TEXAS R3 STRATEGIC PLAN

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Every year, millions of outdoor enthusiasts enjoy the time-honored traditions of hunting, shooting, fishing, and boating within the rich diversity of land and waters of our home ground. Our sportsmen and women understand that fish and wildlife belong to all of us as a sacred trust; their populations and habitats must be managed and conserved for present and future generations to appreciate and enjoy.

Every September, small towns across the state welcome Texas’ quarter-million dove hunters, with the hundreds of millions of dollars they spend, and the thousands of jobs they create. This robust hunter-driven economy extends through the fall and winter deer, quail and waterfowl seasons and wraps up with turkey in the spring. Healthy wildlife and their habitats result from hunter-funded research, restoration, and technical guidance to private- and public-land stewards.

Texas anglers and boaters in turn purchase fishing licenses supporting programs that guarantee bountiful sport fisheries for generations to come, while infusing millions of dollars into local economies. Lakes, rivers, bays and the Gulf are continuously monitored to assess and enhance these fisheries. Hatcheries annually produce tens of millions of popular game fish fingerlings for inland and coastal water bodies across Texas. Furthermore, freshwater and saltwater habitats from inland reservoirs and riparian areas to coastal marshes and oyster reefs are protected and restored thanks to the funds provided by anglers and boaters.

Harvesting fresh game or releasing a catch-of-a-lifetime is undoubtedly its own reward. But even richer are the memories made with family and friends while sharing time on the water, waiting in the silence of the deer stand for daylight to peak through, or gathered around a campfire at the end of a long day afield telling tall tales, and recounting the day’s events. As any outdoor enthusiast will gladly tell you, life’s better outside!

Suffice to say, Texas’ greatest conservation efforts are deeply rooted in the lives of the sportsmen and women who enjoy the fruits of this bountiful state. As we work to conserve this proud heritage, we can’t forget our future, and particularly those who have never wet a line or peered intently down a rifle scope or bow sight to those who once participated but wish to grow confidence in their skills or gain access to new destinations.

What’s stopping them? That’s the question we, and many others all across the country, are asking as the number of participants lags behind overall population growth and as older generations age out of these pastimes. As we work to conserve, restore, and enhance habitats and species, who’s working to preserve these cherished traditions and welcoming new people from all backgrounds to establish their own outdoor memories?

For starters, we must uncover the impediments and find ways past them. Our Texas plan for recruitment, retention and reactivation (R3) aims to connect more people with the outdoors and each other through the generational traditions of hunting, fishing, boating and shooting sports. The responsibility rests on all our shoulders to work together to bring these words to life.

In this Texas R3 Strategic Plan, there is a place for you. I hope you will find it and join in. Our wild things and wild places need us all now more than ever.
The Texas Recruitment, Retention, and Reactivation (R3) Strategic Plan aims to address a looming conservation crisis. For many years, the number of people who hunt and fish in Texas has remained relatively stable, yet the state population has grown exponentially. The upshot is a smaller percentage of people are paying into the user-pay, user-benefit system of recreational licenses and excise taxes on firearms, ammunition, and fishing equipment that has powered North American conservation for decades.

Skyrocketing populations and increasingly urban citizenries make it a challenge for state game and fish agencies to engage new people in outdoor activities at a pace that comes anywhere near the rate of population growth. Yet, the future of our natural resources depends on our ability to make these outdoor activities relevant and accessible to all Texans.

Besides threatening the long-term financial viability of conservation in Texas, this trend is worrisome for the people of our state. Numerous studies have shown how valuable time outdoors is for families and children, for mental and physical health, and for sustainable jobs and economic benefits generated by the multi-billion-dollar hunting and fishing industry in Texas.

To adequately serve our changing demographics and range of customer preferences, and thus deliver services more effectively, the department must recognize and accommodate the increasing diversity among its constituents. To do this, we must understand diversity in our state and meet the needs of population subgroups that have been historically underserved. For example, the Hispanic population in Texas currently represents 40% of the total population, and is predicted to be the largest demographic in Texas by 2022. Additionally, the 2010 census estimated that almost 85% of the Texas population resides in urban areas, illustrating the importance of communicating with urban audiences and continuing to provide close-to-home outdoor recreation opportunities for them.

Along with setting goals and objectives to increase participation, the plan also maps current TPWD R3 programs, showing which strategy (recruitment, retention or reactivation) they are designed to address, and which target audience(s) they are designed to reach. In the future, more in-depth data analytics will be utilized to help the department better understand and target R3 efforts.

Timeframes to meet objectives are categorized under each goal as ongoing, short-term (1-2 years), or long-term (2-5 years). Some of the objectives fall into more than one category.

TPWD intends to work with a coalition of like-minded partners to use this plan as a comprehensive and ongoing guide for R3 actions statewide, as described in the following pages.
BACKGROUND

The decision for an individual to participate in and ultimately adopt an outdoor recreation activity usually does not happen due to a single event but rather from a process. The nationally recognized Outdoor Recreation Adoption Model (ORAM) shows the steps a person goes through from being completely unaware of an activity, all the way to becoming a lifelong participant (Figure 1). To achieve the goal of creating lifelong participants in outdoor activities, TPWD and its partners need programs and connections to facilitate movement of participants through every stage of the process.

To do this, TPWD mapped all the existing R3-related programs against the ORAM, identifying which stage(s) of the model each program addresses. Staff also identified the target audiences for each program, and whether the program has measurable outcomes. Results of this mapping exercise are included in Appendix B.

OUTDOOR RECREATION ADOPTION MODEL

Figure 1: The Outdoor Recreation Adoption Model, showing the stages a person goes through to become a lifelong participant in an outdoor activity.

HOW THE PLAN IS ORGANIZED

This R3 Plan outline is built around four pillars:

Within these pillars, the plan has the following nested structure:

- **Goal** – What is the department trying to achieve with the R3 effort? What is the goal’s purpose?
- **Objective** – Specific things the department wants to accomplish to achieve the goals.
- **Metric** – How will the department measure success?
- **Target Audience** – At whom are the department’s efforts directed?
- **Timeframe** – When does the department expect this to occur?
- **Strategy/Action/Task** – Nested layers of actions that must be completed.
TEXAS R3 VISION

Increasing participation in the outdoors is an ongoing process and a strategic approach is needed to develop successful R3 efforts as part of TPWD’s overall agency mission. Commitment from partners and pooling of resources are imperative in implementing the strategies of this plan. The aspirational outcomes the department seeks for this plan are to:

1. Create lifelong participants in hunting, fishing, boating and shooting sports

2. Expand resources to successfully deliver nature-based conservation and recreation

3. Increase public support for hunting, fishing and shooting sports
Some overlap exists among the four program “pillars” in this plan; that is, objectives, strategies or actions that occur in one pillar may be similar or even identical in another. To reduce redundancy in the plan and encourage making R3 an integral part of the agency culture, goals that are truly ubiquitous (occur in all four pillars) are listed in this section.

**Cross-Program Goal 1:**
**Measure the success of R3 programs using evaluation techniques and outcome tracking**

1.1 **Objective:** Implement a system to allow for tracking of customers and associated revenue across all agency programs and activities  
**Metric:** Implementation of objective  
**Target Audience:** TPWD and partners  
**Timeframe:** Short-term, Ongoing  
1.1.1 Assign one unique customer ID so customers and participants can be tracked throughout various agency programs (current customer ID only applies to hunting and fishing licenses)  
1.1.2 Formalize a process for regularly sharing results generated by the License Utilization & Revenue Enhancement System (LURES) with TPWD program managers and partners

1.2 **Objective:** Develop and implement evaluation tools and specific metrics for all current R3 programs and activities  
**Metric:** Implementation of objective  
**Target Audience:** TPWD and partners  
**Timeframe:** Ongoing  
1.2.1 Standardize the type of data being collected and the methods used to collect data across all programs to ensure consistency and usability  
1.2.2 Continue utilizing the License Utilization & Revenue Enhancement System (LURES)  
1.2.3 Require the collection of participation and license data at TPWD sites and events  
1.2.4 Use program participation data and license sales data to determine conversion  
1.2.5 Build in participant tracking strategies at the start of all new programs  
1.2.6 Identify R3 programs, events and initiatives that have greatest impact to inform programmatic funding allocation decisions

1.3 **Objective:** Identify gaps in the ORAM and work with partners to fill them  
**Metric:** Program availability across ORAM  
**Target Audience:** Existing and new partners (conservation, retail, manufacturer, etc.)  
**Timeframe:** Short-term, Ongoing  
1.3.1 Map programs against the ORAM to ensure a logical flow from agency programs to partner programs and vice versa and to fill any gaps in moving participants across the ORAM  
1.3.2 Work with partners to identify gaps in the ORAM and develop specific actions to fill them  
1.3.3 Provide partners with the training and tools needed to evaluate their current and future R3 efforts using the ORAM
Cross-Program Goal 2: 
Communicate the value of outdoor recreation

2.1 Objective: Improve strategic communications to the media about Hunting, Fishing, Boating and Shooting Sports (H/F/B/SS) 
   Metric: Coverage (impressions, viewership, websites, social media engagement) 
   Target Audience: Media professionals in social media, mainstream media, outdoor media 
   Timeframe: Short-term, Ongoing 

2.1.1 Develop list of “new media” targets annually, create awareness programs for them and improve “mainstream media’s” knowledge base about the benefits of H/F/B/SS for Texans, wildlife, conservation efforts and land management 
2.1.2 Identify key decision and social influencers, editors and reporters from media and invite them to participate in one or more of the four pillar activities with TPWD staff or agency partner 
2.1.2.1 Promote participation by media and outdoor writers in the form of regional one-day workshops at TPWD properties and include classroom instruction in conjunction with activities on hunting, fishing, shooting, conservation and ethics – along with a future planned hunt or fishing trip with TPWD biologists 
2.1.2.2 Develop programs to combine video conferencing and online educational/lecture components with hands-on activities (e.g., shooting) and/or mentored hunts/fishing trips 
2.1.3 Improve societal acceptance of hunting and shooting by generating favorable publicity on how hunting and shooting serve citizens, wildlife, habitats and overall conservation 
2.1.4 Bolster public involvement in promoting safe target sports opportunities as Texas traditions and quality of life 
2.1.4.1 Draft a flyer, set of talking points, position statement and other materials to ensure consistency of messaging across the Texas target range and shooting sports community, communicating TPWD support 

2.2 Objective: Create and share communications messaging to prospective/existing/lapsed license buyers that can be used across the Hunting, Fishing, Boating and Shooting Sports segments, that tells the story of why outdoor recreation and conservation are important, valuable and fun for Texans 
   Metric: Surveys, focus groups 
   Target Audience: Potential, existing and lapsed license buyers, registered boaters and sports shooters 
   Timeframe: Short-term, Ongoing 

2.2.1 Compile data on customers to create profiles that include age, license type, frequency of purchase, geographic area, etc., in order to create tailored marketing strategies 
2.2.2 Utilize profiles of existing customers to identify similar types of people not largely engaged with the department (Hispanics, women, millennials, people with disabilities) 
2.2.3 Complete churn analysis to determine the profiles of customers who churned, and identify customers for targeted retention and reactivation efforts 
2.2.4 Review secondary research and brand messaging of TPWD, TPWF, current and potential partners, and other NGOs to confirm TPWD is on target or if messaging should be revised
2.2.5 Conduct research on existing customers to identify barriers to and interests in participation in existing and new programs, events and classes. Research should include determining how likely an individual is to use existing and new resources like mentorship programs or regional meet-ups at partner locations, state parks and WMAs

2.2.6 Create tailored messaging to high-value target markets that helps move customers along the ORAM model on a pathway to becoming lifelong participants

2.2.6.1 Create and promote “social networks” around H/F/B/SS that connect participants with others who are engaged in the same outdoor recreational activities

2.2.7 Work with TPWD divisions to produce a collective evaluation of existing H/F/B/SS programs, events, classes and resources to determine which should be promoted to prospects and customers; evaluation includes target audience, relevant and measurable outcomes, and identification of gaps that may be filled by partners

2.2.8 Write marketing communications plans that compile research, data, messaging strategies, program descriptions, target audiences, timelines, tactics for each pillar, all in one document

2.2.9 Define a process for review and implementation of the plan with TPWD divisions and partners

Cross-Program Goal 3:
Create and improve partnerships among agencies, organizations and industry

3.1 Objective: Coordinate with key agencies, NGOs, and outdoor industry partners

Metric: Number of relevant partners and level of partner engagement

Target Audience: Partners

Timeframe: Short-term, Ongoing

3.1.1 Identify key partners (establish criteria for how to select partners)

3.1.2 Meet with key partners to discuss TPWD’s implementation of the R3 plan and continue to evaluate how partners can help fill gaps were in the ORAM where needed

3.1.3 Enhance relationships with cooperative agencies to facilitate access to public lands and waters

3.2 Objective: Help partners develop and deliver R3 programs

Metric: Implementation

Target Audience: Partners

Timeframe: Short-term, Ongoing

3.2.1 Work with R3 partners to expand adult programs to complement current youth-focused programs

3.2.2 Develop programs that include formal training/best practices, recruiting techniques, tracking and evaluation, continuing education and incentives along with printed and online resources
Cross-Program Goal 4: Develop support for agency-wide R3 coordination

4.1 **Objective:** Identify needed resources for agency R3 efforts  
**Metric:** Staff and budget allocations  
**Target Audience:** TPWD leadership  
**Timeframe:** Short-term, Long-term, Ongoing  
4.1.1 Commit to allocation of sufficient agency resources (staff and funding) to ensure that initiatives to recruit, retain and reactivate H/F/B/SS can be successful  
4.1.2 Leverage partner relationships to help provide and fund R3 efforts

4.2 **Objective:** Manage internal and external coordination between TPWD staff and partners for R3 efforts, and assist with R3 program development and evaluation  
**Metric:** Implementation  
**Target Audience:** TPWD leadership  
**Timeframe:** Short-term, Ongoing  
4.2.1 Hire an R3 coordinator for hunting and shooting sports and an R3 coordinator for fishing and boating to manage the department-wide implementation of the R3 plan

4.3 **Objective:** Establish and maintain external funding opportunities for R3  
**Metric:** Funding available for R3  
**Target Audience:** Existing and potential partners, NGOs, government agencies  
**Timeframe:** Short-term, Long-term  
4.3.1 Utilize existing grant opportunities to increase R3 activities, programs and initiatives  
4.3.1.1 Develop a collaborative grant identification and application process, especially where partner organizations can leverage staffing, expertise and resources  
4.3.1.2 Incorporate R3 elements into scoring matrix for CO-OP grants, local park grants, boating access grants, trail grants, target range grants, etc.  
4.3.2 Integrate resources to leverage additional R3 funding  
4.3.2.1 Increase partnerships with other state and federal agencies and NGOs to help fund R3 initiatives  
4.3.2.2 Create and implement R3 funding through license sales/program income (e.g., Commercial Fishing License Buyback Program)  
4.3.2.3 Leverage partner monies and volunteer hours to provide match  
4.3.2.4 Develop partnerships with other recreation industries that cross over into fishing to help fund R3 initiatives (e.g., boating, kayaking, stand-up paddleboard (SUP) industries)

4.4 **Objective:** Develop action plan to implement the Texas R3 Strategic Plan  
**Metric:** Development and implementation of objective  
**Target Audience:** TPWD  
**Timeframe:** Short-term (3 months after Commission approval), Ongoing  
4.4.1 Prioritize recommended actions in the R3 plan, then identify budget and resources  
4.4.2 Establish implementation teams for each pillar to create project plan, timelines, designate resources, and set up tracking and evaluation methods  
4.4.3 Hold quarterly or bi-annual meetings with implementation teams to provide updates on development/implementation of programs or efforts and report results, share successes, identify issues or barriers to progress  
4.4.4 Manage action plan and quarterly/bi-annual meetings with implementation teams (R3 Coordinator)
GOALS

1. Increase fishing license sales by 2% annually

2. Recruit, retain and reactivate new and more diverse anglers
FISHING

Fishing continues to be one of the most popular recreational pursuits in the United States, ranking second only to running, jogging, and trail running. Fishing attracted 49.4 million individuals six years of age and older in the U.S. (Recreational Boating & Fishing Foundation and Outdoor Foundation, 2019). Among youth, ages 6-24, fishing (including freshwater, saltwater, and fly fishing) ranked among the top five most popular outdoor activities with over 14 million participants (Outdoor Foundation, 2019).

Many anglers participate in other outdoor activities. Fishing is considered an outdoor “gateway” activity for youth and ranked second only behind running, jogging, and trail running in 2018 (Outdoor Foundation, 2019). Gateway activities are those that help introduce youth to other outdoor activities, and fishing is a low-cost alternative relative to other outdoor endeavors.

Fishing is a popular pastime in Texas. In the last two USFWS surveys of angling participation in the U.S. (2006, 2011), Texas ranked second to Florida in having the most anglers but ranked first in both years for having the most freshwater anglers. In 2015, over 1.2 million Texas fishing licenses were purchased, and of those anglers who purchased a license, 88% participated in fishing (Kyle et al., 2016). Of those 88% of anglers who participated in fishing in 2015, 78% participated in freshwater fishing and 62% participated in saltwater fishing (Kyle et al., 2016). The top reasons participants fish include exercise, to be with family and friends, to be close to nature, and to enjoy nature/scenic beauty. Work/family commitments, other leisure activities, and quality of fishing facilities and access were listed as the top constraints to fishing participation.

Fishing is also an important economic engine to the state economy. According to Southwick Associates, in 2011, the total economic impact of fishing in Texas was $3.6 billion and supported more than 29,000 jobs (Southwick Associates, 2013). From 2010 to 2016, resident millennial (ages 18-34 and the nation’s largest living generation) license revenues for both hunting and fishing grew at an average annual rate of about 11.9% (A. Farias, personal communication). However, the rapidly increasing Texas population is far out-pacing growth in fishing license sales (Figure 2, page 12). TPWD needs to increase efforts to engage more Texans in fishing.
FIGURE 2
Texas combo and fishing license sales compared to Texas population, 1987-2020.

Note: In 2020, fishing license sales increased by 25% versus previous year. A large part of this increase can be attributed to the COVID-19 pandemic, which has given people more time and inclination to social distance and relieve stress by getting outside. With so many other activity options being limited, or unavailable, people have turned to hunting, fishing, boating, parks and other outdoor activities.
Fishing Goal 1:
Increase fishing license sales by 2% annually

1.1 **Objective:** Reach participation goal in the RBFF 60 in 60 campaign (62,513 licenses each year, over the next three years)
**Metric:** License sales
**Target Audience:** First time, lapsed and active license buyers
**Timeframe:** Short-term, Ongoing

1.1.1 Expand fishing access
   1.1.1.1 Improve existing fishing access sites (e.g., parking, restrooms, fish cleaning, lighting, safety, ADA access)
   1.1.1.2 Create more leased public river access areas to expand the number of river miles available for fishing opportunities
   1.1.1.3 Continue to apply for and provide third-party grant funding (e.g., USDA Voluntary Public Access and Habitat Incentive Program) for public access projects
   1.1.1.4 Use spatial technologies (GIS software, census data and other demographic databases) to focus access opportunities near target audiences (multi-cultural families, millennials, Hispanics, urban population centers)

1.1.2 Provide opportunities, resources and social support, both online and in person, for first-time license buyers and lapsed license buyers to connect with fishing community in fishing activities

1.2 **Objective:** Reduce churn rate by 2% per year
**Metric:** Program evaluation, retention of current license buyers
**Target Audience:** Current license buyers
**Timeframe:** Short-term, Long-term, Ongoing

1.2.1 Collaborate across TPWD divisions to develop and implement targeted marketing campaigns (e.g., direct mail, email, social media)
1.2.2 Host locavore events (and other event types) and expand existing partnership with Central Market Cooking School to provide exciting opportunities to anglers that prevent current license buyers from lapsing
1.2.3 Create and implement new programs and tools (e.g., RBFF lapsed angler tools) to prevent current license buyers from lapsing
1.2.4 Develop a mentor program that includes best practices, tracking and evaluation (e.g., TPWD Youth and Adult Mentored Hunting Programs)
   1.2.4.1 Develop an application process that helps recruit mentors based on their interests and TPWD needs
   1.2.4.2 Recruit initially from existing volunteer instructors and consider partner instructors
1.3 **Objective:** Simplify license-buying process and products  
**Metric:** Survey license buyers for satisfaction  
**Target Audience:** New, current and lapsed anglers  
**Timeframe:** Short-term, Long-term, Ongoing

1.3.1 Implement a more convenient license and tagging system  
1.3.1.1 Develop and implement strategic plan to move toward a modern and simplified license acquisition and tagging system.

1.3.2 Continue to develop and send license renewal emails, especially to first-time license buyers

1.3.3 Develop and implement an auto-renewal license option

1.3.4 Reduce and/or introduce more appealing/relevant license types per the 2016 fee analysis

1.4 **Objective:** Recruit new anglers  
**Metric:** Survey participation in the Neighborhood Fishin’ Program  
**Target Audience:** New and lapsed license buyers that live in one of the metropolitan statistical areas (DFW, Houston, Austin, San Antonio)  
**Timeframe:** Short-term, Ongoing

1.4.1 Evaluate existing programs (see Cross-Program Goal 1.2) including but not limited to Outdoor Skills, Angler Education, Angler Recognition, and Sharelunker, and measure success

1.4.2 Expand the Neighborhood Fishin’ Program  
1.4.2.1 Increase the number of sites as funding support allows  
1.4.2.2 Collaborate with partners to strategically develop a plan to expand the Neighborhood Fishin’ Program  
1.4.2.3 Continue to use tapestry segmentation to identify and target customer groups

1.5 **Objective:** Recruit, retain and reactivate anglers through management and promotion of close-to-home (within 30 minutes) fishing opportunities  
**Metric:** License sales, and customer awareness, use, and satisfaction of resources  
**Target Audience:** New, current and lapsed anglers in both inland and coastal urban areas  
**Timeframe:** Long-term, Ongoing

1.5.1 Identify and prioritize suitable local fishing opportunities

1.5.2 Develop promotional/educational materials that would make these fishing opportunities easily accessible to new or novice anglers

1.5.3 Collect contact information for participants allowing the department to continue engaging with current and future customers

1.5.4 Partner with RBFF in their Adopt a Lake and/or Adopt a Stream programs
Fishing Goal 2: Recruit, retain and reactivate new and more diverse anglers

2.1 Objective: Develop a campaign to reach new and more diverse customer groups (especially millennials, women, Hispanics and people with disabilities)
Metric: Customer participation, buying behavior
Target Audience: High growth potential groups
Timeframe: Short-term, Ongoing

2.1.1 Develop strategic plan for recruiting and retaining new and diverse customers
2.1.1.1 Create and test tailored messaging
2.1.1.2 Utilize and, when necessary, create more “social networks” around fishing
2.1.2 Create and evaluate a fishing mentor program
2.1.2.1 Engage partners to help with mentoring
2.1.3 Continue the Tackle Loaner Program with State Parks and external partners to recruit new customers, retain and reactivate current and past customers
2.1.3.1 Pilot a Tackle Loaner Program with school campuses to reach new and non-traditional customers
2.1.4 Offer specialty classes (target species or specialized equipment) to retain and reactivate anglers

2.2 Objective: Expand locavore program
Metric: License sales and program participants
Target Audience: Foodies, millennials
Timeframe: Short-term, Ongoing

2.2.1 Expand current cooking classes (e.g., Central Market) to include additional opportunities including a fishing outing for the chefs
2.2.2 Expand online content dealing with wild-caught fish (recipes, etc.)
2.2.3 Incorporate cooking into multiple fishing recruitment activities

“One of the major trends we’re seeing in this research – and it’s being backed up in other studies we’ve conducted – is that diversity, equity and inclusion will be increasingly important for the future of our industry.

—RBFF Director of Marketing, Rachel Piacenza
GOALS

1. Increase number of recreational boating participants in Texas
2. Increase the number of registered recreational boats in Texas
3. Establish customer relationship with the paddling community
BOATING

Each year, 4.5 million people participate in one or more boating activities in Texas (U.S. Coast Guard, 2012). As a state, Texas has over 1,700 recreational boating related businesses which support nearly 26,000 jobs and contribute to an annual economic impact of $7.7 billion (Marine Manufacturers Association, 2018). Texas also has close to 580,000 registered power and sail recreational boats (J. Aronow, personal communication), however, the rapidly increasing Texas population is far out-pacing growth in boat registrations (Figure 3, page 18). TPWD needs to increase efforts to engage more Texans in boating.

The boat registration numbers in Figure 3 do not include paddlers (canoes, kayaks, paddleboards, etc.). Currently, paddlecraft do not have to be registered in Texas, and there are estimated to be over 290,000 paddlecraft in the state. According to a 2019 Special Report on Paddlesports, **22.9 million or 7.6% of the U.S. population participates in paddling activities** each year (Outdoor Foundation, 2019). Texas’ portion of that might be as high as 623,000 new paddlers. With access to 1.7 million acres of reservoirs, 4 million acres of saltwater, and 190,000 miles of rivers and streams, it’s no wonder that boating is the **fastest growing outdoor recreational sport** in Texas. In addition, there is considerable crossover with anglers. This is best illustrated by the fact that kayak fishing has quickly become one of the fastest growing outdoor activities in Texas.

This large group of outdoor recreational users is an under-engaged resource for TPWD. They represent potential crossover constituents to other activities and long-term supporters of our conservation efforts. The department must develop a plan to communicate with this group and incorporate the paddling community into our R3 efforts.
FIGURE 3
Texas boat registration sales compared to Texas population, 1990-2020.

Note: In 2020, boating registrations increased by 5,014 over previous year. A large part of this increase can be attributed to the COVID-19 pandemic, which has given people more time and inclination to social distance and relieve stress by getting outside. With so many other activity options being limited, or unavailable, people have turned to hunting, fishing, boating, parks and other outdoor activities.
Boating Goal 1: Increase the number of recreational boating participants in Texas

1.1 **Objective:** Increase boating access  
**Metric:** Implementation of plan  
**Target Audience:** All boaters  
**Timeframe:** Short-term

1.1.1 Catalog current information resources to establish a baseline of boating access information  
1.1.1.1 Identify physical facilities – boat ramps, paddling trails, shoreline access, leased public access, and private access  
1.1.1.2 Identify programs – livery (rental, lease), R3 (TPWD and partners), skills training

1.1.2 Use spatial technologies (GIS software, census data and other demographic databases) to focus access opportunities near target groups

1.1.3 Expand the number of river miles available for boating through leased public river access areas and/or Texas paddling trails

1.1.4 Provide opportunities, resources and social support, both online and physical (for first-time boat owners and boaters with a lapsed registration), to connect with the boating community

1.1.5 Create an internal agency boating committee  
1.1.5.1 Stand up a cross-divisional group representing all boating-related programs that will collaborate and coordinate efforts to recruit, retain and reactivate boaters and educate them to recreate on the water safely  
1.1.5.2 Collaborate and coordinate all boating programs and activities

1.2 **Objective:** Communicate boating access information to boaters and potential boaters  
**Metric:** Should be established after action 1.2.1 below is completed  
**Target Audience:** Major metro boaters, GenX and GenY  
**Timeframe:** Short-term

1.2.1 Develop a communication plan of cataloged information resources  
1.2.1.1 List physical facilities – boat ramps, paddling trails, shoreline access, leased public access, and private access  
1.2.1.2 List programs – livery, R3 (TPWD and Partner), skills training

1.2.2 Update and maintain agency web pages (fishing and boating sections) with current public access information

1.2.3 Increase the number of recruitment activities for new boaters  
1.2.3.1 Incorporate R3 strategies into all boater recruiting activities

1.2.4 Increase the number of rental activities at federal, state and local community partner access points
Boating Goal 2: Increase the number of registered boats in Texas

2.1 Objective: Maintain 9% per year registration renewal lift among lapsed boat owners  
Metric: Boat registrations  
Target Audience: Boat owners with lapsed registration  
Timeframe: Short-term

2.1.1 Continue using the RBFF direct mail license renewal program to reach boat owners with lapsed registration  
2.1.2 Increase email reminders to boat owners with lapsed vessel registration, targeting those boaters whose vessel registration has expired within the past two years

2.2 Objective: Identify boat registration churn rate and develop a comprehensive plan to address the churn rate  
Metric: Identification of the boat registration churn rate  
Target Audience: Existing boat owners  
Timeframe: Short-term

2.2.1 Engage the IT department to construct a mechanism to identify boat registration churn rate and new boat purchases on a monthly basis  
2.2.2 Increase proportion of existing boat registrants for whom TPWD has email addresses  
2.2.3 Enhance/expand the current proactive email marketing campaign to maintain boat registrations  
2.2.4 Develop and implement a text messaging program to maintain existing boaters

The Boat Registration Reactivation Program is entirely funded by RBFF, requiring nothing more than state agency staff time to carry out. Throughout the life of the program, nearly $14 million in registration fees has been generated from 382,482 boats being re-registered. Response rate for the 2019 program was 10.25%, a 1.5% increase over 2018 and well above the direct mail benchmark of 3%.

—RBFF Press Release, November 2019
Boating Goal 3: Establish customer relationship with the paddling community

3.1 **Objective:** Establish a paddlecraft user group  
**Metric:** User group is established  
**Target Audience:** Paddling community members, Texas Paddling Trail partners  
**Timeframe:** Short-term

3.1.1 Develop user group  
3.1.1.1 Develop a list of potential members (individuals and organizations)  
3.1.1.2 Select and recruit members  
3.1.2 Conduct first meeting and develop a plan to keep them engaged

3.2 **Objective:** Develop a plan to support paddlecraft users in Texas  
**Metric:** Subcommittee meeting and best practices identified  
**Target Audience:** Paddlers  
**Timeframe:** Short-term

3.2.1 Create an internal agency paddling subcommittee as part of the boating committee identified in action item 1.1.5  
3.2.2 Identify the community of paddlers using Cross-Program Goal 2  
3.2.3 Research the recreational and educational desires of these target audiences  
3.2.4 Identify the best practices to reduce paddling-related fatalities, conserve resources and reduce user conflict  
3.2.4.1 Communicate findings with partners and paddlecraft users  
3.2.4.2 Implement best practices internally

Texas boasts **78 official Paddling Trails** across the state, providing improved fishing and paddling access to rivers, creeks, lakes, ponds, bayous and bays.
GOALS

1. Increase hunting license sales at least 1% annually
2. Engage new and more diverse hunters
HUNTING

Texas had enjoyed an average annual growth of approximately 1.5% in hunting license sales for the 10 years prior to 2017 when Hurricane Harvey hit the Texas Gulf Coast in mid-August. The devastating effects of the storm negatively affected license sales for the season, and the 2018-2019 numbers show another slight dip (M. Hobson, personal communication). Despite the last two years of decline, Texas continues to hold steady over the long-term with over 1.2 million hunters. However, when compared with the rapid population growth in Texas, the gap between the number of Texans and the number of Texan hunters grows larger each year (Figure 4, page 24).

Churn is a nationally accepted term describing when a license buyer purchases a license one year but does not purchase the following year. Inconsistencies in license purchasing behavior (i.e., churn) make it difficult for game-and-fish agencies, which depend heavily on license sales revenue, to fund their conservation efforts and or budget for future operations. Texas hunting license buyers, much like those in other states, are sporadic in their license buying behavior and churn at a rate of about 30% annually. To lower this number, TPWD will need to develop retention strategies that make it easier for hunters to consistently buy a license. Examples of these types of strategies would be implementing an automatic license renewal system or, at a minimum, sending timely renewal reminder emails.

Although research is extremely limited on the subject, national R3 experts have begun shifting focus from mentored hunting and fishing programs for youth, where it has historically been placed in most states, to adults for a variety of reasons (Responsive Management/National Shooting Sports Foundation, 2017). Shifting focus to adult mentoring capitalizes on the adult’s ability to influence the rest of their family (including their children) and provide the resources needed to continue hunting (transportation, money, etc.). Adult hunt mentoring programs also attract the increasing number of adults with a keen interest in acquiring their own food from a local source. In addition, these adult opportunities lend themselves to a diverse audience of non-traditional hunters where the common criticism of youth hunting programs has always been that they target (intentionally or not) a demographic of kids that would have likely hunted anyway.

Texas, like most states, has historically focused on youth hunting as a key recruitment and retention activity. While TPWD and many partners continue to embrace this idea, the department piloted a Mentored Hunting Program in 2008 to offer hands-on educational opportunities for adults with no hunting background but an appetite to learn more about all aspects of the activity. This program has slowly expanded over the last decade, averaging about seven hunts per season before increasing to 20 hunts in the 2019-2020 season. For the past two years, over 70% of mentored hunt participants have bought a hunting license for the following season. While pleased with these numbers, TPWD understands this is a snapshot in time and it must continue to make sure resources are used wisely by ensuring only new hunters are registered for these hunts. With the increased focus on these adult mentored opportunities nationally, many state partners have begun offering their own adult mentored hunts which is extremely encouraging. Coordination of efforts to include consistent mentor training and program messaging statewide should expand the availability of these important programs and produce meaningful results.
Ninety-five percent of land in Texas is privately owned. While this can create opportunities for wildlife habitat conservation, it creates challenges for affordable public hunting access. TPWD offers public hunting opportunities on a variety of state, federal, and leased private property through the Public Hunting Draw System and Annual Public Hunting Permit program. These programs provide quality hunting opportunities at a relatively low price; however, the growing population continues to increase the demand for these areas.

There are a variety of hunter recruitment programs currently offered by TPWD and its partners across the state. The challenges before us include working together to continue providing high-quality R3 hunting opportunities, evaluating these efforts to accurately assess effectiveness, and providing enough access to retain newly recruited hunters in the hunting community.

**FIGURE 4**

Texas combo and hunting license sales compared to Texas population, 1987-2020.

Note: In 2020, hunting license sales increased by 8% versus previous year. A large part of this increase can be attributed to the COVID-19 pandemic, which has given people more time and inclination to social distance and relieve stress by getting outside. With so many other activity options being limited, or unavailable, people have turned to hunting, fishing, boating, parks and other outdoor activities.
**Hunting Goal 1:**

**Increase hunting license sales at least 1% annually**

1.1 **Objective:** Decrease hunting license churn rates by 1% annually  
**Metric:** Retention of current combination and hunting license buyers  
**Target Audience:** License buyers with a focus on first-time buyers and other high-value segments  
**Timeframe:** Short-term, Ongoing

1.1.1 Incorporate features like auto-renewal and renewal reminder emails 
1.1.2 Communicate with first-time license buyers about access and social support opportunities (e.g., public hunting program, Texas Big Game Awards) 
1.1.3 Communicate with lapsed hunters about new opportunities

1.2 **Objective:** Maintain and increase access to public hunting land  
**Metric:** Number of acres in the program  
**Target Audience:** TPWD and partners  
**Timeframe:** Short-term, Ongoing

1.2.1 Identify public lands not currently being hunted and work with agencies to expand access 
1.2.2 Incentivize public use on private lands (financial, exotic control, etc.)  
1.2.3 Reduce liability concerns for private landowners providing public access for hunting when possible 
1.2.4 Continue to apply for and provide third-party grant funding (e.g., USDA Voluntary Public Access and Habitat Incentive Program) for public access projects  
1.2.5 Use spatial technologies (GIS software, census data and other demographic databases) to focus access opportunities near major population centers

TPWD currently provides over 1 million acres of publicly accessible hunting land across the state. Hunt areas include property owned by TPWD, acreage leased by the department from other state and federal agencies, forest products industries, and other cooperating private landowners.
Hunting Goal 2:
Engage new and more diverse hunters

2.1 **Objective:** Recruit new hunters  
**Metric:** License sales data  
**Target Audience:** TPWD and partners  
**Timeframe:** Ongoing

2.1.1 Evaluate existing programs to include using tapestry data to determine diversity of participants (see Cross-Program Goal 1)

2.1.2 Continue implementing hunter recruitment programs that are successfully introducing people to hunting experiences

2.1.2.1 Continue to monitor post-event license buying behaviors of Becoming an Outdoors-Woman (BOW) participants

2.1.2.2 Develop ways to communicate with participants of the Community Archery Program after the event to share information regarding mentored opportunities

2.1.2.3 Monitor post-event license buying behavior of those who participate in game warden outreach events

2.1.2.4 Monitor post-event license buying behavior of those who participate in Hunting 101 classes

2.1.2.5 Increase efforts to connect National Archery in the Schools Program (NASP) participants with Hunter Education and recruitment programs, since archery is a gateway activity to other hunting opportunities

2.1.2.6 Develop ways to communicate with participants after locavore events to share information regarding mentored opportunities

2.1.2.7 Monitor post-event license-buying behavior after mentored hunting workshops

2.1.2.8 Ensure that partners (Texas Youth Hunting Program, TWA/Stewards of the Wild Adult Mentored Hunts, Texas Brigades, JAKES Days, Wheelin’ Sportsmen, etc.) collect customer numbers during recruitment activities so that post-event license buying behavior can be monitored

“Generations of parents have passed on to their children a passion and respect for nature, an understanding of where food and water really come from, and the lessons of patience and perseverance. Few activities teach as much about the daily rhythms of nature as effectively as hunting and fishing.

—TPWD Land and Water Resources Conservation and Recreation Plan
2.2  **Objective:** Expand adult mentored hunting opportunities  
**Metric:** License sales of those who participate in mentored hunts  
**Target Audience:** Adults with an interest in hunting but no hunting experience  
**Timeframe:** Short-term, Ongoing

2.2.1 Host mentored hunting workshops on additional state parks and WMAs annually  
2.2.2 Work with conservation partners to coordinate efforts in expanding adult mentored hunting opportunities and evaluating results  
2.2.3 Support partners in training mentors, conducting hunts, and encouraging established hunters to mentor new hunters on their own

2.3  **Objective:** Simplify license-buying process and products  
**Metric:** Survey license buyers for satisfaction  
**Target Audience:** New, current and lapsed hunters  
**Timeframe:** Short-term, Long-term, Ongoing

2.3.1 Implement a more convenient license and tag system  
2.3.1.1 Develop and implement strategic plan to move toward a modern and simplified license and tagging system  
2.3.2 Continue to develop and send license renewal emails with an increased focus on first-time license buyers  
2.3.3 Develop and implement an auto-renewal license option  
2.3.4 Reduce and/or introduce more appealing/relevant license types per the 2016 fee analysis

2.4  **Objective:** Expand locavore program  
**Metric:** License sales and program participants  
**Target Audience:** Foodies, millennials  
**Timeframe:** Short-term, Ongoing

2.4.1 Communicate with and track participants in their interaction with TPWD after attending a wild game cooking event  
2.4.2 Expand current wild game cooking classes (e.g., Central Market) to include additional opportunities, including outings for the chefs/instructors  
2.4.3 Expand online content dealing with wild game cooking  
2.4.4 Incorporate wild game cooking into multiple hunting recruitment activities
GOALS

1. Increase access to safe places to target shoot in Texas
2. Increase shooting sports participation
SHOOTING SPORTS

Shooting sports consist of informal plinking, organized programs, competitive events, and the sighting-in of rifles, shotguns, handguns, air guns, muzzleloaders and bows at indoor and outdoor ranges throughout Texas. In 2018, **20.1 million** people participated nationally in target shooting using rifles, shotguns, handguns and air guns (Figure 5, page 30)(National Sporting Goods Association, 2018; NSSF Report, 2019), and **over 8 million more using archery equipment** (Responsive Management/ NSSF Report, 2019). In Texas, **3.6 million people participate annually in target shooting** with rifles, shotguns, handguns and air guns, and **over 600,000 participate in target-style archery** (National Sporting Goods Association). Additionally, over **1.3 million Texas “license to/concealed carry” permit holders** seek safe places to target shoot for self-defense purposes. People participate in target shooting for a variety of reasons, including preparation and practice for hunting, self-defense, formal competition, trying a new activity with friends and family, or as part of scouts, camps, school programs and business outings. Target shooting also allows many participants to build new confidence, enhance motor skills or simply do something that is fun. Federal excise taxes generated by target shooters are as significant as those generated by hunters – used directly by state fish and wildlife agencies to benefit the public (e.g., hunter safety, wildlife, and habitat conservation efforts).

Organized state and national shooting sports events and competitions include historic rifle and military-style events and “Cowboy Action Shoots” sanctioned by the Texas State Rifle Association (TSRA) and the National Rifle Association (NRA). The widest array of events and competitions is held with shotguns and include trap, skeet and sporting clays hosted by various international, national and state organizations, some headquartered in Texas such as the National Skeet Shooting Association and National Sporting Clays Association. Among the fastest growing and more popular activities, programs and competitions are with archery equipment, modern sporting rifles and handguns.

TPWD and its partners host and engage in many programs that motivate Texans to safely handle firearms and to try target shooting for the first time (recruitment), enhance skills (retention) or be reintroduced to such activities (reactivation). The National Shooting Sports Foundation (NSSF) specifically keeps track of data (firearm safety, participation), provides a directory of target ranges (wheretoshoot.org), provides safety equipment (Project ChildSafe® gun locks) and recruitment programs (e.g., First Shots®) used by TPWD. For example, the NSSF’s research team generated data showing that target shooting has experienced recent growth in participation, especially in archery and handgun shooting and among females and new shooters (less than five years of experience), non-hunters and urban/suburbanites.
FIGURE 5
Shooting Sports Goal 1: Increase access to safe places to target shoot in Texas

1.1 **Objective:** Inventory existing public ranges in Texas  
**Metric:** Completed 2020 Range Assessment  
**Target Audience:** Texas Game Wardens, Hunter Education staff/instructors and range partners/organizations  
**Timeframe:** 2020

1.1.1 Identify current Texas target ranges – public and private

1.1.1.1 Formulate an electronic inventory survey for use by TPWD staff, Hunter Education program instructors, and game wardens

1.1.1.2 Review existing data/range information generated by the National Shooting Sports Foundation including where existing ranges are located (wheretoshoot.org) and the quality of range services provided (NSSF 5-star rating system)

1.1.1.3 Gather a comprehensive set of range data including number and type of shooters served by each range

1.1.2 Work with NSSF and National Rifle Association on research, target range grant opportunities, range technical guidance assistance, and the listing and promotion of where ranges are located

1.1.2.1 Send TPWD hunter education and/or target range staff to NRA Range Technical Guidance Training Workshops to gain the necessary qualification to inspect potential and existing range facilities for the purpose of increased safety and access

1.1.2.2 Review range criteria for NRA and NSSF range development grants and encourage application by those ranges in Texas that can use such funding as match or as range development/enhancement dollars

1.2 **Objective:** Increase the number of TPWD grant-assisted target ranges in Texas by 5% per year  
**Metric:** Number of new and existing ranges that receive financial assistance from TPWD  
**Target Audience:** New and potential range operators/owners  
**Timeframe:** Annually

1.2.1 Prioritize range grant criteria to serve counties and entities serving higher populations of urban and suburban residents

1.2.1.1 Market to and recruit cities and other large municipalities to apply for federal grant assistance to build or enhance public target ranges – primarily indoor facilities in urban locations and indoor/outdoor ranges in suburban locations

1.2.1.2 Provide and process at least $1 million in TPWD/Wildlife Restoration federal “third-party” grants annually, with an emphasis on ranges in urban/suburban locations (greater than 500,000 within 25 miles)
1.2.2 Integrate target ranges and activities onto lands owned and operated by TPWD and its agency partners such as TPWD wildlife management areas, TPWD state parks, U.S. Army Corps of Engineers and Department of Defense lands, and U.S. and state forest services, General Land Office, and river authority lands

1.2.2.1 Explore opportunities for new types of TPWD ranges – either self/volunteer stations or concession-managed – such as hunter sight-in stations, archery, air guns, indoor classroom-style ranges and simulators

1.2.2.2 Build one new park archery range/center annually using TPWD funds and funds from partners as coordinated with the Archery Trade Association and related partners (e.g., Easton Technical Products, USA Archery, National Archery in Schools Program)

1.2.2.3 Begin development of a state-of-the-art range, classroom and visitor center at TPWD Headquarters (feasibility and cost study completed in 2018) to demonstrate the importance of target shooting, hunting and hunter education to conservation efforts

1.2.2.4 Consider establishing a target shooting permit to gain access to agency shooting ranges

1.2.3 Encourage development of ranges on private lands by providing technical guidance to landowners to consider ranges to increase recreational opportunities on their lands

1.2.3.1 Create a brochure or information kit for landowners to consider range construction as a viable opportunity on their landscapes for both personal and commercial purposes

1.2.3.2 Work with the Texas Wildlife Association, cattlemen/women and other landowner associations to promote ranges as a potential funding source for private landowners, focusing on smaller, more rural lands

1.2.3.3 Work with the Texas AgriLife Extension Service to provide range information as a landowner service that benefits conservation and youth through the 4-H Shooting Sports chapters in the counties

**Shooting Sports Goal 2:**
**Increase shooting sports participation**

2.1 **Objective:** Increase opportunities for Texans to shoot

**Metric:** Number of events (output); Number of participants (outcome)

**Target Audiences:** Hunter Education and Outdoors-Woman program graduates, existing target shooting clubs and ranges, camps, boy scouts, 4-H

**Timeframe:** Annually

2.1.1 Develop youth shooting sports programs that are measurable and impact more constituents

2.1.1.1 Use National Archery in Schools Program model to develop Student Air Rifle (SAR®) school program in Texas
2.1.2 Promote shooting sports programs and opportunities

2.1.2.1 Promote target shooting sports as school-related (elementary, middle, high schools and university sports) curricula or after-school activities including WHIZ Bang, Ag Clays, Scholastic Clays and target sports (rifle and handgun), outdoor education, physical education, BB/air guns and competitions

2.1.2.2 Facilitate additional NASP competitions between schools beyond the statewide tournament

2.1.2.3 Develop and/or acquire TPWD target shooting simulation/kiosk/actual shooting game that is mobile, user-friendly and easily used at events, retail stores, shops, etc., that actively promotes safe target shooting, hunting and hunter education opportunities

2.1.2.4 Focus on recruiting women and other adults through presentations at civic centers, business groups, media and others by inviting them to an introductory session at the range

2.2 Objective: Form a group or organization to promote the development of urban ranges and provide training opportunities and events for the public to safely enjoy shooting sports/opportunities

Metric: Team formation in 2021

Target Audience: Target shooters and shooting sports organizations, parks and recreation centers, range owners/operators, sporting arms and ammunition companies, 4-H Shooting Sports, clubs and competitions

Timeframe: 2021 and ongoing

2.2.1 Form a “Texas Shooting Sports Partners” (TSSP) program, organization or advisory committee

2.2.1.1 Recruit advisors who are knowledgeable about every aspect of target shooting

2.2.1.2 Seek advisors who represent and/or work with underserved audiences
Kyle, G., M. A. Schuett, J. Park, and A. Landon. 2016. *Demographics, participation, attitudes, and management preferences of Texas anglers*. Texas A&M University, Department of Recreation, Park, and Tourism Sciences, College Station.


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DEFINITIONS AND ACRONYMS

R3 Definition
While there is no formal definition of recruitment, retention and reactivation, each can be described, in relation to their role in the ORAM, as follows:

Recruitment
The focus of recruitment efforts is engaging new participants in an outdoor activity, and spans the awareness, interest and trial stages. Recruitment efforts include those designed to enhance exposures and reduce barriers to initial participation and trial.

Retention
Retention efforts focus on those individuals who have experienced a trial, made the decision to continue pursuing the activity, and/or may have been participating in the activity for some time. Thus, they have been “recruited.” These individuals have likely begun or completed forming a self-identity that embraces the activity and may or may not face multiple challenges to continued participation.

Reactivation
Reactivation describes the process in which an individual lapses in their participation for a period of time due to a variety of reasons. Reactivation efforts focus on providing a targeted suite of support and resources designed to help reactivate and retain an individual in an outdoor activity.

Program
The coordinating entity of funding, infrastructure, staffing and implementation steps.
Note: events and classes are implementations of programs.

Event
Fishing opportunity lasting one day or less. This may be one of two types: 1) an event that is largely a threshold experience with little or no skills training or education (e.g., fishing derby), or 2) an event that includes minimal education or skills training component.

Class
Skills or knowledge training that may or may not include a fishing or hunting opportunity.

Marketing Effort
One singular action; may or may not be part of a marketing campaign.

Campaign
Combined communications efforts that may include some or all: marketing (advertising, email, direct mail, web), social media, education/outreach, media (newspaper, magazine, TV, radio, online).
R3 PROGRAM MAPS

The following charts map the existing R3-related programs against the Outdoor Recreation Adoption Model, identifying which stage(s) of the model each program addresses.

The Outdoor Recreation Adoption Model also identifies a social support network of family, friends, community and peers. This social support network influences the adoption of outdoor recreational behaviors and is critical in an individual’s progression during the recruitment, retention and reactivation process.

OUTDOOR RECREATION ADOPTION MODEL
<table>
<thead>
<tr>
<th>RECRUITMENT</th>
<th>RETENTION</th>
<th>REACTIVATION</th>
<th>MEASURABLE OUTCOMES?</th>
<th>CURRENTLY MEASURE?</th>
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<td>Paddling Trails (COMM/IF/CF). Web page, email, social media, print ad, and video, road signs, kiosks, signage, opening events at new trails.</td>
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<td>Texas Hunter Education Ag Extension Initiative (COMM O&amp;E)</td>
<td>Hunter Education Outreach Activities (COMM O&amp;E)</td>
<td>Texas Brigades (WL)</td>
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## Shooting Sports Programs

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