

**To:** Fisher, Timothy[tjfisher@blm.gov]  
**Cc:** Lissa Eng[leng@blm.gov]; Kyle Sullivan[ksullivan@blm.gov]  
**From:** Wootton, Rachel  
**Sent:** 2017-05-17T09:50:49-04:00  
**Importance:** Normal  
**Subject:** Re: National Conservation Lands Comm Plan  
**Received:** 2017-05-17T09:51:26-04:00  
[Communications Plan--Messages Outline 2-17-17 \(2\).docx](#)  
[Communications Plan--Revised Draft Plan 2-17-17 \(2\).docx](#)

Hi Tim and Kyle,

We had been working on the Communications Plan for quite a while. I have attached the latest draft and the messages outline.

Lissa, I am not sure if you were working on it, but if you were, feel free to send an updated draft when you are back in the office.

Best,

Rachel

--

Rachel Wootton  
Planning and Environmental Specialist  
National Conservation Lands (WO-410)  
Bureau of Land Management  
20 M Street SE Washington, DC 20003  
[rwootton@blm.gov](mailto:rwootton@blm.gov)  
desk - (202) 912-7398  
cell - (202) 774-8791

[Visit us online!](#)

On Wed, May 17, 2017 at 8:16 AM, Fisher, Timothy <[tjfisher@blm.gov](mailto:tjfisher@blm.gov)> wrote:

Lissa -

I am wondering if you can provide Kyle some WO level plan for the National Conservation Lands. I am cc'ing Rachel since she been here for a while and might have some documentation too.

I appreciate any assistance,

Timothy J Fisher, Program Lead

National Monuments and Conservation Areas  
National Conservation Lands

20 M Street S.E. (wo-410)  
Washington DC 20003

202-912-7172 Office  
202-604-0706 Cell  
202-245-0050 Fax

[tjfisher@blm.gov](mailto:tjfisher@blm.gov)

----- Forwarded message -----

From: **Sullivan, Kyle** <[ksullivan@blm.gov](mailto:ksullivan@blm.gov)>

Date: Tue, May 16, 2017 at 12:17 PM

Subject: National Conservation Lands Comm Plan

To: Timothy Fisher <[tjfisher@blm.gov](mailto:tjfisher@blm.gov)>

Hi Tim,

I'm starting to work on a communication plan for BLM CA's National Conservation Lands. We are working to develop some talking points that help link all of the units together. I'm wondering if you have a national-level communication plan that I can build off of.

Thank you,

Kyle

Kyle Sullivan  
Mojave Trails National Monument Manager  
Bureau of Land Management  
Office: (951) 697 5385 | Cell: (951) 413 9498

## National Conservation Lands Key Messages

### Internal - General Messages

- Short Messages
  - Under FLPMA, conservation and sustained yield are integral parts of the BLM's mission and are playing increasingly larger roles, especially within the National Conservation Lands.
  - National Conservation Lands compliment energy and grazing demands placed on other BLM lands by ensuring that areas with high conservation values are protected and positively showcased to the American public.
  - The units within National Conservation Lands hold invaluable historical, scientific, natural, visual, and cultural significance.
  - The National Conservation Lands make up around 15 percent of BLM-administered lands and almost all Field Offices have one or more units of the National Conservation Lands within their boundaries.
  - Supported economic sectors include oil, gas, coal, non-energy minerals, renewable energy projects, grazing, and timber.
  - The National Conservation Lands help drive our nation's \$650 billion outdoor recreation economy by providing free recreational opportunities to the public while aiding local and state economic prosperity.
  - National Conservation Lands offer a variety of BLM programs (wildlife, T&E, range, fisheries, recreation etc.) and opportunity to amplify messages about these respective programs and their benefits to the public
- Longer Messages
  - The BLM mission for the National Conservation Lands is to conserve, protect, and restore nationally significant landscapes that are recognized for their outstanding cultural, ecological, and scientific values.
  - These lands continue to support many traditional activities, such as hunting and fishing, livestock grazing, and Native American cultural and religious practices.
  - Local economies are rewarded as these lands attract visitors as well as new residents attracted by outdoor amenities. Visits to National Monuments and National Conservation Areas (NCAs) have grown at over 400% the rate of other BLM recreation sites in the past 10 years. In 2016, there were 8.6 million visits to National Monuments and NCAs.
  - Scenic and iconic American lands are part of the system, including the Rio Grande del Norte in New Mexico, the Grand-Staircase Escalante in Utah, the Upper Missouri River Breaks in Montana and the King Range NCA along the coast of California.
  - In 2016, on a budget of only \$2.73 per acre (compared to \$35.71 per acre for the National Park Service), National Monuments and NCAs supported over \$50 in regional economic activity for every acre of land managed. This amounts to \$17 in regional economic contributions for every \$1 of federal funding.
  - The National Conservation Lands practice a landscape scale stewardship approach and allow for innovative management strategies. Rapid Ecoregional Assessments were developed to look at regions and identify resource values and

## National Conservation Lands Key Messages

patterns of environmental change that may not be evident when managing smaller land areas.

- The National Conservation Lands offer a high level of durability for investment of mitigation funding in meeting the goals of the department and BLM's new mitigation strategies, as well as a system to concentrate efforts to make mitigation more consistent, predictable, and effective.

### External - General Messages

- Short Messages
  - Created in 2000, the National Conservation Lands bring together all of the BLM's conservation units. These lands include over National Monuments, National Conservation Areas, Wilderness Areas, Wilderness Study Areas, Wild and Scenic Rivers, and National Scenic and Historic Trails.
  - They encompass approximately 15% or 36 million acres of BLM's land base.
  - The mission of the National Conservation Lands is to conserve, protect, and restore nationally significant landscapes that are recognized for their outstanding cultural, ecological, and scientific values.
  - Inclusion of areas in the National Conservation Lands reflects decades of conservation stewardship of these special places
  - The National Conservation Lands have broad-based community support for their recognition as crown jewels of the public lands.
  - The National Conservation Lands are places where you can explore, hike, hunt, fish, and enjoy the natural and cultural splendor of the American West. They encompass lands of tremendous beauty and diversity, ranging from the rugged California coastline to colorful desert canyons. They offer unequaled opportunities for education, scientific study, and self-discovery.
  - BLM manages approximately 28% of all Wilderness Areas, consisting of rugged mountain ranges, broad valleys, and desert plains that include the surviving remnants of the vast natural landscape that once covered all of North America.
  - BLM manages land along 18 of the 30 National Scenic and Historic Trails nationwide. National Scenic Trails provide for outdoor recreation and National Historic Trails follow a historic trail or route of national significance.
  - BLM manages approximately 20% of the National Wild and Scenic Rivers System, established to preserve certain rivers with outstanding natural, cultural, and recreational values in a free-flowing condition.
  - The National Conservation Lands help drive our nation's \$650 billion outdoor recreation economy by providing free recreational opportunities to the public while aiding local and state economic prosperity.
- External Longer Messages
  - The National Landscape Conservation System, or National Conservation Lands, encompasses nearly 36 million acres of specially designated places, whose wild character and world-class resources are under the stewardship of the BLM. Through the National Conservation lands—created in 2000 and formally established by Congress in 2009—the BLM works to conserve, restore, and protect these special places for present and future generations.

## National Conservation Lands Key Messages

- There are nearly 900 units of National Conservation Lands and by being largely primitive and undeveloped these lands fill a vital niche. They are critical to maintaining large ecosystems throughout the nation and supporting many animal and plant species. They provide wide, open spaces and preserve the record of geologic change, prehistoric life, and thousands of years of human history, cultures, and traditions on the public lands.
- A large percentage of the new national monument and wilderness acreage designated in the contiguous U. S. over the past 20 years are under BLM stewardship as part of the National Conservation Lands. Thus, the idea of the National Conservation Lands is relatively new and growing, making this an exciting era of conservation.
- These lands support a broader mix of uses than similar designations managed by other agencies. More than 99% of acreage is open to livestock grazing and hunting, as well as Native American cultural and religious practices. Conservation is a top priority for these lands, but multiple-use opportunities make the National Conservation Lands unique.
- BLM strives to form partnerships with local communities to participate in joint stewardship and build shared ownership in successes. With the help of friends groups, youth groups, and schools—and many other volunteers, young and old—the BLM is forging a new conservation model to manage and protect these remarkable landscapes for present and future generations to enjoy.
- Local economies are rewarded as these lands attract visitors and new residents. Visits to National Monuments and NCAs have grown at over 400% the rate of other BLM recreation sites in the past 10 years. In 2016, there were 8.6 million visits to National Monuments and NCAs.
- Visitor spending due to visits to National Conservation Lands reaches many local industries, including but not limited to restaurants, motels, camping-related businesses, gas and oil, transportation businesses, and souvenir businesses.
- In 2016, on a budget of only \$2.73 per acre (compared to \$35.71 per acre for the National Park Service), National Monuments and NCAs supported over \$50 in regional economic activity for every acre of land managed. This amounts to \$17 in regional economic contributions for every \$1 of federal funding.
- 90% of western cities greater than 50,000 people are within just 25 miles of a National Conservation Lands site.
- Many goods and services provided by National Conservation Lands are not traded in markets and thus are not valued through market activity. Goods and services such as clean air, pristine views, and the value ascribed to recreational experiences such as fishing, hiking or camping are examples of nonmarket values. The BLM provides a wide array of nonmarket values through resources and activities, even if they are not sold or purchased.

### External - Specific Messages

- Recreation
  - Motorized Recreation
    - Short Messages

## National Conservation Lands Key Messages

- Opportunities for many forms of off highway vehicles are available in the National Conservation Lands, ranging from motorcycling to snowmobiling, for those seeking spectacular scenery and adventure in remote locations.
- Long Messages
  - National Conservation Lands have hundreds of miles of trails and primitive roads that are available for motorized recreation such as dual-sport motorcycling and other off-highway vehicles.
  - Black Rock Desert-High Rock Canyon Emigrant Trails NCA in Nevada provides riders a chance to follow the path of 19th century emigrants on the Applegate National Historic Trail.
  - In Alaska, snow machine riders can ride along the world famous Iditarod National Historic Trail.
- Non-Motorized (hiker, equestrian, mountain biker, boaters)
  - Short Messages
    - National Conservation Lands provide opportunity for a wide range of non-motorized recreation such as bird watching, mountain biking, hiking, and boating.
  - Long Messages
    - Public lands managed by the BLM as part of the National Conservation Lands have hundreds of miles of trails open to hiking, and mountain biking. The BLM works cooperatively with nonprofit groups and trail users to ensure that these trails provide an enjoyable and scenic experience.
    - National Conservation Lands can offer stunning views of red Aztec Sandstone canyons, unique wildlife, and much more, all accessible by foot, horse, and boat.
    - The Arkansas River through Browns Canyon National Monument is the busiest segment on the most popular commercially outfitted whitewater river in the West. In 2016, outfitters earned over \$5.5 million on boating receipts alone on the segment. According to the Colorado River Outfitters Association, whitewater boating brought over \$60 million to the Arkansas Valley economy in 2014, with over a third of this use coming from Browns Canyon.
    - The California condor release site in Arizona's Paria Canyon Vermillion Cliffs National Monument is a popular location for visitors to view these largest land birds in North America.
- Hunters & Fishers
  - Short Messages
    - The BLM strongly supports recreational fishing, hunting, and shooting opportunities on the public lands.
    - Over 99% of land in the National Conservation Lands is open to hunting.

## National Conservation Lands Key Messages

- Through a cooperative relationship with state agencies first rate hunting and fishing opportunities have been created throughout the conservation system.
- The BLM uses its partnerships to accomplish on-the-ground conservation work throughout the country.
- In addition to managing game habitat, areas in the conservation system have also reintroduced game species formerly extirpated from the area.
- Long Messages
  - The BLM works closely with national partners to promote hunting, fishing and shooting on public lands through the Federal Land Hunting, Fishing, and Shooting Sports roundtable and Wildlife and Hunting Heritage Conservation Council.
  - BLM works with Tread Lightly! To educate recreationists about responsible shooting to encourage good stewardship.
  - The Wilderness Study Areas in Utah's Henry Mountains are home to one of four free-roaming bison herds in the U. S. and the only huntable herd. Approximately 40 hunting permits per year are issued for the 3-400 animal herd. The population has increased so that some of the animals are being located to begin a new herd in the Book Cliffs Wilderness Study Area.
  - The Colorado Division of Wildlife has designated the Gunnison River in Gunnison Gorge NCA as a Gold Medal Trout Fishery supporting excellent rainbow, brown, and cutthroat trout population.
  - California is the only state with populations of tule elk. The Rocky Mountain Elk Foundation partnered with the BLM to acquire lands within the Berryessa-Snow Mountain National Monument to expand habitat for one of the state's tule elk herds. RMEF remains heavily involved in habitat protection and enhancement projects. California's tule elk herds have recovered from the brink of extinction and Cache Creek now has several trophy bull tags available each year.
- Conservationists
  - Short Messages
    - National Conservation Lands are critical to the protection of the Nation's natural, cultural, and paleontology resources.
    - These Lands serve as a first class laboratory for scientists and historians from all around the world.
    - Over 30 percent (223) of the special status species found on BLM lands are on National Conservation Lands.
    - Some places are too special to build roads on, mine, or develop. The National Conservation Lands protect our most public lands with the most significant natural, cultural, and historic value.
  - Long Messages

## National Conservation Lands Key Messages

- National Conservation Lands are critical to maintaining large ecosystems throughout the Nation and supporting the animal and plant species that depend on those landscapes. They provide wide, open spaces and preserve the record of geologic change, prehistoric life, and thousands of years of human history, cultures, and traditions on our public lands.
- Contiguous landscape settings serve to sustain biodiversity, provide environmental resilience, and retain habitat connectivity.
- These lands contain some of the highest resource values and are opportune for investing in off-site restoration/mitigation funding.
- National Conservation Lands conserve majestic examples of America's unique flora and fauna, such as the most massive (Giant Sequoia), oldest (Bristlecone Pine), and tallest tree species (Coastal Redwood).
- Media Messages press releases monument designations
  - Short Messages
    - The National Conservation Lands encompass iconic monuments, rivers, and trails, as well as little-known wonders of wilderness.
    - The BLM has initiated the recreation mapping project to provide easily accessible outdoor recreation maps for the public.
    - The Vintage Landscape Posters series shines a spotlight on the awe-inspiring landscapes of the National Conservation Lands.
    - The National Conservation Lands help drive our nation's \$646-billion outdoor recreation economy.
  - Long Messages
    - National Conservation Lands encompass National Conservation Areas, Wild and Scenic Rivers, Scenic and Historic Trails, and Wilderness areas. Because of this National Conservation Lands has had the opportunity to participate in the Wilderness 50th anniversary, and is currently preparing for the 50th anniversaries of the Wild and Scenic Rivers Act, and the National Trails Act.
- Tribal Messages
  - Short Messages
    - The BLM has partnerships with many tribes to cooperatively manage various national monuments and NCAs. These lands belong to the people, so tribal input is highly important.
    - The BLM has assistance agreements, MOU's, cooperative agreements, etc. with tribes near 7 National Monuments and NCAs.
  - Long Messages
    - The BLM has a partnership with the Pasqua Yaqui Tribe in the form of a free use vegetation permit to conduct ongoing grassland restoration within the Las Cienegas NCA. Additionally the BLM has volunteer agreements to maintain the interpretive Heritage Discovery Trail.



## National Conservation Lands Key Messages

- The California Coastal NM and the Arctata Field Office have MOUs with the Yurok Tribe and the Cher-Ae Heights Indian Community of the Trinidad Rancheria concerning the establishment of a BLM lead Seabird Protection Network. The monument and the Ukiah Field Office work with the Manchester Rancheria Band (Bokeya) of the Pomo Indians and the Kashia Pomo Indians concerning planning efforts with the Point Arena-Stornetta Unit's cultural resources program and RMP Amendment and the vegetation restoration of a small island off of Gulala, CA. The monument and the Bakersfield Field Office work with the Chumash Indian Tribe (numerous Bands) concerning oil spill response on the coast of Santa Barbara County.
  - The BLM has a cooperative agreement with the Agua Caliente Band of Cahuilla Indians to manage Federal lands within and outside the boundaries of the Agua Caliente Indian Reservation where it occurs within the Santa Rosa-San Jacinto Mountains NM.
  - BLM conducts annual tribal consultation for the Canyons of the Ancients NM and the Tres Rios Field Office.
- Tourism Messages
  - Short Messages
    - The impressive range of sights and experiences available on National Conservation Lands units are perfect for short day or long excursions.
    - National Conservation Lands protect world renowned sites with extraordinary resources, objects and values.
    - Open to All: The National Conservation Lands protect our wildlife habitat, clean water, history, and outdoor traditions.
  - Long Messages
    - From Grand Staircase National Monument in Utah to the Steese NCA in Alaska, the National Conservation Lands offer opportunities to experience magnificent sights all across the country. You can follow in the steps of historical figures, or quietly fish along a scenic river.
    - From soaring arches and towering mountains to ancient lava flows and caves hidden deep beneath the ground, the geological resources of the conservation system inspire a sense of wonder in visitors and scientists alike. The system protects and conserves these landforms to maintain their beauty for future generations and to help scientists discover how America's most magnificent landscapes were born.
    - New Mexico's Fort Stanton-Snowy River Cave NCA has the Snowy River, a five mile long formation of calcium carbonate that may be the largest mineral deposit of its kind.
- Youth Messages
  - Short Messages
    - The National Conservation Lands offer ruggedly beautiful, untouched places for youth to discover and explore through recreational, volunteer, educational, and career opportunities.

## National Conservation Lands Key Messages

- The National Conservation Lands offer engagement programs and internships for young adults to begin public service careers.
- Long Messages
  - In keeping with the Secretary’s goal of “engaging the next generation” during FY2014 more than 3,100 youth hired by the BLM removed invasive species, monitored water quality, improved wildlife habitat, and completed a host of other critical resource projects.
  - BLM has an outdoor education program, Youth in Wilderness, with the Pasqua Yaqui Tribe and the Tohono O’odham Nation on both the Las Cienegas NCA and the Ironwood Forest National Monument. The partnership focuses on connecting urban tribal youth with natural areas on the NCA and monument and helping them learn from tribal elders about the cultural associations with wildlife and plants in these areas.
- Educator Messages
  - Short Messages
    - There are numerous interpretive opportunities for visitors to learn about history, culture, paleontology, geology, and much more.
    - The teacher-staff partnerships developed in programs like Teachers on the Public Lands strengthen connections between the BLM and local schools.
  - Long Messages
    - Educational programs are essential for the BLM to achieve its mission of sustaining the health, diversity, and productivity of America’s public lands. Public lands are significant resources for engaging learners of all ages about their cultural heritage and the natural world in which they live.
    - “Hands on the Land” is a national network of field classrooms that connects students, teachers, and community volunteers to America’s public lands. Educators can work with the BLM to customize hands on experiences using local, natural, historical and archaeological settings to bring classroom learning to life.
    - Teachers on the Public Lands program is an initiative launched in 2014 that allows ten teacher “interns” to spend their summer breaks at Hands on the Land sites in their local communities where they can engage in site education projects, observe BLM resource management, and develop lesson plans that BLM employees, teachers, and community volunteers can use in the future.
- Industry Messages
  - Short Messages
    - Businesses interact with ecosystems by using ecosystem services and contributing to sustainable practices.
    - The DOI has created a mitigation strategy that includes landscape scale mitigation planning to increase efficiency and predictability for land use applicants.

## National Conservation Lands Key Messages

- The outdoor industry depends on a full spectrum of public lands and waters to provide customers with places to use the products they make and sell. Therefore it is your interest to protect these lands.
- Long Messages
  - Mitigation policy helps industry by: reducing risk, uncertainty, and litigation; better structuring BLM to handle cross-boundary issues internally; public relations benefits; long term, next project approval because we have healthier landscape.
  - Degradation of ecosystem services will affect business and industry in 3 principal ways: if current trends continue ecosystem services that are freely available today will cease to be available or become more costly leading to additional costs which will be passed downstream to secondary and tertiary industries and will change the operating environment of all business. Loss of services will also affect the framework conditions within which businesses operate, influencing consumer preferences, stockholder expectations, and governmental policies; new business opportunities will emerge as demand grows for more efficient or different ways to use ecosystem services for mitigating impacts or to track or trade services.
  - Businesses' engagement in voluntary actions to reduce their impact on Earth's ecosystems can be an engine of positive change in two ways: it can be a source of new opportunities for business, and a means of preserving our natural assets for future generations—Jonathan Lash, President World Resources Institute
  - More than 140 million Americans make outdoor recreation a priority in their daily lives. Each year, Americans spend \$646 billion on outdoor recreation that supports 6.1 million direct jobs and \$80 billion in federal, state and local tax revenue.
- Community Messages
  - Short Messages
    - Researchers have found that a federal land designation can have a positive correlation with population, employment, and income growth.
    - Western non-metropolitan counties with protected federal lands had faster employment growth and higher per capita income.
    - Communities neighboring the Grand Staircase Escalante NM, Grand Canyon Parashant NM, Vermilion Cliffs NM, Cascade Siskiyou NM, all experienced economic growth after the designations.
  - Long Messages
    - Extraction based industries have diminished over time and have been replaced by economic activities specifically dependent on preservation including tourism, permanent relocation to be closer to the natural amenities offered, recreational homes and cabins, and retirement.
    - Studies have shown that counties with public lands tend to have a significant positive correlation between the percent of land designated

## National Conservation Lands Key Messages

- as federally protected Wilderness and population, income, and employment growth.
  - A high quality of life which includes protected and scenic landscapes can stimulate “amenity migration” which draws entrepreneurs and attracts a skilled workforce across a range of industries.
  - The communities in Mohave County, Arizona and Washington County, Utah County neighboring the Grand Canyon-Parashant National Monument experienced strong growth after the 2000 designation of the monument. From 2000 to 2008:
    - Population grew by 34%
    - Real personal income grew by 44%
    - Jobs grew by 44%
    - Real income per capita grew by 7%
- Historic Messages
  - Short Messages
    - Since their creation, the National Conservation Lands have provided a framework for conserving, protecting, and restoring significant landscapes across the nation.
    - Although they encompass some of the least known areas, the National Conservation Lands include many historically significant units.
    - While the National Conservation Lands weren’t created until 2000, designations began in 1906 with the passing of the Antiquities Act.
  - Long Messages
    - The BLM manages public lands under the FLPMA to prevent their degradation under the principles of multiple use and sustained yield.
    - After gaining legal permanence in 2009 from the Omnibus Public Land Management Act, the National Conservation Lands celebrated their 10th anniversary in 2010 with the creation of a 15-year strategy. This strategy calls for management and cooperation across landscape boundaries, shared stewardship with partners, and commitment to conservation excellence, all to conserve, protect, and restore these special areas for present and future generations.
    - On June 16, 2015 the National Conservation Lands celebrated its 15th anniversary. In recognition of the treasured landscapes and opportunities that exist on these lands and in celebration of the anniversary, the National Conservation Lands team did a take-over of the BLM’s national social media accounts on the 15th of each month, providing photos, sharing scientific research, employee and intern profiles, all to reach out to and share the great diversity and wonders of the lands with the public.

# DRAFT

## Communications Plan

### National Conservation Lands

#### Introduction

The National Conservation Lands are unexpected, ruggedly beautiful wonders of the American West. These inspiring landscapes include 876 federally recognized areas and approximately 36 million acres of National Monuments, National Conservation Areas, Wilderness Areas, Wilderness Study Areas, Wild and Scenic Rivers, National Scenic and Historic Trails, and Conservation Lands of the California Desert. Due to a lack of awareness of these vast yet little-known wonders, the BLM's communication strategy intends to raise both internal support and external understanding that these special places are yours to enjoy, from the red rock deserts to the Alaska tundra.

That National Conservation Lands showcase the conservation and sustained yield components of the BLM's multiple use mission. The BLM works to conserve, protect and restore these lands to ensure that people can continue to enjoy recreation, solitude, wildlife viewing, historic, and scientific experiences. These areas are distinctive from conservation units of other agencies such as the National Park Service in that they allow for a broader mix of public uses (such as hunting and fishing), and are often working landscapes where grazing and other traditional public land uses continue. The BLM also employs a model of stewardship that engages local communities. As with any young system, it is important to communicate what the National Conservation Lands can contribute to both the BLM's mission and to the American people.

#### Communications Plan

One of the keys to our success in building public support for the BLM's efforts to conserve, protect and restore the National Conservation Lands lies in our ability to communicate the right messages to the right audiences at the right time. To achieve this, the emphasis in this communications plan is on ensuring that the majority of communications activities are planned, consistent, strategic, focused efforts, not simply reactive ones. This will help us determine communications priorities, key audiences, messages, and goals. The communications plan will guide our decisions on which communications activities to undertake and what objective each activity will meet. As part of its focus, it will also outline responsibilities and timelines.

#### Goal

In support of the BLM's long-term goal for the National Conservation Lands, we establish the following long-term communications goal:

October 21, 2016

Page 1

DOI-2021-04 01633

***To create, strengthen, and preserve support of National Conservation Lands and policies among internal and external audiences.***

## **Key Communication Challenges and Opportunities**

The following key observations by National Conservation Lands managers and communications staff can help guide how we approach communications about National Conservation Lands.

### **Communication Challenges**

- As a fairly new system, the National Conservation Lands are not widely known or understood outside of the BLM. Visitors to the public lands are often unaware or indifferent to specific management designations and do not distinguish National Conservation Lands from National Park units or other areas managed by other federal agencies. Typically the default understanding is that National Conservation Lands units are National Parks, as the public has limited knowledge of the BLM and its conservation mission.
- Within the BLM, there is also a lack of understanding, particularly about the value of having a separate policy and management framework for the National Conservation Lands units.
- Further complicating messaging, National Conservation Lands comprise a family of special designations that carry distinct requirements and proscriptions. In addition, a unit's individual designation language carries specific requirements.
- The term "National Landscape Conservation System" does not resonate with the public and the public finds the acronym, "NLCS", even more abstract and less compelling. The BLM adopted the term "National Conservation Lands" as an alternative name for the congressionally-designated system and National Conservation Lands is now the official name of the Division. National Conservation Lands and Community Partnerships is the name of the Directorate.
- Initially, the National Conservation Lands were seen by other BLM Divisions and Directorates as separate and exclusive, because they are managed according to a different set of rules. This perception has been reduced over the past several years but there is still room for additional integration through cooperative, interdisciplinary management of National Conservation Lands and positive internal communication.
- Within each National Conservation Lands designation type, individual units may carry specific resources, objects, values, and stressors.
- Organized user groups hold specific and competing views regarding best uses for these lands. The public and elected officials often express mixed support for designations because they are concerned that additional usage restrictions will be implemented or limitations will be added that have a negative economic impact.

### **Communication Opportunities**

- The National Conservation Lands, being relatively new and unknown, can be highlighted as "new and fresh" places that offer unique visitation opportunities.

- Similarly, the more remote, less developed and rustic nature of many of these areas provides a niche opportunity that is distinct from other Federal land management agencies, particularly the National Park Service.
- National Conservation Lands units improve local economies through tourism and by conserving scenery and providing outdoor recreation amenity values that increase the marketability of surrounding residential communities
- National Conservation Lands positively impact the scientific understanding of our natural and cultural heritage. These places are special for their scenic value, but they also hold historical, ecological, and cultural significance.
- The broad spectrum of lands and responsibilities provides the National Conservation Lands for targeted communications toward a wide range of user and interest groups.
- The larger, more visible, National Conservation Lands units have established active partner groups that can help the BLM communicate key messages to gateway communities and diverse user groups.
- The geographical range and diversity of National Conservation Lands units offer a many opportunities exist to present the key messages.
- National Conservation Lands have been among the most popular subjects on the BLM's social media platforms, especially when images are featured.
- The BLM's web redesign with new recreational maps and poster series has also proven to be useful tools.

## Target Audiences

Target audiences are those groups who are affected by our work, those who we want to reach or whose perception we want to influence or groups with whom stronger relationships will help us reach our communications goal. Example agency and organization audiences include:

### **Internal**

- BLM employees
- DOI leadership
- Other federal conservation/land management agencies (Fish and Wildlife Service, Bureau of Reclamation, National Park Service, Office of Surface Mining Reclamation and Enforcement, Bureau of Indian Affairs, US Forest Service, Natural Resources Conservation Service, Department of Energy, Department of Defense, US Army Corps of Engineers, US Geological Survey, Federal Energy Regulatory Commission)

### **External**

#### ***Recreation***

- American Recreation Coalition\*
- Federal Lands Hunting, Fishing, and Shooting Sports Roundtable
- American Hiking Society

- River Management Society
- Wildlife and Hunting Heritage Conservation Council
- Recreational clubs and groups

### ***Conservation***

- Association of Fish and Wildlife Agencies\*
- Conservation Lands Foundation\*
- The Wilderness Society\*
- Izaak Walton League of American\*
- PEW Charitable Trusts\*
- International Association of Fish and Wildlife Agencies
- Western Association of Fish and Wildlife
- North American Intergovernmental Committee on Cooperation for Wilderness and Protected Areas
- Public Lands Foundation
- Public Lands Council
- The Nature Conservancy
- Defenders of Wildlife
- The Sierra Club
- Natural Resources Defense Council
- National Wildlife Federation
- Society for Ecological Restoration
- State environmental/conservation groups (e.g., Wyoming Outdoor Council, Southern Utah Wilderness Alliance)
- Other NGOs and partner/friends organizations)
- Society for Rangeland Management

### ***Tribal***

- Native American Tribes\*
- Alaskan Native Corporations\*

### ***Tourism***

- Colleagues in state tourism, park, forestry, fish and wildlife, and related agencies\*
- Western and Southeast State Tourism Policy Council
- Outdoor Writers Association

### ***Educators***

- National Science Teachers Association of Environmental Education
- North American Association of Environmental Education
- National Environmental Education Foundation
- Outdoor leadership and outdoor education associations
- Outward Bound, and other youth based outdoor education organizations
- Youth conservation corps groups: SCA, etc.

### ***Industry***



- Outdoor Industry Association\*
- National Cattleman's Beef Association
- Ranchers/permittees and livestock organizations

### ***Community and Volunteers***

- Members of Congress and key staff members\*
- Western Governors' Association\*
- Governors and key staff members
- County Commissioners and other local elected officials
- BLM Resource Advisory Councils
- National Association of Counties
- Western States Land Commissioners Association
- Gateway communities
- Other NGOs and partner/friends organizations

### ***Media***

- Outdoor Writers Association
- Targeted daily and weekly Western newspapers in National Conservation Lands areas
- Social media platforms of internal and external partners
- National magazines (e.g., *Outdoors*, *National Geographic*, *Backpacker*)
- National and local NPR radio stations Internal DOI and BLM publications/web pages (BLM Daily, One Interior, state publications)Public Broadcasting Service
- Nature and Sportsman Television and Cable shows
- Society of Environmental Journalists

\*Primary target audiences

## **Objectives and Key Messages**

Objectives define what we must achieve with each of the target audiences to meet our communications goals. Messages are tailored to each of the strategic audiences and are purposely short and specific. Messages can help us focus our efforts with each of our target audiences in several ways. They can communicate to our target audiences what we have to offer and why they should support or collaborate with us.

### **Internal objectives:**

- Build and reinforce a unique identity for the BLM National Conservation Lands, recognizing the lands as both a cohesive system and unique units with distinct management and designation types: Maintain current & useful intranet information.

- Increase BLM employees' and managers' willingness & effectiveness to communicate National Conservation Land priorities and messages to critical audiences: Implement communication plan & maintain communication messages & tools.
- Learn key messages and priorities of BLM programs and use the National Conservation Lands to highlight these messages where appropriate.
- Increase BLM employees' and managers' acceptance that the National Conservation Lands are an integral part of the agency's multiple use and sustained yield mandate: Collaborate on a minimum of 1 inter-Division project with in WO-400 and a minimum of 1 inter-Directorate project each year.

**Internal key messages:**

1. To understand the BLM it is necessary to understanding the role of the National Conservation Lands' in the BLM's multiple use and sustained yield mission.
2. Including National Conservation Lands issues and messages in meetings with local constituents will benefit managers and employees across programs.
3. WO-400 provides time-saving tools, messages, and materials for managers and employees to use in discussing National Conservation Lands issues and priorities.

**External interest groups objectives:**

- Build and reinforce a unique identity for BLM's National Conservation Lands, recognizing the lands as both a cohesive system and unique units with distinct management and designation types.
- Increase constituent groups' awareness and support of National Conservation Lands as an integral part of BLM and its multiple use and sustained yield mandate. Many constituent groups are related to industry, tourism, media, etc.
- Increase interest groups' ability and willingness to communicate National Conservation Lands priorities and messages to their members.
- Increase media coverage of National Conservation Lands by interest groups.
- To increase consistency of messaging regarding both the uniqueness of National Conservation Lands and their connection to other BLM lands and sister agencies.
- Encourage public involvement and youth engagement. Increase volunteer workdays and youth programming. Additionally, increase the number of volunteers and youth involved in National Conservation lands programs.

**External interest groups key messages:**

1. National Conservation Land areas are little known places to experience the beauty of the American West. They provide unique wilderness and abundant recreational opportunities.
2. These are your lands and the BLM welcomes your interest and input into their management.
3. The BLM actively seeks partnerships with local communities and organizations to participate in joint stewardship and build shared ownership in successes.

**Media objectives:**

- To build and reinforce a unique identity for BLM's National Conservation Lands that does not compete with USFS or NPS.
- To increase the number of positive and informative stories about the National Conservation Lands and BLM's management of these lands in targeted media outlets.
- To increase media that encourages public involvement, youth engagement and diverse constituents in the National Conservation Lands.

#### **Media messages:**

1. The National Conservation Lands areas are important to external audiences, from community conservation groups to industry, and have something special to offer each audience. They are unexpectedly, ruggedly, beautiful wonders of the American West.
2. The BLM will be responsive and helpful to your requests.
3. The BLM can work with the media, particularly through social media, to reach youth who are the future of American conservation.

#### **Strategy**

The National Conservation Lands 15-Year Strategy separates external and internal communication into two different theme areas, 3, *Raising Awareness of the Value and Benefits of the BLM's National Conservation Lands*, and 4 *Building upon BLM's Commitment to Conservation*, but the tasks associated with realizing these goals are closely linked. The BLM cannot effectively improve its external communications regarding the National Conservation Lands without addressing the internal communication challenges it faces. The BLM's employees are the front-line communicators with the public, and a strong program to ensure employee awareness of the BLM's National Conservation Lands is essential to the long-term success of the BLM's external communications efforts. If BLM employees are unable to provide a succinct definition of the National Conservation Lands and their mission, it is unlikely that the broader public will be able to do so.

Consequently, the strategies identified to implement internal and external communications goals overlap and should be approached in a unified manner. Sustained, longer term actions are necessary to establish the National Conservation Lands identity at both the internal and external levels, and all of these strategies are required to help achieve that goal.

- Coordinate Internal and External Communication efforts (Strategic Goals 3A and 4A): Establish a communications steering committee to coordinate and insure consistency among efforts to achieve goals 3A and 4A.
- Develop Design Standards (Strategic Goal 3A1): Develop standard design guidelines. Implement the use of the standardized "look and feel" for National Conservation Lands' publications and products as well as the National Conservation Lands WordMark.

- Create Internal Communications Package (Strategic Goal 4A1): Develop a web-based internal communications package that highlights the National Conservation Lands and its role in the BLM mission, for internal use by managers and program leads.
- Capitalize on Internal Communication Opportunities (Strategic Goal 4A2): Capitalize on opportunities to communicate the National Conservation Lands vision, mission, and strategy internally through social media, briefings, leadership team meetings, workshops, and new employee orientation
- Provide Training for BLM Employees (Strategic Goal 4A3): Work with the BLM's National Training Center, the Arthur Carhart Wilderness Training Center, universities, and others to develop training modules that explain National Conservation Lands policy and guidance; continue to provide session at Pathways training for newer employees.
- Develop Informational Materials (Strategic Goal 3A2): Use maps, site-specific brochures, posters, postcards, videos, websites, social media, competitions, reports, and other tools to reach out to the public about the National Conservation Lands so that they understand their values and public use opportunities.
- Increase Internet Use (Strategic Goal 3A3): Update the National Conservation Lands national web pages to ensure messages are consistent, contemporary, and provide the information that the public wants to know, consistent with the BLM web redesign project.
- Target Event Participation (Strategic Goal 3A4): Use external events to educate the public about National Conservation Lands, including National Public Lands Day, National Fishing Week, Great Outdoors Week, National Trails Day, and National Tourism Week, Wilderness Week, special purpose meetings such as Dark Skies and Veteran events, and periodic celebrations like the 50<sup>th</sup> Anniversary of the National Trails and Rivers Acts.
- Develop External Outreach Plan (Strategic Goal 3A5): Develop a national external outreach and media plan for National Conservation Lands as a whole (this document).

## Tactics

Tactics are the specific activities designed to meet our objectives and communicate clear, consistent messages to each of our target audiences. Many of these tactics have been implemented or are ongoing; others will be implemented in the future, as resources are available. Tactics can also be opportunistic, and we will need to remain flexible to overcome hurdles and leverage opportunities as they arise. If a tactic cannot be linked to one of our key audiences and meet a specific objective, then the tactic should be lowered in priority or eliminated. This list of tactics represents a starting point and can easily be built upon, once initial activities are undertaken and some momentum is built.

When developing tactics and refining metrics to track and measure accomplishments, several questions need to be asked and answered. These include:

- What do I want from this activity?
- Who, of the critical audiences identified, can I educate/persuade?
- How can I build partnerships/support?
- Will this help advance National Conservation Lands goals?

**Tactic to coordinate internal and external communications efforts:**

Establish Inter-Division/Directorate communications working groups on an as needed basis to implement specific aspects of this plan and annual priorities.

**Tactics to establish National Conservation Lands design standards:**

1. Issue IM to disseminate WordMark Guidance.
2. Change Directorate and Division name to be consistent WordMark.
3. Complete and implement InterBrand guidelines:
  - a. Develop interactive web based tools/templates for products.
  - b. Inventory existing National Monument signage.
  - c. Develop and install new signage at all National Monuments and National Conservation Areas.
  - d. Develop a plan to expand new signage to additional National Conservation Lands units.
  - e. Develop IM for partner use of WordMark.
4. Consistently implement new “look and feel,” wordmark and appropriate use of other design standards for all National Conservation Lands materials.

**Tactics for internal audience communications:**

4. Develop Internal Audience Communications Tool Kit:
  - a. Develop a National Conservation Lands PowerPoint & other “Look & Feel” templates and make available for WO-400 employees.
  - b. Update internal National Conservation Lands webpage featuring key components of this communications plan (key messages, fact sheets).
  - c. Develop a set of National Conservation Lands “boiler plate” talking points that WO employees and BLM state directors and field managers can use in appropriate speeches and presentations they may give throughout the year.
  - d. Create a National Conservation Lands photo gallery for use by all employees.
  - e. Develop general brochure, program specific fact sheets, Q & A on National Conservation Lands and special briefing folders for use by and for employees.
  - f. Improve communication of accomplishments by developing “dashboards” and an At-a-Glance type briefing materials to replace lengthy briefing documents.
5. Capitalize on Internal Communications Opportunities:
  - g. Maintain liaisons with other Directorates and Divisions.
  - h. Provide immediate support for stand up of new monuments, including a check list and tool kit for State and Field Offices, and new managers.
  - i. Contribute to Week Ahead, Early Alerts, BLM Daily stories, briefings, and regular inter-directorate, DOI and inter-agency meetings where National Conservation Lands managers can present key messages.
  - j. Work with the National Conservation Land Management Advisory Team to improve internal communications and engagement of state and field offices.

6. Provide training for BLM employees:
  - a. Provide Webinars and on-site sessions on Wilderness and Lands with Wilderness Characteristics.
  - b. Complete policy training modules through National Training Center & Arthur Carhart Training Center.
  - c. Participate in National Training Center Pathways Program.
  - d. Identify opportunities for employees of BLM or DOI directorate to tour National Conservation Lands areas as part of other trips or meetings.

**Tactics for external audience communications:**

7. Develop a set of “boiler plate” messages tailored for different external audiences, for use by WO, State Directors and Field Managers.
8. Develop engaging information materials for external distribution:
  - a. Strategic printed informational materials including table cards, book marks, stickers, maps, and brochures where electronic posting and distribution will not be effective or efficient.
  - b. Artist in Residence posters.
  - c. Postage stamp proposal highlighting National Conservation Lands.
9. Increase national internet presence as a primary means for communicating key messages and providing an information interface to the public:
  - a. Expand library of National Conservation Lands photographs available on the BLM national and state Flickr pages.
  - b. Post manager’s report annual summaries on-line.
  - c. Make digital posters, postcards, videos, etc. available for download.
  - d. Develop and post a video library.
  - e. Work with national and state web developers to update web pages with improved visitor information and a common look and feel.
  - f. Prepare and post the State of the National Conservation Lands report online.
10. Work with the NOC and State/Field Offices to complete interactive and static recreation maps for National Monuments and National Conservation Areas;
11. Develop a plan to expand new signage to other units types.

**Tactics for New and Traditional Media**

12. Participate in FYP and EKIP to increase awareness of recreation and education opportunities on National Conservation Lands and other parts of BLM.
13. Coordinate with office of new media (WO-600) in providing themed content campaigns for the National Conservation Lands.
14. Coordinate with Public Affairs to obtain coverage in traditional media outlets.
15. Work with other directorates and programs to cross-coordinate outreach messages.

**Tactics to maximize external communications opportunities:**

16. Identify people who are influential in interest groups and educate them through letters, meetings, publications, and field trips about the value and importance of National Conservation Lands areas and the system.

17. Identify and create meetings and events where National Conservation Lands leaders may attend and present key National Conservation Lands messages (speaking, information displays) that will reach our priority targeted audiences.
18. Create a partnership “tool kit” to expand and nurture National Conservation Lands national and unit-specific partner relationships.

#### **Tactics for comprehensive external outreach plan**

19. Revise Communications Plan.
20. Develop annual work plan based on staff and budget and track achievements.
21. Develop information to support and inform external communications such as marketing research, focus groups, tourism development groups, gateway community information, including visitation statistics and economic data:
  - a. BLM Visitor Center survey.
  - b. BLM Tourism Implementation Plan.
  - c. State of the National Conservation Lands report.
  - d. Comprehensive RMIS coding of National Conservation Lands.
  - e. Economic benefits of National Conservation Lands project.

#### **Roles and Responsibilities**

Implementing this Communications Plan is a joint responsibility among the National Conservation Lands and Community Partnerships Directorate (WO-400), the Communications Directorate (WO-600) and the State and Field Offices.

- WO-410 has the primary responsibility of managing National Conservation Lands content, including making pertaining current information available on the BLM website and maintaining internal BLM communications.
- WO-420 has the primary responsibility of updating educational and interpretive materials that support the communications strategy, and for encouraging and sustaining external partnerships.
- WO-600 has the primary responsibility for insuring that all external communications materials and activities are consistent with BLM policy and public relations objectives; WO-600 and field counterparts also support the planning of events, are the gatekeepers for publications, the outlet for social media, and the interface with traditional media.
- State and Field Offices work with the Washington Office to ensure that messages are accurate and appropriate for achieving their strategic goals; and to implement the tactics to achieve the National Conservation Lands strategic goals.

#### **Evaluation**

WO-400 and WO-600 will develop an annual work plan tied to this communications strategy that includes metrics for evaluating the success of implementing strategic actions each year. The following metrics for success will be incorporated: number of hits on National Conservation Lands web pages; recreational maps; and images.