

**LEAVING a 4 C's LEGACY**  
*A FRAMEWORK FOR SHARED COMMUNITY STEWARDSHIP*

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

By

**The 4 C's Working Group**

July 2003

## **PREFACE**

This report is about an idea – the idea of shared community stewardship and its application to the management of public lands. It is an idea whose roots are firmly planted in the pioneering efforts of bureau staff whose hard work and high creativity over the years have laid the administrative foundation for further developing community stewardship. It is an idea that builds on the bureau's long legacy of collaboration and cooperation to now engage the American people in partnered conservation and the next level of resource governance innovation: shared community stewardship of the public lands.

## EXECUTIVE SUMMARY

The Assistant Secretary of Land & Minerals Management established a Bureau of Land Management (BLM) 4 C's Working Group and instructed the group in a memorandum dated 10 June 2002 to: (a) identify and document existing shared community stewardship projects with particular attention to the means or tools used to implement those projects; (b) explore future pilot projects that could be developed and, particularly, consider some of the ideas suggested in the paper by Matthew McKinney, "Options to Create Pilot Projects on Federal Lands Governance"; and (c) identify barriers to the growth and development of those projects and determine how to address those barriers.

The 4 C's Working Group addressed the Assistant Secretary's instruction in two phases. In Phase One (completed September 2002), the Group prepared and issued a report on existing shared community stewardship projects and tools entitled. In Phase Two, the Group addressed the remaining informational needs of the Assistant Secretary.

The proposed mission, goal and objectives of the report are based on the presumption of stewardship of public lands *by the American people, with the American people and of the American people*. Place-based partnerships and participatory problem solving are foundational. They enable, enhance and expand the role and responsibility of citizens in the use, care and protection of public lands. They also advance the conservation objectives of (1) sustaining working landscapes, (2) fostering innovations in natural resource management and governance, (3) institutionalizing the concept of shared community stewardship in the culture and operations of the BLM, and (4) instituting outcome-based management of natural resources.

The *Framework for Shared Community Stewardship* is envisioned as a bottom-up, bureau-wide initiative that (1) builds on the successes of the Bureau to date, (2) supports planned or proposed projects in the near-term, and (3) fosters and facilitates the innovation and creativity needed to multiply efforts and take them to the next and higher level of shared community stewardship of public lands, embracing and ranging from traditional partnerships to Alternative Dispute Resolution to consensus-based management to third-party monitoring and assessment to adaptive, outcome-based management. Eight principles structure and guide the Initiative. The initiative should be:

- Structured around existing administrative tools
- Applied to advance systemic change, not experimentation, within the Bureau
- Fully integrated within Bureau administration – *a seamless service to facilitate ongoing innovation and help managers reach new levels of community stewardship*
- Fully transparent and accessible to the public in its implementation
- Inclusive of monitoring and public oversight and reporting in its applications
- Subject in its short-term organizational format to a sunset provision consistent with its mission, goal and objectives of full institutionalization within BLM culture
- Inclusive, bottom-up, participatory and place-based in its operation

- Systemically applied to encourage and solicit a broad diversity in projects extending from traditional partnerships to new forms of shared stewardship and governance

Structural elements to enhance the Initiative include project development considerations, project selection consideration, project scope, administrative considerations, advisory components, project monitoring, and Departmental participation.

Barriers to implementation and solutions to those barriers are divided into 7 categories: (1) cultural; (2) community; (3) administrative; (4) management; (5) budgetary, financial, procurement and contracting; (6) informational, and (7) support. Cultural barriers are often subtle impediments and include attitudes, training, institutional, and personnel practices that unintentionally compromise or undermine BLM-community relationships. Community barriers include skill and capacity gaps within communities and among community leaders, and may involve conflicts between traditional or emerging community value systems and agency values and mission. Administrative barriers include process and regulatory impediments. Management barriers include performance elements inconsistent with the shared community stewardship concepts and knowledge, skill and ability gaps among field managers and staff. Budgetary, financial, procurement and contracting barriers include a broad range of funding and resource allocation factors limiting or adversely affecting implementation of stewardship projects. The Informational barrier pertains to the challenges of disseminating essential data and knowledge. The support barrier points to the critical role of Departmental and agency support for the ultimate success of the Initiative. Recommended solutions to each of the seven barriers are provided.

Twenty-three proposed or early-stage projects are highlighted to suggest (a) the diverse constellation of projects now underway or planned that meet the purpose and criteria of the Initiative and (b) potential candidates for selection and support. Projects are compartmentalized into four groups:

- [Community-Based Landscape Restoration Projects](#)
- [Community-Based Planning and Plan Implementation Projects](#)
- [Community-Based 4 C's Partnerships and Agreements](#)
- [Community-Based Programmatic/Institutional Initiatives](#)

Final recommendations to the Assistant Secretary are provided. The final recommendations summarize the key recommendations listed elsewhere in the report, particularly in the section on barriers and solutions. The final recommendations reflect the key principles underlying the initiative's operation, the centrality of Resource Advisory Councils, the necessity for a term coordinator position, funding suggestions, personnel training and strategic placement, and award recognition for agency personnel and public partners exhibiting outstanding leadership in the advancement of the mission, goal and objectives of the initiative.

Three Attachments are included at the end of the report. Attachment One includes: (a) the Phase One report 4 C's Tools: Overview and Summary [reviewed and evaluated over 80 current BLM projects and extracted from them a total of 26 administrative tools for the implementation of 4 C's projects]; (b) copy of the instruction memorandum of 10 June 2002 from the Assistant Secretary requesting the Working Group to prepare the report at hand; (c) copy of Matthew McKinney's paper "Options to Create Pilot Projects on Federal Lands Governance";

and (d) a reference table to the projects, activities and proposals incorporated in 4 C's Tools: Overview and Summary.

Attachment Two is a draft 3-year work plan for the proposed term coordinator position. It is preliminary and subject to revision by the bureau. It was developed by Richard Whitley, member of the Working Group and tasked to the Assistant Secretary, Land & Minerals Management, from 2/03 to 5/03 for the purpose of assisting in the development of the initiative.

Attachment Three discusses factors to consider for project selection and operation. These factors were identified by the Working Group and are presented here only as guides or suggestions for later implementation. The factors are intended to help the BLM focus on efforts that contribute most to the ideals of citizen conservation and community stewardship. They are meant to help direct and leverage the allocation of time and resources not impose standards on Field Offices for collaborative activities or otherwise restrict the freedom of Field Managers to exercise their discretion. The factors are guidance for the *Framework for Shared Community Stewardship* – the roadmap to identify which projects, by virtue of their selection, will lead the bureau most expeditiously in the direction of community stewardship and what operational and administrative mechanisms will best provide the driving force to get there.

The factors are divided into two categories: (1) project selection factors – *which collaborative and partnered projects best match the citizen conservation and community stewardship purpose* and (2) project operation factors – *what are the operational expectations for projects and what sidebars should be reasonably anticipated in their implementation?*

## TABLE OF CONTENTS

Section	Page
Preface	2
Executive Summary	3
Table of Contents	7
I. Introduction	8
II. Proposed Mission, Goal and Objectives Statement	10
III. Elements for Enhancing a 4 C's Initiative	12
IV. Barriers and Solutions to Success of the 4 C's Initiative	24
V. Range of Existing and Suggested Candidate 4 C's Projects	40
VI. Final Recommendations of the 4 C's Working Group	83
VII. Attachment One – 4 C's Tools: <i>Overview and Summary</i>	86
<u>4 C's Tools: <i>Overview and Summary</i></u>	90
Assistant Secretary Memorandum of 10 June 2002	108
Matthew McKinney Report	109
Reference Table of 4 C's Projects	113
VIII. Attachment Two – Draft 3-Year Work Plan for 4 C's Coordinator	115
IX. Attachment Three – Factors to Consider for 4 C's Project Selection/Operation	119