

## LEAVING a 4C's LEGACY: A FRAMEWORK FOR BUILDING COMMUNITY STEWARDSHIP

### Report to the Assistant Secretary of Land & Minerals Management On 4 C's Principles, Focus, Barriers, Projects & Tools

If we challenge the American people, we will create a new generation of citizen-conservationists, people who know the land, love the land, and take care of the land in the greatest tradition of our nation. Working together, we will get the job done.

Gale Norton, Secretary of the Interior, April 18, 2002

#### I. INTRODUCTION

The policy framework for management of public lands is set by the Secretary of the Interior's 4 C's agenda – *conservation through cooperation, communication and consultation* – and the new environmentalism, centered on the goal of citizen stewardship. The Secretary's 4 C's and the new environmentalism set forth a common vision for a new relationship between the public and the public lands. They call for and support the rise of citizen stewardship as the principal means to conserve and protect the nation's lands, waters and wildlife. The new environmentalism and the 4 C's provide the guidance and means to put collaboration and partnership ahead of conflict and polarization. They are the policy foundation upon which to build a lasting legacy of citizen stewardship through environmental innovation, incentives for stewardship, local information for place-based conservation, and integrated decision-making. Together, they reaffirm every citizen's obligation to the land, redefine the stewardship role of people who engage in the use of public lands to hands-on planning and management, and measure our success and performance in leaving the land in a healthier state than we found it. Both celebrate the partnerships that enable citizen stewardship. Both establish the immediacy and need for a BLM 4 C's Initiative that can (1) build on the collaborative traditions and creativity of the bureau, (2) extend and realize the conservation vision of the Secretary, and (3) culminate in shared community stewardship of the public lands as indicated by a range of partnered, collaborative, and shared governance activities and arrangements, including conventional partnerships, consensus-based management, Alternative Dispute Resolution, third-party monitoring and assessment, and adaptive, outcome-based management.

To this end, the Assistant Secretary for Land & Minerals Management established the 4 C's Working Group<sup>1</sup> in a memorandum of 10 June 2002 (included in Attachment One). The Working

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Group was instructed by the Assistant Secretary to consider the creation of a 4 C's Initiative – a *Framework for Shared Community Stewardship* – within the Bureau of Land Management (BLM) that would (1) provide institutionally seamless support for systemic adoption and growth of the 4 C's within the bureau and (2) amplify and extend 4 C's innovation to the next and higher participatory level of shared community stewardship of public lands, and to report to her its findings. The group was also instructed to consider some of the ideas suggested in the paper by Matthew McKinney, "Options to Create Pilot Projects on Federal Lands Governance" (included in Attachment One). Specifically, the Assistant Secretary requested preparation of a comprehensive report to:

- [Document](#) existing 4 C's projects and [identify](#) the administrative tools used to implement them
- [Explore](#) future 4 C's projects
- [Develop](#) a framework for operation of a 4 C's Projects Program and [identify](#) factors for project selection and implementation
- [Identify](#) barriers to the development of 4 C's projects
- [Examine](#) how BLM is responding to or could respond to those barriers

The 4 C's Initiative is intended to advance the Secretary's 4 C's agenda – *conservation through cooperation, communication and consultation* – on federal lands managed by the BLM and among citizens who wish to participate in the planning, management and stewardship of those lands. The 4 C's constitute the policy framework and operational objective for the Department of the Interior in its management of lands and resources and in its engagement with land owners, land users, local and State governments, tribes and the general public for the purposes of conservation and management of land, water and wildlife. The 4 C's policy is also intended to acknowledge and encourage the commitment of agency personnel in pursuing ongoing projects that are consistent with and further the goals of citizen conservation, citizen-government partnerships, and community stewardship.

The 4 C's Initiative is structured pursuant to the policy framework and the operational objective of the 4 C's. One, It seeks to advance citizen stewardship on public lands through existing and new mechanisms of individual and community-based partnership and participation with the BLM. Two, it strives to foster landscape-level conservation and sustain working landscapes for the mutual benefit of natural and human communities. The 4 C's Initiative is the institutional umbrella under which projects on BLM lands that advance the Secretary's 4 C's agenda and the general purposes of community stewardship can be more fully and consistently supported. Moreover, it is under that institutional umbrella that (1) lessons learned from those projects can be disseminated to managers, staff and the public, (2) barriers to project implementation can be addressed, and (3) the 4 C's agenda can be assimilated into all aspects of bureau operations and culture.

The first of the five tasks requested by the Assistant Secretary – documenting existing projects consistent with the 4 C's and identifying the administrative tools used to implement them – was completed in September 2002 and is included at the end of this report as Attachment One. A reference table of 4 C's projects is also included. That paper – [4 C's Tools: Overview and](#)

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Summary – reviewed and evaluated over 80 current BLM 4 C's projects and extracted from them a total of 26 administrative tools for the implementation of 4 C's projects. Those tools are not exhaustive, however. They are based on a single snapshot in time of the 4 C's achievements of the bureau. They will be enhanced and expanded in proportion to the systemic adoption of 4 C's goals and methodologies by Field Managers, and their elevation to the next and higher participatory governance level of shared community stewardship.

The remaining four tasks requested by the Assistant Secretary are addressed in this paper. Those tasks – in addition to an overview and proposal on statements of mission, goal and objectives for the 4 C's Initiative (presented immediately below) and principal concluding recommendations of the Working Group to the Assistant Secretary for the initiative's seamless integration into bureau operations – include:

- ***Elements for Enhancing the 4 C's Initiative*** – What is the 4 C's Initiative and how should it be structured and advanced pursuant to the Secretary's 4 C's agenda?
- ***Factors to Consider for 4 C's Project Selection and Operation*** – What are the selection factors for identifying and choosing 4 C's projects for initiative support, and what are the operational guidelines to implement and administer projects consistent with the Secretary's 4 C's agenda and the mission, goal and objectives of the 4 C's Initiative?
- ***Barriers and Solutions to Success of the 4 C's Initiative*** – What are the primary obstacles to institutionalizing the 4 C's and advancing the general community stewardship purpose of the 4 C's Initiative and its specific activities on BLM public lands? How can those obstacles be addressed to further the Secretary's 4 C's agenda and ensure success of the 4 C's Initiative?
- ***Range of Existing and Suggested Candidate 4 C's Projects*** – What does the current universe of 4 C's projects look like, what are examples of potential candidate projects for support, and how would these projects advance the mission, goal and objectives of the 4 C's Initiative?
- ***Final Recommendations of the 4 C's Working Group*** – What principal guidelines and actions are recommended to the Assistant Secretary for long-term success of the 4 C's Initiative as measured by its mission, goal and objectives?

Unlike the first, third, fourth and fifth tasks, which are addressed in the main body of the report, the second task – *Factors to Consider for 4 C's Project Selection and Operation* – is addressed in Attachment Three. Although potentially contributory to the implementation of the 4 C's Initiative by the BLM, the Working Group determined that it was not essential to the primary purpose of the report. Attachment One is referenced above. Attachment Two contains a draft 3-year work plan for the recommended 4 C's term-appointed coordinator.