# Colorado Division of Parks & Wildlife



## Public Information, Marketing, Branding, Website and Outreach Work Group Report

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#### **EXECUTIVE SUMMARY**

On July 1, 2011, Colorado Parks and Wildlife gained 'enterprise' status, encouraging the new agency to operate like a business and to fund our operations through our operations. Public information, marketing, branding, public involvement, website and outreach are crucial elements of our success as an enterprise agency.

In order to fulfill our public trust responsibility, attract and retain recreational customers, and maintain public support for our conservation mission, our agency needs to take a strategic approach to outreach activities. This strategic approach needs to be built off of an overall agency strategic plan. Functionally, we believe that this would include a broad outreach strategy that is tiered down to a set of actionable outreach plans for media relations, public involvement, branding and marketing activities. Every organization benefits from a strategic approach. We argue that the merger and the need to manage our combined parks and wildlife identity make it even more important. This strategic recommendation would go hand-in-hand with our proposal to create a new Outreach Branch with an Assistant Director, representing this strategic view at the leadership level.

The formal positions dedicated to information, marketing, and engagement activities in Division of Wildlife were previously organized in separate sections within Field Operations, Wildlife Programs, and External Relations. Some positions reported directly to the Director, others reported through several layers of management. These multiple reporting structures and layers of management resulted in inefficiency, duplication of effort, and confusion over job responsibilities in both direct action and support for field activities. These inefficiencies are identified later in this report.

Most of the formal information, marketing and engagement positions in the Division of State Parks and Outdoor Recreation were previously situated in the Statewide Outdoor Recreation Programs & Support Services Branch. In general, State Parks had a much flatter organizational structure than Wildlife, with all of the information, marketing, and engagement positions located in the same unit and reporting to the same Assistant Director.

The merger represents an opportunity to enhance the effectiveness of our information, public marketing, and engagement activities while also improving their efficiency. While Parks has typically focused its outreach on the marketing and creative services functions, Wildlife has been focused on media relations, targeted marketing campaigns and educational outreach. By combining the agencies, each function will get access to the increased resources the other agency offers.

In general, our alternatives are focused on providing financial neutrality or savings while increasing efficiency. Further, our recommendations strive to strike a balance between providing centralized services and providing support and coordination for decentralized activities.

The workgroup agreed that work products should be driven by both the field staff of the agency and the need to create products that our customers and constituents actually "want" to receive. In this way, the general approach is to provide "services" that are decentralized. However, the workgroup also recognized that effective and consistent branding occurs when the agency image is tightly protected and centrally directed. This difficult balance leads to the need for alternatives that withhold the ability to centralize final approvals while decentralizing the accessibility of products, templates, inputs, services and ideas.

Below is a brief synopsis of the full alternatives described in this report:

Leadership Alternative 1: Combines the primary communication, marketing and branding functions under a single branch and under the leadership of one Assistant Director with a primary focus on these programs. We believe this maximizes the efficiency of all work functions by providing collaborative planning and utilizing resources to accomplish leadership-directed agency outreach goals. In addition, this creates a position at the leadership level that facilitates two-way communication with and input to managers regarding the social, political, public relations, branding and marketing impacts of management decisions.

**Leadership Alternative 2:** Alternately, if a new branch is not designated, we recommend that all information, marketing, branding, web and outreach activities be combined under a single leadership team member that would have a broader array of programs and responsibilities. This would allow for some of the collaborative benefits envisioned in Leadership Alternative 1, though it will limit leadership team member's time, attention and focus on these programs and may lead to outreach functions competing with other functions for scarce budgetary resources.

**Public Affairs Alternative 1:** The Public Affairs unit will consist of functions that combine three existing sections (External Relations, Public Affairs and Public Involvement) into a single section focused on strategic communication. By combining the functions of the three existing units, this section will eliminate existing duplication and recognize cost savings by optionally eliminating one position and converting one management position to a lower-level GPIII Internal Communication position, which was identified as a critical need by our workgroup. The new Public Affairs section would have 6 FTE that include: 1 statewide Public Information Officer (PIO), 1 internal communications specialist, 1 or 2 public involvement specialists, 1 Human Dimensions professional, and 1 legislative liaison. An employee handling one of these job functions could be appointed to supervise this section or a current manager could manage this section while taking on one of these job functions. This alternative also identifies efficiencies in returning the regional Public Information Officers to the regional supervisory structure, thus reconstituting the traditional regional outreach teams.

**Public Affairs Alternative 2:** Regional PIOs could be placed under the supervision of the statewide public information officer. This will assure centralized message consistency but, as we identify later in the report, may not be as locally responsive. Regardless of supervisory chain, each geographic region of the state should be assigned a public information officer who will be located in the region.

**Public Affairs Alternative 3:** If the Transition Team or Leadership Team chooses not to place the public involvement professionals within the Public Affairs section, it would be unlikely that the Public Affairs section would need a manager. Without the two public involvement positions and the Human Dimensions professional, the Statewide PIO, Internal Communications Specialist and Legislative Liaison could report directly to the Assistant Director. This option was discussed but not chosen as the core alternative because it would not allow for the enhanced outreach benefits identified in the full alternative description found in the public affairs alternative section of this report.

Marketing Alternative 1: The two marketing specialists for wildlife and parks would remain separate, but report to the Assistant Director. Our workgroup discussed fully combining the functions of marketing within the agency but determined that the marketing of parks for visitation and the marketing of hunting and fishing for participation are so unique that allowing for strong specialization was best. This also allows for any dedicated funds to be spent marketing to the audience for which they were intended. The marketing managers for both entities will need to coordinate and communicate to maximize joint-purchasing opportunities; however the tie to the same Assistant Director and co-location of offices should overcome any issues. Proposed staffing includes: 1 Parks Marketing Manager; 1

Wildlife Marketing Manager; 1 Social Science Researcher (from Parks planning section), 3 Web Content personnel (1 from External Relations, 1 converted 6-month back-to-back temp position, and 1 from education); 1 Social and Interactive Media Specialist.

Marketing Alternative 2: The workgroup did analyze an alternative that structured the marketing section under a single Marketing Manager, however there are a number of issues that would need to be considered if this alternative were to be pursued. If the Transition Team or Leadership believes that single-point management is necessary, the remainder of the alternative would be unaffected but care would need to be exercised to avoid the diversion of funds and loss of specialization highlighted in this alternative. Moving to a single marketing manager system would add one FTE. Simply promoting an existing marketing manager to head the department would weaken the manager's ability to market their designated area of expertise by the time commitment of managing the full staff.

Creative Services Alternative 1: The Creative Services/Branding work is currently conducted in the agency by 11 FTE that include: 1 Communications Manager (wildlife), 1 Creative Services Director (parks), 1 Graphic Designer (parks), 1 Magazine Editor/Graphic Designer (wildlife), 1 Regulation Brochure Editor (wildlife), 1 distribution/warehouse (wildlife), 1 magazine sales/distribution position (wildlife), 1 administrative assistant (wildlife) and 3 video personnel (wildlife). This alternative keeps most of the work functions the same but fully combines the two agency's personnel. This alternative should enhance the production of all staff.

It may be necessary for the Assistant Director to designate a "brand coordinator" position to serve as the lead person for development of branding standards. This assignment would be a temporary assignment during the initial merger process.

Creative Services Alternative 2: Proposes that Parks and Wildlife maintain separate Creative Services units. This is a no integration alternative. Because of the structure of the existing units, it would be achievable to keep the units separated without merging. This alternative, though not preferred, is viable because of the challenges of merging two functionally-similar but philosophically-different entities. Currently, Parks utilizes a 'full-service' design shop with more than 500 projects a year. The Wildlife side utilizes a "standards" approach that decentralizes brochures to local employees who could design products utilizing a set of standards. The decentralized standards approach with centralized approvals was identified as the best option for the merged agency however converting the existing Parks model will require some work. Some members of the group felt that a full merger of functions could result in deterioration of product and services to the internal Parks customers.

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#### BACKGROUND OF THE CORE WORK AREA

#### **DEFINITIONS**

Here are the definitions for these concepts as used in this document:

Public information – primarily media relations but also can include the production of written or electronic communications providing factual information to a broad audience.

Marketing – the efforts to entice or inspire the consumer to remember, use or buy the agency services and/or products.

Branding – The cohesive and comprehensive effort to deliver the personality and promise of the agency with strategic and unified opportunities agency wide.

Public Involvement – Activities to collect information from the public and to ensure that management actions considered and/or implemented are responsive to public interest and have public support.

Outreach – Used in our context, this refers to all of the above activities and any other way the agency may collaborate with external groups, individuals, organizations and agencies to best achieve our mission.

#### **DESCRIPTION OF SHARED WORK FUNCTION(S)**

Public information, marketing, branding, public involvement, website and outreach are crucial elements of our success as an agency. In order to fulfill our public trust responsibility, attract and retain recreational customers, and maintain public support for our conservation mission, we need to be strategic, coordinated, and efficient in our information, marketing, and engagement activities. On July 1, 2011, the unified agency gained 'enterprise' status, encouraging the new agency to operate like a business and to fund our operations through our operations

Prior to the merger, the Division of Wildlife and Division of Parks and Outdoor Recreation both engaged in a wide variety of information, marketing, branding and engagement activities. In many ways, these activities were woven into the day-to-day operations of staff throughout both organizations. At the same time, both organizations also had some staff formally dedicated to these activities - and both organizations took different approaches to organizing these staff.

**Division of Wildlife:** The formal positions dedicated to information, marketing, and engagement activities in Division of Wildlife were organized in separate sections within Field Operations, Wildlife Programs, and External Relations. Some positions reported directly to the Director, others reported through several layers of management. Prior to last year, some positions reported to Regional Managers. These multiple reporting structures and layers of management resulted in inefficiency, duplication of effort, and confusion over job responsibilities in both direct action and support for field activities. Controversial issues were often worked on by personnel from each section without communication between the individuals doing the work. This led to situations where these multiple efforts would publicly conflict.

**Division of Parks and Outdoor Recreation:** Most of the formal information, marketing, branding and engagement positions in the Division of State Parks and Outdoor Recreation were situated in the Statewide Outdoor Recreation Programs & Support Services Branch. In general, State Parks had a much flatter organizational structure than Wildlife, with all of the information, marketing, creative services and engagement positions reporting to an Assistant Director.

Neither of our former divisions was as successful as they could have been in the information, marketing, branding and engagement realm. While a variety of outreach and engagement activities were implemented throughout both agencies, the quality and impact of these activities varied. Many people made great efforts, but without adequate staff, funding, or resources. While Parks staff focused on more proactive communications, Wildlife staff focused on communications that responded to incidents or issues. Independently the agencies were effective in their areas of focus but lacked the resources to accomplish the other communication needs.

The following table (Table 1) illustrates the major program activities and functions for Public Information, Marketing, Branding, Website and Outreach and how they are currently addressed in Parks and Wildlife. The table also includes a list of the other interrelated functions in which the Public Information, Marketing, Branding, Website and Outreach employees have indirect or secondary involvement. A more comprehensive list of all activities and functions with a corresponding description of the potential merger level (i.e. full merger, partial, keep separate) is provided in Appendix A.

Table 1

Table I			
Current Activities and Functions			Future Opportunities
Activity	Wildlife	Parks	CPW
Media Relations	ı		
Media response	Media calls are generally routed through five Public Information Officers (one in each region plus statewide) who coordinate with subject matter staff to respond.	Media calls are generally routed through Public Information Officer who coordinates with subject matter staff to respond.	Shared
Press releases	Releases are used to provide the public basic information on agency activities, events.  Written by PIOs with input from subject matter staff.	Releases are used to provide the public basic information on agency activities, events.  Written by both individual parks and by PIO with input from subject matter staff.	Shared
Media outreach	Public Information Officers (1/region plus statewide) coordinate with subject matter staff to reach out on identified issues.	Public Information Officer, marketing, and parks staff reach out on identified issues.	Shared
Print & Publication Production			
Marketing Advertisements	Magazine, email flyers, direct mail post cards, brochures, billboards, bus panels, airport signs, banners, booth backdrops	Magazine, email flyers, direct mail post cards, brochures, billboards, bus panels, airport signs, banners, booth backdrops	Shared
Regulations Brochures	Brochures published annually to inform hunters/anglers about hunting and fishing regulations and opportunities. Centrally designed according to design standards.  License agents are required to distribute	Land and water regulations and boat regulations (booklets and laminated oversized posters distributed to all 42 Parks and region offices.)  Central staff (Creative Services) design	Shared

	regulations brochures	according to design standards	
Property/Park Guide/Brochures	SWA maps designed by GIS and distributed online (only) not really using the design standards; No real narrative guide products	Central staff (Creative Services) design guides, brochures, fact sheets for each park (45+) each according to design standards. See brochure distribution section.	Shared
Regional Hunt Guides	Detailed information about hunting in each region. Harvest statistics, hunting tips, phone numbers, camping and back-country travel information, etc.	Park specific brochures with hunting information, tips etc.	Unique
Licenses, Park Passes, Permits (boat, OHV)	Hunting and Fishing licenses designed by Licensing Section not according to design standards (millions)	Central staff (Creative Services) design according to design standards (millions)	Shared
Other Educational/ Background Publications (long term)	Publications and handouts developed to provide the public information about long-term programs, activities or issues. Designed by staff throughout agency (hopefully) according to design standards; sometimes designed by central staff.	Publications, brochures and handouts developed to provide the public about Program specific, activities or issues.  Designed by Creative Services according to design standards.	Shared
Issue-specific Publications (short term)	Publications and handouts developed to provide the public about specific issues or pending decisions. Designed by staff throughout agency according to design standards	Publications and handouts developed to provide the public about specific issues or pending decisions. Smaller projects designed by staff throughout agency according to design standards where resources available.	Shared
Print Newsletters	Designed by staff throughout agency according to design standards	Central Creative Services staff design according to design standards  Some programs have specific newsletters, developed by program staff.	Shared
Magazine	Colorado Outdoors: subscription-based bimonthly magazine featuring stories that emphasize hunting, fishing, and wildlife conservation. Circulation: 40,000. Distribution and subscription marketing handled by vendor and agency promotion (website/online store/events).		Unique
Brochure Distribution	Wildlife brochures are distributed through the warehouse at 6060, managed by a distribution employee.	Brochure distribution coordinated by Creative Services, some directly drop shipped from printer.  Parks brochures are distributed through paid delivery service to State Welcome Centers and occasional mailings to organizations that request them. Sporadic placement of all park brochures in park offices.  Park brochures exist in some Wildlife offices.	Shared
Online Services			
Public Website	Public website (wildlife.state.co.us) content edited primarily by central staff (one "plus"), programming by DNR/IT staff.	Public website (parks.state.co.us), for screen and mobile, edited by distributed network of authors (130+ staff trained to edit) with coordination by one central staff, programming by central staff with "help"	Shared

		from DNR/IT.		
		Hom Bright.		
Campaign Websites	Public websites used for specific campaigns to better track effectiveness  Huntcolorado.org, fishcolorado.org, protectwildlife.org, coloradooutdoors.org, keepingcoloradowild.org	Specific campaign landing pages are created within MOSS. Less freedom/creative license to use 'a designated campaign URL' but still able to track and is cost effective.	Shared	
Interactive Website(s)	Developed ad hoc for specific-projects throughout the agency, not on public website.	Commissioner blog on public website.	Shared	
Social Media (face book, twitter, YouTube, Vimeo, Google+, Flickr)	Videos posted by public affairs staff to YouTube and Vimeo Some program staff use other media	Individual parks and statewide use Facebook, YouTube and twitter, governed by interim administrative directive with training for staff	Shared	
Email List Management	DOW Insider – custom email system managed by DNR with ~40,000 subscribers     Individual lists managed by users in Outlook (BCC lists)     Piloting Comcate for CRM     Online event registrations     Constant Contact	<ul> <li>Lists managed with Salesforce/Exact         Target         Individual lists managed by users in Outlook (BCC lists)     </li> </ul>	Shared	
E-newsletters	<ul> <li>Colorado Connections (Project Wild)         Newsletter         Volunteer e-newsletter     </li> </ul>	<ul><li>Parks E-Newsletter</li><li>Diggin' In Volunteer Newsletter</li></ul>	Shared	
Interactive Smart Phone/iPhone Apps	None at this time	None at this time	Unique	
Public Image Database	Some images made available to the public via the existing DNR online photo system.	Some images made available to the public via the existing DNR online photo system.	Shared	
Marketing Services				
Media buying / Paid Advertising	Centrally coordinated by marketing staff. Combination of outside agency produced campaigns and internally produced campaigns. Television, Radio, Outdoor (billboard, bus & airport panels), Internet and print advertising to raise awareness, support license sales and promote educational opportunities.	Centrally coordinated and planned by marketing staff. Consultant for media buyer and production consultant (video) sometimes used. Television, Radio, Outdoor (billboard, bus & airport panels), Internet and print advertising for general awareness and to support pass sales, reservations and events.  Listings (not ads) for all parks in annual directories and online.	Shared resourcing but unique campaigns designed to target users as appropriate.	
Lead Management/ Customer Relationship Management (CRM)	Lead information managed on paper/manually	Salesforce	Shared	
Events	Obtains marketing grant to attend out-of-state sportsman shows (attended by other staff).	Coordinates and implements statewide representation of some events including staffing, materials, equipment, etc.	Shared	
Data Mining	Outside vendor and DNR/IT staff help produce both the targeted lists and email blasts. The AG's office provided a permission memo for this limited purpose.	Some data obtained through ReserveAmerica database but more opportunities and through other data sources possible.	Shared	

Marketing Partnerships and Co-ops	Marketing, regional, PIO and program staff collaborate and partner w/other organizations so they generate free publicity for wildliferelated recreation (i.e. marketing grants, co-op marketing, ORIC Desk @ REI, Tourism, CDOT, Cabalas, Int'l Expos, 730 Vendors selling licenses)	Marketing and Program Staff collaborate w/other organizations for discounted and free publicity (editorial coverage, ad co-ops), CTO, Visit Denver, South Metro Chamber, REI and Welcome Center brochure racks, ORIC, etc.  Retail outlets that sell annual passes managed by Retail Manager.  Sponsorship/Donations received from Odwalla, Direct TV, and The North Face for various projects (trees, interp signs, etc.)  Some individual parks join CVBs and Chambers of Commerce to foster relationships with the local business community.	Shared
Marketing/Promotional Signage	Signage (banners, posters, counter signs, etc.) to promote marketing messages and campaigns	Signage (banners, posters, counter signs, etc.) to promote marketing messages and campaigns.	Unique
Discounts/Promotions	None (requires Commission approval for discount pricing)	Quantity discounts on passes.  Lifetime pass offers discounts to seniors and gift coupons available.	Unique
Video Production			
In-house Video	In-house crew develops and produces videos on hunting, angling, and wildlife-viewing opportunities and techniques. Some videos sold online and in offices. Others distributed online and as DVDs. Promoted in the regulation brochures and press releases. Field staff sometimes produces content on their own.	Some small projects with contract staff develop videos to promote State Parks and programs. (CO Getaways Show etc)	Shared
User Generated Video	None	Limited	Unique
TV Commercials / TV Programs	Outsourced thru partnerships and campaign ad agency	Outsourced through partnerships and vendors.	Shared
Internal Communications			
Internal Newsletter	None	"On Our Screen" employee newsletter Posted on SharePoint	Shared
Internal Documents and Info	Wildnet	SharePoint	Shared
Media Relations Training	Provide training to staff	Provide training to staff	Shared
Other Interrelated Functions – Indirect or Secondary Involvement			
<ul> <li>Call Center</li> <li>Retail sales</li> <li>Events and Shows</li> <li>Educational Classes/events</li> <li>Registration</li> <li>Signage</li> <li>Reports and Documents</li> <li>Planning/Public</li> <li>These items are mainly addressed by other workgroups. They are discussed by our workgroup in regard to the interplay that public information, branding, marketing and the web have in each. Some examples:         <ul> <li>Call center personnel are "customer service", however they are integral in releasing information to the public, especially during breaking news incidents and during integrated marketing campaigns. Access to sales data and feedback is critical to evaluating targeted marketing efforts.</li> </ul> </li> <li>Not much cross-marketing to registration customers has occurred but potential to expand.</li> <li>Retail sales products bearing the Parks and Wildlife logo should be items of quality with some level of</li> </ul>			ation to the ns. Access to

Involvement	approval by branding staff to assure that products sold are consistent with agency image.
	<ul> <li>Property signage and parks specific trail maps fall under the purview of the Field Ops workgroup but was discussed by our group because signage and trail maps should be consistent, easily recognizable and initially designed by the graphics professionals within the agency.</li> </ul>

## SUMMARY OF ANY SHARED POLICIES, DIRECTIVES, OR PROCEDURES -

		Board/Commission F Administrative Di	
Policy of Directive		er Title	Comments
		Colorado Division d	of Wildlife
Directive	A-2	Creation and Standardization of Brochures and Publications	Creates graphic identity and editorial standards for publications and establishes approval protocols.
Directive	A-3	Sale, inventory and distribution of publications and brochures	Sets standards for materials that are provided free of charge and rules for inventory of merchandise that is sold to the public.
Directive	A-5	Signing of division-owned or controlled properties	Guidelines for signs on Division properties. Provides for consistent sign standards.
Directive	L-2	Public records – Inspection and reproduction by the public	Agency CORA guidelines. Outdated (2007)
Directive	W-23	Animal capture and movement	Trapping and relocation guidelines, including section IX (Specific Guidelines for Public Relations)
		Colorado Division of Parks	and Outdoor Recreation
Directive	A-127	Acceptable Use of Social Media	
Directive	D-103	Customer Service	
Directive	A-126	Internal Communications	
Directive	B-151 D	Removal of campsite from inventory for marketing purposes	
Directive	C-200	General publications prep	
Directive	B-177	Fee waivers, complimentary coupons, passes and permits	

## STATUTORY AND REGULATORY GUIDANCE

#### **RELEVANT STATUTES**

The Colorado Constitution and Colorado Revised Statutes provide specific direction to State Parks and the State Parks Board. These laws set priorities and establish limitations in many areas. Financial strategies adopted by State Parks must conform to these constitutional and statutory requirements.

The major relevant sections of the constitution and statutes are highlighted in the table below. In addition to the 42 state parks and recreation areas, this mission encompasses other programs such as trails (both motorized and non-motorized), natural areas, boat safety, and outdoor education.

STATUTORY	STATUTORY OR REGULATORY GUIDANCE			
Statute or Regulation	Number	Title	Comments	
Statute	33-10-101(2)(b)	Parks and Outdoor Recreation - General Provisions - Legislative Declaration	"Advise the citizens of this state and visitors of the location of state parks and recreation areas through the distribution of Colorado state park and recreation area guides and the use of other informational devices"	
Statute	33-4-120 (1)(b)(VI)(e)(1)	Wildlife management public education advisory council – creation	"oversee the design of a comprehensive media-based public information program to educate the general public about the benefits of wildlife, wildlife management, and wildlife-related recreational opportunities in Colorado, specifically hunting and fishing;"	
Statute	33-1-103(1)(b)(III)(7)	Wildlife commission – wildlife division – enterprise status	"each commissioner shall hold no less than two public meetings per year in his or her district."	
Statute	33-1-14 (1)	Conservation magazine – revenue – Colorado outdoors magazine revolving fund	"[DOW] is authorized to distribute a conservation magazine and associated informational products. The revenue derived therefrom shall be deposited in the Colorado outdoors mag revolving fund."	
Statute	33-4-102 (7)	Habitat Stamp/Wildlife Passport		
State Constitution	Article XXVII, Section 1 (a)	Great Outdoors Colorado Program	Provide for Wildlife Program grants that will: "Implement educational programs about wildlife and wildlife	

			environment"
State Constitution	Article XXVII, Section 1 (b)	Great Outdoors Colorado Program	Provides for Outdoor Recreation Program grants that will:  "Develop appropriate public information and environmental education resources on Colorado's natural resources at state parks, recreation areas, and other locations throughout the state"

#### **RELEVANT STRATEGIC PLAN ELEMENTS**

#### Colorado State Parks - 2010 -2014 Strategic Plan:

The Strategic Plan outlines the agency's overarching mission and purpose, and establishes a shared vision across all levels of the organization. The Strategic Plan ensures that the general public, our visitors, and staff all have a common understanding of where Colorado State Parks is headed, as our "roadmap for the future."

Included in the Strategic Plan is a brief summary of major issues for which Colorado State Parks must account as it positions itself for years to come. Internal considerations include legal mandates, budget limitations, and staff needs. Key external considerations include public recreation preferences and needs, statewide population and demographic change, ongoing efforts to connect more Coloradans to the outdoors, environmental change (e.g., declining forest health and climate change), and invasive species (e.g., zebra mussels).

Colorado State Parks considers the following three core values as essential tenets of our work: natural resource stewardship, the outdoor experience, and integrity. Each core value is integrally linked to all we do, at all levels of the agency. These core values also provide the context in which Colorado State Parks conducts internal operations and external visitor relations and programs. Our core values and how they are manifested in our work are provided in the table (Table 2) below.

Table 2

Core Value	Internal Manifestations	External Manifestations
	Taking stock of our resources	Leadership role and modeling in the
	(inventory)	community
	Monitoring resources	Interpretation and environmental
Natural Resource	Sustainability of natural resources	education
Stewardship	Defining carrying capacity	Building public interest
Stewarusiiip	Energy conservation	Environmental protection, restoration,
	Built into the State Parks' culture	habitats
	Internal leadership and training	Maintenance and restoration
		Conservation
		Recognized "go-to" in the community:

Core Value	Internal Manifestations	External Manifestations
		branding
		Sustainability of natural resources
		Colorado Natural Areas
	Customer-focused orientation, not	Quality customer service
	merely transactional	Quality facilities
	Training to make emotional	Accessibility – proximity and affordability
	connection with visitors	Quality trails and trail connections
The Outdoor	Sustainability of park infrastructure	Cleanliness
Experience	Built into the State Parks' culture	Provide renewal and respite
	Anticipating the needs of our	Public safety
	customers	Interpretation and environmental
		education
		Ability to be recognized; branding
	Service/leadership model	Leadership – responsibility as a "go-to"
	Financial responsibility	organization in statewide outdoor
Integrity	Organizational sustainability	recreation
	Courage/perseverance	Accountability
	Vision for the future	Model for other organizations to follow

Included in the Strategic Plan is a concise breakdown of Colorado State Park's core goals, objectives and desired outcomes that will help guide various future budget, capital development, and key policy decisions. Agency-wide goals herein are consistent with Colorado State Park's mission, vision, and core values, and are as follows:

- Goal 1: Connect People to the Outdoors by Providing Quality Outdoor Recreation Opportunities and Settings
- Goal 2: Conserve, Enhance, Manage and Interpret Natural, Cultural, and Scenic Resources
- Goal 3: Foster and Actively Promote Excellence in our Workforce
- Goal 4: Stabilize and Strengthen Colorado State Parks' Financial Condition

  Objective: Effectively market and expand awareness of and support for Colorado State Parks.
- Goal 5: Strengthen Outreach and Partnerships

Objective: Seek new and creative partnerships with nontraditional organizations, such as public health organizations, civic tourism partners, birding and wildlife groups, and land trusts to promote healthy activities, engage future stewards, leverage resources, and promote our parks.

As directed in the strategic plan, Colorado State Parks produced a Five Year Financial Plan that was approved by the State Parks in November 2010. In the Background and Benefits section of this plan the following statement is made:

"Colorado State Parks is a popular component of the state's outdoor recreation industry and an integral part of the Colorado brand. State parks help attract business to our state. When companies choose to set up a business or relocate, the availability of recreation, parks, and open space is high on the priority list for site selection. Recreation and parks have a significant influence on people's

preferred living locations. Many companies have great flexibility in where they locate. For these companies, recreation and outdoor opportunities in natural settings are fundamental to their definition of a community's quality of life. Our superb outdoor recreation opportunities are one of the top draws for conventions in Denver and other Colorado municipalities."

The plan mentions the importance of public information, marketing, branding, website and outreach to the future of the state park system and lists the following strategy as a top priority: "Increasing park visitation and revenues per visitor through an enhanced State Parks' website presence."

#### **Colorado Division of Wildlife 2010-2021 Strategic Plan:**

The Colorado Division of Wildlife's Strategic Plan defines values and expectations, consistent with the Division's mission, that form a general roadmap for wildlife management in the coming years. In addition, the Strategic Plan provides a foundation for policy analysis and priority setting for current wildlife management issues and for unforeseen issues that will inevitably arise over the ten year period covered by the Strategic Plan.

The following includes specific objectives and strategies from each Program Area in the Strategic Plan that specifically includes or directly relates to Information, Marketing, Branding, Website and Outreach:

Table 3

1 4010 3		
	5. Partnership w/private property owners, agencies, local government, public	
Management	& private groups, citizens and volunteers.	
Principles	6. Wildlife information enhances wise stewardship and supports sound	
Page 1	principles of management	
	7. Quality customer service is vital to success	
Objectives/Strategies	gies Develop cooperative efforts to gather and exchange information about fish	
Page 3	and wildlife.	
Objectives/Strategies	Manage proactively to prevent and control diseases and invasive species.	
Page 4	Strategy: Develop public information strategy	
	Strategy: Collaborate with other agencies.	
Objectives/Strategies	Ensure long-term viability of native wildlife.	
Page 5	Strategy: Provide information on the distribution, abundance and	
conservation of native species.		
	Strategy: Develop cooperative efforts to exchange information	
Objectives/Strategies	Provide a variety of hunting, fishing and trapping opportunities and maintain	
Page 7	or increase current levels of satisfaction and participation.	
	Strategy: Assess participation, demand and satisfaction.	
Objectives/Strategies Enhance recreational opportunity on public land.		
Page 8	Strategy: Collaborate with land management agencies. Strategy: Collaborate	
	with user groups.	
	Strategy: provide information on recreational opportunities and access on	
	public land.	
Objectives/Strategies	Maintain and increase public knowledge of, and support for, the Division's	
Page 11	mission and wildlife management activities. Strategy: Provide timely	
	information on management actions and important news related to fish and	

	wildlife.	
	Strategy: Develop effective methods for conveying and distributing	
	information.	
	Strategy: Publicize resource management issues and Division programs that	
	address them.	
	Strategy: Publicize the Division's and Commission's public involvement and	
	decision-making processes.	
	Strategy: Promote social and economic benefits of recreation. Strategy:	
	Promote hunting, fishing and trapping as legitimate uses of wildlife.	
	Strategy: Develop partnerships to assist in outreach efforts.	
	Strategy: Evaluate outreach. Adjust programs as needed.	
Objectives/Strategies	Provide opportunities to participate in decision processes. Strategy: Assess	
Page 12	public support for recreation & management. Strategy: Notify stakeholders of	
	opportunities to participate. Strategy: Provide convenient opportunities for	
	citizens. Strategy: Provide timely response to input from citizens. Strategy:	
	Improve coordination, effectiveness and quality of public involvement efforts.	
	Strategy: Assess satisfaction with public processes.	
Objectives/Strategies	Increase public awareness of and participation in outdoor wildlife activities,	
, ,	· · · · · · · · · · · · · · · · · · ·	
Page 13	including hunting, fishing, trapping and viewing.	
	Strategy: Inform the public about hunting/fishing importance. Strategy:	
	Provide user-friendly information on opportunities. Strategy: Market the	
-1	Division's wildlife-based recreation programs to new and existing customers.	
Objectives/Strategies	Attract, support and retain a diverse and professional workforce.	
Page 15	Strategy: Maintain customer service excellence.	
	Strategy: Implement ways to enhance internal communication.	
Objectives/Strategies	Increase funding to meet mandates and public expectations.	
Page 16	Strategy: Develop new funding sources for fish and wildlife programs that	
	benefit all Colorado citizens.	
	Strategy: Use research and marketing to enhance license sales.	

## **ISSUES/CONSIDERATIONS**

Overall, our workgroup found far more similarities between programs and functions than we did differences. In that regard, we believe that these core work areas are more easily merged than some other functions of the agencies.

#### **HISTORICAL CONSIDERATIONS**

Independently, Colorado State Parks and the Colorado Division of Wildlife have been national leaders in conservation and recreation information, marketing and branding for many years. When agencies in other states consider communication and outreach strategies, they often look to the things that Colorado is doing.

Colorado State Parks communicates and markets with the goal of getting people to visit and utilize state park properties. Some targeted outreach is conducted to attract mid-week visitors, increase shoulder-season sales (fall colors, holiday gifts, etc.), and promote parks events or unique recreational

opportunities such as rock climbing. State Parks has had two graphic designers and public affairs personnel historically. In 2004, some of the functions were combined with the hiring of a marketing/communications professional. A public information officer position was added in 2008. A web-developer position was created in OIT to serve the Parks web function in 2009. Since the late 1990s, Parks has worked with outside consultants to perform market assessment research. In 2009 branding standards were updated in response to market assessment research conducted by Corona Research. Several temporary positions exist to support the functional operation of the section. Due to agency budget cuts, several of the positions are operating at less than full-time, leading to increased workloads.

The Colorado Division of Wildlife has a long history of communication outreach. Information and Education professionals like "Arch" Andrews and Bob Hoover were commonplace on radio and television throughout the state in the 1950s, 1960s and 1970s. As media changed, the information positions diversified and focused on media relations while a separate television, radio and video unit was established at Denver headquarters. Regional public information officers reported through the regional structure until 2010 when they were transferred to a new 'External Relations' unit, responsible to the Director through the manager of External Relations. Marketing at the Division of Wildlife is a longtime concept but has only recently had a position assigned to the specific function. In 2006, the Division of Wildlife hired its first marketing director to guide branding, marketing and sales efforts. In 2009, the Wildlife graphic artist position was abolished. Many marketing efforts are outsourced. Public Involvement efforts at the agency have languished in recent years as the unit has been isolated both physically and through structural placement under the unit involved with real estate, water and GIS.

It is worth noting that situational hiring, transfer of employees from other agencies and management-decision restructuring has lead to both agencies having significant inequities in position classification, workload and salary. While not directly related to the merger, or a "merger issue," these inequities are likely to be highlighted and possibly exacerbated by the merging of the agencies. Managers will need to have the ability to address these inequities for organizational success.

#### **COMMONALITIES/SYNERGIES BETWEEN AGENCIES**

The merger represents an opportunity to enhance the effectiveness of our information, public marketing, branding and engagement activities while also improving their efficiency. While Parks has typically focused its outreach on the marketing and creative services functions, Wildlife has been focused on media relations and educational outreach. By combining the agencies, each function (Parks and Wildlife) will get access to the increased resources the other agency offers. The larger creative services function at Parks may provide assistance to some wildlife functions. While the video section and Colorado Outdoors magazine may provide some new venues to highlight state parks. That said, there is the potential for existing functions to become overwhelmed with new responsibilities and already tight staffing levels are not likely to be increased. It will be important for managers to set outreach priorities for the new agency so that some functions can be set aside and the new, stronger team can move as a unit to accomplish new goals. If new goals are clearly established and existing workloads are prioritized to eliminate low-priority operations, there is great reason to believe the new agency will have a high degree of communication, branding and marketing success.

#### **POTENTIAL SHARED ASSETS**

The largest potentially shared asset is human knowledge and experience. Each agency brings a wealth of personal branding, marketing, technology, engagement, and information dissemination experience to the merged agency.

Several software programs were identified (Salesforce, Comcate, etc.) which are licensed to one agency and could provide significant benefits to the merged agency. Licensing issues will need to be explored.

Both agencies have significant customer databases that may offer strategic marketing opportunities however those databases are currently stored in numerous mediums (from paper files to sales databases). Analysis will be needed to determine the benefits and opportunities that exist within these shared assets.

There is some capital equipment such as still and video cameras that can be more widely utilized through the merger. Available warehouse and distribution space for brochures, publications, etc will also have some shared value.

Shared assets are somewhat limited due to the lack of operational budgets for these functions. Vehicles are fleet pooled and in short supply. Even office supplies are in short supply and are often 'pilfered' from other units or sections due to the lack of budget availability.

#### **FUNCTIONAL DIFFERENCES**

One functional difference is that Parks has typically done outreach in a proactive manner, seeking to reach and attract visitors, while Wildlife has had to serve in a more 'reactive' communication mode because of wildlife conflict issues, etc. These differences are somewhat inherent in the nature of the agency missions and while some efforts can be made to maximize benefits of proactive outreach, much of the Wildlife communication function will have to remain reactive as incidents occur.

Other functional differences that are identified in the 'alternatives' and 'SWOT' analysis, no significant hurdles were identified to the merging of functions on the levels identified by this workgroup.

#### **SWOT ANALYSIS OF MERGING CORE FUNCTIONS**

Three SWOT Analyses were prepared by the workgroup and included:

- Analysis of Core Work Function(s) in the Colorado Division of Wildlife (Table 3.)
- Analysis of Core Work Function(s) in Colorado State Parks (Table 4.)
- Analysis of Core Work Function(s) in Colorado Parks and Wildlife (Table 5.)

The tables are provided below:

## TABLE 4 SWOT ANALYSIS OF THE COLORADO DIVISION OF WILDLIFE

	Positives	Negatives
	Strengths	Weaknesses
vith	Customers who need and want our products	Internal communication/coordination
iated v itions	Statewide PIOs	Traditionally reactive vs. proactive
Assoc. t cond	Employee dedication/passion	Funding of outreach
Internal and often Associated with existing or past conditions	Distinct brand	Complex/complicated regulations & processes
	Communication tool diversity/quality	Structural disconnect between outreach units; lack of coordination and overlap of efforts
Inte		"Division of" confusion and govt. identity
	Opportunities	Threats
	Technology to reach customers	Cultural shift away from outdoor activities/loss of customers
sociated		Cultural shift away from outdoor activities/loss of
en associated conditions	Technology to reach customers  Available resource (Colorado has the hunting	Cultural shift away from outdoor activities/loss of customers
ul and often associated h future conditions	Technology to reach customers  Available resource (Colorado has the hunting and fishing opportunities)	Cultural shift away from outdoor activities/loss of customers  Stuck in the box (we've always done it that way)
external and often associated with future conditions	Technology to reach customers  Available resource (Colorado has the hunting and fishing opportunities)	Cultural shift away from outdoor activities/loss of customers  Stuck in the box (we've always done it that way)  Lack of alternative revenue  Outside groups outpacing our communication
External and often associated with future conditions	Technology to reach customers  Available resource (Colorado has the hunting and fishing opportunities)	Cultural shift away from outdoor activities/loss of customers  Stuck in the box (we've always done it that way)  Lack of alternative revenue  Outside groups outpacing our communication with competing messages (ie. Animal rights)

## TABLE 5 SWOT ANALYSIS OF COLORADO STATE PARKS

	Positives	Negatives
	Strengths	Weaknesses
Internal and often associated with existing or past conditions	Positive/Inspirational marketing message/Proactive & positive media messages/Great product/"We are the brand"  12 million constituents  Year-round, diverse activities  Visitors know what to expect when they come to state parks. Have a higher expectation when they see our brand (clean, safe, accessible).  Everything we do is on the website	Poor DNR web infrastructure support/Archaic DNR restrictions/Government restrictions on public interaction  Marketing Resources/Funding/Budget  Silos of the organizations prevent marketing message feedback  No PR strategy  Public misconception (Parks are Cherry Creek/Chatfield)
	Opportunities	Threats
External and often associated with future conditions	Open customer databases for marketing purposes (OHV, Snowmobile, Boating, Fish/Hunt)/ Cross-market within fishing/hunting media & tradeshows/events  Launch public awareness campaign  More opportunities with combined agencies for reaching larger audience  More marketing resources/support  Assign committee to create world-class, current, dynamic website	Public confusion/Losing brand loyalty/Losing voice of other State Park offerings  Unforeseen economic/social/environmental/natural change in conditions  Internal fighting/turf wars  Lack of resources and training for expansion (complicated menu of products)  Lack of technology for automated information collection

## TABLE 6 SWOT ANALYSIS OF COLORADO PARKS AND WILDLIFE

	Positives	Negatives
	Strengths	Weaknesses
Internal and often associated with existing or past conditions	Products (resources and opportunities to enjoy) – "we're Colorado" – we have the opportunities – beautiful places, great resource, hiking, hunting, fishing, wildlife viewing, camping, boating, etc.  Passionate, experienced, informed outreach employees who use and believe in the products.  Spread across the state with offices, people, parks, vehicles, services, partner organizations, our funding/projects, etc.  Customers who need and want our products.  Existing partnerships of both agencies.  We are natural partners.	Lack of clarity in mission; internal disagreement over goals, mission, purpose, priorities and leadership vision.  Structural disconnect (dysfunction); lack of coordinated marketing, public info, public engagement and branding coordination; overlap/duplication of efforts in silos.  Lack of consistent, unified messaging; both from leadership to staff and from agency to publics.  Low understanding/appreciation among staff, leadership of the importance/methods of public information, public engagement, marketing and branding.  Culture that discourages innovation and change.  Lack of channel and process for internal communication.  Lack of funding for marketing and website.  Difficult to communicate complexity of regulations & processes.
	Opportunities	Threats
External and often associated with future conditions	Range of products to market – introductory (day visit, family hike, urban fishing) through high-expertise consumptive uses like bighorn sheep hunts.  Market growth.  Technology  Physical locations statewide to provide consistent messaging, marketing, sales force/vendors, promotion, etc.  Chance to (re)define ourselves.  Merging the successes and knowledge of the two agencies.	Economic/social/cultural/environmental changes that reduce public interest and customer numbers.  Lack of external (Commission, elected officials, etc.) understanding of need for public information, marketing, public engagement and branding.  Lack of capacity (declining elk numbers, overcrowding, weekends at parks, etc.)  Every day that passes without clarity of merged mission (etc.) results in greater difficulty defining those things.  Opponents of the merger waiting for opportunities to weaken or undo things in the future if chance arrives. Supporters may be disorganized or inactive.

#### WORK GROUP SCOPE OF WORK

Areas of emphasis include the Public Information, Marketing, Branding, Public Involvement, Website and Outreach programs in Parks and Wildlife. This area of work is implemented by people throughout the agency but is the express expertise of a limited staff of professionals distributed amongst several branches, sections and managerial chains.

In general, our alternatives were focused on increasing efficiency and enhancing customer service while providing financial neutrality or savings. Further, our recommendations strive to strike a balance between providing centralized services and providing support and coordination for decentralized activities. We worked to structure our preferred alternative to lay out the general approach (and the balance of centralized to decentralized) and then present different options in terms of how much they combine parks and wildlife activities (combined fully versus kept separate).

The workgroup agreed that work products should be driven by both the field staff of the agency and the need to create products that our customers and constituents actually "want" to receive. In this way, the general approach is to provide communication "services" that are decentralized. However, the workgroup also recognized that effective and consistent branding occurs when the agency image is tightly protected and centrally directed. This difficult balance leads to the need for alternatives and options that withhold the ability to centralize final approvals while decentralizing the accessibility of products, templates, inputs, services and ideas.

We felt it was important to offer alternatives that maintain the effected employees as professionals and are valuable internal resources. The alternatives do not delve into great detail of the daily functions but do provide guidance, advocacy, oversight and general goals for the professionals who carry out the work. In all of the alternative discussions, it's important to note that there may be financial diversion concerns. If staff positions are separately funded, the workgroup was unsure of what legal issues might exist for shared functions to be accomplished by someone funded from another designated pool of money.

### **COLLABORATIVE WORK FUNCTION ALTERNATIVES**

While some work groups may have wrestled with arriving at a consensus position, our group was able to collaboratively develop these alternatives. The alternatives are ranked with the most favorable alternative listed first. Overall, we support the core alternatives but wanted to provide the viable options so that there would be flexibility of implementation.

The alternatives presented address four key areas: leadership, public affairs, marketing, and creative services/branding. A final section addresses 'other' issues that we discussed but did not provide as alternatives.

#### **LEADERSHIP**

Leadership Alternative 1: This alternative combines the core communication, marketing and branding functions of Colorado Parks and Wildlife under a single branch. We propose that the section would be lead by an "Assistant Director for Outreach" (though we're somewhat non-committal about the name). We believe that joining these positions under a single section leader, maximizes the efficiency of all work functions by providing collaborative planning and utilizing resources to accomplish leadership-directed agency outreach goals. In addition, this creates a position at the leadership level that can provide key input to managers regarding the public relations, branding and marketing impacts of management decisions.

While we recommend establishing an Assistant Director position to oversee outreach activities, we believe that this new section would be an appropriate location for headquarters-level Education and Customer Service personnel. However, we defer to the Education and Customer Service workgroups and the Transition Team for what might make sense in this regard.

The Assistant Director would directly supervise two administrative positions (drawn from existing positions within the work units). One admin would handle budgeting and procurement for the section and the other would provide deeply needed administrative support for the entire section.

The Assistant Director should guide the agency toward a strategic approach to outreach, including the development and implementation of clear, systematic communications, marketing and involvement plans. The Assistant Director will direct the development of agency branding standards. The Assistant Director will also develop goals for the unit and set priorities based on leadership team direction.

**Leadership Alternative 2:** If assignment of an Assistant Director-level position is not feasible, it is strongly recommended that all information, marketing, branding, web and outreach activities be combined under a single leadership team-level manager. This will allow for some of the collaborative benefits envisioned above, though it will limit leadership's outreach input and may lead to outreach functions competing with other functions for scarce budgetary and time resources.

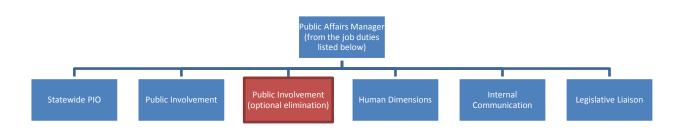
#### **PUBLIC AFFAIRS**

**Public Affairs Alternative 1:** The Public Affairs unit will be made up of functions that combine three existing sections (External Relations, Public Affairs and Public Involvement) into a single section focused on strategic communication. By combining the functions of the three existing units, this section will eliminate existing duplication and recognize cost savings by converting one management position to a lower-level GPIII Internal Communications position, which was identified as a critical need by our workgroup.

Currently, there are 17 FTE in three sections. These break down as: 3 managers (External Relations, Public Affairs and Public Involvement), 5 wildlife PIOs (4 regional, 1 statewide), 1 statewide parks PIO, 1 wildlife legislative liaison, 1 wildlife web coordinator, 5 wildlife public involvement staff, plus a parks planner/social scientist. This proposal would create a public affairs section of 6 FTE, with +/- 4 FTE transferring to regional duties, 2 regulations employees moving to another section, 1 web coordinator and 1 social science position moving to the marketing section, 1 manager moving to the creative services section and one manager being assigned to another role or taking on additional duties within the public affairs section.

The new Public Affairs section would have 6 FTE:

- A single statewide Public Information Officer (PIO) would handle policy and statewide level media relations for parks and wildlife issues.
- An internal communications specialist, created from one of the existing statewide PIO positions.
  The creation of an internal communications position would enhance employee communication,
  training and morale. Additionally, the position would be active in supporting communication
  enhancements between diverse sections in the agency.
- Two public involvement specialists, with responsibility for engaging stakeholder groups.
- One Human Dimensions professional who will be focused on survey development and analysis to assist management and communication decision making.
- One legislative liaison. Our group recognizes that this position is being discussed at other levels. Regardless of reporting structure, communication between this position and the Public Affairs unit will be critical to maintain message consistence.
- One of these employees would be designated to serve as manager and supervise the unit. With only five job functions, a full-time manager is not necessary.



This alternative returns the regional Public Information Officers to the regional supervisory structure and reconstitutes the traditional regional outreach teams. Wildlife outreach teams (VIEW) were effective in responding to regional needs as directed by the Assistant Regional Managers. The loss of these teams through the reassignment of PIOs, made cohesive response more challenging. While Assistant Regional Managers still had authority over the other functions, the priorities of the PIO was set out of Denver and was not always in alignment with the immediate local needs of the regions. This led to friction between the regional managers and the External Relations section. We believe that returning the PIOs to some form of regional oversight is the best way to assure local responsiveness and re-create the functions of these outreach/VIEW groups. It is important to note that there are concerns that this structure minimizes centralized messaging control, so regional public information officers, while reporting and responsive to regional and field-level needs, should still be required to consult with the statewide public information officer to assure that regional messaging is consistent with overall agency communication tones and goals. Press release approval systems would need to be revised and supported by regional managers. We envision that under this system, the Public Affairs unit would also have the authority to issue 'talking points' guidance to regional staff. This system worked previously in the Division of Wildlife and we envision that it would work well for the new agency in the future.

Our workgroup also identified that the existing and previous systems of media relations structure within Wildlife created confusion for the media and internally in regard to who was the appropriate point of contact for press releases and inquiries. In this regard, it should be internally and externally clear that the statewide PIO is the point of contact. The Public Affairs manager (if not the statewide PIO) should serve to set direction and tone for communications but not directly interact with the media or provide press release-level function unless assisting the statewide PIO during busy periods, travel or leave.

We believe that bringing the public involvement and Human Dimensions professionals into the Public Affairs unit will increase the effectiveness of both units. The overlapping skill sets and knowledge bases can be effectively utilized to increase communication effectiveness, better communicate with the public and assess the full level of communication options (public meetings to press releases) that should be considered and deployed by the agency.

Through the combining of multiple units, one Wildlife section management position (External Relations, Public Involvement or Communications/Public Affairs) could serve as a second public involvement specialist in the proposed Public Affairs unit. This would help the agency focus on stakeholder

engagement (Off-Highway groups, wildlife conservation groups, environmental NGOs, etc.) and coordination of any "Advisory Groups" that the agency establishes or already utilizes. The specifics of how to utilize existing personnel in the new structure is left to leadership. This position could, through eventual attrition, be eliminated if there is insufficient public involvement work for the Denver-based staff.

While public involvement is a critically important function within a natural resource agency, we believe the existing professionals within Wildlife public involvement and Parks planning have been underutilized – to the detriment of both agencies. We not only encourage a structural change to address the deficiency but encourage an agency-wide cultural change in regard to public involvement. We believe that leadership should encourage the use of existing public involvement professionals to address issues.

Moving public involvement into the Public Affairs section will enhance the job that both functions are able to accomplish, however it would require that the two Wildlife regulations positions are moved into another work unit. We leave that move to the discretion of the Transition Team and leadership but we are aware that the regulation function is handled on the Parks side by that agency's law enforcement unit and placement there in a merged agency could be considered.

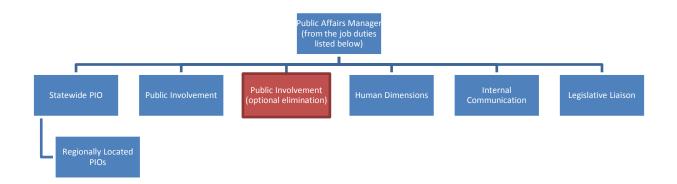
Structurally, we recognize the need for 'planners' at the land and resource management level on the Parks side. In that regard, the existing planner with Parks dedicated to park management planning should be moved where there is a best fit in the agency. Under our alternative, the second planner in Parks who focuses on social research would be moved to the marketing section (see "MARKETING" below).

This alternative converts one of the statewide public information officers to an Internal Communications Specialist. Early and often during our process, our workgroup identified that neither separate agency (Parks or Wildlife) did a very good job of keeping employees informed on an ongoing basis about agency actions and activities. We see no reason that the situation would become any better as the new agency becomes even larger. An organization this large requires someone to facilitate the flow of information between the different job functions and across the geographic distance. The Internal Communication Specialist envisioned in this alternative will be responsible for developing internal communication tools (newsletter, website, blog, etc.) and for keeping employees across the agency informed about internal and external news and informational items of interest. This position can assist in facilitating employee training sessions and would need to work closely with field offices, parks, human resources, office of the Director, biologists and researchers to assure the flow of information.

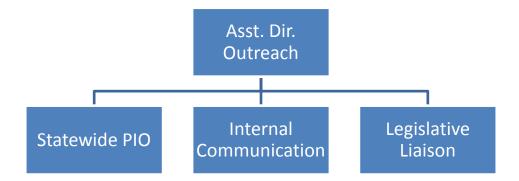
If located at the Division level and not reporting to the Director, the legislative liaison should be in the Public Affairs unit. Regardless of reporting structure, the legislative liaison and the public affairs unit need constant communication to assure message consistency.

**Public Affairs Alternative 2:** If placing the regional public information officers in the regional structure is not selected, public information officers should be placed under the supervision of the statewide public information officer. This will assure centralized message consistently but may not be as locally responsive to the needs of regional personnel. Regardless of supervisory chain, each geographic region of the state should be assigned a public information officer who will be located in the region, preferably

in the regional office though some discretion is envisioned to assure that the largest media markets in the regions are adequately served.



**Public Affairs Alternative 3:** If the Transition Team and/or Leadership Team choose not to place the public involvement and Human Dimensions professionals within the Public Affairs section, it would be unlikely that the Public Affairs "section" would need a manager. Without the public involvement positions, the Statewide PIO, Internal Communications Specialist and Legislative Liaison could report directly to the Assistant Director for Outreach. This option would not allow for the enhanced outreach benefits identified above.



#### **MARKETING**

Marketing Alternative 1: In this alternative the two marketing specialists for wildlife and parks would remain separate, but report to the Assistant Director for Outreach. Currently, both parks and wildlife marketing report directly to Assistant Directors within the existing agency. Our workgroup discussed fully combining the functions of marketing within the agency but determined that the marketing of parks for visitation growth and the marketing of hunting and fishing for participation are so unique that allowing for strong specialization was the best alternative. The marketing managers for both entities will need to coordinate and communicate to maximize joint-purchasing opportunities; however the tie to the same Assistant Director and co-location of offices should overcome any issues. This option allows us to pursue two very different marketing strategies with "tried and true" techniques that have worked for the respective organizations and their often differing target audiences.

The existing marketing function consists of 2 FTE, a parks marketing manager and a wildlife marketing manager. The proposed Marketing Section would consist of 7 FTE (and 2 OIT web programmers):

- One Parks Marketing Manager
- One Wildlife Marketing Manager
- One Social Science Researcher (from Parks planning section)
- Three web content personnel (combines existing positions one from External Relations, one converted 6-month back-to-back temp position, and one from education)
- One Social/Interactive Media Specialist (reassigned statewide PIO)



Current marketing funding comes from dedicated sources, which cannot be mixed. By keeping separate marketing functions, the agency avoids the potential for diversion of funds from parks or wildlife purposes. Through separate marketing managers, funding oversight agencies such as Great Outdoors Colorado and US Fish and Wildlife Service will have better assurance that appropriated and dedicated funds are being targeted to their intended purpose.

The two marketing managers will be initially tasked with working with the Assistant Director and the appropriate staff to develop a strategic marketing plan for the merged agency. Development of the marketing plan will be dependent on the core decisions that are made by the Transition Team, Parks and Wildlife Commission, DNR leadership and elected officials in finalizing the mission, statutory and regulatory foundation of the merged agency.

Cooperative functioning of marketing units alone is not sufficient to facilitate effective outcomes. Both agencies have underfunded marketing efforts and overestimated marketing outcomes. It should be noted that the separate agencies allocated approximately \$376,000 (Wildlife = \$86,000+, Parks = \$290,000) to marketing in the previous fiscal year (not including salaries). Marketing industry standards are to allocate 3% - 8% of gross revenue to marketing. With a Colorado Parks and Wildlife combined gross revenue of approximately \$150 million, using industry standards, the agency would allocate \$4.5 - \$12 million for all marketing efforts. We recognize that kind of funding is not achievable for a government agency, even one with the business-like requirements of an 'enterprise' agency; however this example highlights the challenge of proper marketing without adequate resources.

The combined agency will need to find ways to adequately fund marketing efforts if sustainable revenue through increased visitation and participation is the desired outcome. Additional financial partnerships and sponsorships should also be explored. One alternative could be to partially fund marketing activities through sales of advertising and sponsorships. However statutory and cultural barriers exist and additional staff time to manage this program would be required. Some discussion of this issue occurs in the "Suggested Statutory Changes" section below, but we believe that additional discussion of marketing funding should be a high priority for agency leadership as the merger is formalized.

Implementation of this marketing option is simple because it merely solidifies the existing structure. The movement of existing FTE under the marketing section will assist the marketing managers in carrying out effective campaigns for the merged agency.

Under our alternative, one of the planners in Parks (social science position), would be moved to the marketing unit to assist in a significant amount of data and economic analysis that must be done to properly target marketing, plan effective marketing strategies, establish awareness and targeted campaigns and analyze the return on the investment. This function is currently minimally implemented or outsourced at significant cost. A recent marketing campaign by wildlife required the hiring of a marketing agency, who handled the minimal 'before' and 'after' analytics necessary to determine advertising effectiveness. By having a dedicated social science/data analyst position in the marketing unit, the effectiveness of marketing efforts and other communication efforts can be greatly enhanced.

This alternative places oversight of the merged agency web presence under the marketing section. This aligns with Parks current placement of the web under the marketing manager. The agency website is one of the most important communication gateways the agency possesses. It is the consensus of this workgroup that the separate web sites of Parks and Wildlife be merged as quickly as possible into a single web presence. While both Parks and Wildlife have extensive standalone web pages, they were managed in very different manners and could have been more useful and user-friendly had adequate resources been devoted to their development and maintenance. An organizational paradigm shift must occur from relatively static agency websites to a dynamic, managed web presence. Transitioning to this model will benefit the agency as a whole by providing a solid platform for all aspects of Colorado Parks

and Wildlife to engage its constituents. Our workgroup recognizes that additional resources are not likely to be available so our alternative seeks to enhance the effectiveness of existing resources by consolidating those resources in one section.

Our alternative for the web utilizes an existing OIT employee that is classified as an IT Professional (currently paid for by State Parks funds and dotted-line directed by Parks marketing manager) to manage the merged agency's web presence. Additionally, we ask that management request that an existing OIT employee at wildlife who is .3 FTE dedicated to web support be allocated to full-time web support. The commitment and support from OIT is important to the web staff success. It is also important that we clearly state our expectations for increased OIT support as we merge and expand our constituent-interactive web and social media presence. Additional OIT considerations are more fully examined in the Information Technology (IT) Considerations later in this report.

While coordinating with the OIT web programmers, the marketing managers will also supervise the merged agency's web content staff. This would be 3 (existing) FTE in the General Professional job series. One current web content supervisor is located in the External Relations unit. That employee also has a permanent, full-time six-month temporary that has been used on a rotating basis for more than seven years. We strongly believe that added consistency and efficiency could be gained by making this temporary position a permanent FTE providing web content. This can be done at minimal expense if properly classified and will assure that Parks and Wildlife has sufficient web content resources and does not raise questions regarding the use of temporary employees under state rules. Another web content FTE currently exists within the wildlife Education section. When previously held by Tim Crisman, this position provided needed education support as well as marketing and web content assistance. Since his departure from the agency, the management of this work function by two sections has provided difficulty in assuring quality web content and minimized the focus and effectiveness of the position. While we are hesitant to overreach our workgroup boundaries into the realm of the Education workgroup, we feel that this FTE is critically important to the extensive work that needs to be done to merge the websites and that this position would be more efficiently utilized through placement with the other web staff in the proposed marketing section.

Finally, the marketing section will include a position dedicated to Social and Interactive Media. From Facebook to iPhone apps, the way people are communicating and interacting with the world is changing. Because of our constrained timeframe and broad charge, our workgroup did not attempt to develop a full social media plan for the agency. What we do agree on is the fact that an analysis should be undertaken of the way that the organization can best engage users on a multitude of new and emerging platforms. While Parks marketing staff has undertaken some social media work, including policies on appropriate use, staff training and engagement through established Facebook pages and Twitter accounts, the Wildlife Division has been decidedly absent from the rapidly expanding field of social media. Our new, larger organization must strategically plan how (and if) we can most effectively engage with all our various audiences. It would be the function of the Social and Interactive Media Specialist to develop a recommendation, present it to the leadership team and implement the plan. The specialist would also expand existing policies to guide the merged agency's efforts at interactivity. Parks has policies and a social media content plan. While all of us agree that a social media presence is essential for the new agency, we are also aware that none of the existing positions within the merged agency has the time and knowledge base to develop a comprehensive and potentially successful effort. A dedicated

position will be critical to this function, which if completed, will dramatically assist the agency in marketing, branding, stakeholder engagement, public responsiveness and transparency.

Marketing Alternative 2: The workgroup did analyze an alternative that structured the marketing section under a single Marketing Manager. If the Transition Team or Leadership believes that single-point management is necessary, the remainder of the alternative would be unaffected but care would need to be exercised to avoid the diversion of funds and loss of specialization highlighted in this alternative. Moving to a single marketing manager system would add one FTE. Simply promoting an existing marketing manager to head the department would result in that manager's ability to market their designated agency being weakened by the time commitment of managing the full staff.



#### **CREATIVE SERVICES/BRANDING**

Creative Services Alternative 1: The Creative Services/Branding work is currently conducted in the agency by 11 FTE [1 Communications Manager (wildlife), 1 Creative Services Director (parks), 1 Graphic Designer (parks), 1 Magazine Editor (wildlife), 1 Regulation Brochure Editor (wildlife), 1 distribution/warehouse (wildlife), 1 magazine sales/distribution position (wildlife), 1 administrative assistant (wildlife) and 3 video personnel (wildlife). Our alternative keeps most of the work functions the same but fully combines the two agency's personnel. This alternative should work to enhance the production of all staff as wildlife functions gain access to design staff and parks functions gain access to new production vehicles such as magazine and video. The combination also allows for streamlining of product and brochure distribution through the use of technology and co-location of facilities.



It will be incumbent upon the Creative Services/Branding manager to work with necessary staff to develop and implement brand standards throughout the organization. With the day-to-day work of a new agency moving forward, consistent branding and design standards will be critical to both public perception and adequate function of the agency. Design standards relate to the look of all visual communications such as publications, video and signage. Whereas brand standards include multiple units within the new agency addressing the broader scope of how all outreach and services support a unified vision, identity and brand presence. These things are critical to building public recognition, responsiveness and trust in the agency.

Combining these functions into one service-oriented shop will combine the expertise from both agencies to build a stronger, more effective unit. The structure of the unit should provide the manager with sufficient staffing flexibility to address project needs as they arise.

It may be necessary for the Assistant Director to designate a "brand coordinator" position to serve as the lead person for development of branding standards. This assignment would be a temporary assignment during the initial merger process.

Creative Services Alternative 2: Alternative 2 proposes that Parks and Wildlife maintain separate Creative Services units. This is a no integration alternative. Because of the structure of the existing units, it would be achievable to keep the units separated without merging. This alternative, though not preferred, is achievable because of the challenges of merging two functionally-similar but philosophically-different entities. Currently, Parks utilizes a 'full-service' design shop with more than 500 projects a year. The Wildlife side utilizes a standards and guidelines approach that "decentralized"

brochures to local employees who could design products utilizing a set of standards. The decentralized standards and guidelines approach with centralized approvals was identified as the best option for the merged agency however converting the existing Parks model will require a great deal of work. Some members of the group felt that merging of functions too quickly could result in deterioration of product and services to the internal parks customers.



#### **OTHER AREAS OF DISCUSSION**

Our workgroup had some discussion regarding areas which fall heavily into the arena of the Customer Service workgroup. Through discussions amongst the co-chairs, we believe that the Customer Service workgroup is the right group to make recommendations for functions such as the Call Center, Hunt Planners, Parks Reservation Center, Retail Sales and Front Desk staffing at 1313 and 6060. We do want to make it clear that our workgroup strongly supports the idea that customer service personnel are instrumental in providing public information, branding the agency, serving as a frontline marketing and sales staff and providing critical content and feedback for marketing efforts. Additionally, we would advocate that any structural efforts to supervise, train or provide headquarters-level FTE support for customer service would be appropriate for placement within our proposed organizational structure.

It was further discussed that the proposed Outreach section has strong work ties to the work of the existing Wildlife education section. While we are unsure of what alternatives are being discussed by the Education workgroup, if there is any way to structurally link education and outreach, we believe it would be beneficial to both work units. In that regard, we would recommend that an education section exist in this proposed Outreach structure but we defer to the appropriate workgroup alternatives.

#### **DESIRED OUTCOMES & MEASURES FOR SUCCESS**

#### Our desired outcomes are:

- 1. To continue to provide excellent service to traditional media outlets around the state.
- 2. To develop, implement and promote the CPW brand to increase awareness and participation of CPW places/products/services among both internal and external customers.
- 3. To actively increase sales of the products offered by the combined agency to new and existing customers.
- 4. To develop a system for collaborative outreach and partnership with stakeholders.
- 5. To provide consistent communication and positive teambuilding for the employees of the agency and to reinforce and proactively develop the agency brand.
- 6. To provide a merged website and an agency web presence that includes opportunities for social media, interactive application development and systems for all employees to freely share agency information.
- 7. To provide education, templates and mechanisms for employees to develop needed communication products (decentralized) while allowing for centralized approval of products so that our agency can build a strong, consistent and collaborative brand.
- 8. To identify potential financial partnerships and sustainable/additional funding opportunities.

Success of the alternative can be measured through tools such as media monitoring, sales data, visitation numbers, website visits, subscriber numbers, stakeholder satisfaction, public-satisfaction surveying and employee satisfaction surveys. Awareness of our new brand can best be measured with research using before and after surveys. Internally, our new brand will be recognized as publications and signage begin to reflect consistent design standards about who we are, what we do and what we offer.

### **INFORMATION TECHNOLOGY (IT) CONSIDERATIONS**

• In September 2011, OIT announced to their staff that they will be implementing changes during the next several months. The announcement states that: "By flattening the organization, our senior management team will be closer to the day-to-day operations and to the employees delivering services. This will eliminate complex chains of command, improve the flow of information, alleviate bottlenecks, and increase efficiencies throughout OIT."

Our workgroup sincerely appreciates that OIT is looking at these issues and striving to deliver effective, efficient and elegant service to their customers. We do have concerns that the plan would relocate and centralize the OIT staff. The current OIT employees assigned to the CPW's web product line have substantial knowledge and understanding of our agency's mission and business functions. We hope that staff, currently assigned to perform the ongoing and daily business functions for this agency, remain assigned and located with this agency. If the changes lead to our dedicated web programming staff being moved and reassigned, CPW's website services and the service we provide to the public could be compromised. Dedicated OIT staff are an integral part of our daily operations by providing continuity, possessing an in-depth understanding of our business requirements and having a commitment to long-term success of our new enterprise agency. Dedicated staff also understand that our websites generate substantial revenue (\$4 million Parks reservations and e-store, and possibly more on Wildlife's site). Any malfunction or down time of our websites directly impacts our revenue.

- Web management has become more complicated by the current requirement that all programming occur only at the Governor's Office of Information Technology (OIT) level. All staff can be trained to add web content but they cannot do any programming functions critical for the day-to-day function of the agency web presence. Parks addressed this problem by "paying" OIT for a web development position that is supervised by OIT but guided by Parks marketing staff. Wildlife has relied on DNR's web team or an internal .3 FTE when technical issues arose. While responsive, there has been little ability to get proactive support to upgrade failing communication systems such as the 'buggy' press release function and the extremely limited, and failing "DOWInsider" function. These technical situations must be resolved if we are truly going to provide an interactive environment for our customers and constituents.
- Increased web responsiveness and new opportunities presented in the social and interactive
  media arena depend heavily on OIT's service-delivery model. In order for our agency to be
  successful as an enterprise agency, we must move toward two-way interaction with the public
  by providing a "state of the art" and dynamic web presence along with social media tools.
- While much of the world and the agency utilize PC technology, the world of design and layout is
  dominated by the higher quality graphics and software capability of the Apple/Mac operating
  environment. Design staff currently utilizing Mac platforms are lightly supported and often, on
  the Wildlife side, must have both a Mac to do their day-to-day work and a PC to receive email.
  This is neither efficient nor effective. With the large design staff envisioned in this alternative,
  OIT support for the Mac platform, access to shared drives and Mac networking will be needed at
  the selected merged location.

- Design staff software systems will need to be upgraded so that all are running the same software versions and have access to the same files, fonts, etc.
- If the concept envisioned under this alternative is to be successful, the agency will need to acquire agency-wide access to design software (as determined in collaboration between design staff and OIT) to assure that agency employees have access to the fonts and software necessary to easily and quickly develop documents that are responsive to immediate and local concerns.
- There are considerable marketing needs related to IT that involve centralized, electronic databases of our customers, access to reservation/license/pass/registration data, automated renewals, data mining, and e-marketing (direct email, enews, etc.) for cost effectiveness and tracking. By placing a social science research position in the marketing section, many of these considerations can be addressed; however it will require that OIT is responsive with providing data for the researcher.

#### **POTENTIAL SHORT-RUN CONSIDERATIONS**

- In the short term, running two separate websites may lead to confusion about which site will
  host specific content. Many ad hoc decisions will be made and temporary solutions
  implemented. Until a functional merged business model is in place, the existing web staff may
  be forced to make do with educated guesses.
- A web committee will need to convene at the earliest possible time in order to lay the framework for how CPW will be represented on the web. This committee must include departmental stakeholders and OIT.
- Branding standards must be a priority and a branding committee should be established to guide creation of brand strategies, standards and implementation for the agency.
- Social media and web policies must be developed for the entire agency and supported by leadership. Parks policies A-127 and D-103 may be useful in guiding that policy.
- Wildlife public involvement staff will need training in parks and recreation issues; however the
  principles of public involvement are similar so transition should be quick. The existing Parks
  social scientist will need training in wildlife issues. This could be accomplished through the use
  of the CSU wildlife management short course.
- In the short term there is a need to train Public Information Officers to address the full breadth of the new agency. Current wildlife PIOs will need training on park procedures, policies and regulations, likewise the parks PIO will need training in wildlife issues.
- Each organization group should be required to provide content for the web presence. This is a shift from the centralized-content management currently in use by Wildlife staff. Interaction should be mandated and well defined from leadership and should be included in appropriate job duties (PDQs).
- During the transition period, it may be desirable for Parks and Wildlife to maintain separate
  Creative Services units. While full integration, as outlined in Creative Services Alternative 1,
  would be beneficial in the long term, there were some members who felt that the current parks
  design workload of more than 500 work requests a year was too significant to be managed
  along with the Wildlife workload by a single manager. Their concern is that merging the
  functions too quickly could result in deterioration of product and service to internal customers.
- Because this alternative combines workload of two agencies and re-defines two positions within
  the existing public information structure (eliminates one management position and re-assigns
  one management position), it is important to note that fewer employees will be doing more
  work in the new system. Many of the increased workload challenges can be overcome through
  new efficiencies, such as the edition of the internal and social media positions, but the
  workgroup feels it is important to point out that some of the things that have been done in the
  past may not be achievable in the future. Fortunately, technology and emerging social media
  options are putting far less emphasis on long-form, time-consuming press releases and town hall
  meetings and putting more emphasis on direct-communication with constituents through online

forums and social media links to web-based information. For this alternative to work in the short-term and the long-term the new social media and internal positions are critical and agency employees must be willing to trust new technology, trust the public information professionals, and adapt to some new ways of doing things.

• If customer service and education personnel are placed within the proposed Outreach structure, co-location of offices would be necessary to encourage and promote staff teamwork and exchange of information.

### **POTENTIAL LONG-RUN CONSIDERATIONS**

- If a regional system is utilized, some level of public involvement/stakeholder engagement needs to be considered at the regional level, especially if Denver-based public involvement personnel continue to be underutilized by field staff. Placing public involvement and human dimensions staff at the statewide level might not provide the most responsive service to field personnel. Our workgroup did have a very brief discussion of regional-level public involvement professionals but we were unable to determine if there was sufficient work at the regional level. According to the 2010 census, 2.8 million citizens, or 56% of the 5 million total Coloradans, are now located in the urban/suburban 8-county Denver-metro area.
- This alternative utilizes Public Information Officers in roles that are generally related to responding to traditional media. Traditional media is declining and, while currently still important, the future of this structure may not properly place staffing resources. This proposed structure may become 'dated' over time and agency leadership should assess periodically whether this structure is able to adapt to changing technology and communication practices. As the social media position evolves, the regional PIOs are likely to be heavily involved in supporting a social media strategy. The social media coordinator and the support of the regional PIOs will be critical to the merged agency utilizing technology to expand reach and accomplish additional workloads effectively.
- As an 'enterprise' agency, the entire agency must become more heavily focused on revenue generation.
- Printed publications are costly and production must begin to shift (where possible) to electronic products and products that have a longer shelf life than just one year.
- Enhanced marketing efforts and increased successes will require increased, dedicated funding.
- Aligning public involvement activities with outreach activities could lead to biases (perceived or real) in how our agency works with the public.

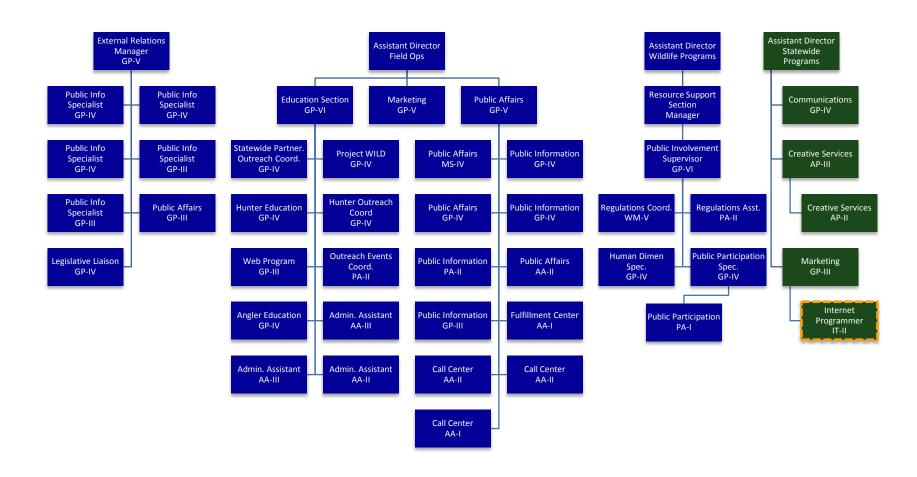
### **SUGGESTED STATUTORY CHANGES**

- Complex state purchasing rules require long periods of time to contract media and marketing
  opportunities. Late buy opportunities such as 'leftover' ad space or PSA filler ads can be missed
  due to the delay.
- CRS 33-4-102 (1.4) (e) provides for free senior fishing licenses. This is the fastest growing fishing segment. Producing a license for these individuals actually costs the agency money. If a charge is not considered for these licenses, a virtual product (printed off the internet without going through a license vendor) would save the agency the licensing commission.
- Suggest a statutory change to 33-12-103 (b) (I) to revoke the Aspen Leaf Lifetime Pass, which
  charges a one-time fee for a lifetime card but then enables free entrance to parks for the
  remainder of the cardholder's lifetime. We cannot afford to continue to offer passes that do not
  lead to long-term sustainable revenue and contradicts the legislation that requires: "...state
  parks and state recreation areas should be financed as much as reasonably possible through
  revenues derived from the users of such system."
- House Bill 09-1150 requires state agencies to utilize State Central Services Printing (IDS). While intended to save the state money, this provision often delays projects and prevents the agency from taking advantage of discounts from private vendors. If statutory change is not achievable, the agency should seek a blanket waiver for our products. In a recent example, a parks brochure was quoted by Central Services IDS at \$1,100. When presented with a private vendor quote that was much lower, IDS reduced the price of the brochure printing to \$380 a savings of \$720. This is only one example where extra work is generated by staff having to seek separate bids just to make sure IDS is giving us the best pricing.
- CRS 33-4-120 creates the Wildlife Council. The \$.75 surcharge on licenses which funds the Public Education Advisory Council is tied to "education" of the public. If continued, this statute should give more flexibility to allow the funds to be used for marketing and other general public wildlife education.
- Make a statutory change to Title 33 that allows the new agency to utilize alternative revenues (advertising sales, video sales, sponsorship revenues) to specifically fund outreach activities. While advertising and sponsorship opportunities exist and may be leaving hundreds of thousands of dollars untapped, there is little motivation for staff to pursue those opportunities because revenue sources end up in large revenue pools. Additionally, significant discussions about ethical and administrative issues of advertising and sponsorship must occur across the agency before alternative revenues are pursued. However, the opportunity may exist for statutory modification during this merger process and allowing for future flexibility IF it is agreed that alternative revenues are pursued may be prudent.

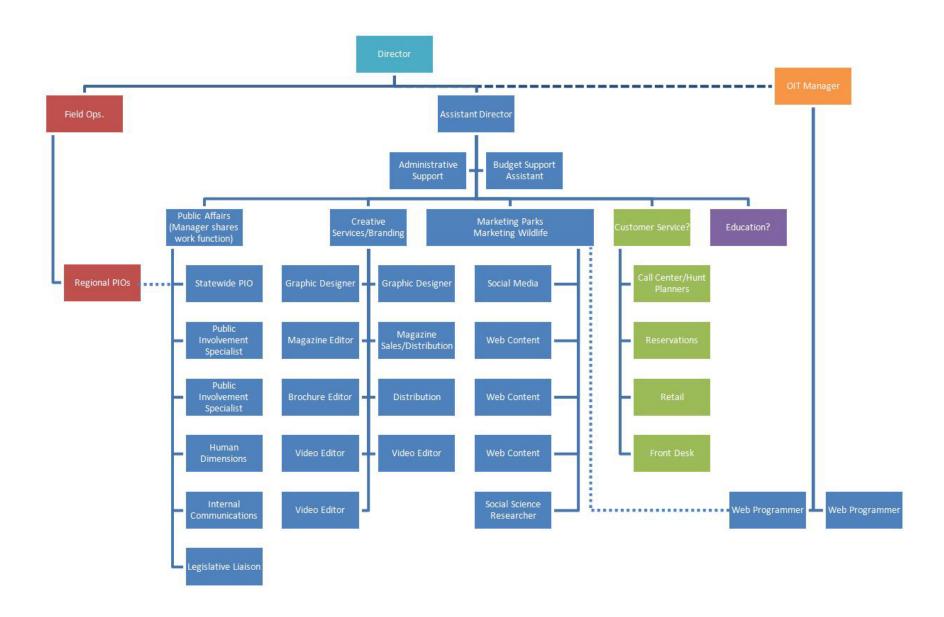
## **ORGANIZATIONAL STRUCTURE CONSIDERATIONS**

Below are two organizational charts. The first shows the existing structure of the public information, marketing, branding, web and public involvement functions within the agencies. The second org chart shows the preferred alternative structure as presented by the workgroup.

### **Existing Org Structure**



Proposed structure utilizing Alternative #1 from each area above:



## **ALTERNATIVE SUMMARY TABLE**

### Alternative Summary Table (adjust to 11"x17" if needed)

Strategy/Alternative	Potential for Staffing Savings (low, med, high, none)	Potential Operations Savings	Potential Capital Cost Savings	Capital Investment Required (if any)	Impact on IT and Other Work Groups (high, med, low, none)	List of Implementation Requirements and Anticipated Hurdles	List of Related "enhancements" such as added value or improved customer service
Leadership Alternatives	None Utilizes existing Asst Dir-level position	n/a	n/a	n/a	None	Transfer of employees	Improved ability to transmit leadership direction into agency messaging. Increased/dedicated public relations support for Leadership Team.
Public Affairs Alt. 1 & 2	HIGH  Converts 1 mgmt position (GPV or GPVI) to an internal communicatio ns coord. (GPIII). Savings estimated at \$23,000 - \$31,000 / year.  Potential to eliminate a GPVI-level management position. Savings estimated at \$88,524/year.  Total savings potential: \$110,000/yr.	n/a	n/a	n/a	IT – NONE.  Other workgroups (medium) – some overlap with field operations, customer service and education.	See short and long term considerations sections above.	Increased customer responsiveness, increased internal communication, increased staff collaboration on outreach projects.

Marketing Alt. 1	Status quo	n/a	n/a	n/a	See IT consideration section  Other workgroups, (medium) some overlap with education work group	See short and long term considerations sections above	Increased sales, enhanced web presence, social media presence.
Marketing Alt. 2	NONE – would require additional management level FTE	NONE – would require additional computer, etc for management level FTE	n/a	n/a	See above		
Creative Services Alternative 1	NONE	n/a	n/a	n/a	IT – would need Mac support and networking		Increased staff efficiency through shared resources and new communication tools (see alternative description above)
Creative Services Alternative 2	NONE	n/a	n/a	n/a	None		

### ADDITIONAL AREAS FOR FUTURE CONSIDERATION

- Financial partnerships/sponsorships, the sale of advertising in products and ad space on vehicles/properties needs to be discussed by the agency. Revenue opportunity may exist however legal, logistical and ethical questions need to be considered. We recommend that the Director appoint a group of agency staff members including public affairs, marketing and creative services personnel to develop a white paper that examines the financial opportunities and explores the issues related to this topic.
- Bilingual communications need to be addressed, however agency leadership should determine the level with which the agency should proceed. Resources for multiple products are limited and public perceptions and need for materials vary widely.
- The Parks and Wildlife Commission should consider holding their meetings in Denver but broadcasting every meeting via video conference technology at regional offices. This would reduce travel costs and would allow for even broader public participation in the Commission's activities. This would also eliminate situations where issues related to one corner of the state are discussed or even decided at meetings in remote locations across the state.

#### CONCLUSION

Thank you for taking the time to review the things we've put together.

Of the three duplicative positions reassigned using these alternatives, we recommended creation of two positions to enhance the new agency's communication with stakeholders, the general public and the internal employees. The new Internal Communication Specialist (public affairs) and Social/Interactive Media Coordinator (marketing) would be lower level GP positions than the managers they replace, thus achieving savings for the agency. However, the workgroup believe these positions are vital to the success of the new agency – enough so that the workgroup members committed to taking on additional work function to make up for the 'loss' of the management positions. This is not done lightly. Nor should the new positions be considered 'optional' or 'luxury' positions. The proposed structure, similar to the current structure, is understaffed and under resourced. The National Park Service and US Fish and Wildlife Service have dozens of dedicated staff members coordinating social media for those agencies. While those agencies are larger, federal agencies with nation-wide constituencies, our new agency must begin the effort to engage our constituents in the meaningful, personal and direct ways available through social media. We believe this proposal gives all of us within these work units the opportunity to propel the agency into the future – funded, supported and vital. But if the result of this work is the elimination of positions without the development of the needed new positions, the present staff will be unable to address not only the day-to-day operational work of these units but certainly the needed venture into social media and the important morale work of internal communications. We recognized the need to find efficiencies and cost savings and hope that the cost savings of converting two management positions to lower-level General Professional positions will be received well.

We know that there is no "right" answer for many of these kinds of reports. We did the best we could to come up with some concepts that we believe are not only viable but hopefully innovative. As individuals,

we all have hopes for more resources to do our jobs but as a group, we were able to set those personal goals aside and focus on the bigger picture.

We know that some people who view this report might say "What? Did they even consider X or Y?" The answer is probably, "yes, we did". We talked about many things that didn't end up in the final report. While not everyone will agree with where we ended up, we don't think anyone can disagree with the process we used to get there. It was many hours of hard work and sometimes difficult conversations. Like all compromises, it's easy to pinpoint things someone might not agree with but it is also difficult to pull those single things apart without unraveling a good overall product.

We are anxious to hear the thoughts and comments of our co-workers and our constituents as this report becomes available. Many of you have talked to us in the hall or on the phone to offer thoughts, ideas and feedback. We thank you for that. If you didn't provide input, please provide feedback through the review process. We're human and we might have missed some things. In the end, we don't think we missed much. We're happy with what we came up with.

We all appreciate the opportunity to have these discussions and provide our concept of what will be a great agency. Thank you for the confidence you showed in us to ask us to the job. We hope that confidence was rewarded by the product.

# **APPENDIX A**

TABLE OF AGENCY ACTIVITIES, PRODUCTS AND OPPORTUNITIES

	Present Activities and Opportu	nities	Me	erged Parks and Wildlife	e Activities	Longer Term Oppportunities
Activity	Wildlife	Parks	Continue Seperately	Combine Partially	Combine Fully	Parking Lot
Media Relations						
Media response	Media calls are generally routed through five Public Information Officers (one in each region plus statewide) who coordinate with subject matter staff to respond.	Media calls are generally routed through Public Information Officer who coordinate with subject matter staff to respond.			PIOs reach out to media, respond to media, etc for both parks and wildlife issues, coordinating with subject matter staff.  PIOs have regional focus. Possibly some de facto subject matter focus, but primarily regional. At least one person to cover statewide/programmatic issues.  PIOs are first point of contact for media (rather than media directly working with agency personnel).	Maybe future changes to coverage for PIOs (regions, larger media regions, urban media markets, language,
Press releases	Releases are used to provide the public basic information on agency activities, events. Written by PIOs with input from subject matter staff.	Releases are used to provide the public basic information on agency activities, events. Written by both individual parks and by PIO with input from subject matter staff.				etc)  Social media and technology changes  *Need to figure out the
Media outreach	Public Information Officers (one in each region plus statewide) and marketing coordinate with subject matter staff to reach out on identified issues.	Public Information Officer, marketing, and parks staff reach out on identified issues.				relationship between management and statewide coverage.
Print & Publication Pr	roduction	1				
Marketing	Magazine, email flyers, direct mail postcards, brochures,	Magazine, email flyers, direct mail postcards, brochures,			Intergrate fully for branding	

Advertisements	billboard, bus panels, airport signs, banners, booth backdrops	billboard, bus panels, airport signs, banners, booth backdrops			
Regulations Brochures	Brochures published annually to inform hunters/anglers about hunting and fishing regulations and opportunities. Centrally designed according to design standards.  Big game hunting (630,000) Feb Sheep and Goat (80,000) Feb Fishing (630,000) Mar Small game hunting (155,000) Jul Walk-in Access Atlas (?) Jul State Trust Lands (40,000) July Waterfowl (105,000) Aug State Wildlife Areas (200,000) Aug Late Cropland Walk-in Atlas (online) Sep Mountain Lion (10,000) Sep Turkey (140,000) Dec License agents are required to distribute regulations brochures	Land and water regulations and boat regulations (booklets and laminated oversized posters distributed to all 42 Parks and region offices.)  Central staff (Creative Services) design according to design standards	Regulations brouchures centrally designed and produced, with some distinction between wildlife and parks, according to design standards.	Regulations publications for hunting, fishing, parks, trails, boats, all centrally designed and produced, according to design standards	Technology and need to consider other media for distributing regulations info (apps, etc)  Centralized brochure budget
Property/Park Guide/Brochures	SWA maps designed by GIS and distributed online (only) not really using the design standards; No real narrative guide products	Central staff (Creative Services) design guides, brochures, fact sheets for each park (45+) each according to design standards. Handle distribution.		Central staff (Creative Services) design guides, brochures, fact sheets for each park (45+) and wildlife areas, with input from field, each according to design standards.	Guides as revenue opportunity (guides shouldn't all be free)

Regional Hunt Guides	Detailed information about hunting in each region. Harvest statistics, hunting tips, phone numbers, camping and backcountry travel information, etc.	Park specific brochures with hunting information, tips etc.		Central staff (Creative Services) design hunting guides, with input from field, each according to design standards.	
Licenses, Park Passes, Permits (boat, OHV)	Hunting and Fishing licenses designed by Licensing Section not according to design standards (millions)	Central staff (Creative Services) design according to design standards (millions)			Recommendations on license design depend on the outcome of discussion on TLS integration.
Other Educational/ Background Publications (long term)	Publications and handouts developed to provide the public information about long-term programs, activities or issues. Designed by staff throughout agency (hopefully) according to design standards; sometimes designed by central staff.  • Aquatic Nuisance Species • Watchable Wildlife brochures	Publications, brochures and handouts developed to provide the public about Program specific, activities or issues. Designed by  Creative Services according to design standards.  Volunteer publications OHV publications Snowmobile publications Trails Colorado Natural Areas Park special events		Documents are generally produced in a dencentralized way by staff throughout the agency according to design standards.  Central staff provides support and enforces design standards.	Technology and need to consider other media for distributing regulations info (apps, etc)
Issue-specific Publications (short term)	Publications and handouts developed to provide the public about specific issues or pending decisions. Designed by staff throughout agency (hopefully)	Publications and handouts developed to provide the public about specific issues or pending decisions. Designed by staff throughout agency (hopefully)			

	according to design standards	according to design standards			
Print Newsletters	Designed by staff throughout agency according to design standards (hopefully)  • License Agent Newsletter (~750 agents/monthly)  • Hunter Ed Newsletter (~750 instructors/annually)	Central Creative Services staff design according to design standards  • Colorado Natural Areas Program Newsletter (~300 subscribers)  Some parks have park-specific newsletters, developed by parks staff.			
Magazine	Colorado Outdoors: subscription-based bimonthly magazine featuring stories that emphasize hunting, fishing, and wildlife conservation. Circulation: 40,000. Distribution and subscription marketing handled by vendor and some agency promotion (website/online store/events).		Colorado Outdoors continues as a subscription-based bimonthly magazine featuring stories that emphasize hunting, fishing, and wildlife recreation and conservation.  Our agency has no magazine focused on parks.	Colorado Outdoors continues as a subscription-based bimonthly magazine featuring stories that emphasize hunting, fishing, and wildlife conservation with increased mention of hunting, fishing, and other wildlife- related recreational opportunities at parks.  Our agency has no magazine focused on parks.	Consider a subscription-based bimonthly magazine that covers wildlife and parks recreation.  Do away with magazines altogether and emphasize new media.
Brochure		Parks brochures are distributed through paid delivery service			

Distribution		and occasional mailings to organizations that request them.  Sporadic placement of all park brochures in park offices.  Park brochures exist in some DOW offices? Maybe joint ones?			
Online Services					
Public Website	Public website (wildlife.state.co.us) content edited primarily by central staff (one "plus"), programming by DNR/IT staff.	Public website (parks.state.co.us), for screen and mobile, edited by distributed network of authors (130+ staff trained to edit) with coordination by one central staff, programming by central staff with "help" from DNR/IT.		One public website addresses both wildlife and parks, content produced by a distributed network of authors (staff through agency are writing) with coordination/editing by central staff. Programming by central staff independent of DNR or OIT.  The domain name is important.	Need to sort out resources and staffing for web activities in-house and with outside contractors.
Campaign Websites	Public websites used for specific campaigns to better track effectiveness  Huntcolorado.org, fishcolorado.org, protectwildlife.org, coloradooutdoors.org,	-		Websites developed for specific campaigns. Content and programming developed independent of DNR or OIT, by in-house developers or outside contractors.	

	keepingcoloradowild.org				
Interactive Website(s)	Developed ad hoc for specific-projects throughout the agency, not on public website.  • Online Angler Roundtable (www.anglerroundtable.com)	Commissioner blog on public website.		Websites developed for specific campaigns. Content and programming developed independent of DNR or OIT, by in-house developers or outside contractors.	
Social Media (facebook, twitter, youtube, vimeo, googleplus, flickr)	Videos posted by public affairs staff to youtube and vimeo  Some program staff use other media	Individual parks and statewide use facebook, YouTube and twitter, governed by interim administrative directive with training for staff	Agency should be using social media for outreach, marketing and engagement activities; use of social media should have some central guidance by central staff (not necessarily coordination or oversight); we might maintain some splits for parks and wildlife activities.		
Email List Management	DOW Insider – custom email system managed by DNR with ~40,000 subscribers Individual lists managed by users in Outlook (BCC lists) Piloting Comcate for CRM Constant Contact Online event registration system out to bid	Lists managed with Salesforce/Exact Target Individual lists managed by users in Outlook (BCC lists)		Agency should use a single platform to manage email lists.  Marketing to an interested participant significantly increases the probability that	

					the customer will purchase.	
E-newsletters	<ul> <li>Colorado Connections (Project Wild) e-newsletter</li> <li>Volunteer e-newsletter</li> </ul>	<ul><li>Parks E-Newsletter</li><li>Diggin' In Volunteer Newsletter</li></ul>	How do we handle various newsletters to various audiences produced by various staff?			
Apps	None at this time	None at this time			Great potential.	
Marketing Services						
Media Buying/ Paid Advertising	Centrally coordinated by marketing staff. Combination of outside agency produced campaigns and internally produced campaigns. Television, Radio, Outdoor (billboard, bus & airport panels), Internet and print advertising to raise awareness, support license sales and promote educational opportunities.	Television, Radio, Outdoor (billboard, bus & airport panels), Internet and print advertising for general awareness and to support pass sales, reservations and events.  Listings (not ads) for all parks in annual directories and online.		We will run targeted campaigns separately: campaign development, media buying, etc. We will run also some combined general awareness campaigns. Marketing staff will be specialized to deal with either wildlife or parks.		
Lead Management/ Customer Relationship Management (CRM)	Lead information managed on paper/manually	Salesforce		Unified with a single system.		Need for greater consistency and coordination across agency in gathering and using information.

Data Mining	Outside vendor and DNR/IT staff help produce both the targeted lists and email blasts. The AG's office provided a permission memo for this limited purpose of marketing to our existing customers.	Paper	Unified with a single system; need staff to manage data and optimize our agency's use of customer data.		
Public Image Database	Some images made available to the public via the existing DNR online photo system.	Some images made available to the public via the existing DNR online photo system.		Combined	
Marketing Partnerships and Co- ops	Marketing, regional, PIO and program staff collaborate and partner w/other organizations so they generate free publicity for wildlife-related recreation (i.e. marketing grants, co-op marketing, ORIC Desk @ REI, Tourism, CDOT, Cabellas, Int'l Expos, 730 Vendors selling licenses)	Marketing and Program Staff collaborate and partner w/ other organizations for discounted and free publicity (editorial coverage, ad co-ops), CTO, Visit Denver, South Metro Chamber, REI and Welcome Center brochure racks, ORIC, ets.  Retail outlets that sell annual passes managed by Retail Manager.			
		Sponsorship/Donations received from Odwalla, Direct TV, The North Face for various projects (trees, interp signs, etc.)  Some indiv parks join CVBs and			

Marketing/Promotio nal Signage	Signage (booth backdrops, banners, posters, counter signs, etc.) to promote marketing messages and campaigns.	foster relationships with the local business community.  Signage (banners, posters, counter signs, etc.) to promote marketing messages and campaigns.		Combined	
Discounts/Promotio ns					
Video Production					
In-house Video	In-house crew develops and produces videos on hunting, angling, and wildlife-viewing opportunities and techniquesSome videos sold online and in offices. Others distributed online and as DVDs. Promoted in the regulation brochures and press releases. Field staff sometimes produce video content on their own.	Some small projects with contract staff develop videos to promote State Parks and programs. (CO Getaways Show etc)	In-house crew develops and produces videos on hunting, angling, and wildlife-viewing. Expanding to parks and non-wildlife recreational activities would need additional funding (non wildlife funds) and staffing.  Video activities need to support overall brand goals.		Need for strategic approach to video production.  Using revenue generated by video to support video/marketing activities.  Using advertising in video to generate revenue.

User Generated Video	None	Limited	For user-generated video, maintain distinction between our outreach to different constituents.			
TV Commercials/TV Shows	Outsourced thru partnerships and campaign ad agency	Outsourced thru partnerships		Continue because thiese functions have high volume reach.		Potential to generate more revenue
Internal Communicatio	ns					
Internal Newsletter	None	"On Our Screen" employee newsletter Posted on Sharepoint			Agency-wide internal commun ication should cover all parks and wildlife issues and activities	
Internal Documents and Info	Wildnet, Sharepoint				Use social media  Internal communication needs some formal coordination and addressed through administrative policy	
Media Relations Training					Training activities should include information , marketing, and engagement.	

Other Inter-related Functions – Indirect Involvement					
Retail sales	Offices sell a variety of retail products, products and inventory managed by retail staff.	Sales and products managed by individual parks and retail staff, creative services designs some products.			Products sold in offices and stores should reinforce agency branding – some oversight by central design staff to ensure consistency.
					We recommend that park- based retail outlets sell fishing/hunting/viewing gear/guides as appropriate.
					Our agency should provide promotional materials for all license/pass vendors, designed by central design staff with input from licensing.
Retail agents	Agents sell huinting licenses with promotional materials/signs provided by agency.	Agents sell parks passes with their own signage, if any.			
Online Retail Store	Web store using DNR system sells DOW-branded merchandise (104 products).	Web store using DNR system sells Parks-branded merchandise (six products).			Need to capture information customer data for marketing purposes.

Licensing/ Reservations/ Registrations Website	External vendor: Active Outdoors	Licensing/Registration:     Created by contractor:     Internally managed by     program     Reservations: External     vendor: Active Outdoors     (Reserve America)			
Calendar of Events	Some public events posted on existing DNR calendar and website page calendars.	Some events posted on existing DNR calendar		Combined	
Property/Park Signage	Properties are signed at designated entry points. Various signs exist throughout properties depending on specific needs. Designed and produced by field staff according to design standards.	Parks are signed at designated entry points. Various signs exist throughout parks depending on specific needs. Designed and produced in-house and at park level according to design standards.	Design and production continues in the field with branding integration according to design guidelines (developed by central design staff with field input) and standard sign conventions.  Signage for all properties and uses should reinforce agency brand(s)/messages.		
Special Use Signage	Signs are used to address conflict issues, warn residents/visitors of wildlife hazards or assist landowners in designating property boundaries. Designed and produced by field staff	Signs are used to address specific issues. Designed and produced in-house and at park level according to design standards.			

	according to design standards.			
Kiosks/Structures	Watchable Wildlife kiosks	Kiosks and Visitor Centers		
Brown Binocular Signs	Placed at wildlife viewing sites on roads, highways and interstate locations and match a companion Colorado Wildlife Viewing book and website map			
Interpretive Signage		Park specific signage for interpretation and educational purposes. Creative Services staff provides artwork		
Agency Annual Reports	Developed by public affairs staff with input from subject matter staff. Developed annually, but last approved for publication in 2006.	Central staff design according to design standards, coordinated by strategic planner Annual Reports		
Planning Documents, Programmatic Reports, etc	Strategic Plan  ANS Annual Report  Hunter Education Annual Report	Strategic Plan, implementation plans, financial plans, SCORP  Triennial CNAP Report		
Research Reports	Reports are developed to highlight agency research activities and results. Designed	Market assessment study conducted by outside vendor.		

	by staff throughout the agency, sometimes with reference to central design standards.  • Economic Impacts report  • Wildlife research reports  • Social science reports				
Forms (legal, etc) Business Cards	Designed by program staff, vendors, etc with no guidance or standards	Central staff design according to design standards		The agency needs to have consistent forms, but that's not really a function that design staff should be involved in.	
Legislative Fact Sheets	Designed by public affairs staff according to design standards	Produced for each park annually and statewide			
Mapping	GIS Unit provides map applications that assist the public with wildlife and wildlife-related recreation information (i.e NDIS, Colorado Hunting Atlas, State Wildlife Area maps,)	Google Maps			
Tradeshow/Events	Education Section, field, marketing and volunteer staff attend indoor and outdoor expos, conventions and trade shows to interact with the public and promote hunting and angling opportunities in Colorado.  Recent efforts have included trade shows in Denver, California, Arizona, Utah, Pennsylvania, Texas and Wisconsin. Leads are collected manually.	Marketing staff (and field staff and volunteers) attend outdoor expos, conventions and trade shows to interact with the public and promote Colorado State Parks and Programs.		Staff attend outdoor expos, conventions and trade shows to interact with the public and promote hunting, angling and State Parks.	

Media Campaign - Wildlife Management Public Education Advisory Council	Paid mass media campaign centrally coordinated by the Wildlife Council, Education Manager and Marketing staff. Produced and implemented by the an outside ad agency hired through the state bid process. Set up in statute 33-4-120 and 33-1-112(3.5)(a)		Paid mass media campaign centrally coordinated by the Wildlife Council, Education Manager and Marketing staff. Produced and implemented by the an outside ad agency hired through the state bid process. Set up in statute 33-4-120 and 33-1-112(3.5)(a)		Need for funding for parks and wildlife promotion.
Promotion/Communi cation of Education and Outreach Events, Seminars and Workshops	Marketing staff drives customers to the online calendars. Program and Field staff and PIOs distribute information about classes and educational outreach events.	Individual parks with some support from marketing staff handle promotion for parks- specific activities		Provide support for agency personnel participation in events – rewsources, etc that reinforce agency goals and brand  Increased coordination of agency engagement in events to reinforce agency goals and brand.	
Promotion/Communi cation of Safety classes	Marketing staff drives customers to the online calendars. Education staff and PIOs distribute information about hunter education classes. Volunteer instructors also promote their own classes as well.	Program staff and marketing staff distribute information about boat safety classes			

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Promotion/Communi cation of Public Involvement Events and Workshops	Program staff, PIOs, Public Involvement, and/or Field staff distribute information about events and workshops.	Program staff, PIO, and/or Field staff distribute information about events and workshops.			
Communication of Formal Education	Education Section and Regional staff host events that teach wildlife educators how to use Wildlife Programs offered by the agency. Teachers can receive continuing education credits in some cases for attending. Program and regional staff inform this group about their events.				
Planning/Public Involvement: Issue-specific Public Participation	Public engagement activities are planned and implemented by subject matter /field staff.	Local/regional issues handled by subject matter/field staff.  Central planning staff coordinate public engagement for planning activities.			
Planning/ Public Involvement: Advisory groups	Some ad hoc disorganized forum events organized by subject matter and field staff.	State-level advisory groups (Natural Areas Council, Trails Advisory Council) and park-level advisory groups at some parks, friends' groups.			
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Planning/Public Involvement: Social Science Research	Central staff provide quantitative social science research on targeted issues.	Statewide market assessment study informs SCORP and Strategic Plan				
Call Center	Statewide call center in Denver and CSRs in 16 offices statewide managed by regions.	Statewide call center for reservations; CSRs in main office, regions, and parks handle calls.  Marketing staff assists with customer inquiries that are received through email subscribers and assisting with Parksinfo inquiries.	Specific structure – call customer Service worki statewide call center an and marketing activities			
Hunt Planners	Dedicated staff (6-11 people) in Denver call center focus on assisting hunters in planning hunts and navigating the application process. Outbound calls, follow leads and respond to calls.			Our agency should have a dedicated staff that focuses on assisting hunters in planning hunts and navigating the application process. Outbound calls, follow leads and respond to calls.		
Informational Recordings	Recorded news on hunting and fishing opportunities, etc.					
Employee Recgnition Awards/Plaques						

Corporate sponsorship			