

APPENDIX II

Options to Create Pilot Projects on Federal Lands Governance

By Matthew McKinney, Ph.D.
Executive Director, Western Consensus Council
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This options paper is a collection of the many proposals for pilot projects and experimental approaches to federal lands management and governance – organized around the key elements of any legislative or administrative framework to authorize such projects. *Please feel free to offer additional options and/or elements of any proposed framework* Thanks to everyone who has reviewed and contributed to this options paper.

Principles for the Suggested Framework

- a. The authorizing framework should establish a national competition for pilot projects to foster a spirit of entrepreneurialism, diversity, and excellence.
- b. Pilot projects should be governed by a fundamental principle of transparency – that is, the decisions and actions of pilot projects should be open and transparent.
- c. Pilot projects should be monitored and evaluated by a National Oversight Committee on Pilot Projects that may include members of Congress, the Administration, and organizations with an interest in federal lands management. The operating principle here is to model an inclusive, informed, deliberative (that is, collaborative) process.
- d. Pilot projects should be experimental in nature: this is not a proposal to change the entire system of federal lands management.
- e. Pilot projects should be encouraged across a range of issues, administrative jurisdictions, and geographic scales.

Elements of the Suggested Framework

Options to Develop Pilot Projects

- a. Anyone may submit a proposal through an open, competitive process.
- b. Inclusive groups that represent all stakeholders, including public officials and agencies, must develop proposals.
- c. Public officials and agencies, in consultation with diverse stakeholders, should develop proposals.

Options to Select Pilot Projects

- a. The National Oversight Committee on Pilot Projects mentioned above.
- b. A national advisory council on pilot projects that reviews proposals and makes recommendations to the National Oversight Committee on Pilot Projects for final selection.
- c. The Secretaries of Agriculture and Interior, in consultation with western Governors

(and legislatures).

Options on Who Participates

- a. Representation must be inclusive ... that is, participants must reflect the full range of interests and viewpoints on a given project.
- b. The group must represent local, state, regional, and national interests.
- c. A certain percent of participants must live in and represent the local area (existing examples include Valles Caldera and Presidio).

Options on Who Selects or Appoints Participants

- a. Participants are determined from the ground-up, consistent with c (i). The full group ratifies the final composition of any group.
- b. Participants are determined from the ground-up, consistent with c (i). The national advisory council on pilot projects ratifies the final composition of any group.
- c. The Governor and Secretaries of Agriculture and Interior jointly appoint representatives according to some formula to ensure balanced representation (existing examples include BLM and US Forest Service Resource Advisory Councils).

Options on the Authority of the Participants

- a. Govern - that is, to make and enforce decisions.
- b. Qualified Governance # 1 - that is, to make broad decisions about the desired ends or outcomes of a pilot project, and to then allow federal land managers and others develop and implement the appropriate means or strategies to achieve those ends.
- c. Qualified Governance #2- to make and enforce decisions ... the agencies responsible for implementing the decisions may appeal to the "oversight committee" and explain why a particular cannot or should not be implemented.
- d. Advisory - the participants advise the responsible agencies on outcomes (ends) and strategies (means), but the agency officials have final decision-making authority.

Options on Defining the Scope and Purpose of Pilot Projects

- a. NOTE - this element may duplicate 4(a), so let's think about combining the two.
- b. The overall scope and purpose of pilot projects is to (these may become criteria for selecting pilot projects):
 1. Promote sustainable communities.
 2. Promote sustainable landscapes.
 3. Utilize inclusive, informed, deliberative processes for decision-making.
 4. Provide fair, effective, and efficient means to resolve disputes or appeals to decisions that are made under pilot projects.
- c. The people and organizations submitting proposals should determine the scope and purpose of pilot projects.
- d. Proposals should include a clearly articulated "causal theory," that is, a clear hypothesis and linkage between what they are trying to achieve (the ends or outcomes) and how they propose to achieve their desired results (the means or strategies or activities).

Options on Sideboards Within Which Pilot Projects Must Operate

- a. NOTE - this element may overlap with the discussion on "Principles," item 3 above... so let's think about combining the two.
- b. Pilot projects must comply with all existing laws and policies.

- c. Pilot projects must comply with all existing laws, but are exempt from administrative rules, regulations, and policies.
- d. Same as c, but participants may request an exemption from an existing law ... and the National Oversight Committee on Pilot Projects may grant permission.

Options on Who Can Appeal Decisions Made By Pilot Projects

- a. Anyone.
- b. Only people who have formally participated in the decision-making process.

Options on How to Resolve Appeals

- a. Use a mandatory dispute resolution system that moves from low-cost dispute resolution procedures to high-cost procedures:
 1. Negotiation among appellants and pilot project participants.
 2. Mediation among appellants and pilot project participants.
 3. Binding or non-binding arbitration.
 4. Judicial resolution in a court-of-law.
- b. Eliminate administrative appeals; and, presumably, go straight to court.
- c. Appeal to the National Oversight Committee on Pilot Projects.
- d. Appeal to either the Secretary of Agriculture or the Secretary of Interior.

Options to Enforce, Monitor, and Evaluate Pilot Projects

- a. Applicants should clarify in writing a set of performance-based standards or measurements - in terms of process and outcomes. If the agreed-upon standards are not being met, someone needs to "pull the plug."
- b. Project participants should submit annual reports to the National Oversight Committee on Pilot Projects ... based on the "causal theory" of the pilot project.
- c. Annual or biennial meeting of pilot project participants to exchange ideas, document lessons learned, and identify what works, what doesn't, and why.
- d. Evaluation of pilot projects by the General Accounting Office after 3-5 years.
- e. Evaluation of pilot projects by independent observers after 3-5 years.

References

American Heritage Rivers Initiative. Online at <http://www.epa.gov/rivers/eo13061.html1>.

Forest Options Group (FOG) Second Century Report (5 projects): Entrepreneurial Budgeting, Collaborative Governance, Collaborative Planning, Forests Trusts, Rate Board. Online at <http://www.to.org/2c.html>.

Foundation for Research on Economics and the Environment (FREE), Missouri River Project (3 projects): Thorson, Fairfax and O'Toole, Fischer. Online at <http://www.free-eco.org/rfp/index.html>.

Idaho Federal Lands Task Force Working Group Report, Federal Land Pilot Projects in Idaho (5 projects): Central Idaho Ecosystem Trust, Clearwater Basin Stewardship Collaborative, Priest Lake Basin Cooperative, St. Joe Stewardship Project, Twin Falls/Cassia Resource Enhancement Trust. Online at <http://www2.state.id.us/lands/LandBoard/fltf.html>.

Moffat County Northwest Colorado Working Landscape Trust. Online at

[http://www.co.moffat.co.us/Natural Resources/Trust_final.pdf](http://www.co.moffat.co.us/Natural%20Resources/Trust_final.pdf).

Presidio Trust Act. Online at http://www.presidiotrust.gov/archive/archive_trust_act.asp.

Secure Rural Schools and Community Self Determination Act of 2000. Online at <http://thomas.loc.gov>.

Valles Caldera National Preservation Act. Online at <http://www.fs.fed.us/r3/sfe/valles/Library/prevAct.html>.

APPENDIX III

Table of 4 C's Projects, Activities and Proposals

The projects, activities and proposals referenced for the preliminary classification of 4 C's tools are listed below in alphabetical order with state of implementation, bureau contact name, and telephone number noted, respectively.

Project	State	Contact	Telephone Number
Abandoned Mine Cleanup: Upper Animas	CO	Steven Cohen	202-785-6589
Agency and Public Cross Training	WO	Ron Huntsinger	505-751-4700
Amargosa Toad Habitat Conservation Plan	NV	Jerry Smith	775-635-4000
America's Backyard	WO	Bob Ratcliffe	202-452-5040
Anasazi Heritage Center	CO	Bob Ratcliffe	202-452-5040
Applegate Partnership	OR	Ron Huntsinger	505-751-4700
Arizona Dept Game and Fish Planning Coord.	AZ	Mike Taylor	602-417-9231
Barry Goldwater Executive Council	AZ	Mike Taylor	602-417-9231
Blackfoot Challenge	MT	(BLM WO – Implementation of the 4 C's)	
Black Rock Desert-High Rock Canyon ... NCA	NV	Jamie Thompson	775-623-1541
Black Rock Desert Volunteers	NV	Terry Reed	775-623-1500
BLM Natl Training Cntr Partnership Series	WO	Steven Cohen	202-785-6589
Bloody Shins Partnership Information	NV	Terry Reed	775-623-1500
Bradshaw/Agua Fria National Monument RMP	AZ	Mike Taylor	602-417-9231
Burning Man Special Recreation Permit	NV	Terry Reed	775-623-1500
California National Historic Trails Interp Cntr	NV	Helen Hankins	775-753-0201
Campbell Creek Science Center	AK	Bob Ratcliffe	202-452-5040
Canyon City, CO Service First	CO	Bob Ratcliffe	202-452-5040
Cascade Streamwatch Project	OR	Bob Ratcliffe	202-452-5040
Central Oregon Service First	OR	Bob Ratcliffe	202-452-5040
Colorado Plateau Mountain Bike Trail System	CO	Bob Ratcliffe	202-452-5040
Community Viz	WO	Cynthia Moses-Nedd	202-452-5114
Coral Pink Sand Dunes	UT	Steven Cohen	202-785-6589
Data Sharing	WO	Cynthia Moses-Nedd	202-452-5114
Eastern Nevada Landscape Restoration Project	NV	Gene Kolkman	(Ely Field FO)
Elko Field Office	NV	Helen Hankins	775-753-0201
Farmington FIMO	NM	Rich Whitley	505-438-7501
Friends of Yaquina Lighthouses	OR	Bob Ratcliffe	202-452-5040
Galisteo Basin Proposal	NM	Ron Huntsinger	505-751-4700
Heart Mountain Partnerships	WY	Alan Kesterke	(Wyoming SO)
Hospitality Industry Partnership	WO	Cynthia Moses-Nedd	202-452-5114
Humboldt County Weed Management CA	NV	Terry Reed	775-623-1500
Hutton Junior Fisheries Biology Program	WO	Bob Ratcliffe	202-452-5040
Idaho Service First – Lynx Plan Amendment	ID	Bob Ratcliffe	202-452-5040
Idaho Service First – Single Pass	ID	Bob Ratcliffe	202-452-5040
Interim Forest Plan, Nevada County, CA	CA	Steven Cohen	202-785-6589
Jawbone Station/Friends of Jawbone	CA	Bob Ratcliffe	202-452-5040
Kasha-Katuwe Tent Rocks National Monument	NM	Bob Ratcliffe	202-452-5040
Knowlton Travel Plan, Eastern Montana	MT	Steven Cohen	202-785-6589
Las Cienegas National Conservation Area	AZ	Steve Cohen	202-785-6589
Leave No Trace	WO	Bob Ratcliffe	202-452-5040
Lemhi Model Watershed Project	ID	(BLM WO – Implementation of the 4 C's)	
Lewis and Clark Bicentennial Commemoration	WO	Bob Ratcliffe	202-452-5040

<u>Project</u>	<u>State</u>	<u>Contact</u>	<u>Telephone Number</u>
Little Sahara and Yuba Reservoir	UT	Bob Ratcliffe	202-452-5040
Lovelock Cave and Lovelock Cave Back Country	NV	Terry Reed	775-623-1500
Moab Information Center Interagency CA	UT	Bob Ratcliffe	202-452-5040
Moab Information Center	UT	Bob Ratcliffe	202-452-5040
Muddy Creek Coord. Resource Management Project	WY	Alan Kesterke	(Wyoming SO)
National Public Lands Day	WO	Bob Ratcliffe	202-452-5040
Nevada Abandoned Mine Lands Hazard Remed.	NV	Bob Abbey	775-861-6590
Nevada BLM Partnership with NV Developer	NV	John Singlaub	(Carson City FO)
Nevada Gov. Sage-Grouse Conservation Team	NV	Terry Reed	775-623-1500
New Mexico Counties	NM	Bob Alexanfder	505-438-7428
New Mexico State BLM Office	NM	Rich Whitley	505-438-7501
Northeastern Nevada Stewardship Group, Inc.	NV	Helen Hankins	775-753-0201
Outside Las Vegas Foundation	NV	Bob Abbey	775-861-6590
Paiute and Great Western Trail System	UT	Bob Ratcliffe	202-452-5040
Partners for Grassland Stewardship	MT	(BLM WO – Implementation of the 4 C's)	
Pine Nut Mountains RMP Plan Amendment	NV	Elayn Briggs	775-885-6170
Permittee Stewardship Contracts	WO	Directors Office	202-208-3801
Pompeys Pillar Historical Association	MT	Bob Ratcliffe	202-452-5040
Pompeys Pillar National Monument	MT	Bob Ratcliffe	202-452-5040
Public Lands Information Center	AZ	Mike Taylor	602-417-9231
Quarterly Congressional Briefings	AZ	Mike Taylor	602-417-9231
Red Hill Council Action Alternative	CO	Bob Ratcliffe	202-452-5040
Red Hill Memorandum of Understanding	CO	Bob Ratcliffe	202-452-5040
Red Rock National Conservation Area	NV	Mark T. Morse	702-515-5093
Salmon Field Office Community-Based Planning	ID	Ron Huntsinger	505-751-4700
Sand Flats Recreation Area	UT	Bob Ratcliffe	202-452-5040
Scappoose Bay Watershed Habitat Improvement	OR	Bob Ratcliffe	202-452-5040
Seeds of Success	WO	Bob Ratcliffe	202-452-5040
Small Business Plan Preparation	WO	Cynthia Moses-Nedd	202-452-5114
Sonoran Desert Conservation Plan	AZ	Steven Cohen	202-785-6589
Sonoran Institute and BLM Econ Profile System	WO	Steven Cohen	202-785-6589
Susanville Depot and the Bizz Johnson Trail	CA	Bob Ratcliffe	202-452-5040
Taos County Emergency Response Center	NM	Ron Huntsinger	505-751-4700
Timbisha Tribal Homeland	CA	Ron Huntsinger	505-751-4700
Tread Lightly!	WO	Bob Ratcliffe	202-452-5040
Upper Klamath Basin Working Group	OR	Steven Cohen	202-785-6589
Wildfire Support Group, Winnemucca Field Office	NV	Terry Reed	775-623-1500
Wonderful Outdoor World	WO	Bob Ratcliffe	202-452-5040
Yaquina Head Outstanding Natural Area	OR	Bob Ratcliffe	202-452-5040

VIII. ATTACHMENT TWO

DRAFT 3-YEAR WORK PLAN FOR 4 C's COORDINATOR

Work Plan Key:

- Task will be initiated within the next 6 months – High priority (H)
- Task will be initiated between the next 6 months to 1 year – Medium priority (M)
- Task will be initiated in 1 year or later – Low priority (L)

	Action Statement	Tool	Priority	Responsibility/ Funding	Initiate	Completed	Comments
1	Develop Action Plan for implementation of 4 C's Initiative		H	4 C's Detailee (Rich Whitley)	2/03	6/03	
2	Interview key departmental decision makers and community leaders, counties officials, interest groups, tribes, other government organizations, and Non-Government Organizations. Interviews will provide an outline for the direction community stewardship should take for BLM.	Interviews	H	4 C's Detailee (Rich Whitley)	1/03	Ongoing	This will continue as part of the evaluation process to help determine if we are meeting our objectives.
3	Assess current activities	IM	H	Assistant Sec. Director	10/02	complete	See 4C's Report, Partnership Report and Institute for Environmental Conflict Resolution Report
4	Brief the ELT and get support for the Work Plan	Briefing	H	Coordinator	8/03		
5	Develop Communications Strategy.	IM	H	Coordinator and AD Communications	7/03		Create consistent national outreach presentation on community stewardship, partnership and ADR. Strategy needs to be tied to training, business, and strategic plans.
6	Establish 3 task forces to develop recommendations for removing procurement, budget, and human resource, barriers and review the need for additional authorities.	IM	H	Director	6/03		Closely coordinate with Dept.
7	Assemble a Community Stewardship Task Force		H	Director	5/03	Complete	Provides 4-6 weeks/yr support

	(formerly 4C's Task Force)						of Initiative on Two- year rotating terms.
8	Collaborate with Partnership Task Force, ADR Task Force, Dept. MIT and other to ensure connection of BLM efforts with other ongoing initiatives.	Regular meeting with other groups	H	Coordinator	Ongoing	Ongoing	
9	Identify new start-ups for community stewardship (Moffat Co.)		H	Director	7/03		Task Force Recommendation. Task Force will establish criteria.
10	The Director Approve the Community Stewardship Work Plan	Briefing	H	Coordinator	6/03		
11	Send Instruction to the field on work plan.	IM	H	Director	6/03		
12	Develop a set of performance indicators and measures that will enable BLM to track and report community stewardship efforts.	DOI/BLM Strategic Plan	H	Coordinator and Budget Team. Kit Muller	6/03	9/03	
13	Develop a set of output measures that will enable BLM to plan and tracks costs, report work accomplishments, and develop unit costs.	Program Elements and other strategies	H	Coordinator and Budget Team	6/03	9/03	
14	Explore strategies for incorporating BLM's community stewardship strategy into the budget execution process – Team Analysis	FY 2004 PTA	H	WO 200, 300, 400,800 and Community Stewardship and Partnership Task Force	04/03	8/03	Budget related <i>Met with Steve Tryon (WO Budget)</i>
15	Explore strategies for incorporating BLM's community stewardship strategy into the budget development process – Team Analysis	FY 2005 President's Budget request	H	WO 200, 300, 400,800 and Partnership Task Force (Helene–detail)	05/03		Budget related
16	Review and revise as appropriate, policy for the CCI/CCS program to be supportive community stewardship – Team Analysis	Policy/IM	H	WO 200, 300, 400,800 and Partnership Task Force (Helene–detail)	06/03		Budget related
17	Develop policy and guidelines for managing reimbursable funds in association with community stewardship and partnerships.	IM and post on Web	H	NBC and WO800 (Helene–detail)	07/03		Budget related Procurement related
18	Identify and track funding or budget issues as they are developed under goal 2 and 3 and incorporate them into the budget section of the work plan.		M	Partnership Task Force	On-going		Budget related
19	Evaluate training needs, recruitment strategies,	Policy/IM	H	Coordinator, Human Resources	6/03		

	EPPR,s, PD's, Vacancy Announcements and incentives.			Team			
20	Evaluate need for Community Outreach/Partnership Coordinator positions.	Policy/IM	M	Coordinator, Community Stewardship Task Group and Partnership Task Group	10/03		If approved this will need to be included in Work Force Planning.
21	Explore ways of furthering interagency coordination.			Coordinator			
22	Develop comprehensive, annotated list of authorities under which BLM works with partners	White Paper	H	Coordinator, Authorities Team,AD 400, 600, 250	7/03		
23	Develop a paper on dos/don'ts related to FACA	White Paper	H	Coordinator	09/03		Assistant Sec office is working on this.
24	Develop a template/tools/ model kit for the field to follow when establishing community stewardship, partnership, and ADR efforts	Tool Kit/template Web-based	M	Coordinator, Partnership and ADR Task Forces	12/03		Based on data call. Review FS PRC and revise to fit NLCS if necessary
25	Establish BLM intranet site to disseminate community stewardship, partnership, and ADR tools to field.	Intranet Lotus Notes Database	M	Coordinator, Community Stewardship and Partnership Task Forces	10/03		
26	Post list of community stewardship, placed-based partnerships and ADR BLM contacts for each.	List on Web	H	Coordinator, Community Stewardship, Partnership and ADR Task Forces	06/03		
27	Share success stories.	Post on Web	M	Partnerships Task Force	12/03		Begin with USFS recent data call (2/5)
28	Post toolbox on Web that includes, but is not limited to: appropriate administrative and procurement tools to use in developing and sustaining ,community stewardship and partnerships; information on setting up, ethics rules for working with partners; identification of options for attracting and recognizing partners; all of the various training opportunities, and sample agreements/templates to aid the field in developing their own site specific agreements.	Intranet Internet	H M	Staff Lead and Partnership Task Force with input from numerous other sources	04/03		Partner with USFS PRC – add/revise for a seamless PRC
29	Work with communities to identify capacity building needs		H	Coordinator, Community Stewardship Task Force	9/03		
30	Develop Communications Strategy		H	Coordinator and AD Communications	7/03	8/03	

31	Develop list BLM and partners who have had success in community stewardship who are willing to coach and mentor others.		H	Coordinator will maintain list.	2/03	5/03	This list will be continually updated as more people become engaged in community stewardship.

In 3-5 years:

- ❖ Bureau executives, managers and employees, understand and support Community Stewardship/Outcome Based Performance
- ❖ Changes in regulations, policies and procedures (planning, procurement, human resources, budget) are in place to facilitate implementation.
- ❖ Internal training and skills development tools are in place to facilitate implementation
- ❖ Communities of place and interest understand and support implementation.
- ❖ Bureau executives, managers, employees, understand their new roles (facilitate, educate, partner)
- ❖ Community needs have been identified to address capacity building.