

IV. BARRIERS AND SOLUTIONS TO SUCCESS OF THE 4 C's INITIATIVE

The long-term success of the 4 C's Initiative is contingent on addressing major barriers to its implementation. Those barriers are both internal and external to the agency's daily operational environment. Internal barriers that potentially threaten the ultimate success of the 4 C's Initiative are those best characterized as cultural in origin. They are the institutional roadblocks that have been erected over the years as staff and agency have pursued traditional means of planning for and managing the resources mandated to their care and oversight. The cultural barrier is multifaceted. It may include (1) managers and staff unaware or unsure of how to proceed with shared stewardship and collaborative management; (2) training and skill deficiencies that impede effective cooperation, communication and consultation with potential partners; and (3) the establishment of working relationships with communities and the fostering and directing of public participation in distinctly 4 C's directions.

External barriers to the 4 C's Initiative are those that lie beyond the immediate control of the agency or the field office responsible for implementing the projects that are the content and purpose of the initiative. They result from the social, political, legal and institutional environment in which the agency and/or its managers find themselves. Communities can pose significant barriers to 4 C's activities and actions when community members lack the skills, knowledge and understanding to effectively partner with the BLM in 4 C's projects. An array of administrative and process-laden requirements in law and regulation also act as barriers when they transform public participation into procedural gridlock and an unending stream of protests, challenges, appeals and litigation.

Budgetary, financial and procurement and contracting barriers also exist. They can be determining factors in what agency and staff can or cannot do in regards to advancement of the 4 C's Initiative. Informational barriers are significant too. Inadequate or inaccessible information regarding the 4 C's and proposed and ongoing shared stewardship projects is perhaps the single greatest barrier. The barriers of culture, community, process, management, budget/finance, information and support are discussed in detail, below. In each section, solutions that address the respective barriers are also discussed and specific recommendations offered to the Assistant Secretary.

Cultural Barriers to Advancement and Success of the 4 C's Initiative – Barriers internal to the operation of the BLM that potentially obstruct or impede.

(1) Attitudinal Barriers – Barriers to the 4 C's Initiative that reside in the customs, values and expectations of agency staff and managers, including:

- **Blinders Barrier** – BLM takes justifiable pride in its ability to work with communities. That ability has resulted in a conviction that “we are already doing collaborative work with communities.” And indeed they are to varying degrees. Many communities today, however, are seeking an increasing role in the management of public lands. Despite the BLM's long history of working with communities, in some areas the Bureau's approach to working with communities has not substantially changed. Along the continuum of 4 C's possibilities, its practices have not, as a rule, made substantive progress toward realizing full participation by the community in stewardship of public lands. To date, most of

the agency's work with communities centers on formal community leadership and formal community organizations. Two new areas of community engagement have come to the forefront in recent years: one is identifying the informal leadership and networks in the community and the other is identifying the social and cultural boundaries of the community. These new and critical paths of engagement with communities need exploration and refinement.

- [Inertia Barrier](#) – The BLM planning and critical decision-making model (a) provides information to the community, (b) gets the community's input, (c) interprets and evaluates information in the office environment (e.g., generating alternatives in the NEPA process) and (d) issues the agency's final decision. In effect, the community is uninvolved in the most substantive aspects of public land management: goal setting, problem-solving, decision-making and implementation of the decisions. This is antithetical to the 4 C's mission of shared partnerships and the 4 C's goal of citizen conservation and community stewardship.
- [Rigidly Held Views Barrier](#) – Organizations tend to develop their own institutional communities. This is particularly true of governmental organizations whose processes have traditionally kept them segregated. BLM is no exception. The BLM institutional community may create institutional and cultural "boundaries," reinforced by administrative boundaries unique to the agency's mission. The issue is how BLM recognizes and counters the adverse impacts such boundaries may precipitate.

Recommendations:

- BLM should recognize the success it has had working with communities in the past and build from that success to adapt its understanding of community and its community outreach efforts to the changing structure, meaning and function of community in the New West.
- BLM should provide information and training agency-wide on methods for identifying informal community leaders and for identifying social and cultural boundaries of communities.
- BLM should work toward engaging communities at the outset in all aspects of goal setting, problem solving, decision-making and decision implementation.
- BLM should encourage and prepare line officers and staff to fully engage in community issues, many of which are not limited to public lands (e.g., a BLM fire crew might paint the town's tourist center); fuller engagement fosters awareness and understanding of local community.
- BLM should more broadly apply such tools as Alternative Dispute Resolution and similar practices when community issues are not resolved through standard collaborative means.

- BLM should provide clear guidance and direction from its leadership to field officers and staff that working across administrative boundaries (both with other agency field offices and non-agency entities) is an institutional priority.
- BLM should encourage and recognize broader community participation by line officers and staff, acknowledging that communities of place are defined by cultural attachments to landscapes, not institutions.

(2) *Training Barriers – Barriers to the 4 C's Initiative arising from personnel training; specifically, work expectations created by traditional training and limitations in skill development associated with a disproportionately technical training.*

- Work Expectation Barrier – In general, BLM field staff is trained to manage resources, not people. In fact, this is precisely why many employees choose agency employment: they want the experience and the fulfillment of working on and managing natural resources. As a result, there is an inherent predilection among staff *to do work* rather than *manage work*. Given the magnitude of today's resource issues and challenges and the paucity of federal resources to meet them, the “do it alone” expectation is not sustainable. It places an enormous and often unattainable burden on staff to do the impossible. More to the point, it is counter-productive. It fails to consider the contributions shared stewardship can make toward natural resource health and conservation.
- Skill Barrier – Traditionally BLM's workforce has been hired for its scientific and/or technical expertise. Over the last several years BLM has recognized the value added of collaborative management skills. BLM recognizes, however, that it needs to expand and develop these skills among all employees for true collaboration with communities to grow.

Recommendations:

- BLM should train and prepare staff to actively use and apply community skills in land management rather than simply increasing field office staff and staff workloads.
- BLM needs to emphasize that an essential part of the agency's natural resource management mission is to build new partnerships and foster community involvement in the shared stewardship of public lands. This message is consistent with the reality of smaller budgets and a smaller work force.
- BLM should measure success not in institutional terms – what BLM has done alone – but in the context of how successful the agency has been in establishing partnerships and what those partnerships have accomplished.
- BLM should work with colleges and universities to encourage them to make the history and legal basis of natural resource management, negotiation, mediation, collaboration, conflict resolution and related community skills part of the core undergraduate natural resource curriculum.

- BLM should provide or make available to current field managers and staff training in community outreach and collaborative skills through expanded use of the partnership series and similar learning opportunities.
- BLM should support development of cultural awareness training as part of community outreach and collaborative skill building.

(3) Situational Barriers -- Barriers to the 4 C's Initiative arising from institutional and personnel factors.

- Collaboration Barrier – Collaboration is founded on relationships of trust and familiarity. Sound relationships require time to develop. Changes in BLM managers, local government officials, tribal officials and community leaders may result in discontinuities in agency support for community-based efforts.
- Support Barrier: Field Office – Current reporting systems do not recognize the time and commitment required to form effective collaborations.
- Community Service Barrier – Gaps in civic skills include not understanding how local, county and state governments function and how local procedures such as laws and regulations, regional planning, and local networks function and interface. Lacking these civic skills and information, BLM staff are unable to effectively reach out to local communities and, more importantly, unable to build requisite collaborative partnerships and promote citizen stewardship.
- Community Awareness Barrier – Absent an understanding of community needs, wants and desires. In the absence of such information, BLM cannot effectively forge meaningful partnerships or foster local participation in planning and management of public lands.
- Conflict of Interest Barrier – Many BLM staff fear that working with local communities entails a conflict of interest or violates the agency's Trust obligation
- Civic Participation Barrier – Many BLM staff are uncertain on the federal rules regarding the legality and/or propriety of their formal participation in civic activities, including membership on local governmental boards and committees. Lack of clarification on what they are allowed to do, or proscribed from doing, discourages civic participation that is otherwise permissible..

Recommendations:

- The Department and the BLM should engage in an aggressive outreach to all agency personnel regarding the 4 C's and the 4 C's Initiative.
- BLM should ensure that all Field Offices have staff engaged in or aware of community issues, relationships and operations.

- BLM should consider creation of community liaisons within some or all Field Offices, either as separate positions or as duties appended to an existing position.
- BLM should include collaborative and community outreach experience and/or training in the position descriptions required of staff in general and line officers in particular. This includes:
 - Knowledge that collaboration is a BLM priority
 - Collaboration skills
 - Civic skills
 - Conflict resolution skills
- BLM selection practices and procedures for choosing Field Managers and State Directors should emphasize or include in the core requirements mandated for those positions the Knowledge, Skills and Abilities (KSAs) that include the collaborative and community-based elements and other pertinent 4 C's skills described above.
- The Department and agency should provide guidance and direction in formulating a more comprehensive and integrated working definition of community that is consistent with the Secretary's 4 C's policy.
- BLM should include community-outreach, collaboration, and shared partnering activities and successes in the performance measures and evaluations of line officers at Field Office and State level.
- The agency should engage more aggressive, thorough and comprehensive use of post-graduate training options to inculcate community, collaborative and partnering core skills in BLM managers and staff, including:
 - BLM National Training Center Partnership Series
 - NGO programs (e.g., Sonoran Institute community training)
 - Regional and national meetings of line officers at the Field Manager level and above (e.g., Shepardstown, W.Va. and BLM NTC training facilities).
 - National Association of Counties (training and assistance in how local governments functions)
 - Western Governors Association (training and assistance in how state governments work)
- BLM should address the advantages of longer rotation periods for field managers to allow time to correctly forge collaborative relationships.
- BLM should designate a Special Assistant at the Washington Office (WO) to coordinate and support state and local training initiatives and community-outreach needs and concerns.
- BLM should take actions to (1) increase public and community awareness and knowledge of the 4 C's Initiative and (2) increase agency staff awareness and knowledge of how collaborative activities can build more positive community relations,

improve resource management accomplishments, and reduce sources of conflict and vulnerability to otherwise avoidable protests and appeals.

- State Offices should designate community-based experts/consultants on State Office (SO) staff to work with Field Offices in implementation of community outreach, collaboration and partnering.
- BLM WO and SO should institute formal recognition and reward incentives for 4 C's practitioners in the field, including an annual community collaboration/partnership award (perhaps for both agency staff and non-agency partners).
- BLM should provide parallel training on and exposure to community-based skills to RACs and relevant RAC sub-group members.
- BLM should coordinate with land grant colleges and other universities with natural resource programs to institute community and collaborative management and conflict resolution skills training in undergraduate curriculum. Possible models include the CISPUS program at the University of Washington (agency-sponsored collaborative training program for natural resource agencies) and the National Training Center Partnership Series (with expanded core curriculum).
- BLM should formally encourage and acknowledge volunteer community work by agency personnel.
- BLM should develop and provide guidance to agency staff on their formal participation in civic activities, including membership on local governmental boards and committees.

Community Barriers to 4 C's Projects Implementation – Barriers external to the BLM that are community-based or that involve an array of stumbling blocks to effective community participation in collaborative and shared stewardship partnerships with the agency and its staff.

(1) Inadequate Community Resources and Capacity Barrier – Barriers related to the available resources and capacity of communities to engage in collaborative and shared stewardship partnerships.

- Community leadership may not be aware of the 4 C's.
- Turnover in Community leadership may be high, preventing continuity in and organic development of collaborative and partnering relationships with the agency.
- Collaborative, conflict resolution and technical skills essential to effective stewardship partnerships with the agency may be absent or insufficient within community.
- Communities of place may lack experience in how best to participate in formal federal meetings and planning processes.
- Citizen involvement is voluntary and may be limited by workplace demands and dollar costs of participation (travel, food, lodging, etc.)

- Community leaders and members lack adequate understanding of how federal agencies work, the legal and procedural requirements they must follow, and the general policies, regulations and laws that determine public land use.

(2) Conflicting Community Values Barrier – Barriers related to differences between formal agency operations and informal community functions, perceptions and beliefs.

- Communities may view public lands as “theirs” and resist participation in collaborative or shared stewardship partnerships.
- Community life is informal, subject to day-to-day living activities and casual gatherings among family and friends at churches, in restaurants, at post offices, at associational meetings, and in stores and shopping malls. These informal patterns of living conflict with and are sometimes incompatible with the formal processes of federal agencies. For example, normal life routines may prevent attendance and participation in formal agency activities.
- Much of community life is built on social capital – e.g., goodwill and informal networks and associations generated within the community by voluntary citizen giving and participation. Although an essential asset in community life, it is not accounted for in formal BLM processes that focus on procedure or consider only the natural components of managed landscapes. Desirable and durable management outcomes require consideration of the human element and its functional role in landscape stewardship – the *foundation for economically and environmentally sustainable working landscapes*.

Recommendations:

- BLM should more fully utilize existing resources (i.e., NTC Partnership Series, NACo, Sonoran Institute) to promote 4 C’s capacity development and federal procedural training within communities.
- BLM should develop and/or encourage opportunities for shared capacity development between agency staff and community leaders whenever possible.
- BLM should encourage curriculum development in collaborative management at both the high school and college level within the service areas of public land-based communities.
- Numerous organizations have researched issues of community barriers and have developed processes to effectively engage communities in public land management; BLM (potentially through the 4 C’s Coordinator and training/workshops) should make this information available to agency field managers, staff and the community.
- Both the Department and the BLM should expand outreach activities to public land communities on the meaning and opportunities of the Secretary’s 4 C’s agenda.
- BLM field managers and staff should adapt, to the extent possible, their formal operations and processes to the more informal ways that communities do business; clear direction and guidance should be provided to local offices by BLM WO and SO.

- BLM formal operations and processes at the field office level should be consistent with the goal of sustainable working landscapes; BLM should develop appropriate guidance and direction at the WO and SO levels to help attain this goal.

Administrative Barriers to Advancement and Success of the 4 C's Initiative – External barriers to citizen-based collaboration and partnered stewardship on public lands that arise from perceived or real procedural and administrative requirements, regulatory or statutory obstacles and conflict generated by threatened or existing protests, appeals and litigation – all of which are inconsistent with or detrimental to the mission, goal and objectives of the 4 C's Initiative.

(1) Process and Regulatory Barriers – Barriers arising from administrative procedures and requirements which block, impede or unnecessarily complicate hands-on collaborative partnerships and citizen-based stewardship activities on public lands.

- Procedural requirements that prohibit timely resolution of issues that may otherwise be integral to the creation and continuance of collaborative partnerships.
- Agency-imposed time constraints on planning processes; mitigates against collaborative or consensus-based planning which may require more time than traditional, top-down planning methods; restricts public involvement and engagement in public land stewardship.
- Agency administrative procedures may adversely affect implementation of the 4 C's Initiative
 - Inadequate understanding of procurement and agreement requirements may hinder or prevent formation of collaborative and stewardship-based partnerships
 - Inadequate understanding of 4 C's tools and their uses (see Attachment: 4 C's Tools – Overview and Summary)
 - Inadequate understanding of current GSA FACA Guidelines.
- Administrative constraints under NEPA, the Endangered Species Act and other guiding legislation that are inconsistent with the 4 C's and/or depart from the intent of the original legislation and, as a result, interfere with or prevent effective partnering between the BLM and community and citizen groups
- Policies, rules and/or laws that restrict or constrain collaborative activity between BLM and citizen/community partners or limit the participation of citizen/community partners in the planning and management of public lands [*(2) Conflict Resolution Barriers – Barriers arising from inappropriate or improper application of conflict resolution tactics and tools.*
- Individuals and groups seeking resolution to conflict by circumventing accepted processes and procedures and seeking political resolution at state or national decision-making levels that circumvent local BLM Field Offices and their community partners; lobbying activities that entail end-runs around collaborative processes.
- Focus on crisis management rather than long-term problem-solving; conducive to perpetuation of conflict since symptoms of conflict, not causes of conflict, are addressed.

- Inadequate understanding and/or improper application of ADR and other conflict resolution tools; when is ADR appropriate and when are other 4 C's options preferable?

Recommendations:

- Review bureau memorandums of instruction, rules and regulations and other guidance to determine consistency with 4 C's and 4 C's Initiative and identify changes to expedite 4 C's and 4 C's Initiative [Note: May be appropriate task for 4 C's Coordinator in conjunction with 4 C's Working Group.]
- Director issue memorandums of instruction to clarify and address inconsistencies that currently exist between agency policy and the 4 C's.
- Consider and adopt rule changes in basic BLM programs to facilitate 4 C's Initiative Implementation
- Identify opportunities in existing legislation to further develop, enhance and advance policy and guidance for 4 C's applications; identify legislative elements inconsistent with 4 C's applications and propose corrective measures.
- Department and BLM should update guidance and direction for the interpretation and application of recent GSA FACA guidelines.
- Department and BLM, in coordination with CEQ, should seek appropriate improvements of NEPA procedures in their respective manuals consistent with the intent of NEPA and consistent with the goals and objectives of the 4 C's, collaborative stewardship partnerships, advancement of community stewardship and the administrative tools essential to the 4 C's Initiative.
- Department and BLM should consider options for addressing social and cultural impacts resulting from federal actions in a manner consistent with NEPA documentation of resource impacts and as mandated under NEPA to assess and mitigate significant impacts on the human environment.
- Address rules and laws that prevent the BLM from working across administrative boundaries.
- BLM should emphasize and reinforce the centrality of partnerships in the 4 C's Initiative and the need for all parties – federal and non-federal – to work within the context of those partnerships to achieve their conservation and participatory objectives. Parties to a collaboration that seek advantage or support from higher levels within the agency or the Department should be instructed to work within the partnership to resolve outstanding issues.
- BLM should provide appropriate training and guidance in the use of conflict resolution, including Alternative Dispute Resolution (ADR). ADR and other conflict resolution models are simply *tools* to assist in reaching the goals and objectives of the Secretary's 4 C's agenda and the 4 C's Initiative. Ideally, the proper use and application of other 4

C's tools (described in Attachment: *4 C's Tools – Overview and Summary*) should reduce or eliminate dispute and conflict by expanding access to public lands through an array of collaborative partnerships and hands-on stewardship opportunities.

Management Barriers to Advancement and Success of the 4 C's Initiative – Barriers to the advancement and success of the 4 C's Initiative that result from gaps, deficiencies or disincentives in accountability and performance measures for agency managers.

Performance Barrier

BLM managers are held accountable for, and their performance is measured by, specific and concrete outputs they produce -- not for progress they make toward or actual attainment of strategic outcomes, such as those circumscribed by the 4 C's. Moreover, the structure of their work and the signals they receive externally persuade managers to focus principally on overcoming problems. Tracking progress made toward strategic 4 C's goals and adapting management to stay on track are relegated to secondary or tertiary consideration.

Performance evaluation under the agency's current management system does not adequately account for or provide incentives toward 4 C's outcomes. Career advancement is not directly tied to staff participation in and support for community-based and landscape management goals. Managers are judged and their management budgets are predicated on production of measurable and concrete products, such as completion of a plan or numbers of acres treated or otherwise managed. But neither completion of a plan nor numbers of acres treated have a necessary connection to 4 C's conservation outcomes, whether framed in terms of healthy landscapes or expanded public access to participation in the management and determination of healthy landscapes. Four C's processes and outcomes are often secondary when judged by current management standards.

For example, community-based planning can be both more expensive and more time-consuming *upfront* than conventional top-down planning. As such, it is not a consistently desirable output – despite the policy emphasis given the 4 C's in the Department and in the bureau. Managers who pursue time consuming collaborative activities and partnership formations will not necessarily be rewarded with acknowledgement, recognition or career advancement.

The upfront costs of collaboration may be high, but the long-term savings in reduced litigation, successful plan implementation and carry-through, leveraged resources (through shared partnerships) and the goodwill that collaboration breeds are far greater.

Defining and measuring outputs in a manner consistent with and supportive of the 4 C's and the 4 C's Initiative is the challenge. The 2003 draft GPRAs strategic plan incorporates partnership goals and landscape outcome measures. Manager performance goals are now being linked to these outcomes. Prior to their implementation, managers lacked incentives to implement the 4 C's and participate fully in efforts such as the 4 C's Initiative. Apart from a minority of innovators, most managers saw no compelling reason to engage in or to take extraordinary steps to promote collaborative activities that were not formally recognized by the agency in its management accounting system.

Recommendations:

- Department and BLM should apply 4 C's to internal management; there should be consistency between what the bureau practices internally vis-à-vis its managers and what it practices externally vis-à-vis the public and citizen participation in the management of public lands. The first steps toward building this consistency have been taken in the 2003 draft GPRA Strategic Plan and the Department's Human Resource Strategic Plan.
- Performance elements and measures for managers need to be based on outcomes as well as OPM core competencies.
- BLM must develop performance elements and measures that correspond to 4 C's outcomes, including collaboration, conflict resolution, stewardship partnerships and leveraged resources, sustainable and meaningful public participation in public land management, successful plan implementation, sustainable working landscapes, and reduction in conflict, polarization and litigation.
- BLM should establish benchmarks for 4 C's performance elements and measures.
- Accommodation should be made and encouragement provided for innovators and risk takers who advance the 4 C's and the 4 C's Initiative beyond the boundaries of current or future management performance elements. This includes:
 - Flexibility for managers to expand timelines for community processes assuming progress is currently being made
 - Institutional support for risk taking
 - No external intrusion by the agency or the Department in partnerships that are working
 - Shared-accountability for community decision-making and partnerships that fail [Managers should not be held exclusively accountable for partnerships that fail if those partnerships were genuine and broadly supported – nor should they be held accountable if partnerships are undermined by outside intervention.]
- BLM should establish an annual recognition award and/or bonus for managers who exhibit greatest innovation and success in the application of the 4 C's and the advancement of the 4 C's Initiative.

Recommendation

In addition to the recommendations provided under cultural and training barriers, the BLM should update knowledge, skills and abilities required of Field Managers to include and emphasize: skills in negotiation, mediation, facilitation and core competencies in such areas as teamwork, community leadership and service, state and local government and politics, collaborative techniques, and community-based conservation.

Budgetary, Financial and Procurement and Contracting Barriers to Full and Proper Implementation of the 4 C's Initiative – Constraints that potentially affect or limit the ability of the agency and/or local field managers to marshal and direct resources to project implementation and to other facets of the 4 C's Initiative. These include:

- National communities of interest – *organized special interests* – may seem to have a disproportionate impact by virtue of their organization, focused outreach and professional leadership. In contrast, communities of place lack skills and resources to play a commensurate role in agenda and budget setting. This potentially skews the distribution of resources and the degree of commitment the agency may have for 4 C's initiatives – initiatives that otherwise require equal inclusion and participation of both communities of interest and place.
- Congressional funding at the sub-activity rather than activity level removes discretion of local field offices and restricts flexibility in use of funds, particularly in regard to 4 C's initiatives that may depend upon flexibility, discretion, risk-taking and innovation.
- Authority for multi-year funding is not available to the BLM. This could compromise 4 C's efforts whose outcome horizons – *sustainable working landscapes* – tend to extend beyond those of other projects. This may adversely affect funding allocation decisions or inject uncertainty in the implementation of 4 C's projects.
- Funding cycles do not always occur in tandem with or correspond to emergent opportunities for 4 C's activities. For example, potential partners may have funding in hand for collaborative initiatives, opportunistic partnerships, and time-sensitive projects, but BLM may be unable to take advantage of such opportunities for lack of matching funds.
- BLM lacks grant authority, and has not effectively used grant availability except on a very limited basis (i.e., the Sikes Act). This limits the range of support BLM can provide to 4 C's initiatives.
- The Challenge Cost-Share Program is a potential source of funding for 4 C's activities in general and the 4 C's Initiative in particular. Guidelines did not exist in the past that would have given allocation priority to 4 C's activities and projects. Guidance is now being prepared to ensure the program is consistent with the Secretary's 4 C's.
- Alternative, non-appropriated funding sources have not been identified or developed for the 4 C's Initiative. The effectiveness of the program will depend, in part, on the availability of such funding.
- Open space conservation is a challenge to the 4 C's and the 4 C's Initiative. Policy guidelines and budget limit the agency's ability to augment its public land portfolio through further acquisitions.
- Available funding restricts the ability of the agency to rationalize land ownership consistent with federal and local land-use planning and the mission, goal and objectives of the 4 C's Initiative.

- BLM's 18 percent administrative surcharge on outside funding sources may discourage contributions from partners or prevent or compromise the formation of effective stewardship partnerships.
- Contracting and Procurement (C&P) staff and procedures may pose a potential barrier to implementation of 4 C's projects dependent on assistance agreements, contracts and other devices for transfer of agency funds. Frequently, C&P employees lack familiarity with the 4 C's. They are not trained in or prepared to deal with collaborative partnership arrangements and the unique requirements those partnerships may demand. They are generally not familiar with the broad array of administrative options available to such projects or the procedural flexibility that may be required for those projects to happen. The culture of C&P staff is strongly embedded in traditional contracting and procurement, often unprepared to respond innovatively and positively to partnership arrangements and requirements that may otherwise clash with how business has been done in the past. Moreover, the traditional procedures used by C&P staff may not be well suited to the special circumstances of many citizen-based partnerships. Process delays, for example, may stall or discourage local collaborations. In addition, many C&P rules and policies are not designed to accommodate the proliferation of 4 C's partnerships that are now occurring. Those rules and policies are barriers to building a strong 4 C's Initiative that can effectively address community stewardship in the future.

Recommendations:

- BLM should address the imbalance between communities of place and interest by amending the rules for and charters of Resource Advisory Councils to provide opportunities for local RACs to be briefed on and to give input and advice into agency budget and associated agenda priorities.
- The Washington Office and State Offices should provide analysis of grant availability and guidance and assistance on the appropriate application of grants to encourage their use at the field office level.
- Invite communities to participate in promulgation of field office annual work plans. This will allow BLM and the community to better coordinate their respective activities and to be better prepared to take advantage of windows of opportunity to advance the 4 C's and the 4 C's Initiative.
- The Department is coordinating development of cooperative conservation challenge cost share guidance for its three land managing agencies. BLM should develop agency-specific criteria consistent with the Departmental guidance and the 4 C's Initiative mission, goal and objectives.
- The Department and the BLM should address funding issues for the Working Group and the 4 C's Coordinator as soon as possible.

- The Department and the BLM should consider non-appropriated funding options for the 4 C's Initiative, including:
 - Programs such as the Clark County Amendment authorizing public land sales in the greater Las Vegas area for land restoration and recreation activities
 - Funding mechanisms similar to the western Oregon Rural Schools Act
 - Self-funding through project participation in fee demo program
 - Partnerships with private non-profit foundations to provide funding for 4 C's projects
 - Other funding opportunities, including Congressional authorization for a community-based or citizen conservation fund financed by a percentage share from one or more public land revenue streams
- BLM should further exercise its realty authority to buy, sell and exchange lands so as to complement and advance local and state planning efforts as well as open space initiatives, consistent with the 4 C's mission, goal and objectives.
- BLM should waive the 18 percent surcharge on outside contributions to projects within the 4 C's Initiative and related 4 C's activities.
- The Department and the BLM should address liability concerns of agency staff in regard to participate in 4 C's activities and projects.
- Contracts and term hires should be done prudently and strategically, consistent with the mission, goal and objectives of the 4 C's Initiative.
- Contracting and Procurement staff should be provided training opportunities in collaborative techniques and partnerships, with emphasis on new tools that enable those relationships and the special circumstances and requirements that may attend issuance of assistance agreements, contracts and other funding and payment devices.
- Performance elements and outcome measures consistent with the 4 C's and the 4 C's Initiative should be developed for Contracting and Procurement.
- Contracting and Procurement rules, policies and procedures should be assessed in light of the 4 C's and the 4 C's Initiative and amended, accordingly, for consistency with the purpose and outcome of community stewardship.

Informational Barrier to Advancement and Success of the 4 C's Initiative – Lack of or inaccessibility to information regarding the 4 C's, their application in practice to on-the-ground projects, options for applying them under variable circumstances, barriers to their use and other information as it pertains to the purpose and support activities of the 4 C's Initiative is a primary barrier to the initiative's success and implementation of 4 C's projects. Bridging that barrier is essential to ensure maximum access to needed information by agency managers, partners and interested public – and to avoid the costly and inefficient duplication of reinventing existing tools and applications, repeating lessons already learned and discarded, and perpetuating failures that otherwise could be avoided.

Recommendations:

- 4 C's Coordinator should:
 - Develop guide to identify and apply appropriate 4 C's tools in the design and implementation of projects [Use Attachment – 4 C's Tools: Overview and Summary – as potential template]; agency and partner versions should be made available
 - Develop a guide to 4 C's barriers and tools that address those barriers.
 - Develop a field compendium of 4 C's tools and barriers for agency and partner use that is distilled to basics and that is user friendly: e.g., "Collaboration for Dummies."
 - Build a computer-based resource center for all data and information that is relevant to the 4 C's Initiative (and its successful implementation) and that is accessible to agency managers and staff; public access should be provided to data that is covered by FOIA.
 - Provide a web-based directory and map (with internet links) to 4 C's projects and 4 C's data and information
 - Provide a contact network for 4 C's consultation within the agency and for partners outside the agency
 - Include in website: (a) Guide to agreements; (b) Discussion and links on collaborative management, partnership and team creation, strategies for sustaining collaboration and partnerships, and possible chat room for agency, partner and public use.
 - Ensure that printed 4 C's information materials and website electronic access to those materials are known and accessible to all field managers, partners and interested public.

- 4 C's Coordinator establish a 4 C's assistance and demonstration program where (a) field managers can visit and learn from ongoing 4 C's projects at other field offices or (b) field managers with 4 C's projects in their areas visit other field offices to provide information and hands-on assistance in establishing 4 C's projects.

- 4 C's Coordinator with assistance from the 4 C's Working Group members perform an ongoing survey and analysis of ongoing 4 C's projects and applications of 4 C's tools to identify what projects and applications work and what projects and applications have failed, any why; analysis of "lessons learned" should be posted on 4 C's information web site. The RAC's should be charged with participating in this review and providing their evaluations to the Working Group.

- 4 C's Coordinator with assistance from 4 C's Working Group members should develop from 4 C's projects and applications a guide to Best management Practices.

- 4 C's Coordinator with assistance from 4 C's Working Group members should facilitate regional and nationwide satellite downlink discussion forums on 4 C's activities, projects and their status, and lessons learned among BLM managers and partners; option to specialized downlink is to incorporate 4 C's discussion and reporting forum in the annual RAC satellite downlink meeting.

Support Barrier to Advancement and Success of the 4 C's Initiative – Success of the 4 C's Initiative is contingent upon broad and continuous support from within the agency and across the Department. Without strong and continuous support from, and high visibility within the Department and the BLM, the 4 C's Initiative will face significant obstacles in the acquisition of resources, development of projects and successful completion of its mission, goal and objectives.

Recommendations:

- BLM Director should issue an instruction memorandum that is supportive of the 4 C's Initiative and that encourages field offices with projects consistent with the 4 C's to provide information to the 4 C's Coordinator and the Working Group.
- Office of the Secretary should provide continuous support, including
 - Ongoing visibility and exposure to communication media (Office of Communications)
 - Liaison between the program and Congress
 - Liaison between the program and state and local governments and interest groups (external and inter-governmental affairs)
 - Access to and ongoing assistance from the Solicitor and the Assistant Secretary for Land and Minerals

Periodic visits to 4 C's project sites by the Secretary and the Assistant Secretary (L&M and PMB)