potential amounts of fixed anchors allowed. (Each zone should determine whether fixed anchors increases, decreases or remains at the present level of use.) Identify where fixed anchors are allowed on an overlay. Monitor change in use/placement.

7. Tackle issue in areas where a problem is perceived.
8. Restrict only if other methods fail.

All fixed anchors will be camouflaged, with caves excepted.

- Management will be at the local level and may employ any of the following procedures:
  - a. Cave Management Plan
  - b. Climbing Zones
  - c. Vertical trails
  - d. Individual Route Applications
  - e. Canyoneering Routes
  - f. Special Use Permit
  - g. Special Management Plans
- Final authorization of any fixed anchors will be determined by the Forest Service.
- Authorization for the use of fixed anchors may be granted when the activity is Wilderness dependent. The following criteria will be applied:
  - a. Wilderness setting is the focus rather than the route.
  - b. Placement of fixed anchors protects the Wilderness Resource.
  - c. Wilderness dependence relates to climbing, caving and canyoneering activities that can be done only within wilderness, including but not limited to, the ascent or descent of prominent features and remote locations dependent on being in a wilderness setting.
  - d. To allow access that cannot be achieved otherwise.
  - e. The density of fixed anchors will be no more than appropriate to achieve Wilderness dependent objectives.

#### Removal

- All fixed anchors existing prior to Wilderness designation may remain in accordance with the historical use provision of the Wilderness Act.
- Removal of fixed anchors will be a product of interaction between Forest Service, other wilderness users, the public, and users of fixed anchors.
- Removal of fixed anchors also must be considered and subject to a decision process, because removal may cause resource damage or present unacceptable safety hazards to climbers, cavers, canyoneers, (who expect fixed anchors to be in place) the following guidelines will apply:
  - Whether installed before Wilderness designation.
  - Net damage to the rock.
  - Whether visual impact can be mitigated by other means, i.e. camouflage.
  - Whether access will be precluded.
  - Whether removal of fixed anchors will create a safety hazard.
  - Density of fixed anchors.
  - Degree of Wilderness dependency.
  - Risk to other resource values (i.e., threatened and endangered species, cultural resources, etc.).

- Seek input from fixed anchor users, other wilderness users and the public.

#### Maintenance

- Maintenance will be performed by users of fixed anchors in cooperation with local Forest Service Unit, other wilderness users, and the public.

#### Rescue Operations

- Fixed anchors may be used in rescue operations. The use of camouflaged anchors should also be encouraged, where appropriate.
- Removal shall be left to the discretion of the rescue team in cooperation with Forest Service.
- Fixed anchors should be reported to local Forest Service officials.
- Any outstanding issues relating to fixed anchors should be settled between local Forest Service Unit and rescue teams.

## HISTORICAL SUMMARY

The use of fixed anchors in the Superstition Wilderness was brought to public attention by Forest Service personnel and concerned citizens. Several fixed anchor users and fixed anchor sites were reported to the Forest Service administration in the fall of 1989. This was followed by a series of communications and meetings between the Mesa Ranger District and the Tonto National Forest Supervisor's office during the first half of 1990.

During this process the Tonto National Forest placed restrictions on the further use of fixed anchors in the Wilderness. Also, included in this process was advisement from Staff Counsel M.A. Joca with the Office of General Counsel and several meetings with the Arizona Mountaineering Club and the American Alpine Club.

The restrictions placed on fixed anchors were appealed by the American Alpine Club and Arizona Mountaineering Club. The appeal was dismissed based on the fact that the restrictions were a clarification of the current regulations and definitions from the Wilderness Act. There was later an inspection of fixed anchor sites in the Superstition Wilderness by the Forest Supervisor's office and meetings with the Deputy Regional Forester.

This resulted in a letter to the Chief of the Forest Service requesting the formation of a Task Group to review the current situation and recommend possible solutions. The Arizona Mountaineering Club enacted a voluntary moratorium on fixed anchors in the Superstition Wilderness. The National Task Group on Fixed Anchors met in January and March of 1991 and created recommendations.

### THE PROCESS

#### 1/19/91 First Meeting of Task Group

#### Task Group Members:

Jim Abbott	- Forest Supervisor, Coronado National Forest
Roger Deaver	- Director of Recreation, Southwestern Region
Anne Fege	- Wilderness & Special Areas Specialist Washington Office, Forest Service
Marty Hornick	- Trails Coordinator, Inyo National Forest
Michael Jimmerson	- Access Fund
Ray Keeler	- National Speleological Society
Jesse King	- Colorado Outward Bound School
Armando Menocal	- American Alpine Club/Southwest Region
Jerry Nelson	- Chair, Palo Verde Group, Sierra Club
David Harmer	- Facilitator, Deputy Director of Recreation

Logistics and Recorders:

Ronald Bradaby	- Wilderness Specialist, Southwestern Region
Connie Lang	- Mesa Ranger District, Tonto National Forest
Anne Fischer	- Facilities Engineer, Tonto National Forest

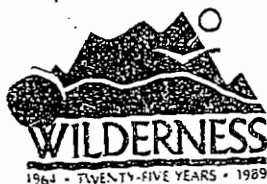
Chronology:

- A. Inquiry Letter from Mesa Ranger District to Tonto NF
- B. Letter from Forest Supervisor
- C. Meeting with Forest Supervisor
- D. Letter from Staff Counsel, Joca
- E. Letter from Forest Supervisor
- F. Appeal by AAC & AMC
- G. Appeal dismissed by Regional Forester
- H. Inspection of Superstition by Forest Service
- I. Meeting with Deputy Regional Forester
- J. Voluntary Moratorium
- K. Letter to Chief from Deputy Regional Forester
- L. Formation of Task Group
- M. Field Trip to bolting site by Task Group
- N. First Meeting of Task Group - 1/19/91
- O. Research, data collection, and definitions, by Task Group
- P. Second Meeting of Task Group - 3/8-9/91
- Q. First Draft of Recommendations circulated
- R. Telephone conference 3/18/91
- S. Second Draft of Recommendations circulated
- T. Third and Final Meeting of Task Group 4/12-13/91
- U. Third Draft circulated
- V. Final comments sent to Roger Deaver
- W. Recommendations submitted to Chief's Office

Presentations

The following people gave detailed presentations during the first meeting of the task Group. During this process each presenter gave a ten to fifteen minute presentation that was followed by questions and clarifications from the Task Group.

Jerry Nelson	- Chair, Palo Verde Group, Sierra Club
Jim Vaaler	- Sierra Club
Paul Diefenderfer	- Arizona Mountaineering Club
Fred Koehn	- Individual Wilderness User
Del Smith	- National Outdoor Leadership School
Eusty Baillie	- Prescott College
Hartley Gardner	- Central Arizona Mountain Rescue Association
Ray Keeler	- National Speleological Society
Armando Menocal	- American Alpine Club/Access Fund
Anne Fege	- National Leader for Wilderness Management



## THE NATIONAL WILDERNESS PRESERVATION SYSTEM

United States Department of Agriculture  
Forest Service  
United States Department of the Interior  
Bureau of Land Management  
Fish and Wildlife Service  
National Park Service

### CURRENT WILDERNESS MANAGEMENT ISSUES

#### What is "wilderness management"?

More than 90 million acres of Federal land are managed as wilderness, a Congressional mandate that began with passage of the Wilderness Act in 1964. In partnership with the public, wilderness managers have a responsibility to preserve an enduring resource of wilderness, where natural processes are allowed to operate freely and man is a visitor who does not remain.

Simply designating a wilderness does not assure its preservation. Wilderness values need to guide all activities in wilderness, including grazing, access to private lands, mining, fish and wildlife, cultural sites, fire, and insects and disease. Management is needed to minimize the impacts of the wilderness visitor on the immediate environment and their relationship to other visitors. Wilderness management applies guidelines derived from social and natural sciences to preserve the qualities for which wilderness was established.

The long-term values of wilderness to our society and the world will be their naturalness and wildness, and their protection from human influence. We need to better understand these values, and strive to keep human influence to a minimum while still providing for visitors to enjoy and experience the wilderness.

#### RESOURCE MANAGEMENT

##### How are wildlife and fish managed in wilderness?

Non-commercial hunting, fishing, and trapping are allowed in most Bureau of Land Management, Fish and Wildlife Service and Forest Service wildernesses, but not those managed by the National Park Service. States are responsible for management of wildlife and fish, working together with wilderness managers. Wildlife species may be introduced and fish species stocked in order to perpetuate or recover a threatened or endangered species, or to restore a native species that has been eliminated or reduced by human influence. Exotic species may not be stocked. Habitat may be manipulated only when it is necessary to correct conditions resulting from human influence or to protect threatened or endangered species. Research and management surveys are permitted if done in a manner compatible with the preservation of the wilderness resource.

##### How is grazing managed in wilderness?

Where previously established, grazing is permitted to continue in wilderness. Permittees are required to maintain range improvements necessary to the livestock operation or the protection of the range, such as fences and watering facilities. The use of motorized equipment is permitted where it occurred prior to the establishment of wilderness. Range improvements such as fences

and watering holes may be made, when necessary to protect wilderness values and manage the range resource. Prescribed burning, noxious weed control, seeding, irrigation, fertilization, and liming are allowed where each activity was practiced prior to wilderness designation, when absolutely necessary for the grazing operation, and where there would be no serious adverse impacts on wilderness values.

Horses and packstock used by commercial outfitters and guides and private individuals are grazed under permit. Feed must be packed in when forage is inadequate, and each wilderness may set regulations on tethering of horses, party size limits, and use of native feed and pellets. Wild horses and burros are considered part of the natural system, where established at the time of designation.

#### **Is mining allowed in wilderness?**

Effective January 1, 1984, the Wilderness Act withdraw minerals within lands designated as wilderness from appropriation under the mining and mineral leasing laws, subject to valid existing rights. Holders of valid mineral leases retain the rights granted by the terms and conditions of the specific leases. Holders of valid mining claims are allowed to conduct operations necessary for the development, production, and processing of the mineral resource. Mechanized equipment, motorized access, and utility corridors may be used. However, these activities and the reclamation of all disturbed lands must minimize the impact on the surrounding wilderness character. Prior to designation as wilderness, mining claims may be made on public lands administered by the Bureau of Land Management. Mining operations may continue after designation, subject to strict regulation to protect wilderness characteristics.

#### **How can private land owners get access to private land within wilderness?**

State and privately-owned land may occasionally become completely surrounded by wilderness. The landowner retains adequate access to that land. If landowners are willing and funds are available, the Federal government may purchase such inholdings. The land may, however, be exchanged for federally owned land of approximately equal value within the same state. The Alaska National Interest Lands Conservation Act (ANILCA) of 1980 contains special provisions for access to non-Federal lands within wilderness in Alaska.

#### **How are water resources managed in wilderness?**

Dams and water development structures, other than those necessary for range and wildlife, can only be authorized by the President. Existing reservoirs, ditches, water catchments and related facilities for the control or use of water can be maintained or reconstructed if they meet a public need, or are part of a valid existing right. Motorized equipment and mechanical transportation for maintenance of water development structure is not allowed unless practiced before the area was designated wilderness. Watershed restoration is permitted only where human activities have caused soil deterioration or other loss of wilderness values, where watershed conditions could cause unacceptable environmental impacts or threaten life or property outside the wilderness, and where natural revegetation is insufficient.

#### **What is the fire management policy in wilderness?**

Fire in wilderness is managed to permit lightning-caused fires to play, as nearly as possible, their natural ecological role within wilderness, and to reduce, to an acceptable level, the risks and consequences of wildfire within wilderness or escaping from wilderness. Naturally ignited fires may be designated and managed as prescribed natural fires in wildernesses that have approved fire management plans, as long as the fire meets and remains within established criteria. Prescribed fires, ignited by qualified personnel, may be used to reduce fuel buildups within wilderness, when approved in fire management plans. These plans detail wilderness fire management objectives for the area, historic fire occurrence, the natural role of fire, expected



fire behavior, appropriate suppression action and acceptable suppression techniques, smoke management, and effects on adjacent land owners and wilderness visitors.

Most fires are detected from aircraft overflights and lookouts located outside the wilderness boundary, although some lookouts are maintained within wilderness. Fire suppression crews protect natural and cultural features and utilize suppression tactics that minimize the lasting evidence of suppression actions. Mechanized equipment is used only when essential, water is used instead of fire retardants when possible. Watershed restoration of burned areas is allowed where conditions exist that could cause unacceptable environmental impacts or threaten life or property outside the wilderness.

#### **How are insects and diseases controlled in wilderness?**

Insects and diseases are a natural part of the ecosystem and are not controlled, unless epidemics are expected to cause unacceptable damage to adjacent lands and resources, or exotic pests are expected to cause an unnatural loss to the wilderness resource. Noxious weeds may be eradicated by physical means such as grubbing when the infestations are isolated, and hand-applied chemicals may be used when absolutely necessary.

#### **Are tree cutting and planting allowed in wilderness?**

Timber harvest is not allowed in wilderness. Trees and shrubs may be cut for valid mining claims; under emergency conditions such as fire, insect, and disease control; and in the construction and maintenance of authorized improvements when the necessary material cannot be reasonably obtained elsewhere. In the latter case, the cutting is done away from trails or campsites and the evidence of cutting removed insofar as possible. Dead and down material can be cut for campfires in most wildernesses, subject to local restrictions. Planting or seeding is allowed only in rare instances to correct conditions caused by human activities or for emergency situations when natural revegetation is insufficient. Native species are preferred and primitive methods, such as hand planting, are generally used. Only true native species or species that pose no threat to the existing gene pool should be used for emergency rehabilitation. Often a temporary species that will quickly give way to natives without hybridizing is the best way to protect wilderness values and unique gene resources in emergency rehabilitation situations.

#### **What is being done to protect air quality in wilderness?**

The Clean Air Act requires that Federal Land Managers review new source permit applications that would affect Class I areas, which include 88 National Forest wildernesses and 48 National Parks. The emerging air resource management programs involve wilderness managers who must decide which resources are to be protected in wilderness, and air quality specialists who will inventory and monitor air quality related values in Class I areas, review Prevention of Significant Deterioration permit applications, provide recommendations to regulating agencies, and coordinate with air regulatory agencies and other federal and state land management agencies.

#### **How are historic and archeological resources managed in wilderness?**

Cultural features such as archeological sites, historic trails or routes, or structures that have been included within wilderness are protected and maintained using methods that are consistent with the preservation of wilderness character and values and cultural resource protection requirements. Preservation activities such as salvage rehabilitation, stabilization, reconstruction, restoration, excavation, and intensive inventories are approved on a case-by-case basis, if they will not degrade the overall wilderness character of the area. Cultural resource sites that appear to qualify are nominated for the National Register of Historic Places. Unless they are needed to provide wilderness benefits or serve administrative purposes, those

sites or structures that do not qualify for the National Register are allowed to deteriorate naturally, are removed or destroyed. Interpretation of sites is done outside of wilderness, except for verbal interpretations by wilderness rangers.

#### **Can scientific research be conducted in wilderness?**

Research is considered a valid and important use of the wilderness resource and is encouraged as long as projects do not degrade the wilderness character and there are no alternatives for conducting that research outside wilderness. Research and monitoring devices may be installed and operated in wilderness only when the desired information is essential and cannot be obtained from a location outside of wilderness, and the proposed device is the minimum tool necessary to accomplish the objective safely and successfully. If proposed studies are not compatible with wilderness values, managers work with applicants to find alternate locations or access. For example, the Forest Service participated in a national survey of wilderness lakes by the Environmental Protection Agency in 1986. Helicopter access to sample the lakes was initially requested, but the Forest Service proposed and helped complete the sampling using foot or horse travel.

Better inventory of the physical and biological resources is critically needed to provide current baseline information, to serve as a benchmark for environmentally induced change in the future, to support other scientific studies, and to monitor the impacts that recreational uses have on wilderness resources.

#### **What is different about wilderness in Alaska?**

In recognition of the special conditions that exist in Alaska, the Alaska National Interest Lands Conservation Act of 1980 (ANILCA) allowed many activities that may be permitted on NF Wilderness which would otherwise not conform to the Wilderness Act of 1964. Most notable are motorized access for traditional uses and subsistence purposes, modification of fish habitat and establishment of fish hatchery programs, construction of a limited number of new recreation cabins or shelters to protect public health and safety, use of trees for house logs and firewood, and commercial salvage of beach logs. Temporary facilities, such as tent platforms and shelters, may be established for hunting and fishing.

### **RECREATIONAL USE OF WILDERNESS**

#### **What kind of recreational opportunities does wilderness offer?**

The Wilderness Act calls for "outstanding opportunities for solitude or a primitive and unconfined type of recreation" in wilderness. The challenge is to provide recreational opportunities while keeping wilderness an area "without permanent improvement or human habitation," an area where "man himself is a visitor who does not remain." Visitors must accept wilderness largely on its own terms, without modern facilities provided for their comfort or convenience. Users must also accept certain risks, including possible dangers arising from weather conditions, physical features, and other natural phenomena, that are inherent in the various elements and conditions that comprise a wilderness experience and primitive methods of travel. Most wilderness users enjoy camping, hiking, hunting, horsepacking, fishing, climbing, canoeing, and many other wilderness-dependent activities.

#### **What are managing agencies doing about wilderness education?**

Wilderness education has become the most important tool for increasing public awareness about wilderness policy, affecting attitude and behavior changes, and developing an outdoor ethic. If people are aware of what is required of them in a particular situation such as a wilderness trip, there is a chance that they will behave appropriately. The hope is that people,

**Why are some non-motorized devices such as hang gliders, parasails and bicycles not allowed in wilderness?**

Hang gliders and bicycles are considered mechanical transport which are prohibited by the Wilderness Act. Both hang gliders and parasails are forms of aircraft, which are prohibited from landing in wilderness. All tend to intrude on the wilderness experience of other visitors. The Wilderness Act recognizes the wilderness resource as a place that "...has outstanding opportunities for solitude". In most cases there are opportunities for these activities to take place outside of wilderness.

**What are the most common violations of the law in wilderness?**

This varies by area, but off-road vehicles such as snowmobiles and wheeled vehicles are illegal in wilderness and are often cited. Where the wilderness borders a road or off-road vehicle trail or where vehicles had historically been used in that wilderness, vehicle trespass can be a serious problem. Many wildernesses require dogs to be kept on a leash, and these regulations are violated often. Littering and camping in areas that are being rehabilitated are still a problem. A growing serious law enforcement problem is the cultivation of *Cannabis* in wilderness.

**What is the policy on aircraft flights over wilderness?**

There are restrictions for aircraft flights only over the Boundary Waters Canoe Area Wilderness. The Federal Aviation Administration has issued a Notice to Airmen that a minimum altitude of 2,000 feet above the terrain (or above the uppermost rim of a canyon or valley) over wilderness and National Parks be voluntarily observed by all aircraft. Boundaries of many wildernesses are marked on aeronautical maps produced by the National Aeronautics and Space Administration. In some wildernesses, military overflights and other airplanes can be heard by visitors. The Forest Service and National Park Service are now cooperatively studying the effects of aircraft noise on visitors in selected wildernesses and parks.

**What is the policy on staging competitive events in wilderness?**

Races, endurance runs, special events, and large organized hikes are prohibited in wilderness. The basis of this policy is that wilderness was established to provide "...outstanding opportunities for solitude" according to the Wilderness Act. Competitive events in wilderness tend to lessen the wilderness experience for others, and there are many opportunities for such events outside of wilderness.

## PLANNING AND ADMINISTRATION

**What is philosophy behind administrative activities?**

In protecting wilderness character and resources and in managing wilderness use in accordance with the Wilderness Act, the managing agencies adhere closely to the "minimum tool" concept. Wilderness managers select the minimum tool or administrative practice necessary to successfully and safely accomplish the management objective with the least adverse impact on wilderness character and resources.

**Are cabins and lookouts allowed in wilderness?**

The Wilderness Act provides for administrative cabins and other facilities "...to meet minimum requirements for the administration of the area for the purpose of the Act...". The need for all existing administrative structures and facilities, including cabins, fire lookouts, buildings, fences, trails, airfields, helipads, and communication facilities is evaluated in each wilderness management plan. A decision to construct, maintain or remove an administrative facility is

by their own actions, will preserve the aesthetic landscape, eliminate unnecessary resource damage, and gain a better understanding of the purpose of management plans and policies. Then, land management agencies need not rely completely on closures, restrictions, regulations and law enforcement. Management can be anticipatory rather than reactive, and a traditional freedom of choice will be maintained in wild land recreation.

#### **What is "Leave No Trace" camping?**

In wilderness, "man is a visitor who does not remain." When visitors leave evidence of their journeys, the next visitor loses the sense of solitude and undisturbed recreation opportunities. Wilderness visitors can take responsibility for being unnoticed, leaving no trace. They should pack all trash out of the wilderness, use a lightweight stove instead of a fire, stay on designated trails in heavily-used areas, keep group size small, camp 200 feet or more from trails and water bodies, do the washing away from water sources, make sure that horses and stock do not damage the campsite or overgraze areas, and leave cultural resources in place.

#### **What restrictions are there on using wilderness?**

To protect the wilderness resource, restrictions may be placed on party size, campsite location, or length of stay in individual wildernesses. Visitor education, trail design, and other non-regulatory measures would be tried before restrictions are imposed. Permits are required in some of the heavily-used wildernesses, and some portals of the Boundary Waters Canoe Area Wilderness. They are necessary to preserve the area and to ensure that visitors are provided with a degree of solitude. Permits are either free or have a nominal processing fee. Saddle and pack stock are permitted in most wildernesses, as are non-motorized canoes, rafts, and kayaks. There may be local restrictions and closure orders for some wildernesses.

#### **Are outfitters allowed in wilderness?**

Wilderness-oriented commercial services enable some segments of the public to enjoy wilderness values and recreational experiences. Activities such as guide services for horseback, hiking, mountain climbing, or river trips may be authorized if they are outlined in the wilderness management plan and are issued special use or commercial permits. Outfitters and guides are generally allowed to use temporary structures such as tents, hitchracks and corrals, but they must be removed after the season of use.

### **PROHIBITIONS AND CONFLICTING USES**

#### **Why are motorized equipment and mechanical transport prohibited in wilderness?**

The Wilderness Act states that "there should be no temporary road, no use of motor vehicles, motorized equipment or motorboats, no landing of aircraft, no other form of mechanical transport." Where motorboat and aircraft use was established before a wilderness was designated, the Wilderness Act, the Alaskan National Interest Lands Conservation Act, and other laws allow their continuation. Mobility-impaired persons may use non-motorized wheelchairs in most wilderness, and some types of motorized wheelchairs are allowed in National Park and Bureau of Land Management wilderness.

The Wilderness Act makes exceptions for occasional use of motorized and mechanical equipment, "as necessary to meet minimum requirements for the administration of the area for the purpose of the Act (including measures required in emergencies involving the health and safety of persons within the area)." The exceptions might be for search and rescue, fire fighting, fish stocking where it occurred before the area was designated, certain grazing purposes when it occurred before designation, for some administrative purposes, and other similar reasons.

based primarily on whether it is required to preserve wilderness character or values or is essential to ensure public safety. Such decisions are not based on administrative convenience, economy of effort, or convenience to the public. Maintenance or removal of historic structures must also comply with cultural resource protection policies. Special provisions apply to the construction, use, and occupancy of cabins and other structures in Alaska.

#### **Are trails, bridges, and signs used in wilderness?**

Trail systems are managed for the purposes of recreation and wilderness protection. To meet these objectives, existing trails may be expanded, relocated, restored and closed and new trails may be built if necessary. Bridges are built only when the crossing is unsafe during the primary season of public use, where other structures are frequently destroyed or damaged by flood water, or where unacceptable bank damage will occur from visitors seeking a crossing.

Signs detract from the wilderness character of an area and make the imprint of man and management more noticeable. Only those signs necessary to protect wilderness resources or for public safety are permitted, and must be compatible with their surroundings and be as small as possible. However, accurate maps, route descriptions, and brochures are usefully available for visitors.

#### **Are there many differences between agency policies in wilderness management?**

There are some differences, and specific questions should be directed to the individual agencies. Close coordination through meetings, joint policy reviews and field trips help ensure that the approach to management of wilderness by the four agencies is as consistent as possible. Many wilderness management training sessions are attended by managers from several agencies, an interagency correspondence course in wilderness management is being developed at Colorado State University. A national interagency Wilderness Management conference was held in 1983 in Moscow, Idaho, and another is planned for Minneapolis on September 11-17, 1989, "Managing America's Enduring Wilderness Resource."

#### **How is the Bureau of Land Management reviewing the suitability of land for wilderness?**

Authority for wilderness administration was first given to the Bureau of Land Management in the 1976 Federal Land Policy and Management Act. The agency is currently conducting inventories of the land it manages for wilderness characteristics, protecting areas undergoing wilderness review, identifying wilderness study areas, and managing all designated wildernesses. The Secretary of the Interior was directed by the 1976 Act to report these to the President by late 1991.

#### **What kind of wilderness management research is Federally funded?**

National leadership for wilderness management research is provided by researchers at the Forestry Sciences Laboratory in Missoula, part of the Intermountain Forest and Range Experiment Station in the Forest Service. There are three major components of wilderness recreation research. In the area of social science, research scientists provide managers with information on wilderness user characteristics, behavior, and expectations. Research also provides information on how to most effectively carry out wilderness education programs. In the area of biological science, research provides an understanding of the ecological impacts that visitors may cause in various wilderness settings, and how those impacts can be minimized.

To tie together the social and biological sciences, research provides management systems that effectively respond to environmental and social issues, and to the needs and preferences of the users. In addition, much of the fundamental ecology, range, watershed, wildlife, and air quality research conducted by Forest Service and Department of Interior researchers and their cooperators provides information for wilderness managers.

### What future changes might affect wilderness management?

Technological creep has already been affecting wilderness; sometimes for good and sometimes not. Some of today's technology has the potential to take away the sense of adventure and uncertainty. Satellite communications and global positioning systems may increase search and rescue calls, if visitors take sophisticated beepers into the wilderness. Bob Marshall or Art Carhart probably didn't envision this as part of the solitude and adventure of wilderness travel.

On the other hand, technology has helped people spend time in wilderness while impacting the land very little. Modern camp stoves have made camp fires a luxury most of the time. Lightweight equipment has made foot and horse travel much easier and less of an impact. The need for big stoves and heavy tents are a thing of the past. People can pack out what they pack in.

Probably the biggest challenge we all face is how to keep the "wildness" in wilderness and still make it available for the public to visit and enjoy. The demands on the wilderness resource will intensify over time as resources like clean water become more precious. There will be more pressures to modify weather over wilderness and to divert water from one part of a wilderness to another for easier transmission. There will be requests for use of wilderness that cannot even be envisioned now, but they will come. When managers decide what to approve and what to deny, they must keep foremost the protection of the wilderness resource itself. The wilderness resource is fragile and can be lost through the erosion of seemingly inconsequential decisions.

**For further information, please contact one of the following managers or the manager of your local wilderness.**

Keith Corrigan, Chief, Branch of Wilderness Resources, Bureau of Land Management, Department of Interior, Room 3360-Main Interior Building, 18th and C St., NW, Washington, DC 20240 (phone 202-343-6064)

Anne S. Fege, National Leader for Wilderness and Special Areas Management, Recreation Management Staff, USDA Forest Service, Box 96090, Washington, DC 20090-6090 (phone 202-447-2422)

Dave Heffernan, Division of Refuges, Fish and Wildlife Service, Department of Interior, 18th and C St., NW, Washington, DC 20240 (phone 703-358-2036)

Steve Hodapp, Ranger Activities Staff, National Park Service, Department of Interior, 18th and C St., NW, Washington, DC 20240 (phone 202-343-5211)



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Access is the most critical issue facing American climbers today. Climbing, bouldering, and mountaineering are now endangered activities. Closure and oppressive regulation are very real threats.

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How does the Access Fund work? It provides crucial financing for purchase of land or on-site facilities. It represents climbers in negotiations with landowners and management agencies, and initiates legal challenges to closures and unfair regulations. The Access Fund also underwrites environmental studies related to climbing, publishes educational materials promoting low-impact climbing, and provides start-up resources to local climbers groups.

The Access Fund is the only national, non-profit climbers organization working exclusively to protect both the environment and traditional climbing privileges. The Access Fund is supported by a broad coalition of climbing businesses, local climbers groups, and individual climbers like you. The Access Fund does not spend money to raise money. What other worthy cause commits 100% of donations to its basic purpose?

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# Access

Volume 3

... preserving America's diverse climbing resources.

Summer 1991

## Unaweep Canyon Saved For Climbers

The Access Fund, working closely with local climbers, has completed the purchase of several major rock formations in Unaweep Canyon near Grand Junction, Colorado.

Rick Accomazzo of the Access Fund cited the area's beauty and unique environment, as well as its quality granite and varied climbing potential, as incentives for making the purchase.

This initial purchase of 56+ acres permanently preserves one of several excellent climbing areas in the Canyon. The Access Fund intends to further safeguard this scenic area, and is exploring additional land purchases, joint projects with other conservation groups, and development of a trail system which would provide both suitable approach paths for climbers and pleasant walking for other visitors.

The Canyon's stunning beauty and 400' to 1100' granite cliffs have been for years the "secret" of local climbers. Recently, however, other people besides climbers began to eye the Canyon's potential—namely land developers, who bought a few properties there with plans to subdivide the U-shaped valley. The Access Fund's action makes this subdivision unlikely.

Local climbers K.C. Baum, Neil Bradford, Richard Smith, and Randal Taylor ultimately made the deal possible. These

*Please see UNAWEEP, page 7*



*One of the Access Fund's latest successes, beautiful Unaweep Canyon offers vast climbing potential.*

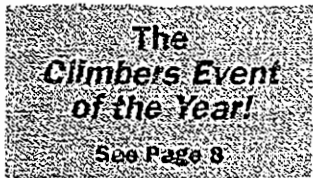
## Strong Local Response Saves Climbing at Mississippi Palisades

For four months now the Access Fund has been heavily involved with restoring climbers' access to one of the Midwest's most popular climbing areas. Combined with a very strong local response to the closure at Mississippi Palisades State Park in Illinois, that work has paid off. Most of the area has been reopened to climbing, and the Access Fund has agreed to work with state agencies to build new approach

trails, finance a scientific study on plant life on and around the crags, and jointly produce a climbers educational brochure.

In March 1991 Illinois climbers discovered that 52 acres of Mississippi Palisades had been designated a "nature preserve" and would be closed to climbers. Prior to this decision, climbers had been enjoying

*Please see MISSISSIPPI, page 6*





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## Climbing & Conservation: The New Access Fund Takes Off

### Access Fund approves Board of Directors, new committee structure

On May 11-12 in Salt Lake City, the Access Fund held its first meeting since its December separation from the American Alpine Club. Present were over 30 "access activists," who persevered through nine hours of meetings over two days to forge a new structure for the organization.

The goal of this landmark meeting was to provide the Access Fund with the ability to (1) act quickly to resolve access problems, (2) anticipate and avert problems in other areas, (3) successfully promote conservation and low-impact climbing, and (4) support the country's rapidly growing populace of climbers by purchasing land, financing on-site climbers' facilities, and fostering the development of local climbers organizations.



New Directors Dave Rosenstein, Malcolm Daly, Laura Potter, and Michael Jimmerson talk shop in Salt Lake City.

Key items of business were approval of a new Board of Directors, and creation of an organizational structure based on active, working committees. The ultimate objective was to make the Access Fund more accessible to climbers and more streamlined and effective in its operations.

That goal was achieved. The Access Fund Board is now a 25-member body, including representatives from the climbing industry, local climbers organizations, and the climbing media. New Board members hail from South Dakota, Colorado, North Carolina, Washington, Texas, Indiana, and New Jersey. "Nationwide representation is essential for quick, effective responses to access problems," said President Armando

Menocal. "That's why we're no longer just fifteen hardcore activists from the AAC Access Committee."

The new Committees will facilitate all of the Access Fund's operations. The Action Committee, for example, will coordinate responses to crises and access "hot spots." The Development Committee will handle advertising, fundraising, and public relations. The Outreach Committee will focus on developing climbers organizations at the local level. The Legal Committee will address legal issues and the liability bugaboo.

Access Fund priorities and policy will be guided by a National Advisory Council, composed of leading climbers, public officials, and

representatives of the climbing industry, the media, other conservation groups, and local and regional climbers clubs.

The Access Fund's new corporate structure means that all climbers can "access" the organization easily. The key move is

to contact one of the Access Fund staff: Sam Davidson, Access Fund Coordinator, 126 N. 2nd Street, Sulina, CA 93906 408/443-9507 or John Juraschek, Access Fund Information Director, 1226 W. 16th Street, San Pedro, CA 90731 213/831-2298. The staff will advise you on how to begin addressing your local problem/issue, and will put you in contact with the Access Fund's Regional Coordinator (see page 6) or other contact for your area.

Paul Diefenderfer, Board Member and President of the Arizona Mountaineering Club, was married this July atop Camelback Mountain in Phoenix, A.Z. Congratulations, Paul and Anna!

Access  
Fund  
President  
Armando  
Menocal (r)  
and  
Secretary  
Rick  
Accomazzo,  
both  
attorneys,  
fly their  
true colors.



## Forest Service Task Force Supports Bolts in Wilderness

**Recommends continued use of fixed  
anchors, ways of reducing impact**

In February and March of this year, a special Task Force convened by the USDA Forest Service held three landmark meetings in Phoenix, Arizona. At issue was the stability of recreationalists and outdoor professionals to use bolts and other "fixed" protection in legislated wilderness.

The National Task Force on Bolting evolved out of the climbing crisis in the Superstition Mountains (the "Supes"), one of the country's premier winter cragging spots. This crisis was precipitated in March 1990, when the Tonto Forest Supervisor handed down a decision stating that bolts were illegal, not just in wilderness areas but in all national forests, and would be removed.

Following a formal appeal and a massive letter-writing campaign by the Arizona Mountaineering Club and the Access Fund, as well as adoption, by local climbers of a temporary, voluntary moratorium on new bolt placements in the Supes, the Forest Service suspended the controversial decision.

The issue was then turned over to the Task Force for review, with the group's ultimate objective being to come up with suggestions for resolving questions and problems associated with use of fixed anchors in wilderness.

*Please see BOLTS, page 7*

## Joshua Tree Update

**Communications improving; loop road still NPS's preferred alternative**

The future of climbing at Joshua Tree National Monument is looking brighter. Confusion generated by the controversial one-way loop road plan has been dispelled somewhat by improved communications and ongoing dialogue between the National Park Service (NPS) and the Access Fund.

The roads in the Monument are being improved using federal highway funds. The NPS's "preferred alternative" converts the existing road from Ryan Campground to Queen Valley into a one-way road. Queen Valley (Barker Dam) Road will be paved and made one-way to Hidden Valley CG. Hidden Valley to Ryan CG will be widened and the intersection at Hidden Valley CG will be completely redesigned. The NPS favors this plan since it impacts the least number of Joshua Trees.

In recent weeks, the NPS has been more willing to discuss the highway plans. Initially, information was so difficult to ob-

tain that the Access Fund filed a request under the Freedom of Information Act (FOIA), and with Friends of Joshua Tree, initiated a letter-writing campaign directed to Congress requesting a review of the highway plan.

Based upon information obtained from the FOIA, the Access Fund objected to the loop road due to indications that parking near popular climbing areas would be eliminated. Additionally, the paving of the Queen Valley Road may have an unjustifiable impact on the desert tortoise, a threatened species.

On July 3, Michael Jimmerson and Armando Menocal from the Access Fund met with Stanley Albright, Director of the Western Region of the NPS, who assured them that the loop road would not diminish access to climbing areas in Joshua Tree and that the new Superintendent, David Moore, was eager to work with climbers.

On August 2, Jimmerson and Randy Vogel (Access Fund) and Cyndie Bransford (Friends of Joshua Tree) met with Supl. Moore and other monument officials. The meeting was positive and included an inspection of the affected areas. Parking for climbing areas was discussed in detail and we have learned that the latest design includes additional parking for Barker Dam; also, the road will have two to five pullouts every mile. Parking for Wonderland of Rocks and Comic Book remains a concern.

On August 15, the Monument will issue an Environmental Assessment (EA) and solicit public input on any proposed plans. Climbers should get a copy of the EA directly from the Monument (Joshua Tree National Monument, Twenty-Nine Palms, CA 92277). Written comments are due within 30 days after the EA is released. Public hearings are presently set for late September.

## Area Focus

### Illinois: Cedar Bluff, Draper's Bluff, Jackson Falls, Shawnee National Forest

Climbers in the Midwest have long suffered under a "double whammy." First, they have relatively few good climbing areas within a full day's drive. Second, climbing in those areas is often inhibited by management agencies and landowners who persist in regarding climbers as "dare-devil rappellers with a death wish."

So it comes as little surprise that the latest "access alarm" sounds from the Midwest, where, the Access Fund has learned, access to several popular climbing areas is threatened by a "land swap" between the Forest Service and the state of Illinois.

Specifically, three very popular crags are threatened with closure: Cedar Bluff, Draper's Bluff, and Jackson Falls, all currently within the Shawnee National Forest near Carbondale, Illinois. Together, these areas comprise one of the Midwest's primary climbing resources. Climbers have been using these cliffs for decades and have maintained a good relationship with the Forest Service.

Under the terms of the land swap, Cedar Bluff and Draper's Bluff would be absorbed into the nearby Fernie Clyffe State Park. This means that climbers would be dealing with the same agencies as at Mississippi Palisades (see article, page 1). Of-

ficials at Fernie Clyffe have stated that climbing would not be permitted to continue on these crags because there is no "vehicular access" to them—that is, no way for an ambulance to reach them in case of a medical emergency.

Jackson Falls, which will not be affected by the land swap, will be affected by revisions to the Shawnee's General Management Plan (GMP). Shawnee's GMP is currently being updated.

Local climbers, concerned by the Forest Service's lack of support for climbing in the Shawnee, recently formed the Southern Illinois Climbers Alliance (SICA). SICA's objectives are to fight the land swap and to get climbing recognized as a legitimate use of the National Forest through involvement in the new GMP.

SICA's formation comes not a moment too soon. In July, the Shawnee's Recreation Director recommended that all climbing be banned in the forest. The Forest Service, while encouraging hunting, dirt biking, and horseback riding (all high impact uses) in the Shawnee, has suggested that if climbing were recognized in the GMP, requisite site studies might reveal "unacceptably high" levels of impact, which could force a shutdown of climbing.

According to Eric Ulmer, a leading Southern Illinois activist, SICA met in July with the Forest Service to discuss the new management plan for the Shawnee. At that meeting, the Forest Service declined to promise that climbers would be allowed to continue climbing on popular cliffs and discouraged SICA from trying to get involved in the management plan.

The Access Fund has begun working with SICA and with climbers from the St. Louis metro area to prepare a response to this threat. The Access Fund has recommended and begun to implement this course of action:

1. Write to Congressman Glenn Poshard (US House of Representatives, 110 N. Division, Carrierville, IL 62918), to demand a stay of the land swap until the plan can be reviewed by the public.
2. Encourage local landowners (who were surprised to learn of the land swap and were critical of the idea) to jointly appeal for a public review.
3. Contact SICA; offer your time and support to help avoid the threatened closure of Cedar and Draper's Bluffs.

Climbers wishing to visit Southern Illinois should contact the Shawnee Trails Climbing Shop in Carbondale at 618/529-2313, to obtain an update on the status of climbing there and local advice on how to "keep the peace." Or write the Southern Illinois Climbers Alliance, PO Box 3814, Carbondale, IL 62901.

### We Need Your Help!

The Access Fund needs donations to its Annual Fundraising Auction. This is one of the Fund's largest revenue generating events—last year's auction raised over \$6000! Here's how you can help:

Ransack your bookshelf, closets and attic for books, historic climbing gear, and photos (in negative). Out-of-print books and guides, old pitons, hemp ropes, wooden shafted ice axes... you don't use 'em anymore, so give 'em to the cause! An climbing literature is wanted, as are photos of leading climbers or signed photos from top photographers. A letter describing the history of any items donated is also appreciated (but not required). We will credit your donation in our auction catalog, and of course, your donation is tax-deductible.

Do your part to support climbers' access. Give us your neglected, your noteworthy, your eclectic items yearning to be donated. Send to: John Juraschek, Information Director, 1226 W. 16th Street, San Pedro, CA 90731 (213/831-2288).

