

Adaptive Management Program
Report of the AMWG Public Outreach Ad Hoc Group (POAHG) to the
Glen Canyon Dam Adaptive Management Work Group
August 10, 2004

During the January 7 & 8, 2004 Technical Work Group meeting, the TWG formed an ad hoc group on public outreach, and tasked the group to develop options for planning and implementing a public outreach strategy for the Adaptive Management Program. That group reported back to the TWG in February, and then reported to the AMWG at its March 3 & 4, 2004 meeting.

The AMWG decided that public outreach should be discussed at the AMWG level. It voted to disband the TWG Public Outreach Ad Hoc Group and form an AMWG Public Outreach Ad Hoc Group (POAHG) to consider how best to do a public outreach plan for the AMP and bring a recommendation to the AMWG at their August 2004 meeting. Amy Heuslein and Pam Hyde were designated as co-chairs of the ad hoc group. AMWG members/alternates on the group include Loretta Jackson, Bruce Taubert, Mark Steffen, Andre Potochnik, Leslie James, John Shields, Mike Yeatts, Marklyn Chee, and Darryl Beckman. The ad hoc group determined that it needed additional expertise in public outreach on the committee, and invited the following public information specialists from AMWG member agencies to participate on the committee: Rory Aikens, Arizona Game and Fish Department; Barry Wirth, Bureau of Reclamation; Jeff Humphrey, Fish and Wildlife Service; and Maureen Oltrogge, Grand Canyon National Park.

The POAHG initially addressed the question of whether the development of a public outreach strategy/plan could be contracted to an outside group, or whether it would need to be done internally. With information provided by Barry Wirth we determined that contracting out the development of a public outreach plan could likely trigger a federal prohibition on using an outside firm to market a government agency/program. However, we concluded that some services associated with public outreach could be contracted out.

Having determined that a public outreach strategy would need to be developed internally, we identified a pressing need to address two issues associated with public outreach sooner rather than later. The first was to develop a better way of dealing with press releases for/related to the Adaptive Management Program (AMP), and the second was to identify some short term public outreach strategies that could be implemented within the \$40,000 budgeted for FY 2004 and the \$95,000 budgeted for FY 2005. The POAHG has developed recommendations for each of these issues, and is providing them to the AMWG for its consideration in this report.

Press releases

The AMP currently has no procedures for putting out press releases from the program. This has caused some difficulty in the past, in situations in which there is information that the press and the public should be aware of, sometimes in a time-sensitive manner. Individual member agencies, such as Bureau of Reclamation, USGS and others, have on occasion taken the initiative and put out press releases on their own. However, other AMWG members have from time to time questioned whether that practice is appropriate.

There would be an advantage to the program to have policies and procedures for putting out press releases on issues coming from or relating to the AMP. More information about the program would likely get into the hands of the media and the public, and AMWG could be comfortable in knowing what information is going out and from whom. Confusion about who should release the information would be eliminated.

The POAHG recognized that there would be some information that would be time-sensitive, but a fair amount that would not. We attempted to develop procedures that would deal with both kinds of information.

These procedures are not meant to preclude any individual stakeholder from releasing information on its own to the media. Each stakeholder still has the right to operate individually. However, these procedures hopefully will create an opportunity for information to go out *on behalf of the program as a whole* and prevent any confusion within the media about individual stakeholders speaking for the program.

To simplify our thinking about how news or events from the program would be translated into public information to be released, we developed a flow chart that outlines how this process would occur for different scenarios (Figure 1). It takes into account whether or not the situation is an emergency, whether AMWG needs to approve what goes out, and, if it does, what the timeline for review should be.

We also found it useful to cut our thinking a different way, and so we developed a press release matrix (Figure 2). The matrix identifies the different kinds of information that we may need to get out via a press release, and for each identifies who the lead agency is likely to be, whether or not the press release needs to be reviewed by a group such as the POAHG or an equivalent, and how long the review period would be.

Together we believe that these two items outline procedures that will assist the AMP and its members in determining how to properly get information out to the media and the public via press releases. However, these procedures presume that there is a person or a group that has been established on a permanent basis that is responsible for public outreach. The POAHG has identified three options for such a person or group, and requests that if the AMWG approves of these procedures for press releases, it chooses one of the three options and takes the necessary steps to establish the person or group with the necessary authority. The options are: (1) transform the POAHG into a standing committee dealing with public outreach, (2) constitute a new standing committee to deal with public outreach (which provides the possibility of fewer or greater and/or different members), or (3) establish and hire for the AMP the equivalent of the Information and Education Coordinator that the Upper Colorado River Endangered Fish Recovery Program has in the person of Ms. Debbie Felker.

Figure 1. Press release flow chart

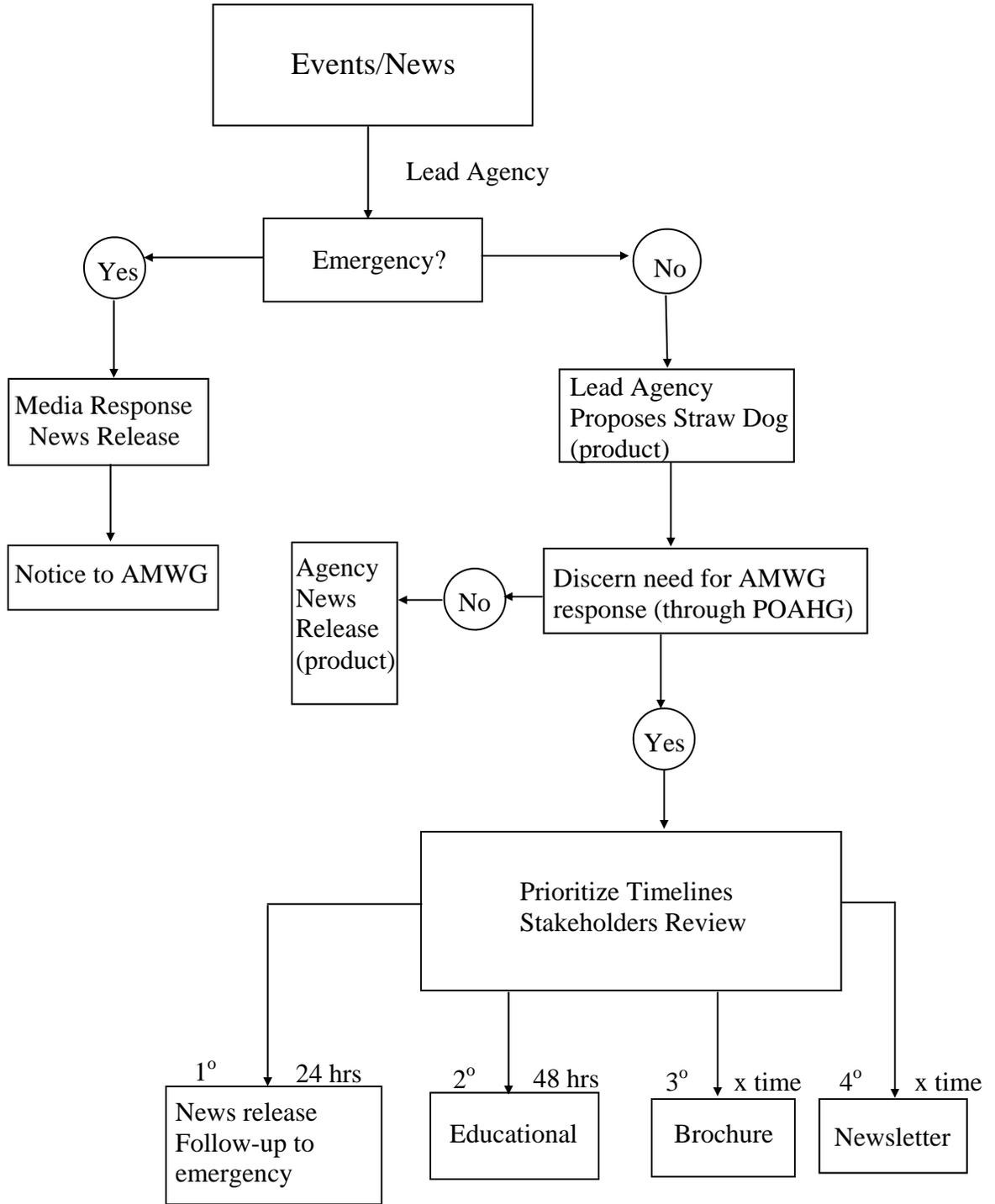


Figure 2. Press release matrix

	Lead Agency	Review by POAHG?	Time for Review	Only Advance Notice to POAHG/AMWG?	Audience
1.a. Agency Operations Impacts – Routine	BOR	Yes	5 days	No	General Public
1.b. Agency Operations Impacts – Emergency	BOR	No	N/A	Yes, with follow-up and review	General Public
2. NEPA Compliance	Action agency (e.g., BOR, USGS, NPS)	Yes	10 working days	No	General Public
3. Broad Program Objectives or Charges	AMP/AMWG (or any stakeholder)	Yes	5 days	No	General Public
4. Science Results	GCMRC	Yes	10 working days	No	General Public
5. AMWG Advice to Secretary	BOR	Yes!	5 days	No	General Public

Short-term public outreach strategy

The AMWG recommended to the Secretary spending \$40,000 in FY 2004 and \$95,000 in FY 2005 for public outreach as a part of the AMP. The POAHG recognized that if there was any chance of getting public outreach projects on the ground in FY 2004, which ends on September 30, 2004, the AMWG would have to approve those projects at its August 2004 meeting. Although AMWG voted in March to earmark any public outreach funds rolled over from 2004 to 2005 for the same purpose, the POAHG felt that it would be wise to present AMWG with some options for immediate action.

The POAHG felt that it had neither the authority nor the time to develop a long-term public outreach strategy before the August AMWG meeting, however. The long-term public outreach strategy will require a great deal more time and some direction from AMWG on the goals, objectives, messages and audiences that the strategy is to address. The POAHG requests that the AMWG determine how it wishes to proceed with development of a long-term public

outreach strategy, and recommends that the current POAHG be continued and charged with developing the long-term public outreach strategy.

In order to begin the work of developing a short-term public outreach strategy, the POAHG felt that it was necessary to first identify the goals, objectives, audiences and messages for public outreach. Together we developed a goal for public outreach, then we brainstormed a set of objectives, the universe of audiences we wanted our information to reach, and the messages that we wanted to convey. They are as follows:

Goal: To provide a coordinated, timely and open communication with the public concerning the AMP and its activities and findings.

Objectives:

- Provide a background on the AMP, including definitions, history, and structure of the program.
- Explain the process of adaptive management – what it entails and what it is accomplishing
- Explain how managers rely on AMP science to make decisions/recommendations – the link between science and policy
- Embrace and celebrate the diverse values reflected through the multiple stakeholders
- Identify information shortfalls and provide clarity
- Prevent misinformation
- Convey what issues we are dealing with in Grand Canyon
- Convey science findings to the public
- Create a set of Frequently Asked Questions (FAQs) on AMP activities
- Provide input in gathering feedback from public, i.e. at public meetings
- Outline mechanisms for collecting public input

Audiences:

- Grand Canyon visitors
- Glen Canyon visitors
- Tourism industry
- International visitors
- River rafters
- Trout fishermen
- Grand Canyon hikers
- Air tours
- Power users
- Water users
- Native American tribes
- Environmental groups
- Conservationists
- Wilderness advocates
- People who care about the health of Grand Canyon
- Educators

- Students
- Policymakers
- Congress
- State and federal legislators
- State agencies
- Land management agencies
- Park service employees
- All government employees (of agencies involved in AMP)
- Media
- Other Adaptive Management programs
- Scientists
- AMWG members
- Historical entities
- Religious groups

Messages:

- AMWG is there to recommend improvements to Grand Canyon resources through a science-based approach
- The program looks at the impacts of dam operations
- What adaptive management is and how we use it
- Science and research is done in an open setting
- Experimentation and monitoring are keys of the program
- Continual evaluation of science and process
- We balance competing interests, pursuing first actions that benefit all resources and values
- Strength of the program lies in diversity of stakeholder members – we embrace and celebrate that diversity
- This is one of the most complex and high profile natural resource management challenges on earth
- It is a changed environment in the Grand Canyon
- Operation of the dam has impacts, and not all can be mitigated
- Turning back the clock to pre-dam conditions is not a realistic option
- We barely understand the old ecosystem, and now we are doing our best to understand the new one
- Failure is not an option in this program

The POAHG requests that the AMWG consider these goals, objectives, audiences and messages and provide direction to the POAHG as to whether they are appropriate underpinnings for the development of both a short-term and long-term public outreach strategy.

After developing these basics for a public outreach strategy, the POAHG developed a Statement of Purpose for the program that conveys in a *simple, straightforward, easy-to-grasp manner* what the purpose of the AMP is. This should be seen as the most basic description of our purpose, which can be understood by every audience.

Statement of Purpose: Protect and improve the Colorado River in the Grand Canyon.

If necessary to explain what the AMP is about, four simple messages can be used to supplement the basic statement of purpose:

1. Dam operations impact the river system
2. Among other requirements, the Secretary must protect, mitigate adverse impacts to, and improve downstream resources
3. AMWG was established to provide advice and recommendations from stakeholders to help the Secretary
4. Adaptive Management (explaining what it is) is how the Secretary decides how to protect, mitigate and improve downstream resources.

The POAHG brainstormed some options for tools for action as part of a short-term public outreach strategy, and condensed them into the following recommended strategy to be completed by the end of FY 2005. Please note that there is a set of two options for disseminating current program information and findings (newsletter or news sheets/program highlight documents). The POAHG requests that the AMWG consider this proposed strategy and take the necessary steps to authorize it or the elements it feels appropriate to implement as part of a short-term (14 month) public outreach strategy.

Proposed **Short-Term Public Outreach Strategy**

I. Overview

The following is a proposed Public Outreach plan for use by the Glen Canyon Dam Adaptive Management Work Group (AMWG) to increase understanding of and support for the Adaptive Management Program (AMP) and its activities. The intent of this plan is to leverage existing and newly developed informational campaign items to familiarize our various publics with the goals and workings of the Adaptive Management Program.

As there are a number of diverse Public Affairs Offices who will be collaborating on the development of these informational products, it is necessary that the products be prepared in a manner that reflects the interagency nature and cooperative efforts of the AMWG. Based on feedback and oversight from the POAHG committee, the products will be developed to meet the diverse needs and interests of the representative AMWG members.

Following is an outline of the various informational campaign items that have been proposed for initial development, implementation and use as part of a short-term public outreach strategy. Please note, the following costs are preliminary estimates of completing the projects in-house by use of Reclamation staff and/or support services. Moreover, the following costs do not include or factor in any potential travel expenses or third-party production costs.

II. PUBLIC OUTREACH PROGRAM INITIATIVES

VISUAL IDENTITY CREATION

Description

As a means to convey a professional and consistent image to the general public and constituent stakeholder groups regarding the AMP program, it is recommended that the POAHG develop an innovative visual identity program. Integrating a consistent visual identity – common look and feel – to all of the public outreach materials will not only help to convey the synergistic nature of the AMWG’s programs and initiatives, but also emphasize the many diverse audiences the importance and scope of the program efforts.

Budget

- Visual Identity Creation \$6,000

PROJECT FACT SHEETS

Description

It is recommended that the POAHG develop approximately 10 fact sheets that are specific to program issues or on-going activities. The fact sheets will be developed so that they can be easily updated and quickly disseminated to the public, interest groups, media, and/or political leaders. Reclamation has committed support from its Public Affairs staff to assist with the initial development, production and design of these materials. Fact sheets will be available in either print form (approximately 2,000 of each would be printed) or accessible as a component of the program’s web site.

Possible topical areas addressed by the fact sheets could include:

- Explanation of AMP – what is it; goals/statement of purpose
- Partners in AMWG
- Issues related to Colorado River (endangered species, power/water usage, recreation)
- Colorado River Storage Project
- Temperature Control Device
- Long-term future of the river
- F.A.Q.’s
- FACA Laws
- Environmental Assessment
- Record of Decision
- Environmental Documents

Timeline

It is anticipated that the development of the baseline project fact sheets will take approximately 8 to 10 weeks. Prior to use and distribution to the general public, the fact sheets will be reviewed and approved by POAHG.

Budget

Costs associated with development of the project fact sheets will include:

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|-------------------------------|-------|
| • Research and data gathering | 1,250 |
| • Text preparation | 1,250 |
| • Editorial review | 500 |
| • Production | 2,500 |
| • Printing | 8,000 |

Total Projected Expenses: 13,500

WEBSITE CREATION

Description

It is the overarching goal of the POAHG to develop a Web site that reflects the diverse nature and multi-stakeholder contributions of the AMWG. Moreover, it is the intent of the POAHG to develop a user friendly online forum where the general public can access timely and relevant information about the AMP and its goals. It is anticipated that the Web site be launched in two distinct phases which are described as follows.

Phase 1:

This phase is intended to fulfill a short-term need and will consist of expansion/modification to the existing, Reclamation-hosted Adaptive Management web site. Currently this site provides program overview/background information, access to Law of the River documents and related legislation, news releases, and environmental documents, and AMWG and TWG specific information including charter, membership, meeting information, and operating procedures. In its current state, the existing AMP web site primarily serves AMWG and TWG members and the entities they represent, as well as special interests focused on meeting-related information.

The objective for modifications to the existing Adaptive Management Program web site under Phase 1 is to expand the site to include a new major section and overall site structure that serves a broader audience by providing outreach, education, and media focused information such as fact sheets, newsletters, brochures, update summaries, additional news releases, and working documents.

Because this phase can be implemented within the existing Adaptive Management Program web site structure, the majority of cost will be associated with planning and designing the expansion/modification to the existing site's primary organization and navigation, implementing those modifications, preparing new content for web presentation and creating/posting of the actual pages.

Phase I Costs (Oct 2004 – September 2005):

The estimated time/cost for this work is based the anticipation of what will be developed and added to the existing site over a 12-month period. Estimate 4 total weeks of work for Reclamation staff for site planning and site modification, development of new web pages, updates and maintenance.

Estimated development costs

10,000

Phase 2:

This phase will define the long-term presence of this web site which will require resolution of many unknown issues such as: agency/entity to host the site, who/how site will thus be developed/maintained, how extensive the site will become, how it will function with/compliment other AMP web sites to avoid message conflict/information duplication, how it will be managed, and agency identification vs. AMP Outreach Group identification on site. Obtaining answers to these questions and working through the challenges of determining what is possible and how it will function should be considered as part of the overall cost of this phase, which will involve multiple Reclamation staff. It is possible that Reclamation may not ultimately host/oversee this as part of the existing AMP site, and a new site must then be developed and hosted by another entity. While the costs associated with this scenario are not known, the estimate of time and dollars below will hopefully provide a ball park figure that will be useful for budget planning.

Phase II Costs (Oct. 2005 & beyond):

Depending on the complexity of a new site, how much information will be included, how often it will be added/modified, and who will be doing the work, it is estimated that this phase would require a collective total of 6-8 staff weeks.

Estimated development cost

25,000

(Additionally, on-going site maintenance/site management costs would need to be budgeted annually but would be minimal by comparison)

PORTABLE AND STATIONARY DISPLAYS

Description

Public displays will consist of stationary displays that will be placed in the Glen Canyon Dam Visitor Center and at the public viewing site located at Lee's Ferry. In addition, it is anticipated that a traveling display will be developed that can be easily updated and used at public events, conferences, etc. The traveling display would include themes that are consistent with the relevant precepts of the AMP in regards to adaptive management, science, drought, history, endangered species, laws, and various other items. BOR would be actively involved in the initial development, production, and design of both the stationary and traveling displays.

Budget

Costs for developing both the stationary and traveling displays are profiled as follows:

Stationary Display Production Costs

As Reclamation is now involved in a multi-year informational display production effort at Glen Canyon Dam, it is anticipated that many of the production costs related to the preparation of stationary displays will be absorbed into these concurrent activities. Following is a profile of the projected costs for production of the stationary displays that the POAHG will use to inform visitors about AMP and its ongoing activities.

• Data & Information Gathering	1,500
• Preparation of display materials	4,000
• Design & Layout	4,000
• Materials & Supplies	2,000
• Installation	1,000
• Kiosks (Lee's Ferry)	2,000
○ Interagency agreement req'd	
Total Projected Expenses	14,500

Traveling Display Production Costs

• Data & Information Gathering	1,500
• Preparation of display materials	4,000
• Design & Layout (Labor)	4,500
• Materials & Supplies	2,000
• Display Stands	3,500
Total Projected Expenses	15,500

(Additional costs associated with the traveling display should be anticipated, including for booth fees, shipping of the display, and travel costs for program participants to take the display to public events, conferences, etc.)

NEWSLETTER or NEWS SHEETS/PROJECT HIGHLIGHT DOCUMENTS

Description

The POAHG recommends a mechanism for providing current program information and findings to the public on a regular basis, but is proposing two options for accomplishing this. One would be a multi-page newsletter, such as is produced by the Upper Colorado River Endangered Fish Recovery Program once a year. The other would be news sheets or project highlights which would be much shorter, but would be distributed as issues warrant. Information included in the news sheets and/or project highlights would consist of current scientific findings or reports, project status reports and relevant scientific data gathering including: river flow information, ecosystem status, etc., while a newsletter could go into more depth on AMP issues and stakeholder viewpoints. A newsletter would ideally require articles contributed by program participants, and would need an editor. Similar to the fact sheets, the news sheets and/or project highlights would be produced in a manner that they could be easily updated to reflect current program or operational activities. Development of the news sheets and/or project highlight materials would be determined by feedback provided by the AMWG to the POAHG and/or via recommendations forthcoming from stakeholders.

Budget

Costs for each of the options are profiled as follows:

Newsletter Production and Distribution Costs

Costs of the newsletter have been based on the same specifications used by the Upper Colorado River Endangered Fish Recovery Program, which produces 9,500 pieces and mails 3,400.

News Sheet Production Costs:

GUIDE RESOURCES/INSTRUCTIONAL PACKETS

Description

These materials would consist of easily produced, laminated sheets or flip cards for use by river and fishing guides to acquaint river users with various aspects of the AMP. These resource materials would consist of quick facts, scientific data (past and ongoing), and/or interesting details on the program that would stimulate dialogue between river guides and customers about the area's programs and challenges. Materials would be produced in the winter months with the support of Grand Canyon River Guides and the Bureau of Reclamation.

Budget

Costs associated with the production of guide resources and instructional packets would include the following:

TOTAL SHORT-TERM PUBLIC OUTREACH PROGRAM COST:

With Newsletter option	71,424
With News Sheets option	62,500

The POAHG is open to further direction on developing aspects of a short-term strategy, but recommends that if all the funds budgeted for public outreach in FY 2004 and FY 2005 are not spent on discrete public outreach activities and development of a long-term public outreach strategy, they be rolled over for the same purpose in FY 2006.

Identifying successes

Finally, the POAHG requests the assistance of the AMWG in identifying the successes of the AMP, which can then be highlighted in public outreach materials. Time permitting, we would like to get feedback from the members at the August AMWG meeting. If that is not possible, we request that one of our future charges, if our ad hoc group is continued, be to formulate and implement a process for querying the AMWG members about what they see as the successes of the program to date.