A Vision for Protecting Nature

POLICY REPORT
MAY 2023

How Natural Climate Solutions Can Benefit the Climate and Outdoor Access
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A Conservation Vision
for the Future

Over the next few years, there is an urgent and fleeting, but encouragingly possible, opportunity to meaningfully address the climate crisis, and in so doing, improve equitable and sustainable access to the outdoors and conserve biodiversity. Natural climate solutions can provide a significant portion of the climate mitigation we need before 2030.\(^1\) They also provide co-benefits that respond to the growing demand for recreation, the need for more green space, especially in cities, and the effects of climate change by helping to mitigate flooding, fires, and droughts.

Protecting nature is a win-win-win solution, and we are in a critical moment to secure a future with more protected land and water. Expanding land protections, funding climate and the outdoors, and passing conservation reforms and strong recreation policy are four priorities that will provide climate benefits and sustainable, equitable outdoor recreation access for everyone in America.

Because of our community’s view of conservation—and the problems and opportunities we see in the outdoors on a daily basis—Outdoor Alliance has been an enthusiastic supporter of nature-based climate solutions, deeper investments in addressing climate change through protected land and water, and broader investments to reduce emissions and vigorously transition towards renewable energy sources.

This paper is intended as an offer and an invitation. The policy opportunities we identify below are the areas where we see the greatest potential for overlapping and mutually reinforcing progress towards more sustainable and equitable recreation access, climate mitigation, and conservation, and these are areas where the outdoor recreation community intends to be vigorous advocates.

For decision-makers with the power to implement items below, our intention is to be strong supporters and partners in advancing these efforts. For individuals, organizations, and partners, we invite you to join us in advocating for these solutions.

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There are time-sensitive and critical opportunities to pursue this vision of protecting more nature in the next few years. These opportunities are acutely time-sensitive because of the urgency of the climate crisis and the certainty that delay will only make action more costly, more difficult, and less effective, but also because of the confluence of opportunity brought about by the work of Congress in passing generational investments through the Inflation Reduction Act and the Infrastructure Investment and Jobs Act and the work of the Biden administration, which recognizes the opportunities before us.

**Opportunities to Advance Climate Protections and Biodiversity Conservation**

While the scale of climate change is daunting, Congress and the Biden administration have dialed up efforts to address climate change while also ensuring benefits for equitable and sustainable recreation access, conservation, and economic well-being. These actions reflect a modern vision for conservation: one that recognizes that a relationship with the outdoors is the first step to environmental stewardship and that conservation is intrinsically important, but also drives important social and economic values.

**AN INFLUX OF RESOURCES**

The first two years of the Biden administration embraced a vision of nature-based climate solutions through the Conserving and Restoring America the Beautiful (AtB) program and related agency and executive actions. Simultaneously, Congress has passed two new generational infusions of resources—the Infrastructure Investment and Jobs Act (IIJA) and the Inflation Reduction Act (IRA)—which, along with funding from the Great American Outdoors Act (GAOA), create new opportunities to invest in the vision of protected and restored public lands and waters supporting climate resilience, biodiversity conservation, and more equitable access to the outdoors.

The IIJA and, most particularly, the IRA, will begin to set the country on course to have a chance of meeting our climate protection ambitions, but they will not get us there alone. The IRA is the most significant action ever taken by the U.S. to address the climate crisis. The bill includes close to $370 billion in investments intended to reduce greenhouse gas emissions, promote clean energy, and make U.S. lands, waters, and communities more resilient to climate change. Over the next two years and beyond, we will need to successfully implement these investments, as well as pursue additional meaningful climate actions.
A MODERN AND INCLUSIVE VISION OF CONSERVATION

The administration’s commitment to 30x30, the goal of conserving 30 percent of our lands and waters by 2030, is a critical framework for near-term conservation efforts, and we were pleased to hear the administration’s commitment forcefully reiterated by White House Council on Environmental Quality Chair Brenda Mallory at the administration’s recent Conservation Day of Action.

In 2021, Outdoor Alliance produced a report in support of 30x30. This report, “How Outdoor Recreationists Can Support 30x30,” provided recommendations on how public lands and waters could be a part of climate solutions while also supporting equitable and sustainable access to outdoor recreation.

Our support for 30x30 stems not just from our ambition for conservation, but from the recognition of 30x30’s potential to support goals in synergy.

The forthcoming American Conservation and Stewardship Atlas, expected in 2023, will be an important milestone for charting a path towards achieving the 30x30 goal.

BUILDING MOMENTUM WITH EXECUTIVE ACTION

Recently, the administration has taken action to restore key protections for lands and waters, including restoring the original boundaries of Bears Ears, Grand Staircase-Escalante, and Northeast Canyons and Seamounts National Monuments, moving forward with a plan for Tribal co-management of Bears Ears, restoring protections for roadless areas on the Tongass National Forest, and instituting a 20-year mineral withdrawal to protect the Boundary Waters Canoe Area Wilderness.

More recently, President Biden designated the first new National Monument of his administration by protecting Camp Hale-Continental Divide National Monument in Colorado. This designation protects 50,000 acres comprising Camp Hale, a World War II training site holds particular significance for the outdoor recreation community due to the outsized role that veterans of the 10th Mountain Division played in the conservation community and outdoor industry. This designation sets a solid precedent for protecting outdoor recreation in tandem with conservation, historic, and cultural resources via the

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Antiquities Act. We are similarly pleased to see the designation of Avi Kwa Ame and Castner Range National Monuments and the direction to expand ocean protections around the Pacific Remote Islands.

In the coming years—and particularly over the next two—there are key opportunities to protect nature, improve policies to expand outdoor access for Americans, and advance climate protections and biodiversity conservation.

We have divided these opportunities into four sections:

1. Land protections
   • Legislative land protections
   • National Monuments
   • Mineral withdrawals
   • Tribally-led conservation
   • Protecting old growth forests
   • BLM conservation
   • Forest planning

2. Investments and funding
   • Deploying IIJA and IRA funding
   • Appropriations
   • GAOA reauthorization
   • Farm Bill

3. Reforms, both legislative and administrative
   • Mining Reform
   • Oil and gas reform

4. Recreation policy
   • Equitable and sustainable access legislation
   • FICOR
Land Protections

Protections for public lands and waters can achieve multiple benefits, such as conserving wildlife habitat, protecting recreation access, sequestering carbon, and advancing towards the goal of protecting 30 percent of lands and waters by 2030. Legislative protections offer the opportunity for very precise management prescriptions to address varying conservation and social values in a tailored way, as well as opportunities for broad community buy-in. Legislative protections are not feasible in all instances, however, and the President has important authorities under the Antiquities Act and the Federal Land Policy and Management Act (FLPMA) to directly protect landscapes as national monuments or through mineral withdrawals. Additionally, there are important actions the administration can and should take to support Indigenous-led conservation, as well as take broad administrative actions to support a more appropriate balance among the multiple uses of public lands, provide interim protections, and develop a pipeline of potential new protections for legislative or administrative action.

LEGISLATIVE LAND PROTECTIONS

Well-vetted legislative protections for public lands and waters are a crucial way to address the climate crisis and the need for sustainable and equitable outdoor recreation access. The outdoor recreation community remains committed to pursuing place-based land and water protections in Congress.

Outdoor Alliance and our coalition partners have been deeply involved in creating, vetting, and mapping proposals to ensure these protected landscapes will continue to provide access to outstanding outdoor recreation while preserving the conservation values and wild landscapes that make these places special. Appendix I includes a list of bills that we supported in the 117th Congress, and we will work to support reintroduction of these bills and advocate for their passage. These bills would contribute significantly to the 30x30 goal; for example, the Protecting America’s Wilderness and Public Lands Act, considered in the 117th Congress, would protect more than 2.5 million acres of public lands and 1100 miles of Wild and Scenic Rivers.
NATIONAL MONUMENTS

The Biden administration has authority under the Antiquities Act to protect public lands and waters as National Monuments. Outdoor Alliance encourages the Biden Administration to build on the success of Camp Hale, Avi Kwa Ame, and Castner Range by pursuing additional administrative actions to advance climate and land protection goals, including the designation of new monuments. Numerous locally-driven landscape protection campaigns have potential to expand recreation access, protect cultural resources, preserve biodiversity, and address climate change. The outdoor recreation community can be a key partner for these campaigns.

MINERAL WITHDRAWALS

Inappropriate mining threatens outdoor recreation access, clean water, and public lands and waters because of its direct impacts and high risk of pollution and contamination. Under the Federal Land Policy and Management Act, the Secretary of Interior has authority to withdraw landscapes from new mining claims for up to 20 years. The Biden administration should use this authority vigorously to remove the threat of inappropriate mining claims from landscapes where recreation and conservation values are too important to threaten with new mines and where other forms of protection are inappropriate or not viable. The outdoor recreation community can partner with local communities, Tribes, conservationists, and others to propose mineral withdrawals to defend threatened landscapes.

TRIBALLY-LED CONSERVATION

Outdoor Alliance strongly supports the inclusion of Tribal conservation, restoration, and co-management priorities in land protection initiatives and beyond. As frequent visitors to Tribal homelands, the outdoor recreation community can be a partner in ensuring that Tribal land management priorities, such as protection of cultural sites, are achieved.

Recent years have seen an increased emphasis on Tribal priorities across many aspects of conservation. The Biden Administration’s America the Beautiful initiative identifies honoring Tribal sovereignty and Tribal priorities as a guiding principle for conservation and restoration actions and sets Tribally-led conservation as focus area for early action. Important actions taken to support these goals include new guidance on promoting Tribal co-stewardship of federal lands and waters, as per

well as a historic agreement formalizing Tribal co-management of Bears Ears National Monument.° Congress has also taken steps to advance Tribally-led conservation, including through funding for Tribal restoration and climate adaptation priorities in the IIJA and IRA, a House Natural Resources Committee oversight hearing on Tribal co-management, † through proposed legislation to establish a Tribal Cultural Areas system,* and more.

The outdoor recreation community has significant opportunities to support Tribal-led conservation efforts, including through National Monument designations that advance the vision of Tribes.

**PROTECTING OLD GROWTH FORESTS**

Forests, and old growth forests in particular, are the setting for spectacular recreation. Old growth forests also sequester carbon and protect clean air, clean water, and habitat. In 2022, the USDA Forest Service began a process aimed at protecting old growth and mature forests stemming from President Biden’s April 2022 Executive Order, “Strengthening the Nation’s Forests, Communities, and Local Economies.” ‡ Outdoor Alliance submitted comments to inform old growth definition and inventory, emphasizing the need for a broad definition of old growth and mature forests that captures the full spectrum of forest ecosystems appreciated by recreationists and supported a spatially-explicit old growth and mature forests inventory that can be used to supplement future conservation efforts and agency processes such as National Forest and BLM land management plan revisions. The outdoor recreation community will advocate for a rulemaking supporting strong protections for old growth forests based on their value for recreation, conservation, and climate mitigation. The USDA Forest Service manages 193 million acres of land, of which 37 million acres are designated Wilderness.

**If only 10 percent of the non-Wilderness acres qualified for administrative protection as old growth or mature forest, that could contribute more than 15 million acres of ecologically significant land towards the 30x30 goal.**

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BLM CONSERVATION

The Bureau of Land Management oversees some of America’s most important recreation areas and landscapes with ecological, cultural, scenic, and economic value. Although conservation and recreation are part of its multiple-use mission, the BLM can recalibrate the balance between development and conservation on the land it manages and ensure that lands are managed for long-term benefit. Many BLM resource management plans are outdated, and the agency lacks modern policy guidance on revising land management plans while accounting for modern resource management needs like climate resilience and local recreation economies. In March 2023, BLM announced a rulemaking under the Federal Land Policy and Management Act that will help planners and other land managers take these needs into account. The rulemaking should support the identification of land with high recreation, conservation, and cultural values and advance durable protections for these places. Importantly, new planning guidance for the BLM would support conservation priorities in a way that is better suited to 21st century challenges. BLM’s rulemaking will be a marquee opportunity to ensure more sustainable management for the 10 percent of the United States managed by the agency.

FOREST PLANNING

Outdoor Alliance has been deeply involved in the National Forest land management plan revision process since our coalition’s inception.

Forest planning is an important opportunity to balance outdoor recreation with other public lands values under the agency’s multiple use mandate and to protect important places on our National Forests.

Under the 2012 Planning Rule, the Forest Service is required to inventory potential protected areas, including Wilderness and Wild & Scenic Rivers, and has considerable flexibility to consider site-specific concerns around recreation when making designations or recommendations to Congress.

Having invested considerable time and energy into the planning processes for the “early adopter” forests (the first to undergo plan revision under the 2012 Planning Rule), the outdoor recreation community is encouraged to see the agency move towards a more coordinated national planning model via the new Planning Service Organization. Under this new model, forests will receive support from national and regional planning teams, which will enable the agency to increase the pace and scale of plan revisions. In particular, the forthcoming revision to the Northwest Forest Plan will be an opportunity to increase protections for high value recreation lands while advancing ecological restoration priorities across forestlands in the Pacific Northwest.

10 36 C.F.R. § 219.
Investments and Funding

Over the past two years, Congress has made historic investments in climate, including through natural climate solutions. There is important remaining work to see that this money is effectively put to use. Additionally, the land management agencies tasked with stewarding our public lands and waters remain historically under-resourced, and these agencies require investment in order to ensure that the one-time resources allocated by Congress are effectively put to work; that the potential for natural climate solutions is achieved; and that agencies have the resources to plan, perform environmental analysis, partner with the outdoor recreation community and other stakeholders, and meet their potential for delivering results, particularly for public lands-adjacent communities.

DEPLOYING IIJA AND IRA FUNDING

The outdoor recreation community will work to support the successful implementation of the IIJA and the IRA, including by advocating for the deployment of resources in alignment with our community’s values and goals. For example, ensuring that forest restoration efforts include a recreation component where appropriate could help maximize the opportunity for advancing conservation, climate resilience, and recreation simultaneously.

An important opportunity for restoration advancement made possible through IRA and IIJA resources will be the implementation of the USDA Forest Service’s Wildfire Crisis Strategy. The Wildfire Crisis Strategy calls for treating an additional 50 million acres of federal, state, tribal, and private lands in western states over a period of ten years, while also building a longer-term plan for maintenance of fuel reduction. Achieving the goals laid out in the strategy will require a monumental effort by the Forest Service and partners and will require coordination with stakeholders including the outdoor recreation community. We support efforts to integrate a national recreation strategy into the wildfire strategy, and there are significant opportunities to pursue these objectives in tandem.

There is also considerable potential for addressing infrastructure and other recreation priorities through IIJA and IRA restoration, climate resilience, and conservation funds at the Department of Interior. If deployed strategically, these funds hold the potential to mitigate climate-related impacts to recreation infrastructure while addressing ongoing issues around wildlife habitat and other

restoration goals. As with USDA wildfire funds, we encourage DOI to identify projects with recreation co-benefits, and we look forward to working with land managers to see these new resources put into action.

**APPROPRIATIONS**

Public lands and waters will need active stewardship to respond to the effects of the climate crisis, and protected federal lands will play an important role in addressing climate change. Federal land managers need adequate resources to tackle these challenges. Alongside the infusion of targeted climate funding through the IRA and IIJA, land management agencies need regular appropriations to fulfill their responsibilities, meet the demand for recreation, and keep pace with rising costs. Currently, land managers are having trouble filling staff roles because of issues like the government pay-scale not matching rising costs due to inflation and housing shortages.

*Without adequate staffing, agencies will be unable to complete environmental reviews efficiently, advance land planning efforts, or maintain the protected public lands and waters that play such a critical role in addressing climate change, offering outdoor recreation access, and supporting local communities.*

The solution for these issues is for Congress to adequately fund the agencies, every year, through appropriations so that the agencies have the staff and resources they need to tackle these enormous opportunities and challenges.

**GAOA REAUTHORIZATION**

Passed in 2020, the Great American Outdoors Act fully funded the Land and Water Conservation Fund and directed funding to deferred maintenance projects on public lands and waters. Since its passage, GAOA has been instrumental in supporting needed work to maintain our public lands and waters infrastructure, including the maintenance of basic services needed to provide safe and sanitary conditions for visitors to public lands. GAOA’s deferred maintenance funding stream expires in 2025, and the outdoor recreation community will advocate for the renewal of this important program.

**FARM BILL**

The 2023 Farm Bill is an important opportunity to secure funding for forest, farm, and clean water conservation programs, as well as to advance sound forest policy, particularly around prescribed fire. It will also be important during the lead up to the Farm Bill to protect IRA funding and core
conservation laws like the National Environmental Policy Act from potential attack. Working lands have a role to play in supporting nature-base climate solutions, and the Farm Bill can advance these efforts at scale. Additionally, the Farm Bill has historically supported programs to incentivize and support voluntary private lands conservation, which will be essential for meeting the 30x30 goal and protecting conservation values, particularly in parts of the country that lack large areas of public land. For example, 56 percent of our country’s 751 million acres of forest land is privately owned, with 62 percent of private forests held by families and individuals. If 5 percent of that total could be protected through conservation easements, that could contribute 13 million acres of voluntary conservation towards the 30x30 goal. Finally, rural economic development has historically been a focus in the Farm Bill, and there will be opportunities to expand and adjust programs in recognition of the valuable contribution of the outdoor recreation economy in supporting rural economies.

that will provide necessary reforms for oil and gas leasing and be an important opportunity to help protect recreation and conservation values.

Reforms

Meeting our climate goals requires an urgent and rapid shift away from fossil fuels and towards renewable energy sources, and this shift has implications for the management of public lands and waters. We must ramp down and end fossil fuel development on public lands and waters as expeditiously as possible. At the same time, our country must meet the material demands of producing clean energy, which will require mineral resources that are currently produced under a 150-year-old management regime that fails to adequately safeguard resources. There is an urgent need to reform both oil and gas and hardrock minerals management on our public lands and waters.

MINING REFORM

As the demand for hardrock minerals grows, particularly demand for “critical minerals” needed for a clean energy transition, reforming America’s antiquated mining laws becomes more urgent.

The General Mining Act of 1872, a relic of the era of westward expansion that still governs hardrock mining on western public lands, does not include basic safeguards for clean air and clean water standards around remediation, or guidelines for Tribal consultation.

Without these basic protections, it is difficult for new mining projects to move forward in a way that does not threaten to degrade other public lands uses, including outdoor recreation. There are numerous opportunities to bring our mining laws into the 20th century, including reform through the Interagency Working Group, strengthening BLM and Forest Service mining regulations, and comprehensive mining reform legislation.

OIL AND GAS REFORM

Oil and gas leasing on public lands and waters exacts a significant toll on the climate, conservation values, and outdoor recreation. While the IRA enacted important reforms, it also locked in requirements around new leasing by linking the ability to site new transmission rights-of-way for renewables to acres offered for oil and gas leasing. In the fall of 2022, the Bureau of Land Management implemented significant reforms through Instruction Memoranda (IMs) that gave direction on the implementation of the IRA’s reforms as well as additional reforms proposed by the Department of Interior’s programmatic review of leasing activities. Importantly, the IMs instruct field offices to give a “low preference” for leasing of parcels with outdoor recreation conflicts and generally defer these parcels from sale. The BLM will pursue a comprehensive rulemaking in 2023 that will provide necessary reforms for oil and gas leasing and be an important opportunity to help protect recreation and conservation values.
Recreation Policy

Sound recreation policy will maximize the social and economic benefit of conservation and climate action, as well as give additional durability to conservation and climate action by delivering immediate and tangible benefits for individuals and communities.

EQUITABLE AND SUSTAINABLE RECREATION ACCESS LEGISLATION

The America’s Outdoor Recreation Act (AORA) is a wide-ranging bill to improve outdoor recreation policy, better connecting people to the outdoors and helping more people develop a stewardship ethic.

The AORA package, developed by the Senate Energy and Natural Resources Committee, reflects longstanding priorities of the outdoor recreation community to more effectively manage public lands for recreation and improve special use permitting. The bill complements conservation efforts by facilitating access to public lands for more Americans, including provisions that would make a significant improvement for underserved communities like codification of the Outdoor Recreation Legacy Partnership program. The bill also includes the SOAR Act, which improves the permitting process for special use permits for public lands, ensuring that more new participants to outdoor recreation activities will have the opportunity to build skills and a stewardship ethic through facilitated access experiences. Additional components include crucial protections for Wilderness climbing. The House is working towards development of an analogous package in 2023, and these legislative efforts will be a significant focus of the recreation community.

FEDERAL INTERAGENCY COUNCIL ON OUTDOOR RECREATION

In July 2022, the Biden administration re-established FICOR, the Federal Interagency Council on Outdoor Recreation. FICOR, which consists of leadership from DOI, USDA, Department of Defense, and Department of Commerce, seeks to coordinate administration recreation policy activities related to recreation infrastructure, career opportunities, equitable access, and more. America’s Outdoor Recreation Act would make FICOR permanent. FICOR is an important opportunity for agencies to coordinate and improve processes for managing outdoor recreation, particularly as they relate to gathering and employing data on recreation use in service of planning activities.
Conclusion

While the challenges of addressing climate change are real, nature-based climate solutions, as well as sound policy that improves outdoor recreation and connects Americans to their public lands and waters, can support real progress.

Protecting the outdoors is a climate solution that does not ask us to give anything up; rather, it offers ways to mitigate the effects of climate change, slow further warming, and make meaningful improvements to Americans’ everyday lives by expanding our access to the outdoors.

Over the coming years, the outdoor recreation community has significant opportunities to support nature-based climate solutions, closing on the many promising possibilities the administration and Congress have advanced in recent years. The outdoor recreation community can continue working with Congress—and encourage the Biden administration to lead Congress—in advancing legislative priorities, including protective designations. Administrative action will be transformative, both in supporting locally-led conservation measures and in taking direct action to protect public lands and waters. Together, we are hopeful that these efforts will expand green space and outdoor access, make a meaningful difference in protecting communities from the effects of climate change, support biodiversity conservation, and make a measurable contribution to the effort to fight climate change.
Appendix 1: Supported place-based protections from the 117th Congress
(N.B., all bill numbers from 117th)

Northwest California Wilderness, Recreation, and Working Forests Act (H.R. 878; also included in S. 1459, the PUBLIC Lands Act, and H.R. 803, the Protecting America’s Wilderness and Public Lands Act)

Central Coast Heritage Protection Act (H.R. 973; also included in S. 1459, the PUBLIC Lands Act, and H.R. 803, the Protecting America’s Wilderness and Public Lands Act)

San Gabriel Mountains Foothills and Rivers Protection Act (H.R. 693; also included in S. 1459, the PUBLIC Lands Act, and H.R. 803, the Protecting America’s Wilderness and Public Lands Act)

Rim of the Valley Corridor Preservation Act (H.R. 1075; also included in H.R. 803, the Protecting America’s Wilderness and Public Lands Act)

Blackfoot Clearwater Stewardship Act (S. 1493)

Colorado Wilderness Act (Included in H.R. 803, the Protecting America’s Wilderness and Public Lands Act)

Wild Olympics Wilderness and Wild and Scenic Rivers Act (H.R. 999/ S. 455; also included in H.R. 803, the Protecting America’s Wilderness and Public Lands Act).

Colorado Outdoor Recreation and Economy Act (H.R. 577/S. 173; also included in H.R. 803, the Protecting America’s Wilderness and Public Lands Act)

Grand Canyon Protection Act (H.R. 1052; also included in H.R. 803, the Protecting America’s Wilderness and Public Lands Act)

Mt. Hood and Columbia River Gorge Recreation Enhancement and Conservation Act (H.R. 7665)

Smith River National Recreation Area Expansion Act (S. 1538)

Oregon Recreation Enhancement Act (S. 1589)

River Democracy Act (S.192)

Bonneville Shoreline Trail Advancement Act (S. 1222/H.R. 2551)

Boundary Waters Wilderness Protection and Pollution Prevention Act (H.R. 2794)

Berryessa Snow Mountain National Monument Expansion Act (S.4080)
Montana Headwaters Legacy Act (S. 2254)

Land Between the Lakes Recreation and Heritage Act (S.3997)

Cerro de la Olla Wilderness Establishment Act (S.177)

Buffalo Tract Protection Act (S. 180/H.R. 5805)

M.H. Dutch Salmon Greater Gila Wild and Scenic River Act (S.3129)

York River Wild and Scenic River Act of 2021 (S.491/H.R. 1469)

Ruby Mountains Protection Act (S. 609)

Katahdin Woods and Waters National Monument Access Act (S.4784)

Dolores River National Conservation Area and Special Management Area Act (S. 4542/H.R. 8601)
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