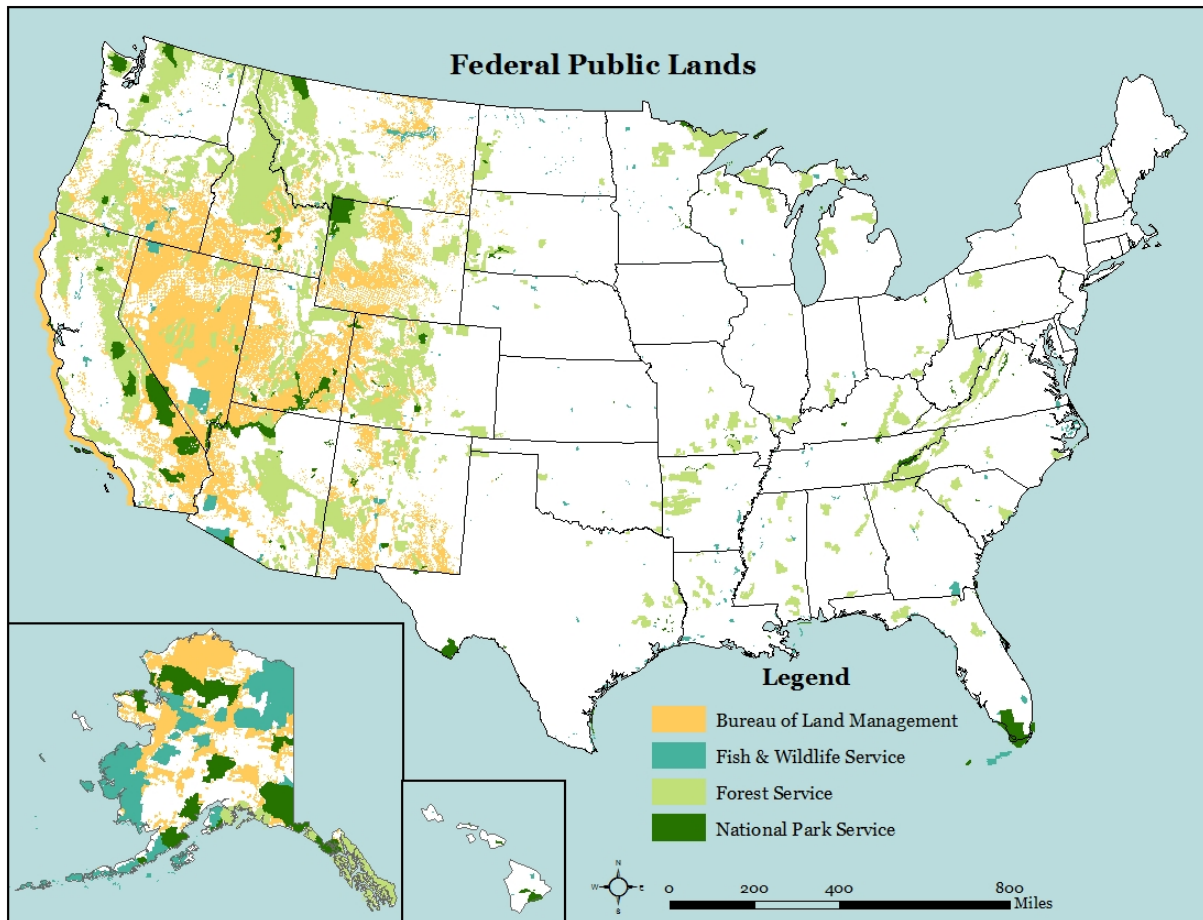


# THE FUTURE OF FEDERAL PUBLIC LAND AND RESOURCES: A NEEDS ASSESSMENT



# TABLE OF CONTENTS

PURPOSE AND METHODS

EXECUTIVE SUMMARY

THE CURRENT LANDSCAPE

CHANGES AND CHALLENGES

WHAT IS WORKING?

WHAT IS NOT WORKING?

IMPORTANT AND NECESSARY CHANGES

LOOKING FORWARD

OBJECTIVES

PARTICIPATION AND REPRESENTATION

GEOGRAPHIC SCOPE

OTHER DESIGN CONSIDERATIONS

OPTIONS MOVING FORWARD

FEEDBACK ON DRAFT REPORT

CONCLUSION

APPENDIX: PEOPLE INTERVIEWED FOR THIS REPORT

**NOVEMBER 2017**

## PURPOSE AND METHODS

Given the current interest in federal public land and the pending 50<sup>th</sup> anniversary of the Public Land Law Review Commission's seminal report, *One Third of Our Nation's Land* (1970), the Wallace Stegner Center for Land, Resources, and the Environment at the University of Utah, the Center for Natural Resources & Environmental Policy at the University of Montana, and the Consensus Building Institute invited recognized experts on federal public land law, policy, and governance to an exploratory workshop in April 2015.

The intent of this workshop was to (1) identify the most salient changes that have occurred over the past 50-years; (2) assess the impact of these changes on public land policy; (3) examine what is/is not working on the ground; and (4) explore the viability of a more comprehensive review of these developments similar to the 1970 report.

Building on the workshop, we conducted 27 interviews during the spring and summer of 2017 with recognized leaders in federal public land law, policy, and governance (see Appendix 1). The purpose of these interviews was to (1) further refine our understanding of how social, economic, and environmental changes over the past 50 years have affected public land policy and management; (2) clarify the most pressing challenges facing public land management; and (3) identify additional examples of what is/is not working on the ground. We also sought further advice on the merits of a comprehensive review to capture and share lessons learned, articulate a vision for the future, and facilitate problem-solving and institutional change.

This memorandum summarizes the results of these interviews, and integrates the findings and conclusions of the 2015 workshop where appropriate. We intend to engage additional viewpoints as we move forward to promote an inclusive dialogue and a robust examination of the issues.

Please let us know if you are interested in joining this effort, and if you have additional suggestions on how to proceed.

Patrick Field  
Consensus Building Institute  
[pfield@cbuilding.org](mailto:pfield@cbuilding.org)

Robert Keiter  
Wallace Stegner Center for Land, Resources, and the Environment, University of Utah  
[robert.keiter@law.utah.edu](mailto:robert.keiter@law.utah.edu)

Matthew McKinney  
Center for Natural Resources & Environmental Policy, University of Montana  
[matthew.mckinney@umontana.edu](mailto:matthew.mckinney@umontana.edu)

# EXECUTIVE SUMMARY

## The Current Landscape

Changes and Challenges: Interviewees agreed that much has changed across the American West during the past fifty years, presenting the federal public land management agencies with increasingly difficult resource management challenges. The changes are truly dramatic, involving notable demographic, economic, scientific, technological, political, legal, institutional, climatic, and resource-specific developments. A deep partisan divide has emerged over public land policy, including an evident urban-rural split, while even concerned constituencies have fragmented and divided. Although this environment may not appear promising to pursue a public land review initiative, the fact that noticeable progress is being made to resolve complex issues through landscape-level planning, local collaborative processes, and other initiatives suggests that new models and ways of working are emerging.

What Is Working? The general public is aware of and engaged with federal public land. Modern technology has improved data collection and technical analysis, improving the factual basis for resource management decisions. New community-based collaborative processes have opened a new forum to address and resolve thorny resource management issues. New landscape conservation planning efforts have emerged to focus resource management decisions at appropriate geographic scales. Agency cultures continue to evolve and generally improve, enabling them to take advantage of these other advances.

What Is Not Working? The current political environment is corrosive, revealing a public divided over the role of the federal government. Federal, state, local, and tribal tensions run high in several locations. These divisions make it difficult to coalesce around accepted facts, such as new scientific insights and the role of non-commodity resources in the West's economy. Some of the agencies appear to have lost their sense of identity; operate under accumulated and conflicting rules, policies, and directives; are resistant to change; and often lack necessary resources. Visitation to national parks and other public land venues is at high levels, but the agencies do not have the necessary resources to meet these new demands.

Important and Necessary Changes: The interviewees suggested several changes, including but not limited to (1) raising public awareness of and understanding about federal public land; (2) examining the existing legal and institutional framework governing public land to clarify the management objectives and to simplify laws, policies, and institutions; (3) increasing public investment in these lands and resources to improve management and reduce conflict; (4) improving decision-making processes to promote problem solving rather than adversarial forms of engagement; (5) building on innovations and experiments in collaborative problem solving; (6) reviewing planning processes to incorporate the most recent scientific knowledge, economic data, and public engagement strategies, while simplifying legal compliance requirements; (7) managing at a landscape scale across

jurisdictional boundaries by creating incentives for agencies to work together and to improve public involvement; and (8) altering agency cultures through a more diverse and stable leadership and workforce.

## **Looking Forward**

Objectives: The goals of this initiative are emerging organically from our various conversations with knowledgeable leaders. At this point, they are manifold: (1) to transform the dialogue from one of contest and conquest to stewardship and collaboration; (2) to promote best practices; (3) to advise decision makers about the need for change and necessary directions for change; (4) to capture and memorialize existing knowledge about public land management policy; and (5) to build a constituency for change. Whether to focus these efforts on all federal public land and resources, just the western lands, or only multiple-use lands remains an open question (see below). The precise goals of this initiative will be crystalized in further conversations with the emerging leadership team, funders, and others who care about the future of federal public land and resources.

Participation and Representation: Almost without exception, interviewees suggested that any type of national initiative to address the future of federal public land and resources should include individuals and groups representing the diversity of interests and uses of the public lands. This suggestion reinforced the prescription of the participants in the 2015 workshop that the best way to create a credible, legitimate initiative and increase the chances that the process and outcomes will be taken seriously is to ensure inclusive, balanced participation.

Geographic Scope: Interviewees offered three perspectives on defining the scope of any comprehensive review. First, some argued that all federal public land and resources should be included in the initiative because the existing challenges and opportunities cut across geography, agencies, jurisdictions, and issues. Second, some interviewees suggested that the initiative should focus on federal public land in the American West because of the overwhelming presence of federal land in the West and the pervasive conflicts centered there. Third, a few interviewees suggested that only multiple use lands managed by the USFS and BLM should be addressed. The merits of these options are discussed herein,

Other Considerations on Design: Although some interviewees argue against moving forward in this political climate, others believe that the current state of politics makes this type of effort all the more compelling. One lingering question is whether the objective is to promote legal and institutional change, or whether it is to begin building a constituency for such changes over a longer period of time. Nearly everyone agrees that any public land review initiative should be organized around crosscutting themes rather than individual resources, as was done in past reviews.

Options Moving Forward: Based on these considerations, we have identified two primary options for moving forward and another three options that merit further consideration.

### Two Primary Options

- (1) Convene a national policy dialogue to review federal public land law, policy, and governance, including a book and conference designed to promote reform;
- (2) Mobilize and engage a diverse group of leaders representing the diversity of interests and uses of federal public land and resources to seek agreement on a common vision for the future of these lands and the values, principles, and general approaches needed to achieve that vision.

### Three Additional Options

- (3) Facilitate a national conversation on federal public lands and resources by convening community-based conversations and then ratcheting up to regional and national conversations, with the goal of identifying and building support for alternative future visions;
- (4) Create a leadership program for emerging leaders to equip them to facilitate change on the ground, recognizing that over time these changes could be implemented at a national scale;
- (5) Build a collective impact network, such as the Network for Landscape Conservation, to enable individuals and organizations to work together to promote dialogue and change in public land law, policy, and governance.

## THE CURRENT LANDSCAPE

To begin the conversation, interviewees were first asked a series of questions related to the current social, political, legal, and ecological context of federal public land and resources.

### CHANGES AND CHALLENGES

*What are the most significant changes over the past 50 years relative to federal public land and resources? What are the most significant issues and/or challenges facing federal public land and resources?*

The responses to this question largely reinforced the observations and conclusions of the working group that met in Salt Lake City in 2015. In an unpublished essay prepared for the Rocky Mountain Land Use Institute, Keiter and McKinney detailed the overarching changes and challenges that the group identified:

1. The American West is the fastest growing region in the USA.
2. Water supply is increasingly scarce and variable.
3. Energy development, both traditional fuels and renewables, is growing, fragmented, and controversial.
4. Environmental values play a prominent role in public land management.
5. Climate change provides a new and uncertain context for all public land policy and management decisions in the 21<sup>st</sup> century, both upsetting current baselines and future predictions.
6. The science of ecology has compelled a paradigm shift in public land management.
7. Tribal governments increasingly assert greater authority, share knowledge, and seek more management responsibilities.
8. The relationship between western states and the federal government is a continuing paradox, regularly vacillating between conflict and collaboration.
9. The capacity of public land management agencies to achieve their mission and mandate is increasingly constrained by reduced staff, reduced operating and capital dollars, extensive rules and regulations, and diverse stakeholder demands.
10. A briar patch of laws, policies, and institutions governs public land management.

11. The courts are playing a prominent role in shaping and implementing federal land law and policy.

12. People and communities are experimenting with more innovative governing arrangements and collaborative styles of leadership.

Nearly all interviewees agreed that federal public land is by definition political land given the mandate and expectation to satisfy multiple uses. Several interviewees stated that federal public land politics is more partisan and ideological than ever. Traditional users (grazing, logging, hunting and fishing) are a smaller portion today of federal land users overall; both total recreation and the diversity of recreation activities has grown immensely over the last 50 years; and the number of interest groups has grown and fragmented all along the political spectrum. To complicate matters, the interface between wild and urban lands has increased dramatically with increasing populations and urban growth.

While progress is being made at the local and regional levels via community-based collaboration initiatives, several interviewees could not imagine a scenario in the near future to constructively reform national laws and policies. Other interviewees suggested that now is an ideal time to conduct a robust, systematic review of federal public land law, policy, and governance, citing the political animosity and public visibility surrounding these issues, as well as the trends noted above. Others suggested that the PLLRC is not a good hook because it is not prominent in the public's memory; they believed that 50 years after the passage of FLPMA might be a more compelling catalyst for this type of effort.

Another common theme was a measure of skepticism that federal public land and resources would be better managed by states or the private sector. This premise seemed to assume that the economy in the American West revolves around natural resources development rather than amenity-based uses such as tourism and recreation. Moreover, state and local governments, along with diverse stakeholders, are currently involved in various shared governance arrangements across fragmented land ownerships. Several studies have concluded that states would be hard pressed to cover the costs of managing existing federal public land.

Many interviewees identified an increasing divide between the West's rural and urban populations. The region's rural communities are economically tethered to the landscape, including federal public land. Their needs and interests revolve around resource development and use, including water, grazing, timber, and to some degree mining. Conversely, the needs and interests of the West's growing urban population revolve around recreation, access, and to some degree preservation. This perennial tension, according to some interviewees, helps explain the rejection of BLM Planning 2.0. Both perspectives are legitimate and should be included in any dialogue about the future of public lands. Indeed, specific issues related to the federal public lands can be seen as subsets of this larger tension (e.g., motorized vs. non-motorized recreation, recreation vs. wildlife, and so on).



Reflecting on different stakeholders, some interviewees explained that the conservation community seems to define success by the acreage protected, rather than determining whether landscapes and communities are both better off. Some organizations seem to operate with a campaign mentality (win/lose) rather than a spirit of collaborative problem solving (win/win). That said, development interests, particularly energy and timber firms, are consistently pushing to develop natural resources on federal public land, a trend that is accelerating under the current Administration.

## **WHAT IS WORKING?**

*What is working to address the most compelling issues? What are the most promising and/or innovative strategies for public land and resources management?*

Many interviewees commented that the public profile of federal lands is currently very high, which provides a solid foundation for catalyzing a systematic, robust look at the future of federal public land and resources. People are very passionate about the diverse benefits of federal public land, which are used and enjoyed by growing numbers of people. Because the appropriate mix of uses varies from place to place and often from time to time, all sectors must work toward finding a dynamic balance.

*Technology & Data.* Interviewees also noted that the capacity for data collection and technical analysis has never been higher. Over the last fifty years, more sophisticated tools—GIS capabilities, intensive data analysis, high-speed computing, and new, complex dynamic models—have opened up new information and understanding, and revealed new complexities, about federal lands.

*Collaboration.* A particularly promising strategy identified by most interviewees is community-based collaboration, particularly home-grown initiatives in contrast to government-driven collaboration. They explained that these place-based, democratic processes are working notwithstanding complex laws and policies governing federal public lands and resources. These processes compel participants to move from an adversarial form of politics to a more cooperative politics of engagement and problem solving. Participants share responsibility to solve common problems rather than seeking to transfer the authority for decision-making from federal agencies to others.

Collaborative processes provide a democratic forum to consider and balance competing needs, interests, and uses, helping to achieve the multiple use mandates of the USFS and BLM. These processes, however, are hard and take time. Several interviewees highlighted the success of place-based legislation (such as Montana senator Tester's Forest Jobs and Recreation Act) and community-based groups tackling local problems like weeds and invasive species. These processes involve more people and organizations at all levels in decision-making and implementation. That said, people tend to come together in these processes around tipping points or conflicts; rarely are they proactively engaged.

Several interviewees believed that the federal land management agencies are getting better at working with diverse constituencies, but that there is room to improve the legal, institutional, and cultural context for collaborative problem solving. These interviewees see the demographic shift from federal retirements to younger employees as an opportunity to shift perspectives and working patterns, and to introduce new ideas and innovation. They were interested in exploring how to better integrate collaborative methods into agency culture and procedures. Examples noted included the Collaborative Forest Landscape Restoration Program, US Forest Service 2012 Planning Rule, BLM Planning 2.0, and BLM and USFS Resource Advisory Councils.

Further, interviewees suggested that the best way to change the culture is to inspire and equip the next generation of “collaborative” leaders, whether they work in agencies, business and industry, or conservation NGOs. In fact, the public land management agencies are working to foster more collaborative leaders with the ability to work both inside and outside the agency by updating job descriptions and aggressively recruiting candidates to help facilitate this transformation.

*Landscape Conservation.* Several interviewees identified landscape conservation or ecosystem management as another promising strategy. Driven by new scientific insights, landscape conservation involves collaboration across agencies, jurisdictions, and cultures to achieve community and conservation objectives. Different models to promote and support large landscape conservation have emerged, as reflected in the Network for Landscape Conservation (<http://www.largelandscapenetwork.org>). In 2016, the National Academy of Sciences affirmed the merits of the government-driven Landscape Conservation Cooperatives. The regional sage grouse conservation strategy, which involves interagency and intergovernmental coordination, is an excellent example of large landscape conservation. Taken together, community-based collaboration and large landscape conservation represent a significant paradigm shift in federal public land and resources management.

*Agency Culture.* Some interviewees were encouraged by the degree to which federal land management agencies are adapting organizationally, with more diverse personnel (e.g., women, minorities, etc.), the use of technology like GPS for impact analysis, and new policies to facilitate collaboration and stewardship contracting. Other interviewees were impressed by the increasing use of public-private partnerships, including citizen monitoring programs, where NGOs have been asked to help the USFS conduct research and monitor resources. Other interviewees, however, explained that the primary challenges revolve around changing the culture of the agencies and responding to a dynamic political culture.

## **WHAT IS NOT WORKING?**

*What is not working (with respect to policy and process)? And, how can these obstacles or barriers be mitigated and/or surmounted?*

*Political Landscape.* Most interviewees believed that the politics of federal public land and resources are not working, for anyone. Some suggested that industry-funded rhetoric about the West's economy depending on natural resources development is factually wrong, dishonest, and self-serving, noting the false argument that national monuments are devastating local communities. Others asserted that the number and organization of newer users is swamping the legitimate voices of traditional users. Some interviewees contended that the so-called transfer movement is a symptom of more fundamental problems, such as the erosion of payments to counties via PILT and other programs due in part to declining timber harvests.

*Conservation Community.* Other interviewees commented that the conservation community is balkanized, as are the philanthropic foundations that fund these NGOs. These organizations are engaged in competition and campaigning, rather than collaborative problem solving. Current approaches to funding conservation organizations tend to create an incentive to engage in advocacy rather than collaborative problem solving. As such, conservation organizations seem to be more focused on singular wins or "territory on the map" rather than on promoting and supporting livable communities, vibrant economies, and healthy landscapes. While this is an adaptive approach to fast-emerging threats, it would need to be accompanied by the longer, relationship-dependent work beyond current threats and immediate needs, which is always harder to get funding to support and sustain.

*Federal Agencies.* Many interviewees said that the federal land management agencies contribute to the dysfunctional politics. They are often under-resourced and unresponsive. Agency officials, along with long-established agency cultures, seem to reinforce old paradigms of resource development, rather than a more modern ethic of stewardship. According to some interviewees, the USFS is in its 27<sup>th</sup> year of transition, trying to figure out its mission and mandate. The recent history of the USFS is one of flip-flopping back and forth; depending on the administration in power. While this is partly a function of inevitable political change, it also reflects lack of a clear mission or common vision of the agency's role.

The agencies have struggled to initiate, enable, and sustain innovative practices, such as regional scale conservation, collaborative decision-making, joint fact-finding, and 21<sup>st</sup> century planning. Any initiative to do things differently is typically catalyzed by individuals within the agency, rather than a more comprehensive approach to change agency culture and practice. Some interviewees thought that the BLM is more flexible than the USFS, while others conclude that it depends on individual leaders within each of the agencies. Many regulatory and policy tools that were created to help solve problems and increase collaboration -- from environmental impact assessments to resource management plans to habitat conservation plans -- have become part of the problem. They draw out decisions, expend large dollars on process not outcomes, and exacerbate conflict and partisanship. These problems are exacerbated by funding decreases that have reduced agency personnel levels.

*Visitation and Funding.* Another common concern is that many national parks and federal lands are being loved to death. The current (and proposed) budgets for the federal land management agencies do not match the need, which means that both natural and built infrastructure is eroding. Money does not come back to the parks and to other federal lands that generate revenue. Many people believe that some of this revenue should be used to maintain and sustain these lands that people love. One interviewee observed that there are no national philanthropic foundations dedicated to federal public land. Organizations like the National Forest Foundation and the National Fish and Wildlife Foundation are grant seekers as well as grant givers, and they are not independent of the current administration. Others noted that the traditional forms of recreational funding—duck stamps, hunting and fishing fees, and excise taxes on firearms and ammunition—are not capturing the vastly changing and increasing kinds of recreational uses now occurring on the public lands. Those engaged in kayaking, mountain biking, off-road vehicles, and the like should be paying a fair share to maintain the public lands and the necessary infrastructure to support their activities.

Other concerns. Interviewees identified other specific examples of what is not working:

- Federal public land policy and management does not adhere to commonly accepted global standards for protected area management (e.g., IUCN). This gap makes it difficult to compare the USA system with other systems around the world, and to ensure that our systems of national parks, wilderness areas, and the like are successful.
- The current approach of “fire borrowing” to fund wildfire management is not sustainable. We should rethink the role of fire, wildland-urban interface protection, and how we fight and pay for wildfires. Two key strategies to consider are: land-use planning and not insuring homes in the wildland-urban interface. Local WUI communities are increasing at-risk, but they bear almost none of the costs of managing that risk through fire suppression and prevention. One-half of the USFS’s budget is now dedicated to fire suppression.
- New and emerging resource management challenges, including climate change, invasive species, and marijuana cultivation, amplify tensions and conflict on the public lands, and reveal the challenge of balancing conservation and development.

## **IMPORTANT AND NECESSARY CHANGES**

*What are the most important changes you would like to see regarding public land law, policy, and governance? What has not been tried, but is a compelling enough idea or strategy, that it might be worth piloting or trying?*

- Raise public awareness and understanding. Explain why we have federal public land, what they are used for, and who benefits. Focus on: (1) unaffiliated citizens (not just

people that live and work around federal land); (2) the American West; (3) future leaders and young people; (4) a new generation of urban youth. Build the civic will to keep federal public land in public ownership, and make it relevant to everyone. Engage people in an informed dialogue about what it will take to sustain this unique system of public land and resources. By building the civic will, the political will follow.

- Examine the existing legal and institutional framework. The goal is to improve the governance of federal public land and resources. Identify the assumptions that underlie the current system of laws, policies, and governing arrangements. What do we know now that we did not know then (e.g., climate change, wildland-urban interface, wildfire, recreation industry)? We may need to rethink the system to manage and sustain the diverse benefits and values generated by federal land and resources. How can we create new policies and regulatory tools that work better in today's more complex environment? Explore devolving selected responsibilities to regional or local collaborative problem-solving partnerships, while retaining federal oversight and ownership.

Simplify public land laws, policies, and institutions. The current system is quite complex and increasingly dysfunctional. How can the system be more effective and efficient? What is/is not essential? What are the merits of integrating USFS into the DOI? What are implications of the USFS's current trend to merge national forests into larger landscapes and at same time reduce staff? Explore the merits of combining the USFS and BLM, and perhaps other agencies such as NPS and FWS, consistent with the "Service First" authority available to both the US Department of the Interior and the US Department of Agriculture. Such changes may help the budgeting process, public perceptions of the federal government's role in land management, and foster more place-based problem solving.

- Increase public investment in federal public land. Match the public investment in federal public land and resources management to the public value and benefit these lands produce. Develop a compelling rationale for this argument, referencing the natural infrastructure and ecosystem services provided by federal lands. Explore and enact new funding tools and streams, such as a tax on outdoor gear to support non-consumptive uses of federal lands. Address the maintenance backlog for natural and built infrastructure. Reform the budget process by moving from a resource-based, line-item budget to a more holistic, ecosystem-based budget. Reform the wildfire management budget, in part by getting people to accept the role of fire in maintaining healthy ecosystems and sharing costs imposed by local and state actors as well as the federal government.
- Recalibrate decision-making processes. Move from an adversarial to a more cooperative form of engagement and problem solving. Be more proactive and less reactive. Recognize that the delicate and dynamic balancing of multiple interests and uses may be best done at a regional or local level, and not solely at the national level. Focus on fostering resilient communities and landscapes, which include people as well as wildlife. Base economic assumptions and decisions on sound information. Encourage

decisions from the ground up via community-based collaboration; seek to replicate this process and change agency decision-making practices. Build on success stories like the Collaborative Forest Landscape Restoration Program. Improve the use of technology to inform and educate people, to seek their input and advice, and to facilitate more collaborative decision-making.

Reform the appeals process. Seek an appropriate balance between accountability and frivolous appeals and lawsuits. Some interviewees suggest a more proactive approach to this problem by structuring sound collaborative processes that do not prompt appeal or court review. Other interviewees suggest that organizations that intentionally opt-out of collaborative processes should have a limited ability to challenge the process and its outcomes. Still other interviewees suggest instituting some type of means test whereby open processes and outcomes that reflect the needs and interests of multiple stakeholders, forge consensus-based solutions, utilize the best available scientific and technical information, and are consistent with established law and policy are in some way insulated from lawsuits by those who chose not to participate.

Revise and update land management planning processes. The US Forest Service's 2012 planning rule incorporates several important recent scientific concerns, provides for broad public input, and incorporates a new landscape assessment into the process. The now-rejected 2016 BLM planning revisions did much the same thing, though the revision process was constrained by the prevailing political environment. Many interviewees suggested that these planning processes could still be revised and improved, in part by balancing scientific considerations with social and economic values, including the role of non-labor income in local economies. Move away from using IMPLAN as the basic model for evaluating the economic impact of alternatives. Review and seek to simplify and integrate NEPA, ESA, and other processes to decrease inefficiencies. The goal is to reach sound and durable decisions more quickly.

Manage across boundaries. Focus on landscape-level management and collaboration where appropriate. Better prepare resource managers to understand, appreciate, and engage with different jurisdictions, mandates, sovereign governments, and so on. Build on the success of the landscape conservation cooperatives. Create incentives for agencies to work together and to work with tribal governments, including co-management arrangements (e.g., National Bison Range, Bears Ears Monument, etc.). Improve stakeholder engagement in these types of initiatives. Address FACA concerns and problems. Link the work of LCCs to BLM and USFS planning and management activities.

- Change agency culture. At an agency level, address a range of issues, including the role of women, personnel/diversity, budgets, leadership, future leaders, and recruiting. Institutionalize collaboration and other innovative approaches to solving problems and facilitating stewardship. Encourage district rangers to be out of the office 3-days/week to help eliminate the "us versus them" mindset that public land managers are not part of the community. Stop regularly moving senior leaders around; give people incentives to stay put, build relationships, and to become part of the diverse community of

interests in which they live. Move beyond conventional ways of training future public land managers; at least for some, provide more training and skills in communication, negotiation, collaborative leadership, and so on.

- Reform the budget process. Break out of constituency-based line item budgeting, particularly when the need is to manage on a more holistic, ecosystem basis. Budgets are created and managed on a resource-by-resource basis around which constituents are organized (timber, grazing, mining, recreation, preservation, etc.). This fragmented approach to budgeting is antithetical to ecosystem management and large landscape conservation.
  
- Improve resource management strategies. Develop and implement proactive approaches to reduce conflicts and stresses on public resources, such as payments for ecosystem services, voluntary grazing allotment retirements, and restoration incentives.

## LOOKING FORWARD

Building on the questions about the current social, political, legal, and ecological context, interviewees were asked a series of questions on how to design a process to conduct a comprehensive review.

### OBJECTIVES

*What should be the objectives of a comprehensive review?*

Most interviewees suggested that the answer to this question should flow from the objectives of the initiative (along the lines of form follows function). The range of potential objectives offered by interviewees includes the following:

- *Change the dialogue on federal public land and resources.* This objective would likely be very beneficial to Congress and the Administration, and provide a national forum that does not otherwise exist. It also realizes that any effort to improve federal public land law, policy, and governance is at best a long-term proposition, not something that is likely to happen with one or two national meetings and/or a book; it will take a sustained effort over many years.
- *Capture, share, and memorialize* the knowledge, wisdom, and experience of leaders in federal public land and resources law, policy, and governance. The idea here is to pass the torch from one generation to the next.
- *Facilitate implementation of best practices.* Identify successes, explore incentives and reforms to catalyze and disseminate these best practices, and increase the means for evaluation, learning, knowledge building, and adaptation.
- *Advise decision-makers.* If this is the objective, it is imperative to clarify which decision-makers are the focus of attention and what issues are being addressed. This objective also begs the question of the best way to advise decision-makers -- conferences, books, web sites, or other strategies.
- *Build a constituency for change.* Realize that improving federal public land law, policy, and governance is a long-term proposition. In light of this perspective, facilitate public awareness and understanding of the history and value of federal public land and resources, and inspire and equip future leaders to balance diverse interests and foster resilient communities and landscapes.



## **PARTICIPATION & REPRESENTATION**

*Who should be involved and/or participate in this initiative? Who are the key stakeholder groups, organizations, or individuals who “must” be there? How, if at all, should we try to engage Congress and/or the Administration?*

Almost without exception, interviewees suggested that any type of national initiative to address the future of federal public land and resources should include individuals and groups representing the diversity of interests and uses of the public lands. This suggestion reinforced the prescription of the participants in the 2015 workshop.

Many interviewees argued that the best way to create a credible, legitimate initiative and increase the chances that the process and outcomes will be taken seriously is to ensure inclusive, balanced participation. More specifically, interviewees suggested that any initiative should include, but not be limited to:

- Individuals and organizations that represent the benefits provided by federal public land – water, energy, timber, range, wildlife, recreation, and preservation; many interviewees recommended that the initiative include one or two people that work on the ground in addition to representatives of larger trade associations and organizations;
- Tribes, as sovereign entities, key land owners and managers, and holders of traditional wisdom, knowledge, and culture;
- States;
- Local governments, particularly county commissioners;
- Consumers of ecosystem services derived from public land, such as water utilities;
- Young people and/or future leaders;
- Rural people;
- Ex-staff of Congressional committees and agency leadership; people who have an inside knowledge of the issues, policies, budgets, and how to get things done in the federal bureaucracy; and
- Scientists and technical experts.

The interviewees were split on the merits of involving current public land managers. On the one hand, it may be difficult for these people to participate when working under a particular administration. On the other hand, if the intent of the initiative is to foster changes to national laws and policies, it is essential to engage the individuals and agencies (including Congress) that may be responsible for implementing any new policies and programs.

Several interviewees offered some additional responses to this question. First, if the intent of the initiative is to move beyond the usual results, it is imperative to start by moving beyond the “usual suspects.” And second, it might be instructive to start by asking participants to endorse a common set of values. Such values could include: (1) federal public lands are an essential element of the history and culture of the United States; (2)

public lands should remain as public lands; (3) public land management is one of the truly great and ever evolving experiments in democracy; and (4) now is the time to change the dialogue from the win/lose campaign approach of many stakeholders to a long-term stewardship perspective; and so on.

## **GEOGRAPHIC SCOPE**

*Which federal public land and resources should be included in a comprehensive review?*

Some interviewees argued that *all federal public land and resources* should be included in the initiative because the challenges and opportunities facing federal public land and resources cut across geography, agencies, jurisdictions, and issues. Any effort to limit the geographic scope of the initiative may be seen as arbitrary and limit the ability to generate political support for any type of national legislative agenda. On the other hand, including all federal public land and resources may dilute the conversation and energy, make it hard to focus and make any real progress, and conclude by offering only high-level platitudes rather than more operational prescriptions. After all, federal lands are a minority of lands east of the 100<sup>th</sup> meridian and a majority in most states west of the same. Realizing that things have changed over the past 50-years, it is instructive to keep in mind that the last Public Land Law Review Commission addressed all federal public land and resources.

Other interviewees suggested that the initiative should focus on *federal public land and resources in the American West* because the federal public land and resources in the West are quite different from those in the East and in other parts of the country; there are more and bigger conflicts in the West; and there is a growing need in the West for fresh suggestions to resolve both long-standing as well as emerging issues. Interviewees also suggested that limiting the focus on the West might be a more doable proposition, and that other regions of the country, including Alaska, could be integrated as appropriate. The downside of this option is that some regions of the country may feel left out, and if the intent of the initiative is to foster changes in national law, policy, and governance it may be wise to have as broad a constituency as possible.

A more limited number of interviewees suggested that *only multiple use lands managed by the USFS and BLM* should be addressed. After all, NPS lands are typically (with the exception of some national monuments) not managed for multiple uses. While this option may be more doable in some ways, it does not acknowledge that the most compelling issues facing federal public land and resources (e.g., climate change, connectivity conservation, wildfire, and invasive species) cut across all types of boundaries – legal, jurisdictional, cultural, disciplinary, and so on. It also does not acknowledge that some of the most effective strategies for dealing with these cross-boundary issues, such as collaborative conservation, large landscape conservation, and so on. In short, this option does not fully recognize the problem or the solution.

## **OTHER DESIGN CONSIDERATIONS**

*What is the best way to structure this initiative to maximize its impact on public land law, policy, and governance?*

The interviewees offered several additional suggestions on designing any initiative to address the future of federal public land and resources – keeping in mind the over-arching principle of “form follows function.”

Several interviewees observed that there are simply too many forces against any type of robust, systematic review and dialogue any time in the near future. This observation begs the question of the objective(s) of this initiative. If it is to inform and advise Congress and Administration, then the timing may not be ripe. On the other hand, if the objective is to capture and share lessons, inspire and equip future leaders, and raise public awareness and understanding, these objectives may be desirable and timely despite the politics of federal public land management at any given point in time. A similar but different question revolves around how the results of this initiative might be used, and by whom. Who is the primary audience for this type of effort? What is the out box?

Other interviewees argued that this is an important and necessary effort in spite of the political climate; perhaps it is more valuable now than ever before in light of the current political environment. Most interviewees stated that they believe this kind of national dialogue is necessary, important, and desperately needed. While it may be difficult to identify political leaders to champion this type of initiative, there are some notable current or former Senators and Congressman that might be interested (e.g., Senator Jon Tester (D, Montana); Senator Mike Crapo (R, Idaho); and Representative Mike Simpson (R, Idaho)). It may also be possible to explore the role of the Western Governors’ Association in co-sponsoring this type of initiative given their recent leadership on several federal public land issues. Perhaps there is a way to generate some type of authorization for this type of initiative by asking WGA or a coalition of Senators to pass a resolution asking for this type of systematic review. Of course, any such authorization should be bi-partisan to maximize its credibility and legitimacy.

Along these lines, it is useful to keep in mind that there has never been an organized, systematic, and inclusive national conversation on the future of rural America (or the West). Perhaps it would be compelling, politically and practically, to frame at least a piece of this initiative around what rural vs. urban people need/want from federal public land, identify similarities and differences, and explore how to balance the two.

Still other interviewees suggested that the process and platform of doing something like this is just as important as the substantive issues addressed. In short, process matters. Many interviewees strongly suggested doing something different than a conventional multi-day conference/workshop and an academic type book. They suggested providing multiple opportunities for meaningful engagement by stakeholders and decision-makers

(e.g., listening sessions, demonstration projects, etc.), and meeting people where they are at – i.e., working in multi-stakeholder, multi-issue, multi-objective collaborative processes focused on particular places, large and small.

Following this train of thought, some interviewees argued that if the political climate is not receptive to this type of initiative, then perhaps it makes more sense to work from the ground up to build a broad-based constituency for change. Organize around a sense of place, such as watersheds, large landscapes, river basins, and other places that resonate with people (e.g., Pacific Northwest, Great Basin, Rocky Mountains, Great Plains, Great Lakes, New England, Southeast, etc.). Recognize the regional variations in issues, politics, economics, and the forces for and against federal public land management. Organizing around “place” also emphasizes that all or most issues tend to come up within place-based collaborative groups. It may be instructive to consult with the leaders of initiatives like Freedom to Roam to learn about the communications and marketing strategies they use to mobilize and engage people on large landscape initiatives. Some interviewees felt strongly it was time to connect current leaders in federal public land law, policy, and governance with the next generation of leaders.

In addition to these design considerations, nearly all interviewees agree that however this initiative evolves, it should be organized around crosscutting themes rather than resources per se. Both the problems and solutions are themselves crosscutting, so don't assume some type of arbitrary frame of reference (e.g., by resource, agency, or geography). Respect that different things work in different agencies, and that each agency faces some unique challenges related to law, policy, institutional culture, and organization. Although the 1970 PLLRC report was largely organized around resources (e.g., timber, range, mineral, water, fish and wildlife, outdoor recreation, and preservation), it also had some chapters on more crosscutting issues, such as planning, environmental issues, jurisdictional questions, and so on. Given the changes that have occurred over the past 50 years, it is far more compelling to organize this initiative largely around cross-cutting themes (e.g., public participation and collaboration; science and adaptive management; large landscape conservation/ecosystem management; agency culture & budgets; future leadership; changing demographics and economics; and jurisdictional concerns), and perhaps focus on a few key resources or issues, such as fire, water, and recreation.

Several interviewees offered some additional suggestions on the design of the initiative:

- Determine who is the audience: current political actors, the public at large, key stakeholder groups, future leader, others?
- Clarify and confirm what would be most useful to policymakers – Congress, Administration, Governors and state legislatures, County Commissioners;
- Explore the role of an ad hoc consortium of university-based policy centers in co-sponsoring whatever initiative emerges from this needs assessment; and

- Continue to do the type of outreach demonstrated by this needs assessment to ensure that no one is surprised and everyone has a meaningful voice in the conversation from the start.

## **OPTIONS MOVING FORWARD**

Moving forward, many of the interviewees suggested that we should more clearly define the purpose and scope of any initiative, including potential outcomes and dissemination plans.

During the course of the interviews, five general options emerged in terms of objectives, audience, and products. These options are not mutually exclusive; they complement each other and can all be accomplished given sufficient resources. Two primary options, however, appear most doable, and would promote meaningful dialogue and serve as a potential catalyst for change.

### Two Primary Options

Option 1: Conduct a comprehensive review of federal public land law, policy, and governance by convening a national policy dialogue and assembling an edited book (and/or disseminating the findings via a website or other social media). This effort would highlight what is/is not working, harvest and share best practices, and offer a vision for the future and how to move from vision to action. This option is largely the original model that emerged from the 2015 workshop -- a two-year time horizon to prepare for and convene the national policy dialogue in spring 2019.

Prior to the national policy dialogue, a Leadership Team would identify several people to draft a series of white papers to help frame key issues and solutions. The Leadership Team and lead authors could gather at the annual Stegner Symposium at the University of Utah (March 2018), which will focus on public land management. The national policy dialogue itself would include 300-400 people representing the diversity of interests and uses of federal public land and resources. The event would be very interactive, moving from plenary sessions to breakout groups and back.

The white papers would serve as a starting point, and would be guided by a set of focused questions. Participants would be expected to prepare ahead of time, and the national policy dialogue would be professionally facilitated. The primary products that will emerge from the national policy dialogue include an edited book – including a vision and roadmap for the future -- and a communications strategy to advance and implement the strategies and solutions that are generated by the participants.

This approach has the advantages of (1) an organizing event leading to a set of products that is clear, focused, and outcome oriented; (2) engaging a diverse but manageable number of constituents; and (3) drawing from and connecting with existing and future

leaders. Potential disadvantages include (1) limiting direct participation for pragmatic reasons, but creating some alternative means to allow non-participants to provide input and advice; and (2) limiting the immediate impact given the longer term focus of this option.

Option 2: Seek agreement on a common vision for the future of federal public land and resources. The basic idea here is to mobilize and engage a diverse group of leaders representing the diversity of interests and uses of federal public land and resources to seek agreement on a common vision for federal public land and resources and the values, principles, and general approaches needed to achieve that vision. Although the time may not be ripe for a comprehensive review of federal public land laws, policies, and institutional arrangements, the 50<sup>th</sup> anniversary of the Public Land Law Review Commission nevertheless provides a timely catalyst to focus on the future of federal public land and resources. This option may also overlap with some of the other options, in particular by focusing on trends, drivers, threats, and what is/is not working with respect to federal public land law, policy, and management.

One way to operationalize this approach is to (1) convene the diverse group of stakeholders and decision-makers; (2) start by clarifying what people value most about federal public land and resources; (3) identify social, economic, political, ecological, and other trends that may threaten common shared values; (4) articulate alternative future scenarios for federal public land and resources; (5) develop a set of principles based on the shared values that can help guide choices in the future; and (6) build civic and political will to begin implementing the shared principles through collaboration, networking, pilot projects, experiments, and other vehicles. The outcome of this effort could be some type of federal public land charter, convention, or similar document to memorialize the agreements and to inform and inspire other individuals and organizations.

The advantages of this option are that it would (1) help change the national dialogue on these issues from one that is currently negative and reactionary to one that is more positive and proactive; (2) focus on what the future of federal public land and resources should be and how to shape that future, rather than dwelling only on the “tyranny of the urgent;” and (3) build on and emphasize what is working with respect to law, policy, and governance. The disadvantages of this approach are that it may (1) be difficult to mobilize and engage the right people that are otherwise focused on solving today’s problems; and (2) result in aspirational outcomes in an otherwise unpredictable political environment.

### Additional Options

Option 3: Facilitate an informed national conversation on the history, value, and future of federal public land and resources. Based on the premise that most people identify with a sense of place, this option would start by convening community-based conversations, then roll those conversations together at a regional scale, and finally integrate all of the findings, conclusions, and prescriptions into a national conversation.

This option recognizes that many of the most intractable problems associated with federal public land and resources are not matters of science and policy, but matters of the heart, mind, and soul. This option should bring to life the story of federal public land in part to build civic will, which in turn might foster political will to improve the system. It will inform and inspire citizens first and foremost, rather than policymakers. The conversations at various spatial scales would not only inform and educate people about the history and multiple benefits of federal public land and resources, but also identify what people value most about federal public land and resources; clarify what is/is not working with respect to law, policy, and governance; harvest the most promising strategies to sustain communities and landscapes; and build support for a common vision for the future of federal public land and resources.

The Kettering Foundation's approach to community-based dialogues revolves around "issue booklets" might provide one approach on how this option could be implemented. Another approach might be to have a single author book, someone who can speak to a broad audience. This would not be an academic book, but something more accessible. In either case, these products could build on the book and other materials generated by the national policy dialogue envisioned in option 1. Yet another approach would be a highly expanded version of the former *America Speaks*, where citizens and experts engage one another in large gatherings through dialogue, polling, and other activities. Given the explosion of on-line dialogues, web-based tools, and social media, this approach might combine face-to-face and on-line forums to engage people in a robust, extensive, and very inclusive conversation involving tens of thousands, if not more.

A Leadership Team, much like described in Option 1, could help design the process, enlist numerous partners, lay out the general parameters on substance and process, and receive the input to help make sense of the ideas that emerge. Local conversations could be convened and facilitated by existing multi-stakeholder community-based partnerships. Regional conversations could be organized around larger river basins (e.g., Colorado River Basin, Columbia River Basin, etc.) or more culturally-defined regions such as the Pacific Northwest, Pacific Coast, Great Basin, Rocky Mountains, Great Plains, and so on). The national conversation could be designed similarly to the national policy dialogue presented in option 1, but informed and influenced by the local to regional dialogues.

This approach has the advantages of (1) engaging a large number of constituents from across the country; (2) harvesting lessons from the ground-up, where many of the most compelling innovations are emerging; and (3) building a greater sense of shared identity and a national vision. Potential disadvantages include (1) managing the scale and scope of such an endeavor in terms of time, resources, organization, and cost; (2) producing products and outcomes that may be less focused and clear; and (3) limiting the impact to raising awareness and understanding, harvesting and sharing best practices, and forging a national consensus on the future of federal public land and resources ... rather than hard-hitting, focused recommendations for political leaders.

Option 4: Create a leadership program for emerging leaders representing all interests and viewpoints. The intent of this option is to inform, inspire, and equip future leaders to

facilitate change and collaborative problem solving at all levels of law, policy, and governance. It is based on the realization that the challenges and opportunities facing federal public land and resources require a long-term strategy and investment and that the current political situation is at an impasse; senior leaders across government, academia, and industry are “aging out;” and an investment in future leaders may be wise in terms of long-term return and impact.

This leadership program could be modeled after the Loeb Fellows Program at Harvard University, which brings together a select number of demonstrated leaders for a year to study and work together on issues of common concern. Participants in this “federal public land leadership program” would spend time together; engage with recognized leaders in federal public land law, policy, and governance; focus on real-world problems, applications, and opportunities; develop and promote strategies to replicate what is working and to remove legal, institutional, and other barriers; and otherwise develop and refine the leadership skills to create and facilitate the conditions for resilient land, water, and communities, including but not limited to mobilizing and engaging diverse constituents; working across boundaries (jurisdictional, cultural, disciplinary, etc.); harnessing knowledge from multiple sources and facilitate decision-making in the face of uncertainty; and move from vision to action.

This program could also adapt lessons learned from the natural resource leadership programs offered in many states. These programs bring together young to mid-level managers in natural resources across a state in a series of trainings, workshops, and team building over 12 to 18 months. Participants work between sessions, try “experiments” in their “day jobs,” and undertake a major project. Participants would be offered intensive training, coaching, relationship building, and ideally, small grants to undertake experiments. Such a program would also seek to keep the participants in each cohort connected with one another and across years, eventually creating a national network of leaders that share a common set of values and skills for solving problems.

This kind of effort could be focused and scaled as appropriate. One could have a cohort of 30 to 40 young to early mid-career leaders every year to 18 months across the western states, for instance. Or, one could imagine cohorts designed around states, or perhaps more interestingly, regional places like the Crown of the Continent, the Colorado River, or other landscapes. This “growing the future” could also be coupled with and tied into the other two options mentioned above

This approach has the advantage of (1) focusing on the future and not the contested present; (2) building a large cadre of future leaders with a shared experience and skill-set, along with building relationships; and (3) investing in human and social capital rather than the specific efforts to solve particular substantive problems or issues. Potential disadvantages include (1) focusing more on building capacity for the long-haul rather than addressing specific problems today; and (2) competing with existing leadership programs, realizing that none have the unique focus of this option.



Option 5: Build a collective impact network. A growing approach across many fields and sectors is the idea of building a collective impact network. Collective impact networks connect individuals and leaders across organizations to set broad common goals and objectives, identify and harness synergies, share resources and differential skill sets, and seek agreement on common metrics and measurements of success -- all the while encouraging individual organizations to pursue their individual interests within the larger framework.

Collective impact networks are neither coalitions nor alliances, but nor are they singular events or ad hoc connections. Any of three options presented above might be activities within a collective impact network. Such networks require a small set of leaders to catalyze the initiative, a trusted “backbone” organization to coordinate, and a porous boundary that grows, adjusts, and allows other individuals and organizations to engage as desired. One good example is the *Network for Landscape Conservation*, catalyzed and coordinated by the Lincoln Institute of Land Policy and the Center for Natural Resources & Environmental Policy ([www.largelandscapenetwork](http://www.largelandscapenetwork)).

A national conference or event as envisioned in Option 1 could build a broad based vision and objectives and those who are committed to those broad outcomes would and could join a network that would follow to continue the collective and individual work. Conversely, one could invite interested parties from the grassroots effort to join this growing network, and encouraging them to help shape and influence the growing network building from the grassroots. Over time, the network might convene a national conversation as envisioned in Option 2, and/or design and coordinate a leadership program as envisioned in Option 3. The network might generate publications and reports and ultimately try to influence policy or legislation at the federal or state level.

This approach has the advantages of (1) adapting and evolving to the needs and interests of participants over time; (2) allowing a “coalition of the willing” to participate across sectors, jurisdictions, and across the country; and (3) coordinating collective action while allowing for individual activity. Possible disadvantages include (1) realizing that some stakeholders and constituencies may not participate in the network; (2) limiting impact on policy and practice if the network does not emerge or grow to a scale to have significant influence, and/or if products and outcomes are not focused and doable.

## FEEDBACK ON DRAFT REPORT

Several interviewees reviewed the draft report and provided additional input and advice.

We received several comments on the draft paper. Below we summarize briefly the comments under comments on process options, other related and similar initiatives, and geographic scope.

Our commenters had a range of views on the process recommendations, from not convening now in these uncertain and fractious times to embarking on an important, broad, but challenging national discussion on public lands. The specific comments are summarized below.

- Given that public lands and environmental protection in general are under threat, now is not the time to spotlight public land laws and management. The vast amount of independent money in the political process, the rise of social media and the increasing polarity and dysfunction of both the executive and legislative branches all suggest it is far more difficult for "rational" exercises and strategies such as are proposed to have meaningful impact.
- Conducting a review of federal public land, law, policy and governance through a national policy dialogue would gather a large group of influential people that can stand up and say there is a better way of doing this Congress. It is also the original intention of this effort. It is important to build agreement across industry and conservation and not have this whipsaw of one-sided action and counter action. Such a group together in an organized fashion could cut through the rhetoric and get to actual solutions that will bring communities and interests together to accomplish something. The other options might follow from the implementation of the first.
- Conducting broad public engagement for an informed national discussion of public lands is perhaps the most difficult but most important. We need the public to support public lands. While this work needs to be grounded in good scholarship and accuracy, the more the effort reflects the public's involvement, the better.

Some commenters also noted other collaborative efforts underway to address at least some of these questions.

- **SHIFT (Shaping How we Invest For Tomorrow)** is a program of The Center for Jackson Hole. The 2017 SHIFT Festival will explore "The Business Case for Public Lands:" How investments in outdoor recreation and the conservation of public lands create vibrant, resilient economies in communities around America. SHIFT includes outdoor recreationists, land managers, and conservationists realize their greatest opportunities for effectiveness when they address issues of common concern with a unified voice. Working together to achieve shared objectives, our ability to champion our public lands in a time of unprecedented threat is extraordinary.

- In fall 2017, a group of some 130 led by three conservation groups representing Western rural communities and interests announced a new coalition aimed to influence federal policy on large-scale resource planning, including cooperative management of private and public lands. The New Mexico-based Western Landowners Alliance, the Oregon-based Rural Voices for Conservation Coalition and the Texas-based Partners for Conservation led the effort supported by the Regional Conservation Partnership Program. Although the coalition has yet to determine what specific legislation or policies it will target, the effort will discuss topics including the farm bill and federal land management policies. The upshot of the principles — spelled out in the sixth principle — is: “Hope for rural America lies in collaboration, common sense and non-partisan solutions that ensure sustainable working lands and diverse new economies.”
- The 2012 Forest Planning Rule Committee is looking closely at the issue of shared stewardship and potential recommendations to the Forest Service to move toward that model. The Committee is seeking to develop recommendations before the end of the current Committee Charter at the end of 2018.
- In the late 1990s, the Center for the Rocky Mountain West launched the Western Charter, which resulted in a set of principles shared across sectors and interests at that time. Like this effort, the charter identified a growing sense of loss and frustration with battles over public lands, growth, and economy had divided the region’s citizens, most dramatically along urban and rural lines.

Lastly, all felt that a focus on the American West was important, though not necessarily to the exclusion of stakeholders and land in the rest of the country, including Hawaii and Alaska. Furthermore, that all federal lands, not just BLM and USFS, should be under discussion. One commenter suggested that geographic scope should be even broader given the increasing importance of federal lands for large landscape conservation, fire management, and collaborative problem solving across federal, tribal, state and local political boundaries. Within this cross-jurisdictional robust collaboration, this commenter noted, the vast and valuable interior of federal lands could be lost to a primary focus of resources and management required at the urban-wildlands interface and other boundary margins.

## CONCLUSION

The 50<sup>th</sup> anniversary of the Public Land Law Review Commission's *One Third of Our Nation's Land* report provides a timely opportunity to examine the past, present, and future of federal public land law, policy, and governance. The rhetoric and politics surrounding the public lands today has become divisive and corrosive. However, changes are occurring with a momentum of their own, prompting several important initiatives that suggest new ways to bridge divides and move forward.

The intent of this report, and the process that led to it, is to inform and inspire people concerned about the future of federal public lands and resources to consider what is/is not working and to commit to work together to shape a vision for the future. Whether a comprehensive review of the laws, policies, and institutions governing federal public lands is desirable and feasible, it is time to change the national conversation on these issues from one that is negative and reactionary to one that is more positive and proactive.

To this end, we are committed to advancing the one or more of the options articulated by the interviewees, and seek like-minded partners to work together to shape the future of federal public land law, policy, and governance to meet the challenges ahead.

## **APPENDIX:**

### **PEOPLE INTERVIEWED FOR THIS REPORT**

William Barquin, Kootenai Tribe/Nation

Sarah Bates, National Wildlife Federation, Northern Rockies Office

Dinah Bear, former general counsel, White House Council on Environmental Quality

Anne Castle, former Assistant Secretary Water and Science, US Dept. of the Interior

Sally Collins, former Associate Chief, US Forest Service

John Freemuth, Boise State University

Steve Jester, Partners for Conservation

Daniel Kemmis, former Mayor of Missoula, Montana

Dirk Kramer, Murie Center

Kevin Krasnow, Teton Science School

Paul Larmer, High Country News

John Leshy, Hastings School of Law

Char Miller, Pomona College

Jim Ogsbury, Western Governors' Association

Tom Oliff, Northern Rockies Landscape Conservation Cooperative

Emily Olsen, National Forest Foundation

Peter Pollock, Lincoln Institute of Land Policy

Will Price, Pinchot Institute

Ray Rasker, Headwaters Economics

Lynn Scarlett, former Deputy Secretary, US Dept. of the Interior

Jonathan Shuffield, National Association of Counties

James Skillen, Calvin College

Gary Tabor, Center for Large Landscape Conservation

Melyssa Watson, The Wilderness Society

Rebecca Watson, former Assistant Secretary Lands and Minerals Management, DOI

Charles Wilkinson, University of Colorado

Chris Wood, Trout Unlimited