

V. RANGE OF EXISTING AND SUGGESTED CANDIDATE 4 C's PROJECTS

BLM field offices in each of the 11 western states are engaged in a variety of 4 C's planning and management efforts. In addition, many of those field offices are considering 4 C's activities and initiatives for implementation in the near future. The Working Group examined and considered a cross-section of those current efforts and projected initiatives. The Working Group focused on projects – either those that were recently initiated at the field office and state level or those still in the conceptual and planning stages – that would be consistent with the 4 C's and the framework and criteria of the proposed 4 C's Initiative.

Twenty-three projects were identified and selected by the Working Group. They address the Assistant Secretary's request for outstanding 4 C's opportunities and candidate projects that (1) embody the principles of citizen-based conservation and community stewardship, (2) embrace the spectrum of 4 C's tools and options that are administratively available to the BLM, (3) potentially qualify for current support and/or future implementation by the bureau, and (4) demonstrate the range of innovative 4 C's efforts now underway on BLM lands that contribute to the purpose and outcome of full community stewardship of public lands. Several of the selected projects are joint initiatives involving both BLM and private sector non-profit organizations as principal partners with affected citizens, community groups, and local governments. One of the projects is an initiative put forward by a non-profit conservation organization for BLM consideration. Each of the 23 projects is discussed in various degrees of detail: greater detail for projects currently underway or under active consideration and lesser detail for projects in the conceptual stages.

It should be noted that the 23 selected projects are not intended to be exhaustive of the 4 C's activities now underway on BLM lands – or, for that matter, under consideration by BLM or potential BLM partners. More importantly, they are not presented as the full universe of candidate projects that could potentially qualify for bureau support within the context of the 4 C's Initiative. Rather, the selected projects are intended to merely indicate the range of activities that are planned, in the process of planning, or in the initial stages of implementation on BLM managed lands. In the opinion of the Working Group, the selected projects reflect the most innovative and promising 4 C's approaches to citizen and community participation in public land planning and management and 4 C's capacity and skills development. Moreover, the 23 projects are notable for the diverse ways in which they advance citizen conservation and stewardship partnerships, both on the lands that are managed by the bureau and in the daily activities of bureau staff and managers. Finally, the heavy reliance by the Working Group on 4 C's projects recommended by bureau field offices should not be interpreted as disinterest in or discouragement of private sector and citizen-based proposals. Citizen initiation of 4 C's projects will predictably increase as public awareness of the 4 C's and the 4 C's Initiative grows. All public land stakeholders – from individual citizens to community and other interest groups, to local and state governmental agencies, to federal land management bureaus – are the appropriate sources for 4 C's innovation.

A tabular summarization of the 23 projects is displayed below; it is keyed to the individual project discussions that follow. The summary table, as well as the individual project discussions upon which it is based, divides the 23 projects into 4 groupings. They are:

- *Community-Based Landscape Restoration Projects* – 4 C’s projects whose primary purpose is to directly engage citizens, community and interest groups, and other conservation organizations in the restoration of broad expanses of BLM lands and associated natural resources
- *Community-Based Planning and Plan Implementation Projects* – 4 C’s projects whose primary purpose is to directly engage citizens, communities, interest groups and local governments in the development of community- or consensus-based plans and subsequent place-based implementation of those plans
- *Community-Based 4 C’s Partnerships and Agreements* – 4 C’s projects whose primary purpose is to engage citizen- and community-based groups, conservation organizations and local governments in various partnerships and agreements for the purpose of implementing management activities identified in current BLM land use plans or facilitating management through the sharing of information and resources
- *Community-Based Programmatic/Institutional Initiatives* – 4 C’s projects whose primary purpose is to (1) build understanding and support within the BLM and its partners for the 4 C’s and the 4 C’s Projects Program, (2) prepare BLM staff and communities to design and participate in 4 C’s initiatives, (3) advance institutionalization of the 4 C’s within the BLM and (4) provide the needed skills and capacity for BLM staff and citizen partners that is requisite to on-the-ground success of the 4 C’s Projects Program

In addition to the division of projects into 4 groupings, the summary table displays identifying characteristics of the 23 initiatives: (1) Project name keyed by number to the project discussions in the main text; (2) Project location by state (abbreviated); (3) Project 4 C’s tools and innovations – *what are the tools and innovations that qualify each project for inclusion as a notable 4 C’s effort [see Appendix A: 4 C’s Tools: Overview and Summary]*; (4) Project population focus – *what general demographic group does the project target and involve in its implementation [e.g., is it primarily urban or rural]?*; (5) Project description – *what is the project about and what is its 4 C’s focus?*; and (6) Project contact – *what is the name of the Working Group member most knowledgeable of the selected 4 C’s initiative.*

The six identifying characteristics also structure the project narratives that follow the summary table. Those narratives, in turn, include additional elements, such as: (1) Project status – *is the project now underway, is it being planned, is it under consideration, or is it simply a conceptual proposal?*; (2) Barriers and other considerations – *what special factors come into play when assessing the project’s suitability for implementation?*; and (3) Expected 4 C’s contribution – *what is the major contribution of the project to meeting the 4 C’s Initiative mission, goal and objectives?*

| Project Grouping | Project Name | State (abbr.) | 4 C's Tools & Innovations | Pop. Focus | 4 C's Project Description | Project Contact |
|---|---|----------------------|--|-----------------------|---|--|
| Community-Based Landscape Restoration | (1) Eastern Nevada Landscape Restoration | NV | Community-based planning; coalition advisory group and oversight trust; plan implementation via contracting | Rural | Landscape restoration through community-based planning and citizen participation in plan implementation | Bob Abbey, NV State Director |
| "" | (2) NW CO Working Landscape | CO | Community-based planning; adaptive mgmt; contracts & agreements for plan implementation | Rural | Landscape restoration through community-based planning, plan implementation, and partnerships with BLM | Bob Ratcliffe, Deputy Group Mgr of Rec and Visitor Services |
| "" | (3) Lemhi Co Planning & Restoration | ID | Land/easement transfers; partnering for restoration; plan coordination; coop and assistance agreements | Rural | Landscape restoration through land transfers, partnering agreements and coordinated plans with communities and other agencies | Dave Krosting, Field Manager, Salmon Field Office/Kit Kimball, Dir. External Affairs |
| "" | (4) Steens Mountain Cooperative Management & Protection Project | OR | Wide-ranging citizen participation; citizen adv council, MOU's w/non-fed partners; use of volunteers | Rural-urban mix | Legislated landscape restoration guided by Advisory Council, and cooperative mgmt w/ BLM & Stakeholders | Dana Schufford, District Mgr, Burns, OR |
| Community-Based Plans & Plan Implementat'n | (5) Bradshaw Foothills | AZ | Community-based planning | Urban | Develop effective community-based planning model applicable West-wide | Mike Taylor, Deputy State Director, AZ |
| "" | (6) Galisteo Basin | NM | Community-based planning; designation of community proposal as NEPA preferred alternative | Urban | Community-based plan to protect open space, traditional culture and area's archaeological values | Jesse Juen, Associate State Director, New Mexico |
| "" | (7) Community Viz Las Cruces | NM | Community-based planning; plan coordination with county; all enhanced by Community Viz | Mixed urban and rural | Use of Community Viz model for community-based planning and coordination of BLM and county plans | Cynthia Moses-Nedd, NACo Liaison |
| "" | (8) Catron Co Management Initiative | NM | Community-based planning; BLM-County partnership for implementation of the shared plan | Rural | Joint BLM and County management of public lands formalized by and incorporated into the Socorro Plan Rev | Jesse Juen, Associate State Director, NM |
| "" | (9) Farmington Plan Implement Amendment | NM | Community planning enhanced by scoping outreach; community participation in plan implementation | Mixed urban and rural | Develop foundation through community-based planning to engage community in plan implementation | Jesse Juen, Associate State Director, NM |
| "" | (10) Las Cienegas NCA | NM | Community-based planning; community implementation of plan; adaptive mgmt | Urban | Citizen implementat'n of the Las Cienegas Natl Conservation Area community plan | Mike Taylor, Deputy State Director, AZ |
| Community-Based 4C's Partnerships & Agreements | (11) Moab UT Community Collaboration | UT | Partnerships, inter-agency cooperative agreements and CMAs for county & citizen stewardship partnering w/BLM | Mixed urban and rural | Comprehensive integration and coord of Moab community-based projects for collaborative mgmt of all adj public lands | Bob Ratcliffe, Deputy Group Mgr of Rec and Visitor Services |
| "" | (12) Bluff UT | UT | Federal-local plan consistency; coop agreements for comm. involvement | Rural | Sonoran Inst-Bluff- BLM partnership to protect open space & foster conservation by local communities | Luther Probst, Executive Dir, Sonoran Inst |

| Project Grouping | Project Name | State (abbr.) | 4 C's Tools & Innovations | Pop. Focus | 4 C's Project Description | Project Contact |
|---|---|----------------------|--|-------------------------|---|---|
| Community-Based 4C's Partnerships & Agreements | (13)Sandy River Basin Initiative | OR | Landscape-level partnership between BLM and multiple stakeholders | Urban | Assessment and evaluation of partnerships & related 4 C's tools in Sandy Basin | Bob Ratcliffe, Deputy Group Mgr of Rec and Visitor Services |
| "" | (14)Western CO Counties Data Share | CO | Collaborative data-sharing partnerships | Urban and Rural | Collaborative effort by BLM and local gov't & groups to integrate and standardize data | Cynthia Moses-Nedd, NACo Liaison |
| "" | (15) NM Native Plants | NM | BLM-Adelante RC&D cooperative agreement for seed production and rural development | Rural | Community-based native seed production to meet mandate of National Fire Plan | Jesse Juen, Associate State Director, NM |
| "" | (16) Outside Las Vegas (OLV) | NV | OLV partnership and related 4 C's tools, including SNPLA funding mechanism | Urban | Assess/evaluate the applicability of OLV's 4 C's model and tools to west communities beyond Las Vegas, Nevada | Bob Abbey, Nevada State Director |
| "" | (17) Taos Grass Bank | NM | BLM-community partnership for collaborative management of grass bank | Rural | Create community grass bank for range improvement; bank managed in collaboration with grazers & community | Jesse Juen, Associate State Director, NM |
| "" | (18) Rio Arriba Co | NM | BLM-County land-use planning for consistency; exchange of BLM lands for easements | Rural | Partnership w/local gov't & community to coordinate land plan and protect ag lands from development | Jesse Juen, Associate State Director, NM |
| "" | (19) Henry Mountains Bison Herd | UT | Flexible exercise of BLM grazing permits to facilitate non-livestock uses on allotments to meet bison forage needs | Rural and Urban | BLM, permittees and sportsmen partnership for livestock-bison multiple use mgmt in the Henry Mountains of southern Utah | Don Peay, 801-635-5576 and Ron Hodson, Utah Div of Wildlife, 435-650-1040 |
| Community-Based Programmatic Institutional Initiatives | (20) Foster Community Relations & Expertise | N/A | Community liaison/coordinator for community relations; other community assistance/outreach | Urban and rural | Evaluate community liaison staff and other options to build BLM community relations capacity | Bob Ratcliffe, Deputy Group Mgr of Rec and Visitor Services |
| "" | (21)Collaborative Planning/Adaptive Management Workshop | N/A | Capacity building for collaborative plan and adaptive mgmt among managers | Urban and rural | Develop collaborative planning and adaptive mgmt workshop for BLM managers | Elena Daly, Dir Ntl Landscape Conservation System |
| "" | (22)National Recreation & Visitor Workshop | N/A | Collaborative development of strategic plan; stakeholder partnering to implement plan | Urban and rural | Convene BLM Natl Recreation and Visitor Summit for a dialogue on partnered BLM recreation and visitor services strategy | Bob Ratcliffe, Deputy Group Mgr of Rec and Visitor Services |
| "" | (23)Taos Centralized Emergency Dispatch | NM | Coordination of communication services | Town and County of Taos | Establish centralized community dispatch center for enhanced local communication services | Jesse Juen, Associate State Director, NM |

Community-Based Landscape Restoration Projects

(1) Great Basin Restoration Initiative: Eastern Nevada Landscape Restoration Project

Project Highlight – Landscape restoration through community-based planning and citizen participation in plan implementation

Project Location – Eastern Nevada

Project Status – Early implementation stage (project on-hold pending completion of Ely RMP/EIS)

Project's Principal 4 C's Tools/Innovations – Consensus- and community-based planning, planning and implementation advisory group (the Coalition), citizen oversight entity (the Trust), and contracting for project implementation

Project's Population Focus – Primarily rural: affected communities, counties, local government and communities of interest statewide and regionally

Project Background – The nation is today threatened with the loss of one of its most valued treasures, the Great Basin, which encompasses most of Nevada, the western half of Utah, the lower third of Idaho, the southeast corner of Oregon and a narrow strip of eastern California. This unique and varied landscape is made up of a delicate complex of ecosystems which support a multitude of diverse plant and animal species.

The Great Basin's productivity is being destroyed, in part by devastating wildfires that scorched more than 1.7 million acres across Nevada in 1999, and in part by noxious weeds and non-native annual grasses (i.e., cheatgrass). Gaining a foothold where fire has weakened or removed native shrubs, cheatgrass and other noxious weeds, including various non-native annual grasses, have established a grass/fire/grass cycle of expansion, which is spreading rapidly across the western states. Consequently, entire watersheds are being threatened and water quality degraded. Native wildlife habitat is rapidly disappearing, as is forage for wild horses and livestock. Recreational opportunities are also being diminished and local economies threatened.

Project Description – A 72-million-acre Bureau of Land Management (BLM) program called the Great Basin Restoration Initiative (GBRI) is an umbrella for a variety of projects to restore and maintain the Great Basin's diverse and resilient native plant species. The Eastern Nevada Landscape Restoration Project (ENLRP) is a key component of GBRI. The ENLRP project area encompasses approximately 10 million acres of public land in eastern Nevada administered by the BLM Ely Field Office. ENLRP's goal is to restore the ecological health of the eastern Nevada sagebrush ecosystem by improving or maintaining (1) habitat condition and productivity [weed management, forest thinning, etc.], (2) watershed function and stability, (3) riparian area function and condition and (4) species diversity and composition. ENLRP seeks also to protect Native American cultural values and foster sustainable rural communities and economies. ENLRP's success rests on developing a broad-based consensus among stakeholders on what constitutes the Great Basin's future desired health in eastern Nevada and what actions to implement to reach that land-health outcome.

The Eastern Nevada Landscape Coalition (ENLC) is the institutional vehicle that drives the ENLRP. It is a community-based partnership of more than 60 entities that represent agricultural, conservation, cultural, environmental, private enterprise, and local, state and federal government interests. ENLC's mission is to restore through collaborative efforts the Great Basin's dynamic and diverse landscapes in eastern Nevada for present and future generations. Its purpose is to assist in project planning and implementation by establishing broad-based goals and objectives, determining processes, advising on project implementation, and providing the best available science. ENLC encourages and facilitates cooperation and communication among the many interested parties.

Barriers and Other Considerations – Recent litigation revealed that the BLM Ely Field Office's Resource Management Plans and Management Framework Plan (RMP/MFP) were inadequate, thus providing a significant roadblock to ENLRP implementation. The BLM Ely Field Office is today preparing the Ely Resource Management Plan and Environmental Impact Statement (RMP/EIS) that will provide management direction for all BLM programs in the planning area for future years. It will also address through NEPA process and documentation the planning deficiencies that have, to date, blocked implementation of the ENLRP but which, upon revision and completion, should allow full implementation of the project, consistent with existing law, rules and policy.

Expected Principal 4 C's Contribution – Establishment of new institutional arrangements for direct citizen involvement in the restoration, management and long-term stewardship of BLM lands at the landscape level.

(2) Moffat County Northwest Colorado Working Landscape Project

Project Highlight – Landscape restoration through community-based planning, plan implementation, and partnerships with BLM

Project Location – Northwest Colorado

Project Status – Now in proposal stage

Project's Principal 4 C's Tools/Innovations – Consensus- and community-based planning, outcome-based adaptive management, cooperative agreements and contracts for project implementation

Project's Population Focus – Primarily rural: local communities, county government, affected land users and communities of interest statewide

Project Background – The Moffat County Commission released on December 2001 a report entitled *Northwest Colorado Working Landscape Trust*. The report presented a proposal for establishment of a Public Trust made up of local, county, state and other designated representatives who would assume management responsibility over all Bureau of Land Management (BLM), National Park Service (NPS), U.S. Fish & Wildlife Service (USFWS) and U.S. Forest Service (USFS) lands contained within Moffat County. Public release of the proposal generated broad press coverage in the West. Because the Trust could not be implemented within the existing authority of the Department, the Moffat County Commissioners

re-issued a proposal B *Northwest Colorado Working Landscape Pilot Project Proposal* B intended to be consistent with the existing administrative authority of the Department.

Project Description – The *Northwest Colorado Working Landscape Pilot Project Proposal* calls for the BLM to work with Moffat County “to find ways consistent with the Secretary’s 4 C’s agenda to implement elements of the proposed pilot project.” Specifically, the project proposal requests that consideration be given to development and adoption of a pilot citizen-based conservation initiative on federal lands (initially BLM only; NPS and USFWS lands to follow in subsequent phases) that would be:

- \$ consistent with the social and ecological parameters of a *working landscape* framework;
- \$ firmly anchored in consensus-based community planning;
- \$ committed to a policy of *net conservation gains* landscape-wide;
- \$ committed to a policy of *multiple use* linked to *multiple responsibilities*; and
- \$ implemented by a *science-based* policy of *outcome-based performance management*

The Moffat County Commission has advanced the proposal in the belief it offers an opportunity “to integrate human activity with conservation activities” in a manner most consistent with (a) sustaining human communities, (b) fostering viable local economies, and (c) ensuring ecosystem landscape health *through restoration and subsequent conservation and sustainable use*.

The *Northwest Colorado Working Landscape Pilot Project Proposal* is a landscape restoration initiative offered in partnership between the BLM and Moffat County, with local government, individuals and organizations playing a critical and participatory role in both restoration project planning and plan implementation. U.S. Fish & Wildlife Service and National Park Service lands and administration (Brown’s Park National Wildlife Refuge and Dinosaur National Monument) are proposed to be included in the project at some point in time. Restoration and conservation-support activities identified by the County and the BLM include:

- Fire and Fuels Management
- Management for desired plant communities
- Management of air quality and water quantity and quality
- Improvement of wildlife habitat (e.g., sage grouse)
- Listed species recovery (e.g., black-footed ferret)
- Noxious weed control
- Appropriate mixing of energy development and conservation
- Net conservation gain in all land use activities
- Development of long-term funding for conservation

Three administrative steps are proposed for implementation of the proposal. One, the planning process for the project (revising the Little Snake RMP) will be community-driven and consensus-based; the community alternative is proposed to be adopted as the BLM preferred alternative. Two, the new RMP will provide the procedural (NEPA and administrative) foundation for adaptive, outcome-based management. Three, implementation of restoration and management activities within the outcome-based performance framework of the plan will be conducted to the extent possible in partnership with individuals, citizen groups and local government using an array of cooperative agreements, contracts and other partnering devices. The state’s regional RAC will participate in project planning and implementation, and provide oversight, advice on

monitoring, and support (including, if feasible, fund-raising) through sub-groups and/or technical range teams.

Barriers and Other Considerations – The original Moffat County proposal -- *Northwest Colorado Working Landscape Trust* – may be confused in the minds of some agency and public parties with the current working landscape proposal, which does not entail transfer of management authority to a Trust entity. This could lead to misunderstanding and conflict on the goals and objectives of the proposed initiative. Wilderness is also a contested issue in Moffat County and may be a source of contention in project implementation. Similarly, proposed energy development in the Vermillion Basin could also give rise to conflict within the project area. Most significantly, the Moffat County proposal would involve Interior agencies and lands other than BLM. This represents a major challenge as well as opportunity for the Department to engage in landscape-level management that is inclusive of all land authorities and ownerships.

Expected Principal 4 C's Contribution – Establishment of new institutional arrangements for direct citizen involvement in the restoration, management and long-term stewardship of BLM lands *and other Interior-managed lands* at the landscape level.

(3) Lemhi County Planning and Restoration Project

Project Highlight – Landscape restoration through land transfers, partnering agreements and coordinated plans with communities and other agencies

Project Location – East-Central Idaho

Project Status – In various stages of proposal, planning and implementation

Project's Principal 4 C's Tools/Innovations – BLM land transfers for conservation easements on private lands, BLM-landowner restoration partnerships, coordinated planning and management between federal, state and local governments, cooperative and assistance agreements, and cooperative land use planning

Project's Population Focus – Primarily rural; local communities, land users and participating state, county and city governments

Project Background – The Salmon Field Office is located in Lemhi County, Idaho. Lemhi County comprises about 2.9 million acres, of which 92% is public owned (federal and state). The economy of the area is heavily dependent upon these public lands, as there is little private land base. The social and cultural customs of the area have always been tied to the traditional extractive industries of mining, logging, and ranching. As these traditional industries have declined in recent years, forward-thinking individuals in Lemhi County have looked for new ways to protect the values of the community and ensure continued economic prosperity. These individuals have come together to form partnerships with a common goal of protection of the environment while allowing for development to serve the social and cultural needs of the community and nation.

Project Description – The Lemhi County Planning and Restoration Project is comprised of an array of activities in various stages of proposal, planning or implementation. The partnerships that underlay these efforts are coordinated by the BLM's Salmon Field Office and include:

- **Upper Salmon Basin Watershed Project-** This project involves a number of federal and state partners along with private landowners in restoration of fish habitat for anadromous and resident fish on a holistic watershed basis.
- **Coordinated Weed Management-** The Salmon Field Office is partnering with city, county, state and other federal agencies for the control and eradication of noxious weeds within the county.
- **Cooperative Riparian Management Agreement-** This agreement was established after the ESA listing of chinook salmon in an effort to improve riparian conditions throughout Lemhi County to preclude further ESA listings.
- **Coordinated Lewis and Clark National Historic Trail Planning-** The Salmon Field Office has entered into assistance agreements with Lemhi County and the City of Salmon for planning for the upcoming Lewis & Clark bicentennial, including funding for the Sacajawea Center, a city-owned interpretive and educational center.
- **Coordinated Sub-Basin Planning-** The field office has led efforts culminating in a Lemhi sub-basin assessment, and involving numerous federal, state, and local partners. This was done under the umbrella of the Department of the Interior's Columbia Basin Ecosystem Management Project.
- **Coordinated Watershed Planning-** The field office has been involved with three cooperative watershed level planning efforts done within the framework of ecosystem analysis at the watershed scale.
- **Cooperative Fire Management Planning and Implementation-** The BLM recently completed an Interdisciplinary Activity Plan for Fire Management that involved state and federal agencies, tribes, and the interested public in fire planning.
- **Cooperative Land-Use Planning-** The Salmon Field Office has begun an effort, along with City of Salmon and Lemhi County partners, in comprehensive land-use planning. This partnership is designed to determine the best areas for growth, in order to protect the character, customs, and social values of the local community. Partners include the City of Salmon and Lemhi County.

The Sonoran Institute is also participating as a partner in the Cooperative Land-Use Planning initiative. The Institute's involvement is summarized below:

Sonoran Institute Project Addendum

In 2000, a group of ranchers and public land managers in Salmon, Idaho, invited the Sonoran Institute to help them improve the viability of the 70,000-acre Diamond Moose Grazing Association's grazing permit on national forest land west of the Salmon River. The permittees have sustained significant losses to wolf predation. Subsequent mitigation efforts have not been successful, and permittees are now interested in finding alternative forage for their cattle and exploring stewardship contracting with BLM. The Sonoran Institute is currently working with ranchers on ways to secure alternative private forage. A local steering committee of landowners, county commissioners, economic development specialists, and federal land managers is exploring various options to purchase easements on deeded land to further prevent the fragmentation of agricultural lands and wildlife habitat along the Salmon River. The steering committee has embarked on a critical mapping exercise to identify lands

Sonoran Institute Project Addendum Con't

within the county of high ecological and agricultural value for conservation and protection purposes.

In Spring 2002, a team of officials from Lemhi County attended a training workshop, sponsored jointly by the Sonoran Institute and the National Association of Counties. The workshop exposed county officials to state-of-the-art thinking about how to manage burgeoning growth while protecting significant local assets. Of particular concern to county officials was the decline in local agriculture, as ranch and farmlands are being converted into subdivisions primarily for retirees moving to Lemhi County.

The Sonoran Institute is now assisting Lemhi County in developing a new comprehensive plan, including zoning and subdivision regulations. County officials already have provided political and financial support for the mapping study, which will generate important information for their planning efforts. They also are exploring with the BLM the possibility of a land exchange, whereby farmers and ranchers would receive ownership of BLM lands of low ecological value in exchange for permanently protecting their agricultural lands from development with conservation easements.

Lemhi County's leadership in managing growth presents a tremendous opportunity to mitigate livestock-wolf conflicts, maintain wildlife connectivity through the Salmon River drainage, and protect threatened working landscapes from fragmentation due to residential subdivisions. The timing is right to work with landowners, who are willing sellers of grazing and development interests; grazing permittees, who are interested in exploring innovations on grazing leases that are of marginal utility in traditional uses; the county, which is embarking on a new round of land-use planning; and federal agencies, which are now willing to cooperate with local stakeholders in land management prerogatives to reflect changing public values. Moreover, there is real potential to develop a high-profile success story in Idaho where there is a dire need to demonstrate the benefits of locally driven conservation.

Barriers and Other Considerations – The BLM's Salmon District received high levels of agency funding for initial planning and implementation of elements of the project. Funding has fallen significantly, and will likely continue to decrease in the future. Continuation of the project will depend on non-traditional funding, particularly through the BLM's partnerships with the community and with non-profit groups such as the Sonoran Institute.

Expected Principal 4 C's Contribution – Integration of multiple partnership projects into a coordinated and comprehensive working landscape initiative capable of incorporating citizen-based stewardship in essential planning and management functions.

(4) Steens Mountain Cooperative Management and Protection Area Project

Project Highlight – Congressionally-legislated landscape management project to conserve, protect and manage the long-term ecological integrity of Steens Mountain and to maintain the cultural, economic, environmental and social health of the surrounding area. The project is guided by a citizen Advisory Council and implemented through volunteerism, broad collaboration between BLM and stakeholders, and cooperative management.

Project Location – Southeastern Oregon

Project Status – Underway; first phase implemented

Project's Principal 4 C's Tools/Innovations – The Steens Mountain project was enabled through special legislation: the Steens Mountain Cooperative Management and Protection Act of 2000 (Act). The Act provided for five land exchanges totaling 120,000 acres. The project's 4 C's significance is twofold. First, it has been largely successful in establishing a viable landscape-level solution to conflicting rural and urban and user-group interests in a way that integrates a

sustainable, working landscape with special conservation designations. Second, it has consistently and thoroughly involved citizen groups, landowners, land-users, local and state governments and cooperating federal agencies in the planning and implementation of the Act's mandate. The 4 C's tools used in implementation include a citizen's advisory council, memorandums of understanding with federal and non-federal partners and reliance on volunteer assistance for project activities.

Project's Population Focus – Rural-urban mix; includes affected land users, adjacent rural communities, local governments, urban conservation groups and other urban stakeholders with interest in wilderness and outdoor recreation

Project Background – During the last administration, a number of public lands across the West and Alaska were newly designated as National Conservation Areas, National Monuments, Wilderness Areas, Wilderness Study Areas, Wild and Scenic Rivers, and National Scenic and Historic Trails to help protect some of the nation's most remarkable and rugged landscapes. Steens Mountain with its extraordinary landscape (volcanic uplifts, deep glacial carved gorges, stunning scenery, wilderness, wild rivers, and a rich diversity of plant and animal species) was one of the areas the past administration considered deserving of special designation. However, many residents within the area of Steens Mountain were opposed to a National Monument designation. When faced with the challenge of what designation would be appropriate, local citizens strongly supported an Oregon-initiated solution.

Project Description – Through a bipartisan Congressional effort and extensive collaboration among a wide array of local, regional, and national interests, the Steens Mountain Cooperative Management and Protection Act of 2000 (Act) was passed. The Act addressed to the extent possible the interests of both local residents and urban conservation advocates. Some of the special features of the Act include:

- Creation of the Steens Mountain Advisory Council (SMAC)
- Creation of a 900,000-acre mineral withdrawal area; a 425,550-acre Cooperative Management and Protection Area (CMPA); 169,465 acres of public land to create the Steens Mountain Wilderness Area of which 97,071 acres are a No Livestock Grazing Area (the first of its kind); two new Wild and Scenic Rivers and two new segments to the existing Donner und Blitzen River; a Wildland Juniper Management (Demonstration) Area; and a Redband Trout Reserve
- Provision for five land exchanges totaling 120,000 acres to acquire inholdings in the Wilderness and No Livestock Grazing Area
- Mandate to maintain the cultural, economic, ecological, and social health of the Steens Mountain area
- Provisions to provide for, expand, maintain and/or enhance cooperative and innovative management activities/practices between public and private landowners
- Assurances for traditional access to cultural, gathering, religious and archaeological sites by the Burns Paiute Tribe
- Mechanisms to promote and foster cooperation, communication, and understanding and to reduce conflict between Steens Mountain users and interests
- Commitment to promote viable and sustainable grazing, recreation operations and historic uses on private and public lands in the project area
- Commitment to conserve, protect, and manage Steens Mountain for healthy watersheds and long-term ecological integrity

At the heart of the Act is the purpose and process by which to conserve, protect, and manage the long-term ecological integrity of the Steens Mountain Area – a citizen-based initiative using a collaborative process that fosters cooperative management between private landowners, local and regional interests, and BLM. The Act is unique in its depth of special designations and prescriptions for management direction. Although complex, the Act presents a prime opportunity for the BLM to showcase not just a landscape rich in natural resource diversity, but also its ability to effectively work with the local community, governments, tribal and special interests, and landowners to manage for ecological integrity while providing for traditional uses which include continuance of a working landscape throughout many areas of the project.

The Steens Mountain Advisory Council is one of the major 4 C's outcomes of the project. Created by the 2000 enabling Act, the council's membership was appointed by the Secretary of the Interior on August 14, 2001. The SMAC's purpose is to provide representative counsel and advice to the BLM regarding (1) new and unique approaches to management of the land within the bounds of the Steens Mountain Cooperative Management and Protection Area (CMPA), (2) cooperative programs and incentives for landscape management that meet human needs, maintain and improve the ecological and economic integrity of the area and (3) preparation and implementation of a management plan for the Steens Mountain Cooperative Management and Protection Area (CMPA).

The SMAC represents a broad array of interests such as dispersed recreation, mechanized or consumptive recreation, wild horse management, recreational permit holder, private landowner, grazing permittees, fish and recreational fishing, environmental representation from the state and local level, the Burns Paiute Tribe and a state government liaison (nonvoting member) as specified in the legislation.

Project outcomes to date include:

- The SMAC has already held ten meetings since its inception and has made recommendations to the BLM regarding environmental assessments, recreation, interpretation, Land and Water Conservation Funding, the Interim Management Policy, project implementation, wilderness zoning, wild horse and burro gathers, Wildland Juniper Area appropriations, and the Roaring Springs land exchange which was an integral part of the Act. They are currently tackling the difficult issue of transportation and recreation within the CMPA. The transportation plan will be an essential part of the Resource Management Plan required by the Act. The group's top three priorities are transportation, recreation and wildlife.
- The five legislated land exchanges were completed in April 2002. A NEPA issue was raised early on by a conservation organization, and the Western Lands Project. However, landowners, other environmental groups and Congressional staffs worked collaboratively to expedite the exchanges, pursuant to the Act. There has been no negative reaction to these exchanges.
- The U.S. Fish and Wildlife Service (Malheur National Wildlife Refuge), Harney County Court, City of Hines, City of Burns, Oregon Department of Fish and Wildlife, and Oregon Department of Environmental Quality have all signed Memorandums of Understanding to be cooperating agencies in the BLM planning effort. The Burns Paiute Tribe, the City of Burns, and Oregon Department of Fish and Game have all shown in interest in becoming a cooperating agency as well. The RMP continues to be on schedule for

completion in October 2004.

- NEPA has been conducted, along with extensive outreach to landowners and environmental groups, for the implementation of projects proposed to achieve the legislated “no livestock grazing area.” The first phase of this implementation has been initiated, and there is interest from landowners and environmental groups to expedite project construction.
- The Steens Mountain Wilderness was created to provide for the ecology integrity of the mountain. Major routes (Loop Road) adjacent to the Steens Mountain Wilderness were left out of wilderness to continue to provide access to the Mountain. Boundary signing has been completed.
- The Harney County Chamber of Commerce, a subcommittee of the SMAC, landowners, and BLM through a Memorandum of Understanding have worked collaboratively and designed a unique portal sign (within BLM guidelines) into the CMPA. Their efforts are now focused on a road advisory sign, an information kiosk, and possible development of a public wayside/rest area.
- Volunteers have been instrumental in the removal of unwanted fence within the no livestock grazing area.

Barriers and Other Considerations – The legislation authorizing the Steens Mountain project is vague and/or sometimes contradictory in several of its provisions, creating some disharmony among local residents, special recreation permit holders, grazing permittees, and BLM.

Expected Principal 4 C’s Contribution – A citizen-based landscape management solution to conflicting land goals and land uses relying on cooperation and collaboration among multiple partners for multiple outcomes spanning the spectrum of working landscapes to special protected areas.

[Note: The Working Group discussed at length support for or development of 4 C’s projects that encourage and allow communities to establish their own versions of special landscape designations that may or may not entail formalization as National Monuments, National Recreation Areas (NRA), etc. The Working Group was particularly concerned that local fears of “land lockups” and fears by various interest-based communities of “exclusion” of their activities under certain designations was pre-empting needed conservation action and precluding otherwise beneficial designations. The Steens Mountain project is an example. It is an Oregon-based alternative to a locally-unpopular National Monument designation. Not all alternatives to formal Monument designation require legislation, however. The Working Group strongly recommends that one or more 4 C’s projects be considered for landscapes recognized as areas of special use but without formal Monument or NRA designation. These projects would entail partnerships between BLM and local communities and citizen groups to explore place-based alternatives to formal designations – or modifications to pre-existing formal designations – that address local concerns. In all instances, BLM should constrain its role to working with the community to arrive at acceptable alternative designations. Such designations should evolve from a bottom-up process of community deliberation, assisted by BLM but without any imposition by BLM of a preferred solution.]

Community-Based Planning and Plan Implementation Projects

(5) Bradshaw Foothills Resource Management Plan Project

Project Highlight – Development of an effective community-based planning model applicable westwide.

Project Location – South-central Arizona

Project Status – RMP in mid-development stage; scoping process completed and now entering alternative formulation stage

Project's Principal 4 C's Tools/Innovations – Community-based planning

Project's Population Focus – Primarily urban; Phoenix greater metropolitan area and surrounding communities

Project Background – Phoenix has experienced extreme growth levels over the last decade. Much of this growth has been in the north valley, towards the Bradshaw Mountains. The Bureau of Land management manages over 60 percent of the land in the lower elevations. Urban interface conflicts are increasing as growing numbers of the public utilize the area for recreation. OHV use has shown a marked increase as well as equestrian sports and hiking. Recreational shooting is increasing conflict with other forms of recreation, creating unsafe conditions when non-shooting recreationists frequent what are now open shooting areas. There is also a growing demand by developers for more land, bringing pressure for land exchanges or other land tenure adjustments.

Project Description – The rapid growth of Phoenix and the attendant urban interface conflicts have made the existing Bradshaw Foothills Resource Management Plan obsolete. In 1998, to set the stage for a plan amendment, the Phoenix Field Office (PFO) instituted an effort to better identify the land users and to engage them in a collaborative dialog. The Field Office hosted a “Learning Communities” workshop sponsored by the National Training Center in conjunction with James Kent and Associates, drawing in members of user groups, local elected officials, community leaders and the interested public. As a result of that gathering, PFO continued to engage communities, establishing working relationships with a number of communities including Castle Hot Springs, Black Canyon City, Cordes Junction, Wickenburg and Phoenix.

The Phoenix Field Office is now taking the community-based philosophy forward into the Bradshaw Foothills Planning effort. Community outreach efforts in the form of numerous public meetings and workshops have been conducted over the last year and a half, enhancing the previously established community relationships with PFO. The public has enthusiastically supported this approach and to date there has been great success in bringing diverse and often-conflicting user groups together. The planning effort is currently at the end of the scoping stage and moving into alternative formulation.

This community-based planning initiative is a major step in developing effective community-based planning models that are applicable to other urban interface areas in the West. The effort exemplifies and develops to new levels of innovation and implementation a non-traditional collaborative planning process for BLM that makes citizen stewardship the guiding principle in plan formulation and implementation. Because the project is now in the beginning stages of the formal NEPA/planning process, it presents a unique opportunity to develop and hone a 4 C's approach to community-based planning that exemplifies urban interface issues and that enjoys wide support in the public sector.

Barriers and Other Considerations – The Bradshaw Foothills project exemplifies one of the dilemmas of community-based planning that has hindered adoption of this promising 4 C’s tool. Community-based planning requires “up-front” preparation and costs that are not required of traditional, top-down planning. Citizen training and preparation for community-based planning, not to mention BLM staff capacity building, is time consuming. Moreover, the process of citizen participation – of citizens driving the planning process – is more complex, more time-demanding and more costly than unilateral plan preparation by the agency. As a result, plans formulated with and by community participation can take months longer to complete than traditional planning documents, and at a far greater initial cost. This has discouraged many BLM offices from engaging communities fully in the planning process.

BLM managers, for example, are subject to performance evaluations based on criteria such as number of plans completed within a specific time period. This discourages local agency support for more time-consuming and costly 4 C’s approaches to planning that are innovative and incorporate, as well as rely upon, citizen direction and stewardship. Not considered in agency performance evaluations are the long-term advantages of community-based planning. Offsetting their upfront time demands and costs are their long-term avoidance of appeals and litigation. Unlike conventional agency-driven plans, community-based plans are subject to far less administrative and judicial challenge. This in itself advances the 4 C’s. More to the point, the total commitment of agency time and resources to community-based plans is less than that allocated to conventional plans when both plan preparation and post-plan appeals and litigation are factored into the overall assessment. The Working Group strongly advises that the assessment of community-based planning be based on all relevant factors, and not just time and costs required for completion of the initial planning document.

[Note: The Working Group has identified two additional variables that are pertinent to community-based planning.

- One, it is important to involve staff in all aspects of community outreach. This increases upfront planning costs but, in the long-run, reduces conflict that might otherwise be associated with planning products and their implementation.
- Two, the costs of community-based planning can be significantly reduced if developed within a framework of adaptive management. BLM plans last for up to 20 years, and, for the most part, field offices treat those plans as relatively unchanging. To produce a plan that is sufficiently durable to withstand twenty years without substance amendment, the planning process must incorporate copious – and expensive – amounts of data. In contrast, adaptive management plans require a less robust and, therefore, less expensive and time-consuming data base by virtue of their reliance on monitoring to update and revise plan activities on a continuous basis. Not only does adaptive management translate into reduced planning costs, but it equates to plans that are more dynamic, flexible and suitable to a changing natural and socio-economic environment.]

Expected Principal 4 C’s Contribution – The Bradshaw Foothills Project will provide an important model for development and application of community-based planning tools applicable to highly urbanized areas that are characterized by multiple resource use conflicts.

(6) Galisteo Basin Project

Project Highlight – A BLM/citizen-county partnered community-based plan to protect open space, traditional culture and archaeological values in the Galisteo-Santa Fe area.

Project Location – Northern New Mexico

Project Status – Proposal stage; discussions now underway with affected communities; planning effort has begun for the Cerrillos Hills with a decision due this spring.

Project's Principal 4 C's Tools/Innovations – Community-based planning where the community's proposal for the Galisteo Basin would be adopted by BLM as the preferred alternative in the NEPA process. Plans for individual communities would be incorporated into a general basin plan.

Project's Population Focus – Primarily urban; the city of Santa Fe and communities in Santa Fe County, including the Cerrillos area to the southwest of Santa Fe

Project Background – Santa Fe, New Mexico, is experiencing accelerated growth at the urban interface. Similarly, Santa Fe County is one of the most rapidly growing areas of the state. Major issues that need to be addressed through comprehensive planning include: protection of natural and cultural resources; assurance of a reliable water supply; illegal dumping; management of OHV use; protection of local culture; and community participation in land and resource management activities.

Project Description – Local communities want to balance conservation and open space protection with the demands for growth and land development in the greater Santa Fe area. Local communities have been very supportive of recent acquisitions of undeveloped land by BLM and local government for the purpose of protecting open space in a fashion consistent with the ongoing need to accommodate population growth. The communities are particularly concerned about balancing future changes brought by urbanization with the protection of their existing traditional and largely non-urban life styles.

The BLM has been working with local governments, communities and interest groups such as the Trust for Public Lands to acquire properties critical for the protection of open space in the rapidly expanding greater Santa Fe area. Preliminary discussions are now taking place on a community-based effort that would achieve this goal, while at the same time allowing for managed growth consistent with the traditional, small-clustered-community character of the area. A key part of the community planning initiative and an essential part of determining pattern and extent of growth in Santa Fe County, will be the manner in which the area's restricted water supply – much of which is accessible only on or across BLM lands -- is addressed.

The project is envisioned as a partnership between BLM, local government and affected communities. It will utilize consensus-based planning on BLM lands and will designate the community's action proposal as the preferred alternative in the NEPA documentation process. Preparation is now underway to develop such a community-based plan in the Cerrillos area to the southwest of Santa Fe. Known as the Galisteo Basin, the project will help local citizens and local government better protect open space and the integrity of surrounding communities while simultaneously providing protection for the area's rich archaeological heritage and conservation stewardship to the area's native range and wildlife.

Barriers and Other Considerations – The institutional barriers discussed under the Bradshaw Foothills project apply here as well: extended time frames for community participation, agency focus on plan completion rather than the success of the project as a whole. Procedures for aggregation of community plans into a general plan (the process currently flows the other way: general plans to specific plans) are not in place. Implications for NEPA compliance, such as cumulative impact analysis, will have to be accommodated. In addition, there is a general distrust and reluctance to work with governmental agencies within some of the communities who will need to be involved in the project. Pending legislation specific to the protection of cultural resources, and associated commitments and timeframes, if passed, will have to be worked into the process.

Expected Principal 4 C's Contribution – Community-based plan that will serve as the BLM's preferred alternative in the NEPA documentation process, as well as a final plan that governs activities within the area and is a product of, and necessitates, community participation.

(7) Las Cruces Community Viz Project

Project Highlight – Use of Community Viz computer simulation model to facilitate community-based planning and coordination of BLM and Dona Ana County land-use plans.

Project Location – Southwest New Mexico, Las Cruces and Dona Ana County, NM

Project Status – Proposal stage

Project's Principal 4 C's Tools/Innovations – Coordination of BLM and Dona Ana land plans through community-based planning enhanced by the Community Viz computer model

Project's Population Focus – Mixed urban and rural; Las Cruces metropolitan area and surrounding rural communities and settlements in Dona Ana County

Project Background – The Orton Family Foundation is a nonprofit, private operating foundation working with small cities and rural communities as they cope with rapid economic, social and environmental change. The foundation has developed Community Viz, a computer simulation model for city and community growth that has broad applications in land-use planning, natural resource management, urban planning, community planning, and landscape architecture. Community Viz allows users to depict their current community structure and growth pattern visually on computer screens and then to project that structure and growth pattern into the future based on a number of different development scenarios. These scenarios – all visually depicted – provide local governments and residents with an effective tool to undertake responsible land use planning consistent with the values of those cities and rural communities.

Project Description – The BLM proposes using Community Viz in the planning efforts of the Las Cruces Field Office in coordination with Dona Ana County for joint planning exercises to update the land management plans for that area. The BLM is in the midst of updating and revising many of its land use plans. In order to implement plans which reflect the full scope of public land use as well as the needs and concerns of the surrounding community, the BLM is working closely with local governments to coordinate land use planning efforts and to factor into such plans those activities which occur at the critical wildland-urban interface. Community Viz will be a critical part of these efforts.

Community Viz is a GIS-based software program that will allow the Las Cruces BLM Field office, local governments and the Las Cruces-Dona Ana County community to visualize hypothetical growth scenarios through aerial views of development patterns. Most critically, Community Viz will facilitate and foster community involvement and participation with BLM and local governments in determining the future of their city and communities. It will provide a technological foundation for community-based planning that better informs and prepares citizens to make long-term decisions about growth and open space conservation.

Barriers and Other Considerations – None

Expected Principal 4 C's Contribution – Coordinated BLM-County land-use plans; broad community-based participation in planning development fostered by Community Viz Technology; and synchronization of federal and local land-use goals and objectives

(8) Catron County Management Initiative Project

Project Highlight – Joint BLM and County management of public lands formalized by and incorporated into the Socorro plan revision.

Project Location – Southwest New Mexico, Socorro Field Office

Project Status – Proposal stage

Project's Principal 4 C's Tools/Innovations – Community formulation of alternatives in land planning process and development of a joint BLM-Catron County management initiative for public lands lying within the county's political boundaries

Project's Population Focus – Primarily rural; county government, local communities and local land users; minor participation anticipated from interested public in Arizona (Tucson-Phoenix) and New Mexico (Santa Fe-Albuquerque-Las Cruces)

Project Background – Catron County has been significantly impacted by declines in timber and livestock production on both National Forest and BLM lands. Moreover, Catron County has long advocated greater county involvement in federal land-use planning and increased coordination between federal and local land-use plans. In addition, the county has sought an active role for itself and its citizens in management and stewardship of federal lands.

Project Description – The BLM is proposing to establish a joint management initiative with Catron County. Currently, the Socorro Field Office is in the early stages of a Plan revision, which will allow incorporation of the initiative into the planning effort. Community involvement will be emphasized in the development of the plan, including formulation of NEPA alternatives and the supporting analysis for those alternatives. It is anticipated that the overall planning effort will contribute significantly to new forms and processes of community participation in public land planning.

To ensure maximum community involvement in the planning process, BLM is developing problem solving workshops that will bring the communities in the planning area to the table to help address issues they raised in the scoping process. The outputs from these workshops will

help in all aspects of the proposed community-driven planning process – particularly in alternative formulation. To facilitate place-based alternative formulation, BLM will ask the counties in the planning area to bring to the process their sources of data which address the scoping issues. In addition, BLM will use in cooperation with local county governments the Sonoran Institute's Economic Profile System as a tool in this planning effort.

Catron County's active participation in the planning effort will be essential to establishing the foundation for the joint management project in the Plan revision. BLM and the county are reviewing the Moffat County proposal for elements that might be appropriate to the joint management initiative. In addition, the National Fire Plan and the President's Healthy Forests Initiative provide tools and afford opportunities to engage the county in the daily management of BLM lands lying within its political boundaries.

Barriers and Other Considerations – The Socorro Field Office has not previously engaged communities in land-use planning to the degree proposed. Neither local communities nor BLM staff has the skills and experience needed for successful community-based planning. This deficiency will have to be addressed with appropriate capacity building. In addition, a management partnership between BLM and the county may require incorporation of adaptive management in the Plan revision. Moreover, past events in Catron County's recent history could spark conflict with conservation groups in surrounding urban areas. To minimize conflict, it is essential that the community-based planning process be transparent and inclusive.

Expected Principal 4 C's Contribution – New model of community and county participation in the BLM land planning process and pioneer development of BLM-citizen co-management partnering agreements that will significantly expand the citizen role in long-term stewardship of public lands.

(9) Farmington Plan Amendment Implementation Project

Project Highlight – Development of foundation through community-based planning to engage Farmington community in the implementation of the Farmington Field Office plan amendment.

Project Location – Northwest New Mexico

Project Status – Plan implementation will begin upon completion of the Farmington planning amendment in May, 2003.

Project's Principal 4 C's Tools/Innovations – Expanded scoping for greater community input into the planning process and subsequent community participation in plan implementation for key local issues such as transportation and oil and gas site maintenance and rehabilitation.

Project's Population Focus – Rural and urban mix; local government, affected towns and broad range of public land users, mostly in NW New Mexico

Project Background – The Farmington Field Office will complete a plan amendment in May, 2003, affecting a broad range of land uses and users. In order to expand public participation in the planning process, the BLM took action prior to the initiation of the Farmington Plan amendment. The agency hired a contractor to do extensive community outreach that exceeded normal expectations for the scoping process. The contractor went to numerous gathering places

in the Farmington area to interview local people. His interviews yielded a number of findings that BLM included in the plan amendment and that have subsequently provided the basis for citizen involvement in plan implementation.

Project Description – Expanded citizen involvement in the planning process allowed BLM to identify issues and needs based on information that would not have been accessible through the normal scoping process and was not known to local government. In previous planning efforts, BLM would have missed these issues and findings and would have had to amend the plan at some later date to address them – or, in a worse case scenario, would simply have had to delay a decision until the next planning cycle.

Up-front citizen participation in the planning process is the foundation for the Farmington plan implementation project. Having identified major public issues and findings through expansive public participation, BLM is looking to citizens and local government to play in a key role in implementing plan activities.

For example, early and extensive citizen involvement in formulating the Farmington plan has already resulted in two citizen-based implementation initiatives. One initiative is led by the rancher working group. Its efforts are focused on implementing plan provisions for improving oil and gas site maintenance and rehabilitation. With BLM support, the group intends to be actively involved in all aspects of plan implementation relating to oil and gas. Another initiative is the citizen-based transportation working group. It is working on current road maintenance issues and will assist in the implementation of all transportation aspects of the plan. This latter initiative will help identify future growth concerns within the greater Farmington area and address the expansion needs of surrounding communities.

BLM, in partnership with local government and citizen groups, intends to expand citizen involvement in plan implementation into other issue and activities. The Farmington plan implementation project will help demonstrate and develop processes for community involvement in the implementation of BLM resource management plans.

Barriers and Other Considerations – None

Expected Principal 4 C's Contribution – Increased participation in and new roles for citizen implementation of land-use plans and citizen stewardship of public resources

(10) Las Cienegas National Conservation Area Project

Project Highlight – Citizen implementation of the Las Cienegas National Conservation Area community-based plan within an adaptive management framework.

Project Location – Las Cienegas National Conservation Area, Southern Arizona, near Tucson

Project Status – Final plan decision imminent; plan implementation set to begin in 2003

Project's Principal 4 C's Tools/Innovations – Community-based planning (Sonoita Valley Planning Partnership proposal adopted by BLM as preferred alternative) and citizen-based implementation of the plan, including an adaptive management component.

Project's Population Focus – Primarily urban: participating communities include Sonoita, Elgin, Patagonia, Huachuca City, Sierra Vista, Nogales, Tucson and Phoenix

Project Background – In 1995 the Bureau of Land Management decided to take a collaborative approach to planning for the Empire-Cienegas planning area. The 170,558-acre planning area encompasses 49,000 acres of Public Lands which in December 2000 would become the Las Cienegas National Conservation Area. The collaborative effort resulted in the formation of the Sonoita Valley Planning Partnership, a voluntary association of federal, state and local agencies and communities, organizations, and people who share a common interest in the future of land resources in the Sonoita Valley. Members include the communities of Sonoita, Elgin, Patagonia, Huachuca City, Sierra Vista, Nogales, Tucson and Phoenix; the National Forest Service, BLM, National Resources Conservation Service, U.S. Geological Survey, Arizona Game and Fish Department, Arizona State Land Department, Pima County Parks and Recreation and planning and Flood control, and Santa Cruz County as well as numerous special interest groups and private citizens. The planning area is experiencing many complex issues associated with the rapid growth of smaller southeast Arizona communities and the urban influences of the Tucson area. Culture clashes and resource conflicts are occurring more frequently as outdoor recreationists increasingly utilize the area. The planning partnership met monthly for four years working with BLM to develop alternatives which were presented in the fall of 2002 in the Draft Las Cienegas Resource Management Plan and Environmental Impact Statement. The Plan received only one protest, from the Center for Biological Diversity, displaying unprecedented, wide-ranging support from public land users. The success of the planning effort has become regionally famous and hence has garnered strong political support from both parties. It is expected that the protest from the Center for Biological Diversity will be dismissed in the next few months, setting the stage for implementation of the plan.

Project Description – Las Cienegas NCA is a success story for community-based, consensus planning of BLM lands and land use. Not only did a bottom-up community-based effort, in partnership with BLM and other state and federal agencies, formulate the preferred alternative for management of the NCA, but the final plan is proving itself largely immune to substantive challenge – an indication of broad support for its goals and the strength and ability of community-based plans to minimize appeals and litigation. The next stage of the planning effort is implementation of the plan's provisions and activities, utilizing, in part, an adaptive management component. BLM and the Sonoita Valley Planning Partnership seek to extend and institutionalize the collaborative effort that completed the difficult planning phase and extend it to citizen implementation of the plan. Because the plan is highly visible, enjoys wide support, and is a priority for BLM Arizona, the project's probability of success is high. Development of an implementation schedule and finding and securing collaborative methods of funding the citizen-participant projects will be the focus of the Las Cienegas NCA project.

The Sonoran Institute is also working in cooperation with BLM and the Sonoita Valley Planning Partnership. It submitted to the Working Group an addendum to the BLM's project description for the Las Cienegas NCA project.

Sonoran Institute Project Addendum

In 2000, along with our community partners, the Sonoran Institute was instrumental in securing establishment of the 142,000-acre Las Cienegas National Conservation Area, protecting the large tract of native grasslands and lowland corridor in the region. We subsequently worked on the creation of a stakeholder-driven management plan for Las Cienegas NCA that includes an adaptive, management and monitoring component.

Sonoran Institute Project Addendum Con't

However, when Las Cienegas was created, approximately 50,000 acres at the north end of the watershed were left out of the initial federal designation (the "missing link"). Although these lands link the NCA to national park and forest lands in the Rincon Mountains east of Tucson, they comprise a mix of state, county, and private lands, which raised concerns in the Arizona State Land Department about how they would be acquired and managed. The NCA legislation required that the Secretary of the Interior submit a report to Congress within two years that describes "the most effective measures to protect these lands".

The Sonoran Institute has spent the last 15 months developing the protection strategy, in partnership with the US Bureau of Land Management and National Park Service. What remains to be completed is to implement the strategy for protecting the "missing link" in the next two years and ensure that management of Las Cienegas National Conservation Area continues to protect its biological and recreational values through its stakeholder process, the Sonoita Valley Planning Partnership.

We envision an ad-hoc organization with a governing board comprised of land managers, landowners, and local stakeholders including ranchers, recreationists, and other land users. Similar collaborative management areas through the West include: Steens Mountain Cooperative Management and Protection Area in Oregon; the Blackfoot Challenge in Montana; and the Valles Caldera National Preserve in New Mexico. This approach works particularly well in areas like the "missing link" where there are multiple federal, state, and county land owners/managers; diverse private landowners; and pressure from development and recreation.

Barriers and Other Considerations – The Las Cienegas NCA project has or will incorporate many of the most innovative and citizen-based 4 C's tools available to the BLM, including: consensus-based community planning (designating the community proposal as the BLM preferred alternative in NEPA documentation), citizen implementation of the plan, and an adaptive management framework and strategy for plan implementation. Innovation can attract appeals and litigation, as it has in the Eastern Nevada Landscape Restoration Project. However, the attention given to citizen participation upfront in the Las Cienegas NCA planning process will largely insulate these 4 C's innovations from pre-emptive challenge.

Expected Principal 4 C's Contribution – Broad participation of the public in the implementation of the Las Cienegas plan within an adaptive management framework; potential model for planning and plan implementation on other units of the National Land Conservation System.

Community-Based 4 C's Partnerships and Agreements

(11) Moab, Utah, Community Collaboration Project

Project Highlight – Comprehensive integration and coordination of Moab community-based projects for collaborative management of surrounding public lands irrespective of jurisdiction.

Project Location – Southeastern Utah

Project Status – Individual components of the project are being implemented; comprehensive integration and coordination of those projects for seamless collaborative management of public lands surrounding the Moab community – *the goal of the Moab, Utah, Community Collaboration Project* -- is a conceptual proposal presented to the Working Group for consideration.

Project's Principal 4 C's Tools/Innovations – The individual components of the project utilize a variety of partnerships, inter-agency cooperative agreements and cooperative management agreements for implementation. Further development and application of partnerships and

agreements, and related 4 C's tools, would be pursued in the implementation of the project.

Project's Population Focus – Mix of rural and urban interests; city of Moab, urban and regional recreational users, and residents and land users in the area surrounding Moab.

Project Background – Moab is home to a number of successful interagency, intergovernmental and public-private partnerships between the federal agencies, state, city, county and non-profit organizations. To date, however, there has been no concerted attempt to coordinate these partnerships to achieve a more comprehensive and collaborative management of the public lands surrounding Moab. However, such management would enhance individual partnerships and provide a more effective way to address cross-jurisdiction management of land and resources, better advancing the goals of the 4 C's and the principles of citizen-based stewardship. Among the individual partnership/cooperative agreement projects now underway in Moab, Utah, the following are notable for their contributions to stewardship partnerships between the BLM and local government, citizen groups and individual citizens:

- *Moab Information Center* — Currently, the Moab Information Center (MIC) is a joint effort of the Grand County Travel Council, the Canyonlands Natural History Association, and the Moab Offices of the BLM, National Park Service, and Forest Service. The facility is located in downtown Moab and is known for its innovative financing, ownership and management. Grand County purchased the property and funded 90% of construction costs with a 20-year low interest loan from the Utah Permanent Community Impact Board. The loan is being repaid from a portion of the county transient room tax collected from visitors. Additional development costs were funded by a Congressional appropriation to the BLM representing the three federal agencies. The appropriation covered a small portion of construction costs, the design and fabrication of the temporary and permanent exhibits, the purchase of auditorium audio-visual equipment, and the production of Painted Landscapes, the main visitor orientation video program. Grand County leases the building to the Canyonlands Natural History Association. The Association is responsible for insurance, facility, grounds and routine maintenance of the facility. These costs are entirely paid for through profits from the sale of books, maps, and other sales items at the MIC bookstore. An inter-agency board consisting of one representative from each agency oversees operation of the MIC. The Center was established in 1994 through an inter-agency cooperative agreement modeled on the USFS Participating Agreement. A Challenge Cost share grant covers BLM's cost for annual services provided at the MIC.
- *Sand Flats Recreation Area* -- The Sand Flats Recreation Area is home to the one of the world premier mountain biking trails. Over the last two decades, the Slickrock Bike Trail has become a nationally recognized recreation opportunity and has witnessed skyrocketing recreation use. The area's visitor facilities were woefully inadequate and soils and vegetation around the area's numerous undeveloped campsites were deteriorating. As tourism is the key component of Grand County's economy, both Grand County and the BLM recognized the importance of maintaining the Slickrock Bike Trail and the surrounding Sand Flats area as a quality destination area. To provide the level of management needed to maintain Slickrock bike trail as a quality designation area, Grand County and BLM now operate the area under a cooperative management agreement. By using the agreement as an operational framework and by exercising fee-demo authority, the arrangement allows the county to collect recreation use fees and

expend them on recreation management in the Sand Flats Recreation Area. A Citizens Stewardship Committee, established by the cooperative agreement, advises the county on establishing fees and the use of the fees collected. Staffing for the Sands Flats Recreation Area is funded by an AmeriCorps grant and collected fee revenues.

Project Description – The City of Moab, Utah, and surrounding Grand County offer an excellent opportunity to demonstrate a collaborative 4 C’s approach to federal land management in concert with local interests. The proposed Moab Community Collaboration Project would build on existing partnerships to facilitate and establish a comprehensive and coordinated land management effort. The initiative, when implemented, would provide seamless and collaborative management of all public lands) irrespective of jurisdiction) surrounding the Moab community.

Because Grand County is heavily dependent on recreation and tourism, managing visitor use and preserving the natural resources that attract visitors are high priorities both for the community and for its visitors. In recent years, Grand County and non-profit organizations have been able to generate revenue, collect fees and manage routine operations of a visitor center, trails and camping areas by working in coordination with the BLM and other federal agencies. This partnership has allowed the agencies, county and other visitor service organizations to meet visitor expectations, maintain the environment, and to do so entirely through fee collections.

A formal partnership for coordination of existing partnerships and agreements across land management jurisdictional lines – as proposed in this project – could:

- Review opportunities to increase collaboration on a regional scale;
- Develop alternative options for coordinated management of visitors, visitor services and tourism; and
- Generate grass roots dialogue and evaluate benefits from potential administrative, executive or congressional designations that would give the area heightened recognition for its regional and nationally significant recreation and natural resources.

Barriers and Other Considerations – None

Expected Principal 4 C’s Contribution – Integration of existing individual 4 C’s projects to provide collaborative management for all public lands in the Moab area, to enhance the community’s standing as a destination point for tourism, and to ensure more comprehensive, higher quality and more consistent service to visitors.

(12) Bluff, Utah – A Proposed Sonoran Institute Project

Project Highlight – Sonoran Institute-Bluff-BLM partnership to protect open space & foster conservation by members of the local community.

Project Location – Southeastern corner of Utah

Project Status – Proposed by Sonoran Institute to the 4 C’s Working Group; some elements of the proposal – *those independent of public lands* – are in the early states of implementation.

Project's Principal 4 C's Tools/Innovations – Federal and local plan coordination for consistency and various partnerships and cooperative agreements fro community involvement in conservation initiatives affecting public lands

Project's Population Focus – Primarily Rural; local government and farming and ranching interests

Project Background – As part of the Sonoran Institute's mission to develop and promote new approaches to community stewardship, the Institute has been working with residents of Bluff, Utah, a small community of roughly 300 people in the southeastern corner of the state. Members of the Bluff Historic Preservation Association (BHPA) invited the Sonoran Institute to assist their ongoing efforts at community-based conservation. The Institute is particularly excited to be involved with BHPA because of its commitment to protect the local community from the worst effects of growth, create a shared vision of the future based on local values, and plan for environmental and economic sustainability.

Bluff sits at the confluence of the San Juan River and Cottonwood Wash. The Navaho Reservation is located just south of Bluff on the southern shore of the San Juan River. Lands surrounding the community include public lands managed by the Bureau of Land Management and state trust lands managed by the State of Utah. Bluff was founded by the Hole-in-the-Rock expedition in the 1880 and was the first Mormon settlement southeast of the Colorado River. Until recently, Bluff has been a small ranching and agricultural community.

Project Description – Bluff is a growing destination for tourists, second-home buyers, and urban refugees looking for a more relaxed pace of life and scenic beauty. New growth promises to add vitality to the community, but in the absence of effective planning it could also stress existing community ties, contribute to adverse environmental impacts (e.g., ground water contamination), lead to vulnerable economic growth (e.g., lack of diversification), and overwhelm existing governance (e.g., lack of land use planning).

The Sonoran Institute is helping BHPA to expand on several early success stories, which include the creation of a downtown historic district, preservation of a twelfth-century Anasazi Great House and nineteenth-century Pioneer cemetery, establishment of a conservation easement to protect Calf Canyon on the north side on town, and successful protection from subdivision of the Curtis Jones Farm as a working agricultural operation (the last remaining working farm in Bluff).

The Institute is now providing assistance in several areas, including strategic planning, grant writing, workshop sponsorship, and technical advice. Proposed or ongoing projects include:

- § Expand the Bluff Nature Preserve, in partnership with the Bureau of Land Management, to protect a fragile riparian ecosystem along the San Juan River from development, and build a trail system with interpretive sites.
- § Research renewable, small-scale wastewater treatment and solid waste disposal alternatives.
- § Arrange to purchase the development rights to the Cottonwood Wash, a critical north-south corridor of biological diversity and archeological treasures on the northwest edge of town.
- § Adopt land use planning tools to handle growth pressures, especially low-density sprawl

that threatens agricultural lands, riparian areas, and scenic bluffs.

§ Plan for sustainable economic development in an area dominated by public lands and in danger of becoming overly dependent on tourism.

A successful outcome in Bluff will demonstrate the power of community-based conservation and will serve as an example to other communities struggling with related socio-economic changes. Bluff also represents a regionally-significant counterweight to the polarized debate over conservation in southern Utah. Implementation of the project will require a close working partnership with the principal landowner and land manager in the area: the BLM.

Barriers and Other Considerations – None: project may help defuse current conflict over conservation in southern Utah

Expected Principal 4 C's Contribution – Partnerships and agreements between the Institute, the local community and BLM to institute community-driven conservation initiatives in the Bluff area that benefit both the local economy and long-term stewardship needs of private and surrounding public lands.

(13) Sandy River Basin Initiative Project

Project Highlight – Assessment and evaluation of success factors in partnerships and related 4 C's tools in Sandy Basin and lessons for their use and application elsewhere.

Project Location – Outskirts of Portland, Oregon, at urban interface.

Project Status – Project is in proposal stage: to evaluate a successful landscape-level partnership between BLM, federal and state agencies, local government and non-profit and citizen groups over past thirty years.

Project's Principal 4 C's Tools/Innovations – Evaluation of partnership and related 4C's tools to determine what factors contribute most to successful collaboration and how to use such tools most effectively in the 4 C's Projects Program.

Project's Population Focus – Exclusively urban; federal agencies, state and city of Portland, and cooperating non-profit and citizen groups.

Project Background – The Sandy River is located within 20 minutes drive from downtown Portland, Oregon. Sitting within the urban interface of one of the largest cities on the west side of the Cascade Range, the river and the area provide one of the most valuable natural areas of the country, exhibiting significant faunal, floral, and topographic diversity. The river originates on the glacial and snow-covered flanks of Mount Hood, at 11,235 feet Oregon's highest mountain. From Mount Hood, the river flows 55 miles west and north to its confluence with the Columbia River near Troutdale, Oregon. In this relatively short distance, the river descends over 6,000 feet, flowing through alpine meadows, steep and densely forested canyons, and deep gorges before winding its way to the Columbia. The Sandy meets the Columbia at the west end of the Columbia River Gorge, an unusual and spectacular physiographic feature that has had a major effect on the biotic diversity of the area. Carving a near-sea level route through the Cascade Range, the Columbia is a primary factor in the area's rich natural and cultural history.

The Sandy River watershed provides critical habitat for both wildlife and salmon fisheries. The area provides important open space and recreation opportunities for this rapidly growing urban area. It also contains the Bull Run River, Portland's major municipal water source so pure that it is the Country's only major city water source that is untreated. About half of the river segments in the basin are designated components of the National Wild and Scenic Rivers System managed by the BLM and Forest Service in partnership with private partners and state and local governments. The basin is also home to the BLM's only nationally designated Scenic area - the Mt Hood National Scenic Corridor.

Project Description – The Sandy River Basin 4 C's Project is not an action initiative; unlike the other projects described elsewhere in the report, it would afford a unique opportunity to highlight, assess and evaluate a very successful and long-term public/private partnership in landscape level resource management. An in-depth analysis of the project and its life cycle stages would allow the BLM to identify and determine what factors lead to the long-term success of a landscape-level project and how productive and stable collaborative partnerships mature, grow and can be sustained over time. This effort would focus on assessing the life cycle or stages of the partnership and help determine the factors, authorities, tools and mechanisms that were and are still critical to its success. As an evaluative effort, the Sandy river Basin Initiative would help the Bureau hone 4 C's tools for implementation elsewhere on public lands and better ensure implementation of partnership arrangements that are most consistent with and supportive of the Secretary's 4 C's agenda.

The partnership, in one form or another, has been in place for over 30 years and has involved dozens of agencies and organizations. The need, authority and opportunity to cooperatively and collaboratively manage the resources of the basin has been driven by a host of political, economic and natural resource issues such as special designations, species listings and habitat restoration (salmon, spotted owl), hydro power re-licensing, municipal water source protection and development, open space protection, land use planning, recreation management and other issues. The partnership has continued to have heavy but balanced involvement from the Federal agencies, a variety of state agencies, two counties, the cities of Portland, Troutdale and Sandy, non-profit conservation organizations such as the Nature Conservancy and River Network, and a multitude of interest groups, concerned private citizens and educational organizations.

The partnership has generated dozens of large scale, cooperatively implemented projects over the years including: the nationally recognized Cascade Streamwatch stewardship education project and interpretive facility, large-scale riparian habitat restoration projects, one of the west coast's most extensive LWCF acquisition and multi-organization open space/habitat protection projects, and the first decommissioning and removal of a dam in the Northwest.

Barriers and Other Considerations – None

Expected Principal 4 C's Contribution – Lessons on partnerships and similar collaborative tools to advance the effectiveness of the 4 C's Projects Program.

(14) Expansion of the Western Colorado Counties' Data Sharing Project

Project Highlight – Collaborative effort by BLM, local governments and citizen groups to integrate and standardize data for more effective planning and community participation.

Project Location – Started in western Colorado, principally Delta and Mesa Counties

Project Status – Implemented in western Colorado; underway in Montana, Florida and North Carolina

Project's Principal 4 C's Tools/Innovations – Collaborative data-sharing partnerships with county governments to provide citizens, private industry, local government and federal agencies with access to more and better information for more effective and better informed land-use planning and land management decision-making.

Project's Population Focus – Primarily rural at start; Initial focus on rural counties where data resources for land planning and management are poorly developed or not readily accessible; applicable, however, to all levels of government and demographic situations

Project Background – BLM is using the Geographic Coordinate Data Base (GCDB) Initiative of its Cadastral Survey Program to standardize, integrate and share land records' data in collaboration with county, state, federal and tribal government organizations as well as private industry. One successful example of this effort is BLM's partnership with Mesa, Delta and other counties in western Colorado to standardize the boundary, title and ownership information used by decision-makers in all government organizations and private industry. These pilot efforts serve to integrate data from various sources and allow government organizations as well as private industry and the general public to retrieve comprehensive views of ownership and rights information. Consequently, no matter where the information originates, a user will be able to retrieve and combine it into a single, comprehensive view of title, rights and authorizations on the land. Similar projects have been initiated in Montana, Florida and North Carolina.

Project Description – Data sharing is proving to be extremely effective and useful to BLM and its partners. This project would expand the application of GCDB in partnership with all levels of state and local government throughout the West.

Collaborating with states, counties and other organizations to integrate and standardize data will allow BLM and its partners to access and assemble comprehensive sets of land records data regardless of where it is stored or maintained. States and local governments such as Montana are using GCDB as a foundation to build and maintain their parcel based data sets for 911 emergency response, taxation, assessment, economic development, open space, and flood insurance mapping. BLM, in turn, is beginning to use county and private ownership data such as property assessment, building and structural data, roof types, and well information for energy and mineral leasing, fire planning and response, recreation, and environmental assessment.

The Western Governors Association has noted that cadastral data is critical for maintaining livable communities, encouraging economic development, and developing the tools that give community leaders the ability to manage both. The western Governors state that cadastral information must transcend administrative boundaries if management issues in the West are to be effectively addressed. They believe GCDB is the best means by which to standardize cadastral information and make it universally available. Standardization will foster information sharing and make more comprehensive sets of data available from collective data storage to land managers and community leaders. The information garnered from these efforts will be used to improve how work is approached and conducted in other areas.

Barriers and Other Considerations – None

Expected Principal 4 C's Contribution – Community and local government access to information and data essential to effective citizen-based planning and management on public lands and adjacent private and state lands.

(15) New Mexico Native Plant Project

Project Highlight – Community-based native seed production to meet mandate of National Fire Plan

Project Location – San Miguel and Mora Counties, northern New Mexico

Project Status – Early implementation stage

Project's Principal 4 C's Tools/Innovations – Agreement between BLM and rural agricultural and development association to (1) provide native seed stock to BLM for land restoration and rehabilitation and (2) provide rural economic development opportunity in northern New Mexico.

Project's Population Focus – Exclusively rural farmers (Adelante Resource Conservation and Development Council – RC&D)

Project Background – The National Fire Implementation Plan directed and funded the BLM to develop a long-term program to manage and supply native plant materials for use in land rehabilitation and restoration efforts. A traditional response to similar national mandates has been to initiate a new program to develop the mandated materials or services (often using only BLM facilities and agency resources) with an accompanying demand to substantially increase agency staff. Typically this requires BLM to expand its mission beyond its expertise, often resulting in sub-standard performance and outcomes. Moreover, whatever benefits are generated by the new program rarely accrue to local resource-dependent communities that could apply them to sustainable economic development and long-term resource stewardship.

Project Description – BLM NMSO is taking the National Fire Implementation mandate in a new community-based direction. It is working with local entities to increase the availability of native plant materials, decrease purchase costs to BLM, and provide a rural economic development opportunity. Specifically, BLM NMSO has created an Agreement with the Adelante Resource Conservation and Development Council (RC&D) to enroll local growers to propagate and clean certifiable native seed. The project has been initiated in San Miguel and Mora Counties, New Mexico. Mora County, which has a strong agricultural history, is the 3rd most impoverished county in the U.S. Another break from traditional program development is that the RC&D will assume responsibility for growing program funding and exporting the program to other New Mexico communities and ecosystems – a key dimension to the New Mexico Native Plant Project.

The Agreement leverages resources and in-kind contributions from a variety of sources and is expected to attract major funding from grants and Foundations. For example, technical assistance in species selection, field preparation, certification standards, and design of pilot plots are available without charge to the project through RC&D's existing relationships with the

USDA Plant Material Center and New Mexico State University. Local growers, who are fully aware of the experimental nature of the project, will commit time, labor, land, and water to the effort while technical assistance and field plowing, treatment, and preparation are provided to them by the Agreement. Additionally, the RC&D will pursue relationships with seed companies to create and sustain a competitive native plant market.

People in the area and the BLM NMSO are developing a vision about what the project could mean to the economic future of these communities and others throughout New Mexico, and the project's conservation implications for BLM's ability to restore public lands with native plants. Although impoverished, these counties have many assets and strengths, not least of which are a strong agricultural traditions and local values that support community-based enterprises and healthy lands. The intent of the project is to build a partnership between BLM and local farmers that will make surrounding rural communities essential contributors to the long-term stewardship of public lands. Moreover, the coalition that is being developed between BLM and local residents for this project will likely open multiple non-federal funding avenues and foster a new cooperative, sustainable economic development in which equipment, cleaning facilities, and storage space will be "cost-effectively" shared by community members.

Barriers and Other Considerations – Initial start-up funding will be needed from the federal government. Subsequent long-term funding will be required from alternative sources to ensure the project's long-term sustainability.

Expected Principal 4 C's Contribution – Local farming communities providing native plant material resources that are needed for long-term rangeland restoration and rehabilitation.

(16) Outside Las Vegas Project

Project Highlight – Assessment and evaluation of the applicability of Outside Las Vegas' 4 C's model and tools to western communities beyond Las Vegas, Nevada.

Project Location – Federal lands surrounding Las Vegas, Nevada, including: Bureau of Land Management's Red Rock Canyon National Conservation Area to the west; the National Park Service's Lake Mead National Recreation Area to the east; the U.S. Fish and Wildlife Service's Desert National Wildlife complex to the north; and the U.S. Forest Service's Spring Mountain National Recreation Area to the west.

Project Status – Outside Las Vegas has been operational for four years; the assessment and evaluation proposal for Outside Las Vegas is new and only conceptual at this point.

Project's Principal 4 C's Tools/Innovations – Assessment and evaluation of the OLV partnership and 4 C's tools and the suitability and transportability of the SNPLA funding mechanism to other areas in the West.

Project's Population Focus – Primarily urban; includes residents in the greater Las Vegas area and outside visitors, many of which come from urban areas.

Project Background – In the mid 1990s, managers from the four public land agencies in the Las Vegas, Nevada, area (Clark County) began meeting informally to discuss mutual concerns. All

of the agencies faced similar problems, such as limited federal staff, increased visitor volume, urban interface complications and a myriad of pressures from the exploding population growth of Clark County. The agencies also faced deteriorating infrastructure, outdated facilities and decreasing budgets. Beyond similar problems, the four agencies recognized they had common goals. They each wanted to enhance the public's understanding and appreciation of federal public lands, acquire more funding and staffing for land management, improve the quality of federal lands, and maintain a high quality of life and recreational experiences for residents and visitors. They also recognized that each agency working alone in the task of trying to acquire and protect resources or create support for its efforts was not viable and, therefore, would not work. The agency managers began to realize that they needed a united effort to develop a level of understanding, appreciation, advocacy and involvement from the business community and local citizens to support the public lands surrounding Las Vegas. Realizing this, the four federal agencies came to the concept of a viable private non-profit foundation (autonomous and free of the political process) that would be strong enough to improve the quality of life for tourists and residents alike and, at the same time, foster a vivid sense of community through dedication to and reliance upon volunteerism. From this vision, The Outside Las Vegas Foundation was born.

The Outside Las Vegas Foundation is a private, non-profit organization whose mission is to promote outdoor recreation and environmental education and advocacy. The organization began as the brainchild of the four federal land managers in the Las Vegas, Nevada, community in 1998. With only about 220 full-time federal employees to manage more than 7 million acres of federal land, the land managers devised a process by which the local Las Vegas business community, environmental groups, and the public-at-large could help deal with the crushing weight of the job. Federal managers understood that they could not possibly do the job alone and needed the help of the local community to protect the natural resources.

The federal land managers brainstormed how to best protect the federal lands, which naturally surround Las Vegas. The business and environmental leaders were invited to the sessions and offered their support. The Outside Las Vegas Foundation was formed in July 2000, with Alan O'Neill named the first Executive Director. O'Neill, the previous manager of the National Park Service's Lake Mead National Recreation Area, brought 30 plus years of natural resource experience to the position.

Supporters of Outside Las Vegas know that the federally managed lands offer an increased quality of life for the citizens and that is one of the main reasons the business community has jumped onboard in support of the venture.

Project Description – The Outside Las Vegas Foundation works hand-in-hand with four core partners – the National Park Service, the Bureau of Land Management, the US Fish and Wildlife Service and the US Forest Service – to provide for the long-term protection and appropriate use of the seven million acres of public lands surrounding Las Vegas, Nevada. In addition, other non-federal partners are represented on the OLV board. As an important part of its mission, OLV seeks to enhance the quality of life in the Las Vegas area for both residents and visitors by enriching the outdoor experience. OLV is recognized as an important forum and tool to establish a collaborative decision-making model for investment in the stewardship of public land resources and the maintenance of recreation amenities that surround the fastest growing community in the nation.

Since its inception four years ago, Outside Las Vegas has begun to implement an anti-litter and illegal dumping campaign and clean-up program; restore native plant and animal habitats; protect natural, historical and archeological sites; and create new trails and maintain those that now exist. In addition, Outside Las Vegas has started an outdoor and environmental education program for southern Nevada.

This fall, Outside Las Vegas received *Forever Earth* - a floating environmental laboratory and learning center at Lake Mead National Recreation Area (NRA). The primary goal of *Forever Earth* is to help support and encourage needed environmental monitoring and study at Lake Mead that leads to improvement and protection of environmental conditions and enhanced understanding and learning by school groups, researchers, and the public.

Another project is the establishment of an environmental education center at Oliver Ranch in the Red Rock Canyon National Conservation Area. The education center will team up with the Yosemite Institute to provide a diverse education program, which will include not only the local public schools, but also university level research projects from around the United States and, potentially, the world.

The Southern Nevada Public Land Act (SNPLA) passed in October 1998. It provided authority to the BLM to sell at public auction lands within the urban growth boundary of Las Vegas using a coordinated and systematic regional approach. Proceeds from the sale of federal land under the Act are mandated to stay in Nevada, with 5% going to the state school fund, 10% going to the Southern Nevada School authority, and 85% going toward the acquisition of environmentally sensitive lands in southern Nevada. The proceeds also can be used to fund capital projects on Federal lands that surround Las Vegas and to develop parks, trails and natural areas. Recent legislation for Clark County expanded the extent of the lands and authorities under SNPLA. That legislation also designated a number of additional special management areas. OLV provides an effective vehicle and collaborative forum to determine regional priorities and to allocate funds generated by SNPLA and the new Clark County legislation.

The Outside Las Vegas Project is proposed as an assessment initiative to evaluate the 4C's partnership and the tools that are its foundation. Specifically, the proposed project would examine the benefits and collaborative elements contained in the partnership and tools, assess the potential application of the SNPLA funding tool and identify the existing legislative authorities for its application in other areas of the West in conjunction with an implementation framework similar to OLV. The combination of unique legislation that provides a dedicated funding source along with OLV's collaborative forum and non-profit status offer an opportunity for the Department to assess the suitability and appropriateness of these 4 C's tools for future projects whose goal is to protect public lands, provide visitor services and amenities, and enhance the quality of life in and around western communities. Such partnerships and tools can foster collaboration on a regional scale, provide the required forum to act collectively to determine a region's priorities, facilitate coordination, and enhance communication for conservation purposes.

Barriers and Other Considerations – Identifying and acquiring funding sources is a principle barrier to more effective implementation of the Outside Las Vegas Project.

Expected Principal 4 C's Contribution – Evaluation and assessment of the performance of OLV and SNPLA and a determination of their suitability and transferability to other regions of the

West.

(17) Taos Grass Bank Project

Project Highlight – Establishment of community grass bank on BLM lands for range improvement; bank managed collaboratively, in partnership between the agency, livestock grazers, and local communities and interests.

Project Location – Northern New Mexico

Project Status – The project is under consideration by the BLM Taos Field Office, in cooperation and consultation with local landowners, community and livestock growers.

Project's Principal 4 C's Tools/Innovations – BLM and local community partnership for collaborative management of a grass bank on BLM lands for range improvement and restoration.

Project's Population Focus – Primarily rural; livestock grazers and their immediate communities.

Project Background – Range improvement and restoration are needed on some of the grazing allotments under the jurisdiction of the Taos Field Office. In many instances, deferring use while restoration efforts are conducted on these allotments for one or more grazing seasons is the optimal prescription to attain range health objectives. However, most permittees in the Taos Field Area cannot afford to defer grazing on their allotments, both because of lost income and the absence of alternative pasturage to maintain their herds during allotment restoration. The establishment of a grass bank is an affordable and practical solution for grazers and the BLM.

Project Description – The Taos Field Office, grazing permittees, and surrounding community partners are evaluating the potential for a project that would allow for continuation of grazing by current permittees while deferring use of their BLM allotment to allow for improvement of range condition for future grazing use.

The project entails creation of a “grass bank” to provide alternative pasturage to ranchers who would like to rest their grazing allotments for range improvement and restoration. The area under consideration is in mixed public/private land ownership. For this reason, private landowners have been involved with BLM and permittees in the discussion of the proposal and have shown a high level of interest and support for the idea. BLM recently signed an agreement with two landowners for joint participation in range improvements *on both private and public* lands in the area under consideration for the “grass bank”. Other neighboring private landowners have expressed an interest in participating in the joint range improvement effort.

Management of the “grass bank” would be completely community-based. It would occur through collaboration between the agency, livestock grazers, and local communities and interests. The concept has received broad support, and workshops and discussion groups have resulted in a well-grounded understanding of the scope and potential for the proposal. One important tool to establish the grass bank currently under consideration is the traditional transfer of permits of currently inactive allotments to “grass bank” applications.

A number of resources are available to the BLM, grazers and the local communities for

implementation of the “grass bank” idea. Taos Field Office personnel have been working with Highlands University to conduct rangeland evaluations and monitoring in the “grass bank” area. The evaluation and monitoring effort involves both University staff and graduate students. Continued participation by the University, its staff and its graduate students can be expected. Moreover, the Taos Field Office is now being assisted in the proposed project area by the Quivera Coalition, an association of ranchers and environmentalists who are dedicated to range conservation and improvement and who have considerable experience in conducting grazing operations under the grass bank concept.

Barriers and Other Considerations – There is no existing guidance or established procedure for this type of permitting; prior efforts have relied on issuance of temporary non-renewable permits on an individual, case by case basis. Cost considerations include up-front funding for necessary range improvements and maintenance requirements on abandoned allotments. Current grazing fees are insufficient to support grazing activities on public land. This would imply additional funding needs for grass banks as well.

Expected Principal 4 C’s Contribution – Community-based “grass” bank collaboratively managed between BLM, grazers and local communities and interests for range restoration and improvement, and stability of grazing as an economic base.

(18) Rio Arriba County Project

Project Highlight – Partnership between BLM and local government and communities in Rio Arriba County to coordinate land-use planning and to develop mechanisms to protect valuable agricultural lands from development.

Project Location – Northern New Mexico

Project Status – Planning stage

Project’s Principal 4 C’s Tools/Innovations – Coordinated land-use planning between BLM and local government and exchange of selected BLM lands for conservation easements placed on private bottom farmlands.

Project’s Population Focus – Primarily rural; county and local residents and participation by regional interests, including Sonoran Institute

Project Background – Protecting the culture- Rio Arriba county lies in north-central New Mexico. It has a rich cultural diversity; it was occupied by Pueblo tribes for hundreds of years before the arrival of Europeans. The area was one of the first settled by the Spanish in New Mexico. Today, the county is one of the poorest in a state that ranks among the most impoverished in the nation. Federal land ownership is the highest of any county in New Mexico and includes US Forest Service managed lands, BLM managed lands, and Tribal reservations. One of the major challenges for the residents of the county is to preserve their traditional lifestyle while providing economic opportunities for its population, particularly its youth. Among the traditions that the residents are trying to protect is small family farm agriculture based on acequias (community operated irrigation systems). Conflicting with that tradition is housing development. Residential growth is occurring disproportionately on the rare yet ecologically important and economically productive bottom farmlands within these communities, in large part because of land ownership

patterns. Private lands are the bottom lands most suitable for agriculture; public lands are the majority upland ranges that are, by virtue of soil and water access, unsuitable for cultivation.

Project Description – Rio Arriba County is addressing the threats to traditional agriculture that are resulting from land ownership patterns and residential development. County officials have contracted with the Sonoran Institute to assist them in preparing a draft comprehensive plan, and have done considerable outreach with residents to get input on issues and perspectives for the county’s future (Sonoran Institute proposal for Rio Arriba County is included below).

Although the draft comprehensive plan is a county initiative, the Taos Field Office is cooperating with the county commissioners and the planning department in plan preparation to ensure consistency between the County and BLM management plans. This planning partnership has resulted in a creative proposal that meets both the county’s goal and the land management objectives of the agency. The proposal would provide land for economic expansion and residential construction while protecting and maintaining the area’s valuable farmlands. BLM and the county, in collaboration with the Sonoran Institute, are proposing a conservation easement program – a program that would protect the fertile bottom lands and riparian systems along the streams by means of conservation easements. In exchange for placing voluntary easements on critical farmlands, selected federal lands adjacent to the communities would be transferred to cooperating private property owners for subsequent development. Under this proposal, new communities would be built patterned after traditional ones, but on BLM uplands. Bottom farmlands, in turn, would be protected from development in perpetuity.

Sonoran Institute Project Addendum

The Sonoran Institute has helped Rio Arriba County address growth-related issues following attendance of county officials at a land-use training workshop, jointly sponsored by the Sonoran Institute and the National Association of Counties, in 1999. Due to rapid growth at that time, the county had placed a moratorium on development of traditional irrigated agricultural lands. Subsequently, the county began exploring options for where development could occur, while protecting irrigated areas. With the support of the Sonoran Institute, the county held public meetings and brought experts to discuss the range of local protection options. In August 2000, the county passed an agricultural conservation ordinance protecting riparian corridors along the Rio Grande and Rio Chama - the most progressive conservation ordinance in New Mexico.

The Institute is helping the county work toward its first comprehensive plan, which will guide growth and development for the next 30 years. The plan is expected to outline future land protection strategies including the purchase of development rights. The county also will put forward for further exploration a complex land exchange proposal, whereby landowners who place conservation easements on river bottom lands would be eligible to receive development rights on federal lands. The proposal could result in permanent protection of irrigated agricultural lands and riparian areas, while allowing federal lands (approximately 150 acres) to be used directly for community development purposes.

The federal land exchange proposal is based on the assumption that there are federal lands of low or no conservation value which are located close to agricultural settlement in the Lower Rio Chama and Rio Grande valleys and could be candidates for land exchanges. The County and the Institute will meet with public land managers (primarily the US Bureau of Land Management and the New Mexico State Lands Department) to identify lands of low resource value, whose proximity to existing roads and infrastructure and current designation for disposal in BLM planning documents make them appropriate candidates for the proposed easement/development exchange.

In addition to identifying federal lands of low resource value, the Institute is proposing to contract with a planning and design firm to prepare master plans, based on the layout of traditional villages, for the development of federal parcels. This would allow future development of federal lands to closely replicate the more sustainable land-use patterns of traditional Hispanic settlements. Exploring the land exchange proposal would involve the active participation of community leaders, local and national environmental groups, and other stakeholders to ensure

that the proposal enjoys broad support.

Barriers and Other Considerations – The BLM currently lacks guidance on exchange of federal lands for conservation easements placed on private lands. NEPA, ESA and archaeological clearance requirements are potential cost barriers to implementation of the land exchanges. Any potential regulatory limitations that may be required on future use of the easements lands are also possible impediments. A further barrier entails possible opposition to federal lands being exchanged for conservation easements with no guaranteed public access.

Expected Principal 4 C's Contribution – Consistency between BLM and county land use plans and a working partnership to protect critical bottomlands in project area through conservation easements and public land transfers to allow continued residential and commercial development.

(19) Henry Mountains Bison Herd

Project Highlight – Exercise flexibility in grazing permit policy to allow permittees in cooperation with sportsmen groups to shift forage uses between livestock and bison to attain sustainable livestock operations, healthy bison herds, and quality hunting experiences.

Project Location – Henry Mountains, southern Utah, north of Lake Powell; three BLM permits: Brinkerhoff, Jackson and Tercero.

Project Status – Informally in place through cooperative effort between BLM, permittees, Utah Department of Natural Resources, Utah Division of Wildlife Resources, Utah's Sportsmen for Habitat and other interested parties; planning amendment underway to address principal need of the project: *flexible grazing permit policies for the Henry Mountains*

Project's Principal 4 C's Tools/Innovations – Flexible grazing permit policy to allow permittees and sportsmen to cooperate and voluntarily determine allocations of forage for both permitted livestock and free-roaming bison; flexibility includes (1) authorization for sportsmen's groups to acquire grazing permits from permittees willing to sell, and to dedicate those permits to bison forage and habitat and (2) negotiate with permittees to reduce stocking or alter management in a manner that is conducive to sustainable ranching and the health of the Henry Mountains bison herd.

Project's Population Focus – Rural ranchers and ranching communities, mostly rural Sportsmen for Habitat, and urban sportsmen and sportsmen's groups in Utah (including non-resident hunters supporting the program through purchase of bison hunting permits)

Project Background – The Henry Mountains lie north of Lake Powell, in southern Utah. There are two major grazing allotments on the high elevation summer range of the Henry Mountains (Brinkerhoff and Jackson). In addition, the permittees of these allotments share the adjacent winter range with an exclusively winter-range allotment (Tercero).

In the mid-1940's, a small number of bison were released in the San Rafael desert, north of the Henry Mountains. By the early 1980s, the herd size had expanded to approximately 400 head. Because of grazing competition in the summer range with livestock, the bison began utilizing winter range during the summer months, removing forage essential to the surrounding livestock operations. As a result, a classic multiple-use battle emerged between livestock users and bison

supporters. The former claimed there were too many bison and the latter claimed there were too many cattle. True to conventional thinking, the solution to over-capacity on the Henry Mountains was to either reduce livestock AUMs or cull the bison herd.

Adding complexity to the conflict which continued into the 1990s was the high reputation of the Henry Mountains bison herd among sportsmen in Utah and nationwide. Sixty bison hunting permits are offered annually for the Henry Mountains, with almost 100 applicants for each permit issued through a state-run lottery. The herd is acknowledged for its trophy animals and the high challenge of the hunt due to the rugged terrain of the Henry Mountains.

Sportsmen for Habitat, a Utah-based sportsmen conservation group, took the first step to end the conflict through a voluntary, win-win strategy. It compensated the permittees who had lost forage to bison with \$400,000 in exclusively private funds. In addition, the group provided substantial funding to the Brinkerhoff allotment to assist the permittee in changing his management in a manner that benefited both livestock and bison. Soon afterwards, the permittee on the Jackson allotment indicated a desire to retire from the cattle business. Sportsmen for Habitat bought him out.

All of these initial transactions were completed by the start of the 2002 grazing period. An immediate benefit was that the remaining livestock operations in the Henry Mountains and the resident bison herd thrived well during the summer drought. The bison herd moved into the vacant Jackson allotment, avoiding the critical winter range of Brinkerhoff and Tercero. As a result, there is adequate winter range this winter for both cattle and bison.

Project Description – The Henry Mountains’ partners seek greater flexibility in the use and application of grazing permits. They want the local BLM Field Manager to have the ability to authorize long-term arrangements among voluntary parties for changes in forage allocation. They also seek permit flexibility that will foster and expand ongoing cooperation among an array of public land users for community-driven innovations in the management of public lands for multiple resource uses and values. Current non-use policies and requirements are burdensome and inadequate to provide the flexibility sought by all parties. For the cooperative effort to work and to provide a model for public land conflict resolution and sustainable ranching westwide, the partners require the freedom to transfer permits and permit uses for indefinite periods between livestock and bison in a manner consistent with adaptive management and the needs of the land.

The partners look to the amendment of the Land Use Plan governing the Henry Mountains as an opportunity to address grazing permit flexibility in new and innovative ways – ways made possible by more creative approaches to the amendment process (such as consensus- and community-based planning). They see opportunities provided by the plan amendment to increase the bison herd, increase hunting permits for sportsmen, and provide remaining stockmen in the area with greater forage reserves as grazing competition is resolved through win-win grazing permit transactions. Range conditions, they believe, will greatly improve as a result. In addition, the Henry Mountains’ deer herd will be able to continue its recovery made possible by recent agreements initiated by the Utah Sportsmen for Habitat.

Ultimately, the project seeks to make the Henry Mountains a multiple-use showcase. In lieu of range wars, the partners hope to forge win-win solutions to forage allocation conflicts. With flexible grazing permit policies, the BLM can maintain abundant wildlife, healthy range

conditions, and provide hunting and wildlife viewing opportunities. At the same time, ranchers will be compensated fully *through voluntary negotiations* for any permit changes. Possible economic losses to local communities through reduction in livestock production will be offset by increased tourism and increased employment for hunting guides. In such a dynamic and adaptive environment of voluntary agreements, the BLM and the Utah Division of Wildlife Resources will be able to work with ranchers and sportsmen to make livestock operations economically sustainable and wildlife a sustainable part of the local economy.

Barriers and Other Considerations – Current grazing permit policies do not allow permit holders to indefinitely exercise non-livestock use for the benefit of bison. Plan amendments as traditionally constructed can temporarily close allotments to livestock use; they are, however, subject to reversal. Moreover, traditional plan amendments, however temporary, entail regulatory elimination of livestock grazing and the net reduction of BLM lands available for livestock use. The Henry Mountains’ experience suggests that there are non-regulatory options available, assuming favorable and flexible grazing permit policies.

Expected Principal 4 C’s Contribution – New innovations in the application and use of grazing permits that will foster cooperation between and win-win solutions among public land users in community-based multiple-use management.

Community-Based Programmatic/Institutional Initiatives

(20) Fostering Strong Community Relations and Expertise

Project Highlight – Evaluate the establishment and benefit of community “liaison” staff or coordinators in Key BLM Field Offices in the West as a potential 4 C’s tool; other potential projects to foster strong community relations and expertise.

Project Location – Not Applicable

Project Status – Proposed as concept to the 4 C’s Working Group

Project’s Principal 4 C’s Tools/Innovations – Establishment of community liaison or coordinator staff in BLM Field Offices to foster and facilitate the 4 C’s in general and community-based planning and management on public lands in particular; agency provision of community-based planning and management assistance; community grants program; agency technical outreach to communities to develop expertise in GIS and related planning tools; community collaborative workshops; and urban interface initiative to identify and address critical issues associated with rapidly expanding urban areas.

Project’s Population Focus – Urban and rural, in all western states.

Project Background – The communities of the West are changing. For the foreseeable future, the BLM faces the challenges of explosive population growth in the West, economic shifts, and increased demands for quality experiences on public land. The demands and expectations of “communities of interest” as well as “communities of place” are growing in intensity and diversity. These challenges represent a significant opportunity for BLM to play an expanded and influential role as a leader and partner with local communities as a key component in regional

planning and as a source of technical assistance and collaborative partnership in the delivery of services. BLM managed public lands are quickly becoming *America's backyard* throughout the West. In these areas and among the communities found there, the BLM can directly influence the economic vitality and quality of life of both local citizens and visitors.

In various dialogues with community leaders, local citizens and regional governments, communities repeatedly stressed that they want to be substantively involved in a long-term, productive relationship with the BLM – not only during the planning process but also continuously throughout management implementation. All types of communities are ready and willing to play an active and collaborative part in providing solutions for land management challenges. These communities emphasize that only through enduring mutually beneficial relationships can BLM be successful in sustaining a flow of benefits from the public lands while maintaining the resource quality of the land.

Project Description – Maintaining long-term relations with communities requires fostering internal agency expertise on community issues, partnerships, and collaborative approaches. Having both the knowledge and skills at the field management level is an essential ingredient to sustained cooperation and positive working relations with local communities. The proposed project would evaluate the establishment and benefit of community “liaison” staff or coordinators in key field offices around the West. A number of field offices have already formally identified this role for personnel. Certain offices have cultivated positive, long-term relationships with local communities by having staff that understand and provide expertise in regional land use planning, local government operations, partnerships and grants. These field offices offer an opportunity for the agency to evaluate the effectiveness of the use of this management model. This project would assess benefits and outcomes for those areas where personnel with collaboration and community issue skills have been dedicated and utilized. The project would also evaluate the potential to create community liaison responsibilities as a primary role for existing or new positions within field offices to foster community relations, coordination and collaboration in work areas such as local and regional planning, local and state government operations, non-profit organizations, and community development. Community liaisons would promote and strengthen collaborative partnerships with both communities of place and interest. The project would also assess the skill development, training needs and guidance required to foster this type of expertise within the Bureau and among the communities served by the agency.

Other actions can also be taken by the agency to advance 4 C's goals through community support initiatives. By the nature of its mission and authorizing legislation, BLM is a critical player in supporting and serving communities of both place and interest. As an effective leader, BLM facilitates and participates in developing strong community collaborative relations, serves to resolve urban interface issues, and provides a continued flow of benefits from the public lands to the public.

The BLM has a responsibility to provide, and the potential to facilitate, opportunities for community involvement, collaboration and cooperation in a regional and landscape approach to land use management. As an agency, BLM also has a mission obligation, technical support capabilities, unique realty/land tenure authorities, and an agency-wide understanding of its potential role in connecting people with their landscape and working together with local communities to achieve shared goals. The management of BLM public lands through full and ongoing participation by communities and the interested public has resulted in decisions that have wider support, are of higher quality, and are collaboratively implemented.

Although BLM does need additional resources, many answers to collaborative management and partnered stewardship may lie in coupling and leveraging the agency's resources with those of local communities who oftentimes have a greater stake in seeing the agency's visitor and community services succeed. The following are some of the community collaboration support concepts generated by external and internal constituents and which could be implemented as projects under the 4C's Project's Program:

- **Community Assistance, Support and Service** - Expand BLM's provision of collaborative community-based planning and community assistance programs (such as the National Training Center partnership series) to build and enhance understanding and planning abilities, analysis, fundraising, and conflict resolution capabilities among agency staff and community partners. Examples of other types of programs that BLM could offer are Alternative Dispute Resolution, the Economic Profile systems model for planning developed by the Sonoran Institute and the Share Your Heritage Workshops (in conjunction with state arts' agencies, NEA and NEH).
- **Expanded Funding for Challenge Cost Share Programs that Embrace 4 C's Principles** – Challenge Cost Share provides money or in kind services to joint BLM and community projects. The agency should expand the program to include a *community grants program* or a funding mechanism that is similar to the Forest Service, the Fish and Wildlife Service and the National Park Service models that are now used to launch shared agency/community initiatives.
- **Develop Outreach Programs to Provide BLM Technical Assistance** – BLM should develop technical training programs for local communities in the areas of GIS, economic/benefits analyses, and coordinated regional planning. Communities that are equipped with such tools will be more prepared to engage in community-based planning and management of public lands and stewardship partnerships with the BLM.
- **Community Collaboration Workshops** – BLM should initiate a series of community or regional forums to determine common interests and goals as a broad scale BLM outreach effort. Such forums could be sponsored by Resource Advisory Councils (RACs) to identify mutually beneficial projects, partnership opportunities, and direction for efforts and actions that move beyond planning toward management implementation, visitor service delivery, and other areas of importance to communities of place and interest.
- **Urban Interface Initiative** - Initiate an *urban interface* task force and interagency network to address the critical issues jointly confronting the rapidly expanding urban areas and the public lands that are now their backyard. The task force would seek viable solutions to mutual concerns such as law enforcement, public security/safety, emergency services, fire control, accessibility, and related urban growth issues.

Barriers and Other Considerations – None

Expected Principal 4 C's Contribution – Creation of new 4 C's tools that can enhance community skills within the agency and better equip communities to engage in community-based planning and management on public lands and partnered stewardship with the BLM.

(21) Collaborative Planning/Adaptive Management Workshop

Project Highlight – Development of a 4 C's collaborative planning and adaptive management workshop for BLM managers.

Project Location – Phoenix National Training Center or Equivalent Location

Project Status – Proposed as a concept within the 4 C's Working Group

Project's Principal 4 C's Tools/Innovations – Advance understanding of and skills for implementation of collaborative planning and adaptive management among BLM managers.

Project's Population Focus – Urban and rural.

Project Background – A small but significant number of BLM field managers are making strides in the application of collaborative planning and the implementation of adaptive management on public lands. Both of these initiatives are essential to the success and advancement of the 4 C's within the bureau. Despite these successes in community-based and citizen-centered stewardship, the majority of BLM field managers have not been exposed to or substantially involved with collaborative planning and adaptive management.

Project Description – Collaborative planning and adaptive management have occurred most often in isolation in BLM. To share the wealth of information on, experience from, and creative uses of collaborative planning and adaptive management throughout the BLM, the 4 C's Working Group recommends designing a workshop dedicated to collaborative planning and adaptive management and aimed at BLM field managers. The workshop would highlight a consistent understanding of collaborative planning and adaptive management, innovative approaches to achieving collaborative planning and adaptive management, implementation strategies for collaborative planning and adaptive management, and networking opportunities among managers that have not been available at either a national or regional scale to date.

Topics and educational exercises of particular relevance and interest to the workshop might include (1) a survey of the training packages and materials that are available to field managers to use with partners and (2) guidance and instruction on how to develop networks with the formal and informal leaders of local, county and state organizations. An analysis of skill needs and the appropriate framework/setting for communicating them is required to determine the scope (national or regional) of the workshop to ensure its optimal effectiveness.

Barriers and Other Considerations – None

Expected Principal 4 C's Contribution – Field managers better equipped and more willing to implement collaborative planning and adaptive management; field managers better prepared to work with and train communities in collaborative planning and adaptive management

(22) BLM National Recreation and Visitor Summit

Project Highlight – Convening of a BLM National Recreation and Visitor Summit for a dialogue on collaborative development and implementation of a BLM recreation and visitor services strategy.

Project Location – Location of summit not determined; candidate site is Red Rocks conservation area, Las Vegas, Nevada.

Project Status – Proposed as a concept within the 4 C's Working Group

Project's Principal 4 C's Tools/Innovations – Development of a BLM recreation and visitor services strategy that relies on key 4 C's tools such as collaborative working relationships and stakeholder stewardship partnerships with BLM for the purpose of implementation of the strategy.

Project's Population Focus – Urban and rural stakeholders.

Project Background – Recreation use of public lands is eclipsing other uses. Recreation and tourism is transforming the quality of life for western residents and western visitors in ways that are apparent and in ways that are not so apparent. Demographic changes in urban and rural areas of the West highlight the quality of life issue and frame the increasing importance of recreation and the outdoors as a key factor in the current and future growth and development of the West. As recreation-driven growth and expansion occurs, and as tourism mounts, the issues of open space and land conservation take precedence. BLM must develop a national recreation and visitor services strategy to meet its land management mission. That strategy, however, cannot be developed in isolation. Consistent with the 4 C's, the communities of interest engaged in recreation and visitor services must be partners with the BLM in both the development of a national strategic plan and in its implementation.

Project Description – The BLM National Recreation and Visitor Summit would be a BLM sponsored three or four day gathering of key organizations and constituents in a workshop and open-discussion setting to be joined by select DOI representatives and BLM managers. The forum setting would bring together representatives from a broad set of recreation, tourism, industry, and community interests from across the West and Nation for an open dialog about the collaborative development and implementation of a BLM Recreation and Visitor Services Strategy. The summit would allow an opportunity for the BLM to listen to concerns, collaboratively generate ideas, identify broadly supported actions and foster ownership in a comprehensive strategic effort from both communities of place and communities of interest. Such a gathering would allow for enhanced understanding of the issues faced by all parties, identification of shared goals, and generate a framework for continued cooperation on both regional and national scales for collaborative provision of recreation and visitor services on public lands. The session might also generate a framework that supports the Department's Strategic Plan as related to recreation and visitor service.

Goals for the Summit or Forum would include:

- Provide an opportunity for open dialog and collaboration in the development of a BLM

Recreation and Visitor Services Strategy at a national level

- Provide public outreach, understanding and awareness of BLM services successes and issues
- § Identify cooperative opportunities and establish needs for enduring partnerships
- Garner and foster support for the agency's cooperative and collaborative approaches to addressing critical management and resource needs and issues

In bringing together key players in the recreation and tourism arena in a collaborative forum, the BLM is providing an opportunity for an open dialog concerning the development of a National Recreation and Visitor Services Strategy for the Bureau – one that has a broad constituency involvement, support, and enlists cooperative partnerships for its implementation. The Recreation and Visitor Summit would offer stakeholders a unique opportunity to hear about and discuss issues related to the development of a comprehensive approach to addressing challenges faced in providing high quality recreation opportunities and visitor services. The meeting would also generate ideas concerning how stakeholders might be involved through collaborative approaches and how BLM can better and more efficiently serve the public and increase visitor and constituent satisfaction through cooperative efforts.

In preparation for the summit, a small group of leaders from national, state and regional recreation and tourism organizations could gather for a pre-summit meeting with key BLM leaders to gauge interest and to discuss opportunities to collaboratively plan and cosponsor the proposed summit. A pre-summit meeting would allow time to vet and refine the concept, and gain support and possible co-sponsorship of a larger, more inclusive and truly collaborative event. It would be possible to conduct this meeting at a western location and include a field trip on BLM land.

Barriers and Other Considerations – Funding

Expected Principal 4 C's Contribution – Involvement of stakeholders in both planning and implementation of BLM recreation and visitor services strategy.

(23) Taos Centralized Emergency Dispatch

Project Highlight – Establishment of a centralized community dispatch center for enhanced community communication service and direct communication between emergency response organizations.

Project Location – Taos, New Mexico; Taos Field Office

Project Status – Under discussion and consideration

Project's Principal 4 C's Tools/Innovations – Coordination of communications to provide better safety and emergency service to residents of, and visitors to, Taos County.

Project's Population Focus – The communities and residents on lands served by the dispatch centers and emergency services within and adjacent to Taos County.

Project Background – At present there are several organizations within the Taos County area which provide emergency response through separate dispatch offices. This at times delays response, and causes some confusion among the public about what number to call to receive a specific service. For example, under the present system BLM has been unable to consistently communicate between responding vehicles from other agencies when engaged in fire suppression and law enforcement activities. A similar communication failure occurs between some emergency response agencies in responding to emergency calls from the public. In addition, the lack of coordinated dispatch makes direct communication between emergency service responders difficult. Local community leaders have expressed enthusiasm for developing a centralized and coordinated radio communication emergency dispatch that would provide a single point-of -contact and allow direct communication between response organizations. A single dispatch center would go a long way in relieving many of the concerns related to effectiveness and safety voiced by community members and emergency service providers.

Project Description – A centralized radio dispatch is proposed for Taos and Taos County with support from the BLM and other federal agencies. Benefits to the community would be significant. A centralized dispatched would provide more efficient and effective response at a lower cost than the current system of separate and non-coordinated dispatches. Participants could partner in sharing repeater, antenna and other systems capabilities, including coordination and linkages of operating frequencies. A single center would save on cost over the current multiple facility system, in part because of significant savings resulting from decreased staffing requirements. A centralized dispatch would also allow for frequency-coordinated mobile units to allow direct communication by responders.

Barriers and Other Considerations – There is some organizational resistance to sharing of authority, responsibility, equipment and facilities. Also, project could result in decrease in staffing levels and reduction in pay grade for some employees. Startup costs may also be an issue.

Expected Principal 4 C's Contribution – Enhanced emergency service to Taos and the surrounding community through coordination and centralization of communications is anticipated. Lower long-term cost of government services is expected.