

Mexican Wolf Reintroduction Program Three-Year Review Workshop

*7-10 August, 2001
Show Low, Arizona*

FINAL REPORT

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Table of Contents

| | <u>Page</u> |
|--|-------------|
| <i>Section 1.</i> EXECUTIVE SUMMARY | 9 |
| <i>Section 2.</i> PARTICIPANT INTRODUCTIONS | 21 |
| <i>Section 3.</i> ISSUE GENERATION | 29 |
| <i>Section 4.</i> MANAGEMENT/WOLF ECOSYSTEM WORKING GROUP REPORT | 45 |
| <i>Section 5.</i> DATA GATHERING WORKING GROUP REPORT | 61 |
| <i>Section 6.</i> COMMUNICATION AND TRUST WORKING GROUP REPORT | 69 |
| <i>Section 7.</i> HUMAN DIMENSIONS WORKING GROUP REPORT | 77 |
| <i>Section 8.</i> ECONOMIC ISSUES WORKING GROUP REPORT | 87 |
| <i>Section 9.</i> LIVESTOCK/ANIMAL CONFLICT WORKING GROUP REPORT | 95 |
| <i>APPENDIX I.</i> PLENARY DISCUSSION | 105 |
| <i>APPENDIX II.</i> LISTS OF PARTICIPANTS and INVITEES | 113 |

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Section 1

EXECUTIVE SUMMARY

Mexican Wolf Reintroduction Program

Three-Year Review Workshop

EXECUTIVE SUMMARY

Introduction

The Mexican gray wolf (*Canis lupus baileyi*) is the southernmost occurring, rarest, and most genetically distinct subspecies of gray wolf in North America. It once occurred in the mountainous regions of the Southwest from central Mexico throughout portions of southern Arizona, New Mexico, and Texas. Aggressive predator control programs nearly eliminated the Mexican wolf or “lobo” as it is referred to in Spanish. In 1980 a captive-breeding program began that saved the Mexican wolf from extinction. Management of the captive population became part of the American Zoo and Aquarium Association Species Survival Plan program in 1994. The captive population currently numbers about 200 animals, which are managed by over 40 zoos and wildlife sanctuaries throughout the United States and Mexico.

Recovery efforts for the Mexican wolf began when it was listed as endangered in 1976. The current Mexican Wolf Recovery Plan, approved in 1982 by the U.S. Fish and Wildlife Service and the Direccion General de la Fauna Silvestre in Mexico, calls for maintenance of a captive population and re-establishment of a wild population of at least 100 wolves over 5,000 square miles of historic range. In March 1997, the Secretary of the U.S. Department of the Interior approved a plan to restore Mexican wolves to a portion of its historic range in Arizona and New Mexico. The final environmental impact statement was completed in December 1996 after 14 public meetings, three formal public hearings, and analysis of over 18,000 comments from other agencies, organizations, and citizens.

In March 1998 the U.S. Fish and Wildlife Service (Service) and its cooperators at that time, Arizona Game and Fish Department, and USDA Wildlife Services, released three family groups consisting of 11 Mexican wolves into the “primary recovery zone” on public lands in Arizona. Wolves have been released each year following this and current plans are to continue releases through 2002 or until natural reproduction sustains the population. Currently, reintroduced wolves are allowed to disperse into the “secondary recovery zone” in Arizona and New Mexico or be translocated there from the primary recovery zone if captured for management purposes. The two zones together constitute what is currently called the “Blue Range Wolf Recovery Area” (Figure 1, page 10).

Released wolves and their progeny have been designated as a “nonessential and experimental” population under a special provision of the Endangered Species Act. This designation allows for more flexible management of wolves. Under this designation the Service writes a special regulation, or management rule, which specifies management guidelines for the wolf population. For example, the current management rule allows for the taking of wolves under certain circumstances when they are in the act of killing livestock. Also, wolves are currently not allowed to establish territories outside recovery area boundaries, unless private landowners or tribal governments approve it. If this permission is not granted or if wolves disperse onto public land outside the recovery area, under the current rule such wolves must be recaptured and relocated back to the recovery area or returned to captivity.

Three-Year Review – Background

The current final rule for the Mexican gray wolf reintroduction instructs the U.S. Fish and Wildlife Service (Service) to review the Mexican Wolf Program after 3 years to determine whether the program should continue, continue with modification or be terminated. The Mexican wolf Interagency Wolf Management Plan (IWMP) provided details of how this review was to be conducted. Specifically, the Mexican Wolf Interagency Field Team (IFT) was to consider the following 9 items in reaching the finding of the 3 year review:

1. whether the wolves have successfully established home ranges within the designated wolf recovery area,
2. whether the reintroduced wolves reproduce successfully in the wild,
3. whether the numbers and vulnerability of prey are adequate to support wolves,
4. whether the livestock depredation control program is effective,
5. whether documented cases of threats to human safety have occurred,
6. whether wolf mortality is substantially higher than projected in the EIS,
7. whether the population growth curve is substantially lower than projected in the EIS,
8. whether effective cooperation with other agencies and the public is occurring, and
9. whether combined agency funds and staff are adequate to carry out needed management, monitoring, and research.

According to the IWMP, the IFT was to present their finding to the Mexican Wolf Interagency Management Advisory Group (IMAG). (The IMAG consists of representatives from the various Federal and State agencies involved in, or effected by, wolf recovery; and tribal and county government representation). However, as the three-year anniversary of the reintroduction drew near, the Service chose to alter this approach.

Three-Year Review – A Revised Approach

Based in part on feedback from local communities, the Service decided to conduct the three-year review more independently and more consistent with Adaptive Management principles than outlined in the IWMP. Specifically, the Service wanted an organization independent of the Mexican Wolf Program to review the Program's data, and wanted to insure that stakeholders were part of the three-year review. The mechanism by which the Service chose to do this was a facilitated workshop where stakeholders, including scientists and agency representatives, were equal participants. The Service chose the Conservation Breeding Specialist Group (CBSG) to do this as they have unique expertise and an international reputation in such matters.

The workshop process that CBSG uses includes a data analysis and assessment component that normally takes place during the three and a half day process. However, due to the amount of data analysis required, and the Service's desire to have an independent review, the Service requested that CBSG select scientists to review, analyze and assess the Mexican Wolf Program data prior to conducting the Three-Year Review Workshop. These scientists were tasked with addressing the first 7 points of the 9 points listed above, and to draw their conclusion as to the finding of the three-year review. The scientists were to bring their analysis and finding to the Workshop for discussion among all stakeholders. This process would insure an independent review of Mexican Wolf Program biological data, and allow for stakeholders to participate in the discussion surrounding the final 2 points of the 9 listed above and to have input into the conclusion of the three-year review, that is: continue, continue with modification or terminate the Mexican Wolf Program.

A key step in the Workshop process is the selection of the stakeholder participants. On February 16, 2001, the Service convened a meeting of the Mexican Wolf IMAG. In addition to IMAG members, the Service invited representatives from key stakeholder groups, and a representative from CBSG to the meeting. The purpose of this meeting was: (1) for the Service to re-iterate its revised plan for the three-year review, (2) for CBSG to explain their workshop process, and most importantly, (3) to have the participants of the meeting, via facilitation by CBSG, generate a list of stakeholders that would participate in the Three-Year Review Workshop scheduled for late April 2001. Unfortunately, only items 1 and 2 were accomplished at this meeting. Participants either objected to a stakeholder-based process or thought that the scientists needed to determine if the program would continue before the Service sought stakeholder involvement. A brainstorming exercise was conducted to identify individuals, institutions and organizations representing the variety of viewpoints to be considered when constructing the workshop invitation list but a list of invitees to the workshop was not generated.

As a result of the February 16, 2001 IMAG meeting, the Service, again in response to stakeholder concerns, altered its approach to the three-year review. The scientists selected by CBSG would analyze the Mexican Wolf data in the context of the first 7 issues above, they would draw a conclusion as to whether the Mexican Wolf Program should continue, continue with modification or be terminated, and, if appropriate, they would make recommendations regarding changes to the Program. The scientists were to present their findings to the IMAG on April 25, 2001 for discussion. After this occurred, given the finding by the scientists that the program should continue with modification, the stakeholder workshop was scheduled for the week of August 6, 2001. The purpose of the workshop was to seek stakeholder feedback on what modifications should be made to the program. On March 26, 2001, the Service convened the IMAG to present this change in approach. No objections were voiced.

Invitees to Workshop

After the scientists presented their findings at the April 25, 2001 IMAG meeting, CBSG facilitated the IMAG and IFT through a process that generated a list of more than 140 potential invitees to the workshop. CBSG instructed the Service to select participants that would be able to address issues relevant to the purpose of the workshop. CBSG cautioned the Service that participants should not be selected with the sole purpose of ensuring an equal number of individuals from different stakeholder categories (e.g., pro-wolf v. anti-wolf). To help ensure the Service adhered to this paradigm, the Service crafted some general criteria to assist them in generating a subset of the more than 140 potential invitees generated at the April 25, 2001 meeting. The criteria used were that invitees should be able to contribute to the workshop discussions the position of the group they represented, or their own perspective, relevant to the Mexican Wolf Program, in one of the following areas: (1) Wolf related issues in general, (2) Mexican wolf related issues, (3) local cultural, economic, and social issues, or (4) conservation issues. In addition, it was desirable if the invitee could represent more than one interest or group. Finally, if an invitee represented a unique but relevant group or position they were invited. In addition to those selected using the above points of guidance, all agencies that are part of the IMAG, and one of their on-the-ground biologists, if applicable, were invited to the workshop. The resulting subset of invitees was distributed to all IMAG representatives to solicit additions to the list. There were no objections to the list of invitees the Service generated and all suggested additions by IMAG members were made to the list. However, not all additions were able to attend the workshop (See Appendix II).

Stakeholder Workshop

This report represents the work of 53 individuals over three and one half days. The workshop began by all participants introducing themselves and answering a series of three questions (See Section 3). Next, a series of presentations were made to all participants. Dr. Ulysses S. Seal presented an overview of CBSG and the workshop process; and presented ground rules for behavior during the workshop. Mr. Brian T.

Kelly presented an overview of the Mexican Wolf Recovery Program, the three-year review process leading up to the workshop and the Service's purpose in conducting the workshop. Ms. Michelle Brown provided a brief overview of the Community Open Houses the Service conducted prior to the workshop and noted that CBSG had provided, at the opening of the workshop, a second briefing book to all participants that included a summary of the comments and actual copies of all comment sheets received during the Open Houses. Finally, Dr. Paul Paquet, the lead scientist selected by CBSG to conduct the three-year review of the Mexican Wolf Program, presented, with assistance from a member of his scientific team, Mr. Michael K. Phillips, his team's biological findings and recommendations.

After these presentations, the meeting participants were split into 6 working groups. The facilitators asked Brian Kelly, who in turn asked Richard Remington of AGFD, one of the Service's cooperators in Mexican wolf recovery, to work together to assign participants to groups. Such assignment was intended to ensure representation by as many viewpoints as possible and rich discussion in each group. Using an alphabetized list of attendees, each name was sequentially numbered 1 through 6 and repeated until all names were assigned a number. All names with a 1 went to group 1, 2 to group 2 and so on. Groups were then examined for obvious over or under-representation by any specific group or interest and changes were made to balance interests within groups. For example, the initial numbering resulted in 3 of 4 tribal representatives in one group so re-assignments were made in this case. CBSG then assigned a topic to each working group based on the group's top priority issues and expertise.

Summary of Workshop Results

The six working groups that were formed addressed the following themes that resulted from the issue generation portion of the workshop (see Section 3): Wolf Management, Data Gathering, Communication and Trust, Human Dimensions, Economic Issues and Livestock/Animal Conflict. Each of these groups was tasked with addressing the issues generated during the issue generation portion of the workshop that were relevant to the theme of their workgroup. Specifically, each group was tasked to develop relevant problem statements, to develop goals under those problem statements, and finally to develop action items by which the goals would be achieved and the problem they identified resolved. The following by-workgroup summary presents the problem statements and priority goals identified by each group. In the interest of conciseness, specific actions are not listed. Please refer to each workgroup report for more detail.

Wolf Management Working Group

The Wolf Management Working group crafted 6 problem statements, with up to 5 goals per problem and up to 19 specific actions per goal. The group identified, in priority order, the following 6 problem statements: (1) Areas for release and establishment of wolves have not always been selected on the basis of biological suitability, cost efficiency, logistical feasibility, wolf management feasibility, and minimized potential for impacts on existing land uses, (2) current post-release wolf management guidelines do not adequately address all relevant issues, (3) effective wolf management is hampered by a lack of information and by questions and concerns about the accuracy of the information on which it is based, (4) no mechanism has been clearly defined by which to monitor, evaluate and modify the Mexican wolf reintroduction program, (5) program staff may lack adequate training to meet the needs of implementing Mexican wolf recovery, and (6) current pre-release management guidelines do not adequately address all relevant issues.

Among these problem statements the following 3 goals were ranked as priorities: (1) Reassess and refine the boundaries for wolf recovery in Arizona and New Mexico, (2) select better wolf release/management areas within the recovery zones in Arizona and New Mexico, and (3) review and refine all current

management practices and procedures regarding post-release activities. Goal 2 and 3 tied in importance. All of the top 3 goals were included in the top 2 problems.

Data Gathering Working Group

The Data Gathering Working group crafted 7 problem statements, listed one goal under each problem, and up to 3 actions under each goal. The 7 problem statements were not prioritized and are listed here in the same order they were listed in the group's report: (1) The Mexican Wolf Recovery Plan lacks current information and needs to be revised, (2) a Population Viability Analysis (PVA) has not been conducted for the wild Mexican Wolf population, (3) the effects of wolf populations on other wild predator and prey species and ecological process are not understood in the southwestern US, (4) causes of wolf-human and wolf-livestock conflicts are not sufficiently understood, (5) management actions such as capture and supplemental feeding may negatively effect wolves, (6) current boundaries hinder wolf recovery but may result in more human or wildlife wolf conflicts, (7) there is a lack of historical data on wolves.

In response to these problem statements, the following 3 goals were ranked as priorities: (1) Allow possible release of wolves from captive population throughout recovery area and allow wolves to disperse outside recovery area and evaluate possible negative land restrictions (public and private), and impacts to other wildlife population and local economies due to boundary changes; (2) Minimize management action (e.g. capture/recapture, supplemental feeding, removal of wolves) and analyze the short and long term effects of these actions on wolf behavior, social structure, and evolution; and (3) Establish baseline numbers and distribution data for selected (examples) wild organisms and ecological processes by Aug. 2002, and implement on-going monitoring of change.

Communication and Trust Working Group

The Communication and Trust Working group crafted 10 problem statements, listed at least one goal under each problem and up to one action per goal. The group identified in priority order, the following 10 problem statements: (1) Mechanisms used to communicate are inadequate for stakeholder's satisfaction, (2) information handling and acquisition are not sufficient for good decision making, (3) important decisions are, or appear to be pre-ordained resulting in stakeholder disenfranchisement, (4) there is a lack of consultation and respect for local expertise which results in missing information, bad decisions, and erosion of local trust and support, (5) there is a lack of specific goals and objectives on how to reach recovery, (6) there is lack of recognition and inclusion of other forms of knowledge in addition to science, (7) changing the rules in the middle of the game, such as direct releases of wolves into the Gila, is premature, (8) anti-government sentiment which has developed from other issues and agencies has contributed to distrust of Wolf Recovery Program, (9) at times, rule making does not follow legislation and when it does there is no accountability or consequences, and (10) there is little consistency, permanency, and continuity of agency actors resulting in disrupted trusting relationships and loss of local information. In addition, a plenary presentation by a member of this group focused on the impact of the Mexican Wolf Program on the health of the local communities (See Appendix I).

Among these problem statements, the following 5 goals were ranked as priorities:

(1) Determine appropriate measures and monitor rural community health within the unique community of the Blue Range Wolf Recovery Area. (2) keep the project on the original plan or adhere to the NEPA process in a manner that is not perceived as pre-ordained, (3) involve local experts in the planning and decision making process by the Interagency Field Team, (4) develop mechanisms to communicate and inform stakeholders and provide accurate bi-monthly information on FWS website by the USFWS, and (5) develop a new Recovery Plan.

Human Dimensions Working Group

The Human Dimension Working group crafted 5 problem statements, listed up to 2 goals per problem, and up to 4 action items per goal. The group identified, in priority order, the following 5 problem statements: (1) The administrators of the Mexican Gray Wolf Recovery Plan need to be accountable for their actions and the actions of the introduced wolves in order to obtain credibility with the public and other agencies, (2) lack of lines of communication, used in a timely manner, between program staff, agency partners and public needs to be improved, (3) there is a conflict between rural and urban values, perceptions and points of view that stresses the Mexican gray wolf program and local residents in many ways, (4) the Mexican Wolf Program will inherently be a political issue, (5) there is lack of access to the program administrators from the local public that results in decisions that do not fully consider local views. Goals under these problem statements were not prioritized.

Economic Issues Working Group

The Economic Issues Working group crafted 3 problem statements, listed up to 2 goals per problem and up to 5 action items per goal. The 3 problem statements were not prioritized and are listed here in the same order they were listed in the group's report: (1) There are actual losses to the individual and local communities due to the introduction of the Mexican Wolf that are not being adequately addressed and will not be addressed until more permanent solutions are found, (2) the Mexican Wolf Recovery Program needs a better consideration of full costs, including an incentive program, control, accountability, and better use of budget, defining and accepting the financial and legal liabilities of the USFWS and the State entities involved in the project, and (3) the Mexican Wolf Recovery Program may create potential and actual benefits and losses that have not been evaluated, quantified and considered for the proper balance of the program.

Among these problem statements the following 4 goals were ranked as priorities: (1) Develop and implement interim emergency solutions for actual losses to minimize their impact on the individuals and communities, through cooperative efforts between agencies, organizations and individuals (this program has to recognize and remedy the disproportionate financial burden placed on certain stakeholders), (2) obtain from the federal and local agencies and cooperators a complete yearly budget and costs report and allow public access to the reports for comments and suggestions from involved stakeholders, (3) define and accept the current and future legal liabilities of the federal and state entities, and (4) conduct an independent comprehensive economic (cost - benefits) analysis that evaluates and quantifies the potential and actual benefits and losses of the Wolf Reintroduction in the activities of the local communities. The results have to be immediately incorporated to the adaptive management in the program, the five-year review and any subsequent reviews in order to maximize the benefits and minimize the costs.

Livestock/Animal Conflict Working Group

The Livestock/Animal Conflict Working group crafted 6 problem statements, listed up to 2 goals for each problem and up to 3 action items per goal. The group identified, in priority order, the following 6 problem statements: (1) Current management techniques have not been optimally effective in reducing livestock/animal conflicts, (2) Economic impacts of wolf recovery on livestock and animal conflicts are unknown, (3) there is insufficient communication between agencies, livestock producers, and the public, (4) effective husbandry practices to decrease livestock-wolf conflicts have not been fully implemented, (5) existing rules and regulations regarding livestock and animal conflicts do not adequately address concerns of private and public land users and government agencies, and (6) impacts of wolves on the ecosystem are not fully understood.

Among these problems statements, the following 4 goals were ranked as priorities: (1) Cooperators and stakeholders develop and define measurable techniques for reducing livestock and animal conflict by the end of the five-year review, (2) predation losses to be determined by cooperators and stakeholders on game species and develop definitive statements on anticipated allocations of wild ungulates to wolves and hunters, (3) producers and agencies develop and implement effective husbandry practices to reduce livestock-wolf conflicts, and (4) cooperators develop rules and regulations that address livestock and animal conflicts ASAP.

Comments from Community Open Houses

The Mexican Wolf Recovery Program conducted 11 Community Open Houses prior to this workshop. One purpose of the open houses was to solicit written comments (suggestions) from the public regarding improvements to the Mexican wolf program. A total of 243 comment sheets (many sheets contained multiple comments) were received during the Community Open Houses. For this workshop, all comment sheets were photocopied and provided to each of the workshop participants in the form of a bound book 542 pages long. This book also included a categorized and tabulated summary of all comments listed on the 243 sheets received.

It was the responsibility of the workshop participants to raise the issues that would be discussed during the workshop (see Issue Generation and Workgroup Reports). Providing the participants with copies of all the comments from the Community Open Houses was designed to maximize public input into the workshop process and help ensure that the comments collected in the open houses would be discussed in the workshop. A review of the draft workshop report suggests that the participants of the workshop did an excellent job of including the comments collected during the Community Open Houses. However, formally quantifying, or tabulating, which comments were discussed or incorporated into the workshop, and which were not, is problematic for several reasons. First, not all discussions are captured by the workshop report, thus, concluding that comments were or were not discussed in the workshop based on the report alone could be misleading. Second, the interpretation of whether a comment is addressed or included is subjective. For example, in order to address the comment that wolves should be released at a site other than the Blue Range Wolf Recovery Area the Mexican Wolf Recovery Plan must be revised. While almost all of the brainstorming groups cited the need to revise the recovery plan, none addressed where might be a good additional reintroduction site. So, was the comment that wolves be released into other areas addressed? Some would say yes, others no. Third, some comments were beyond the scope of the workshop, such as: reintroduce wolves to Mexico. Although Mexico is partner in recovery, this is an issue for the Mexican government and Mexican people to decide. For these reasons, a tabulation of which comments were or were not addressed in the workshop was not done.

However, a review of the workshop report clearly reflects that the majority of the comments received in response to the question: *How Can We Improve The Mexican Wolf Recovery Program?* were included in the workshop process. Indeed, the Issue Generation Section alone, on which the focus of the workshop was based, includes many of these comments. Thus, the goal of expanding the input of the public at large into the workshop process was achieved.

WORKSHOP CONCLUSIONS

As described in the *Three-Year Review--Background* and *Three-Year Review--A Revised Approach* sections of this Executive Summary, the purpose of this workshop was adapted from its original intent. The purpose of this workshop as it occurred, was to solicit input from stakeholders, agency representatives and scientists alike regarding modification to the Mexican Wolf Reintroduction Program. In that sense the workshop was a success. The issue generation segment of the workshop revealed a

range of issues but showed a clear similarity of issues across groups. These similarities resulted in 6 themes that the 6 working groups were tasked to address regarding recommendations for modifying the Mexican Wolf Program. The similarities among the divergent stakeholders were further illustrated by overlap in problem statements, goals and action items across some working groups with different themes. Due to time constraints, overall consensus-based recommendations were not formulated during the workshop. However, the goals and action items from each group are the result of substantive discussions among stakeholders and are in and of themselves valuable to the Service and Mexican Wolf Recovery Program. Additionally, the workshop embraced 2 unscheduled plenary presentations and discussions: one regarding first hand experience from Montana ranchers on how they are coping with wolves, and the other on the need to assess the overall impact of government programs, including the wolf program, on the health of local communities (See Appendix I). The post-workshop challenge of the Mexican Wolf Program, and the associated stakeholders, will be to work to implement those action items the Service is able to implement; and minimally, ensure that the dialog and beginnings of trust established during this workshop is sustained.

Prior to this workshop the Service and Mexican Wolf Program had recently begun implementing the Program in a way that embraces many of the common themes, goals and action items of this workshop—yet another illustration of some of the common thinking regarding implementation of the Mexican Wolf Program. For example, the Program has been meeting with county governments, conducting open house meetings in local communities, and has altered its plans for the three-year review several times in order to conduct the review in a manner that is independent, science-based (but includes scientific and non-scientific perspectives) and addressed citizens concerns. The Service has committed to enlisting stakeholders, or a citizens advisory committee, as part of its Recovery Team, and acknowledged publicly the need to revise the Mexican wolf recovery plan. Again, these actions are also represented as goals or action items listed in this report.

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FINAL REPORT

Section 2

PARTICIPANT INTRODUCTIONS

PARTICIPANT INTRODUCTIONS: QUESTIONS AND RESPONSES

Question: What do I hope will be accomplished in this workshop?

- Creation of a bio-effective solution that benefits the total ecosystem rather than single species management. A proactive posture from the entire USFWS. Incentives for ranchers working to support the resources that support wildlife.
- More understanding of program. Honest answers.
- Misconceptions cleared up. Large communication gaps closed. More organized strategy.
- Better communication between all concerned and involved parties.
- To gain a better understanding of the various perspectives of affected people in the Mexican wolf re-establishment in this region.
- I hope to minimize the impact of this program on people and businesses in the reintroduction areas.
- Gather information for Arizona Game and Fish Commission.
- Working plan/recommendations and improvements to go forward with wolf recovery in the Southwest with respect to local citizens.
- A better understanding of the recovery program and its results, involving everybody.
- Mexican Wolf Recovery Program will be modified to increase the probability of achieving a self-sustaining population.
- Through mediation, and finally consensus, I hope the wolf recovery program may be facilitated to greater successes and fewer tragedies.
- Problems will be solved that will help improve long-term prospects for Mexican wolf recovery.
- A set of agreed-upon recommendations to the service on how the Mexican wolf program needs to change.
- A fair, honest and complete airing of issues, biological and social, related to the Mexican wolf reintroduction program.
- I am not sure of the primary purpose of the workshop.
- That we obtain active understanding and commitment to redefining the Mexican wolf recovery program, so that it can be successful.
- Stimulation of greater information sharing and mutual understanding of the numerous personal and professional motivations associated with wolves on the landscape.
- To bring out the issues that directly affect the livelihoods of the local citizens. I see the whole Endangered Species Act, including the Mexican gray wolf, being used by the radical environmentalists to stop all consumptive use of public lands.
- Improved coordination among agencies and the public.
- We have a clearer understanding of what the public wants. Information that I can take back to the tribe. Come to some conclusion.
- The opportunity to provide input from the public and government agencies to better educate both sides regarding this program.
- Decisions will be made on a biological basis.
- Gather information in this workshop relating to the three-year program, such as some success of the reintroduction of Mexican wolves. Mainly a good understanding of the three-year review. Focus on problems with wolves. Find a stable ground where we can all work together.
- Direction in which wolf project can go in order to satisfy needs of wolves and people.
- An improvement of the program as a result of the review, considering cooperation with Mexico. To learn about the problems here.
- To focus on priorities and problems with Mexican wolf recovery and identify improvements in program implementation.

- An awareness of problems or significant issues with the current Mexican gray wolf reintroduction effort. Clarification of three-year review program.
- I hope this process will result in the inclusion of some common sense into the recovery program that will allow livestock producers to remain productive and not lose our livelihood, as well as not sacrificing other sectors of local economies for the sake of wolf recovery.
- I hope that the true facts will be presented and that this will bring about the termination of the wolf reintroduction project.
- I hope that the people's concerns that are affected the most will be heard.
- Naturally, I would like to see this program stopped because it has not, in my observation, been successful for the wolves. If it isn't stopped, then more honesty, reality-based solutions, and better biology need to be encompassed, but if that had happened early on, the wolves would not have been put here.
- To find out if this program is feasible and necessary or not to proceed on.
- To bring issues and problems forward relating to the impacts of the wolf program to the human dimension.
- A management program that accommodates private property and economic interests.
- I hope that the legitimate issues affecting and created by wolf recovery will be openly and honestly discussed and that workable and acceptable solutions will be identified and adopted. More generally, that will learn how to make the Mexican wolf program better and, by extension, more acceptable to people who live on wolf-occupied areas.
- That good biology will be used. That expectations for the program will be reasonable.
- Specific action steps will be identified that will significantly improve the chances of success of the Mexican wolf recovery program.
- Open honest discussion among all stakeholders, which results in a set of recommendations the Service can take to move wolf recovery forward. More trust.
- Provide a scientific perspective on the genetics and population biology of the reintroduction.
- Clear understanding of how PVA is related to stakeholder workshop. Clear understanding of how and why three-year review is structured as it is, what it is actually intended to accomplish, and how it is related to the five-year review. Better understanding of the social/relationships/cooperator roles in review process (three-year and five-year).
- That we will have a better understanding of how to manage wolves in the 20th century and in a landscape utilized by man.
- Clarification of the three-year review and specifics that characterize the reintroduction process so that restoration of wolves to the BRWRA is cost-effective and implemented in a manner that is respectful of the needs and concerns of local citizens.
- Mutual understanding of the biological requirements of successful Mexican wolf recovery. Acceptance of the value of wolf recovery in the Southwest and willingness to compromise to reach wolf recovery.
- I am here to learn about the specific problems that you face in the process of reintroducing wolves into an area where they once occurred.
- Consensus for future management assessments for the next five-year review.
- A comprehensive evaluation of the project by people not involved with it on a daily basis.
- Report back to wildlife council on questions of their concerns.

Question: What do I wish to contribute to the workshop?

- Proactive participation.
- Pass on information about problems I have had with wolves. Get more help for ranchers when livestock is involved.
- Experiences out in the wilderness seen. Actual conditions of change in last three years.

- Communicate tribal issues, cultural relationship, and tribal participation regarding Mexican wolf reintroduction.
- Hope to contribute to resolving areas of conflict in the wolf restoration effort.
- New ideas to facilitate the reintroduction in a way that will not only benefit the animals but will come close to eliminating the impact on individuals.
- My insight.
- Working knowledge of field activities and current practices or procedures. Recommendations for improvement.
- The Mexican view of this program. New ideas and the support to enforce the program in Mexico.
- A sense of cooperation and consensus building.
- Knowledge of wolf behavior. I am a lifetime biologist and have been proactive in recovery for a decade (have concentrated on wolves as an endangered animal, beginning with the Sawtooth Pack in Idaho).
- Anything I can do to help find common ground that will help Mexican wolf recovery.
- My knowledge of wolves and wolf reintroductions. My knowledge of the service and service policies related to recovery and reintroduction.
- Challenge assumptions and interject some critical thinking into the process. In addition, a little bit of Washington, DC perspective.
- I wish to contribute an economic component to the review of the reintroduction program.
- My knowledge of the ESA and habitat relationships.
- Some insight on conservation communication dynamics applicable to wolf establishment.
- I would like to bring my expertise of spending most of my time in the wild or out-of-doors to enlighten the workshop participants on the true situation of the state of wildlife and their populations and what the mythical “Gila Wilderness” is truly like.
- The understanding that some tribes do not have cultural or religious ties to wolves and have a hard time accepting more predators, especially in trophy elk management programs.
- How to handle wolves on the reservation and how we might have a better working relationship between SCAT and Mexican Gray Wolf Recovery Program.
- Simple answers to questions regarding rules and regulations that govern the program. Reminder of us being here.
- Whatever I can for the Mexican wolves, representing the local, regional and national majority that supports their recovery.
- My time or input to this three-year review, or maybe suggest new ideas to me. My respect and my support of the program.
- Knowledge of prior wolf introductions in area.
- To let you know that Mexico is willing to take a more active part in the program. Increase the cooperation between Mexico and U.S. to the benefit of the Mexican wolves.
- Information regarding conflicts between wolves and livestock and humans and offer suggestions of feasibility of resolving these problems.
- My experiences to date with Mexican wolves and experience with the natural ecosystems that support my business.
- To raise some realistic concerns regarding livestock and wildlife production.
- I hope my experience with Yellowstone wolves will be helpful.
- Hope to give insight on what it is like to have lived with wolves in our ranching community around Yellowstone Park.
- To present the facts on the people-livestock and the wildlife. How it will affect the economies of the affected communities (and they are communities with real families, not wilderness).
- I live and work in the middle of the recovery area and hope to give my on-the-ground experience.
- Hopefully a better understanding and knowledge of those of us who live with this day in – day out and the reality of raising livestock in a remote area. This is severely lacking in the program and the three-year review and assessment document (the entire social effects).

- To show how people are affected in our county and how this program will make a difference in people's livelihoods.
- A voice of local people that are impacted from state and federal actions.
- Share experience and information related to projects of my organization, personal effort and commitment to follow through on objectives identified at this meeting and to direct organizational resources for implementation of good ideas.
- Perspectives based on my background on wolves and wolf restoration.
- Knowledge and experience.
- I have been with the project since 1995, mostly in the captive management arena, and hope that my experiences with the project for the past six years can be of help.
- Scientific evaluation of reintroduction program and determine how it can be more successful.
- Perspective; informal comment; constructive criticism; scathing sarcasm.
- What I have learned about the program, from a public outreach standpoint.
- Clarification of the three-year review and specifics that characterize the reintroduction process so that restoration is cost-effective and implemented in a manner that is respectful of the needs and concerns of local citizens.
- Arguments for the understanding and acceptance of the value of wolf recovery.
- I want to contribute to the discussions of matters regarding the biology of wolves and the special problems relating to the conservation of wolves in ranching country.
- Experience from IMAG and administration of operational components of Arizona Game and Fish involvement.
- Background information, and be a resource from the field team state perspective.
- Bring views, both pro and con, from diverse organizations.

Question: What do you see as the future for wolves in this region?

- His sustainable part in the system God gave us. Has to be responsible for the consequences of his actions. Depends on Michelle.
- A struggle. No future.
- Long process.
- With more education and communication and some modifications addressing common concerns, I see the recovery plan meeting its goals and the wolf again being part of the landscape.
- Hopeful.
- I see several small packs in areas where people and businesses are minimal. I see real wild animals with water, which equals prey. I see healthy wild wolves in numbers that they were before man arrived in the Southwest. I believe healthy functioning packs are preferable to numbers. To do this, local input and assistance must be used.
- Bleak!
- A self-sustaining wolf population. Citizen involvement and cooperation from participating agencies to minimize human impacts.
- Bigger and established populations on both sides of the U.S.-Mexico border.
- A role as a large predator living in reasonable accommodation with the human population, i.e., problems solved via manipulation.
- I am optimistic that with education and quieting of irrational fears, the wolves can succeed in acclimation and a wolf-flow! (a palindrome I especially like)
- Slow population growth, continued conflict, but eventual public acceptance and successful recovery with communication between Mexican wolves and other subspecies.
- A population of wolves that is sustainable and managed in a way that is respectful of the various interests (economic, social, cultural, biological).
- Still questionable.

- There will be wolves in the region.
- I feel strongly that we need to expand the primary recovery area, and limit the amount of human intervention once wolves are released.
- Slow but sure establishment.
- I would like to either see that program halted or at the very least kept as now with the primary core area (Blue Range in Arizona) being the only initial release site.
- Slow growth for the first few years and, as wolves begin to raise pups in the wild, I see better results, recovery, and management.
- If the education of the public is taken care of, the future will be favorable.
- Undecided.
- Depends on decisions made here and in the other venues, including federal courts, that will set the future for Mexican wolves.
- Consider downlisting Mexican wolf to threatened (not endangered anymore). Also a manageable population on reservation (self-sustaining).
- More wild-born, wild-raised wolves with less interference. Lending to less conflict between humans and wolves.
- I would like to see wolves living in the wild in its historical distribution.
- I believe wolves will be re-established as a component of the fauna of the region and will need to be managed as other large carnivores in the area.
- Continual conflict with various user groups, i.e., sportsmen, livestock producers, various other recreational publics. Good science used in any recovery efforts.
- I see the future of wolves as uncertain in this region.
- Not familiar enough with this region to have a sound opinion.
- The failure to raise live pups will eventually tell its own future, but the conflict with people will result in the capturing and removal of the wolves for good.
- The wolves will continue to be a major problem for wildlife and the people that live in the area. I think that the recovery is a failure and will continue as one.
- The future for wolves? If it continues as it is, not good. The Mexican wolf's propensity to disperse and gravitate to humans is not in their favor.
- It is questionable. Not enough facts. There is a lot of guessing and speculation of how the wolves are doing in the wild, if they are reproducing.
- Very limited because the wolves are not adapted for life in the wild.
- Increased conflict due to population growth and decreased habitat.
- Reestablishment of wolves as a self-sustaining, fully functional and integrated component of the landscape and our society.
- A protracted period of acrimony. A period of high wolf mortality and slow population growth, but ultimately a self-sustaining population will be established if we all have the patience to see it happen.
- I see great potential for viable wolf populations in this region, provided humans will tolerate their presence and responsible government agencies will exercise their mandated authority.
- A healthy functioning self-sustaining wolf population.
- Establishment of several sustainable wild populations.
- Delineation and achievement of reintroduction and recovery goals/objectives. Cultural acceptance of wolves in landscape.
- The pups that are born are more shy, stay away from human residences and livestock, and have adapted to life back in the wild.
- Persisting as a self-sustaining population that is managed in a fashion that is respectful of the needs and concerns of local citizens.
- A metapopulation of wolves composed of several large populations throughout appropriate areas in Arizona, New Mexico, Texas and Mexico. Acceptance of wolves as a natural and important component of the ecosystems in which they live.

- I look forward to seeing wolves become a part of the special wilderness areas in the American Southwest and Mexico.
- Scientific approach to determining ability to reach reintroduction goals, then to meet delisting goals.
- A managed, recovering population (depending on results of the next couple of years).
- Many problems, mostly due to the uncontrolled dispersion of wolf populations.

Mexican Wolf Reintroduction Program Three-Year Review Workshop

*7-10 August, 2001
Show Low, Arizona*

FINAL REPORT

Section 3

ISSUE GENERATION

ISSUE GENERATION

Participants were assigned to mixed groups for the workshop's first task which was to brainstorm, consolidate and prioritize issues and problems pertaining to the current and future Mexican wolf recovery program. These issues were later themed into topics that became the basis for working group deliberations for the duration of the workshop.

Group 1: issue/problem generation

Brainstorming results:

1. Difficulty identifying problem wolves
2. Dispersing wolves
3. Recruitment
4. Livestock Conflict
5. Establishing science that supports the prey base
6. Inadequate public outreach
7. Degree of manipulation
8. Land ownership problems
9. Structure of workshop may inhibit open communication (self-facilitation is problematic)
10. Size of recovery area
11. Issue of boundaries
12. Relationship between cooperators
13. Historical Context of wolves (100 wolves not enough, what is basis historically, what do we know was here).
14. What is recovery...how many, criteria?
15. U.S. Mexico relationship related to recovery
16. Funding for management
17. Funding for research (social and biological)
18. Data collection and management
19. Conflicts with "recovery" of other wildlife (bighorn sheep, mule deer).
20. Water spatial requirements of wolves...water is limited
21. Conflicts with state management of game species
22. Lack of data on prey availability, distribution and numbers
23. Financial (vested) impacts to land users, owners and managers
24. Agency costs associated with various management scenarios
25. Conflict between full public participation and desire to reduce agency costs.
26. Livestock carcasses kill location and ID
27. Perpetuation of misinformation
28. Trust
29. Accountability
30. Credibility
31. Mixing of southern wolf recovery with northern rockies (that is, Mexican wolf in S. rockies).
32. "Values trump Science" (interrelated but values often ignored, at least relatively speaking)
33. Society will support good science (biologically sound science).
34. Benefit cost of direct releases into secondary recovery area versus translocation/dispersal
35. Agency commitment versus public opinion (mission/mandate versus public majority)
36. Public versus private land...different issues on each...
37. Without consensus program direction may be dictated by litigation.

38. Reform of program versus consequences of attempting to shut it down.
39. Training programs for public and agencies (and Mexico) regarding various issues related to wolves.
40. Adequacy compensation program

Grouping:

- 1) Livestock related issues
 - a. Livestock conflict with wolves
 - b. Adequacy of compensation fund
 - c. Livestock carcasses—kill location and ID
 - d. Science establishing prey base
 - e. Water issues—location livestock conflicts
 - f. Financial impacts to land users, owners and managers
 - g. Land ownership
 - h. Public versus private
- 2) Communication
 - a. Adequate Public Outreach
 - b. Trust
 - c. Structure of workshop may inhibit open communication
 - d. Perpetuation of misinformation
 - e. Society will support good science
 - f. Relationship with Mexico
 - g. Relationship with cooperators
 - h. Public versus private land
 - i. Training programs for agency people, public in U.S. and Mexico
 - j. Accountability
 - k. Credibility
 - l. Values trump science
- 3) Wolf Management
 - a. Difficulty identifying problem wolves
 - b. Dispersing wolves
 - c. Recruitment
 - d. Degree of manipulation
 - e. Land ownership
 - f. Structure of workshop may inhibit open communication
 - g. Size of recovery area
 - h. Issue of boundaries
 - i. Criteria for recovery
 - j. Conflicts with other wildlife “recovery” efforts (e.g., mule deer)
 - k. Conflicts with state management of game species
 - l. Financial impacts to land users, owners and numbers
 - m. Agency costs for management scenarios
 - n. 5 year review
 - o. Cost of translocation versus direct releases
 - p. Training programs for agency people and public in U.S and Mexico
 - q. Historical context of Mexican wolf recovery (historical information, #'s, etc).
- 4) Data gathering/information needs
 - a. What research is desirable
 - b. Data Collection and data management
 - c. Lack of data on prey availability, distribution and numbers
 - d. Conflicts with state management of game species

- e. 5 year review
 - f. Values trump Science
 - g. Society will support good science
 - h. Recruitment
 - i. Historical context of Mexican wolf recovery (historical information, #'s, etc.)
- 5) Economics and costs to agency and public
- a. Financial impacts to land users, owners, and managers
 - b. Agency costs for management scenarios
 - c. Funding for management and research
 - d. Land ownership
 - e. Size of recovery area
 - f. Conflicts between desire for public participation and agency cost to do so
- 6) Values
- a. Credibility
 - b. Accountability
 - c. Values trump science
 - d. Public versus private lands
 - e. How much does accommodating local interests compromise wolf recovery
 - f. Land ownership
 - g. Society will support good science
 - h. Agency commitment/mandate versus public opinion

Working group members: Lu Carbyn, Gary Ely, Jose Guevara, Terry Johnson, Brian Kelly, David Ogilve, Mike Seidman, Nick Smith.

Group 2: Issue/problem generation

Brainstorming results:

1. Adequate resolution of wolf/livestock and domestic conflicts
2. Modifying boundaries outside BRWA (limited vs. unlimited)
3. Is scale of enterprise adequate
4. Method of data collection, storage, and analysis
5. Conflicts with recreationists
6. Conflicts with residents/private landowners
7. Impact on wildlife (economic and ecological)
8. Direct initial releases to NM and AZ (2nd recovery zone)
9. Economic impacts and opportunities
10. Appropriate law enforcement techniques
11. Adequate interagency coordination
12. Misinformation to public (trust or lack of)
13. Accurate dissemination of info (to the public)
14. Effectiveness of public outreach
15. Outdated recovery plan - needs to be advised
16. Effects on Mexican Wolf gene pool
17. Effects on hunting opportunities
18. Ecosystem effects
19. Mexican relations w/local populace
20. More effective monitoring of free-ranging wolves (GPS collars)
21. Qualifications and experience of field crew members (including volunteers)
22. Compensation program
23. Incentive program
24. Adequate communication w/ residents
25. Removal of wolves from private property
26. Adequate tolerance of wolves outside BRWRA
27. Field crews that work within and properly promote applications of final rule
28. States liability
29. Lack of "wildness" of captive-born wolves
30. Lack of tools for hazing or adversely conditioning wolves

Major issues - prioritized

1. Ensure quality of field work.
 - Adequate training of personnel (field crew and volunteer)
 - Data collection, storage, and analysis
 - Adequate fiscal and personnel resources
 - Define Roles and Responsibilities
 - Effective monitoring of free ranging wolves
2. Resolution of wolf interaction with livestock and domestic animals.
 - Compensation
 - Incentives
 - Lack of "wildness"
 - Enhancement of management techniques to reduce conflicts
 - Removal of restrictions for protecting domestic livestock

2. Modification of rules and regulations governing reintroduction
 - Boundaries that apply (limited vs unlimited)
 - Private property rights
 - Releases outside of primary recovery zone
 - Adequate interagency coordination
 - Update recovery plan
 - States liability
3. Assessment of social, economic, and ecological impacts
 - Quality of hunting opportunities
 - Quality of non-consumptive recreational opportunities
 - Impacts on wildlife
 - Viability of producing livestock in BRWRA
 - Viability of Mexican Wolf Gene pool
 - Ecotourism
4. Ensure proper (accurate, timely, factual) dissemination of information to the public, interagency cooperators, conservation NGO's, and other interested individuals.
 - Emphasize development and maintenance of trust
 - Include Mexico
5. Appropriate law enforcement techniques.

Working group members: Alan Armistead, Colleen Buchanan, Wink Criegler, Kay Diamond, Curtis Graves, Dennis Manning, Mike Phillips, Richard Remington, Dan Stark.

Group 3: Issue/problem generation

Brainstorming results:

- 15) Lack of Human Dimension assessments. (Measurable)
- 16) Improvement of Tribal involvement and coordination
- 17) Treating all Federal law equally- ESA doesn't take precedence over other federal laws
- 18) Concordance of policy and legislation- policy should reflect legislation –policy should agree with legislation – policy does not follow legislation
- 19) Identification of missing or incomplete information – prey distribution, causes of predation, human dimension.
- 20) faulty prey base and biomass estimates, prejudice of results (in both directions)
- 21) Generalizing models not specific to the geographic area- Appropriateness of prey base and other models for this geographic area.
- 22) Measure of uncertainty of data in most analysis.
- 23) Lack of specific goals and objectives on how to reach the goals (Recovery Plan)- Measurement of the plan. How many wolves?
- 24) Impacts to other species.
- 25) (V) Conflicts due to different value systems of affect people.- all (V) can be lumped under this topic
- 8) Lack of respect of local residence as experts on local conditions and limited involvement of local community and government
- 9) Lacking economic analysis
- 10) Cumulative effects of ESA- - industries have already been lost in local communities, loss of prey base would remove a local industries
- 11) (V) Disproportionate representation on federal lands to the disadvantage of the local community and residents
- 12) (V) Not enough local government involvement (consultation cooperation, coordination)
- 13) (V) Nonfederal land use of wolves outside of the recovery area (state and private lands).
- 14) Need biologist in the field to look at big picture
- 1) (V) Lack of trust
- 2) Potential for wolves spreading disease- (rabies, parvo, distemper)

- 3) Potential for wolves to contract disease (parvo, distemper, lymes)
 - 4) Direct release of captive wolves poses a greater threat to humans, pack stock, and domestic animals.
 - 5) No more supplemental feeding of released animals. In other place wolves don't scavenge
 - 5) Methods for preventing depredation are not well understood for this region.
 - 7) Frustration with restrictions and lack of effect alternatives in protecting pets from wolves.
 - 26) Unknown efficacy of aversive conditioning
 - 27) Conflicts with livestock
- (V) is a problem which would be a value judgement

Top 6

1. Lack of trust between government agencies and local residents
2. Local residents not consulted or respected as experts on local conditions.
3. Conflicts with livestock
4. Conflicts due to different value systems.
5. Missing information – faulty prey base & biomass.
6. Lack of human dimension assessments (economic, social, ecological, cultural)

Working group members: Nick Ashcroft, Martin Davis, Dan Groebner, Tom Klumker, Barbara Marks, Paul Paquet, Adam Polley, Russ Richards, Peter Siminski.

Group 4: issue/problem generation

Brainstorming and grouping results:

Program Costs and Benefits

There is concern about the cost-effectiveness of the program and the costs to the states after recovery achieved. There is also concern that the program is not adequately funded and that staffing levels need to be increased, especially as wolf numbers increase. There is concern that the full range of costs and benefits of the program have not been considered, including social costs to local communities. Finally, there is concern that the portion of program costs associated with controlling wolves to prevent livestock conflicts has not been adequately accounted for.

- 5.6 million expense for 1 wild born pup thus far
- Need better consideration of full “costs” (custom, culture, etc.) of wolf recovery program
- Inadequate objective info about benefits and costs of recovery
- Cost implications to state agencies when recovery achieved
- Insufficient (lack of) accounting of control and other costs to support livestock interests as part of wolf recovery.
- Insufficient financial support for wolf recovery
- Need field staffing to keep pace with program needs through time

Recovery Area/ Boundaries

The designated BRWRA with defined release areas and boundaries is inhibiting wolf recovery. More release areas are needed in Gila National Forest. Boundaries preclude wolves from occupying potentially suitable habitats. On the other hand, unlimited dispersal may create management problems in retrieving widely dispersed problem wolves.

- Wolf release area is too small.
- No viable means to control wolf dispersal.
- Political boundaries of recovery area inhibits wolf occupation of suitable habitats
- Need direct releases into Gila
- Do away with the restrictions associated with the secondary recovery zone.

Recovery Goals

Need definitive statement of recovery goals (numbers tied to recovery)

- Too restrictive view of time, space and number of wolves to define recovery
- Need definitive statement of recovery goals (numbers tied to recovery)
- Concern about more wolves than 100 and opposed to releases into new areas

Conflicts with Livestock

The group feels that there is a definite conflict with wolves and livestock. Part of the group was sympathetic to the livestock industry and some not. When possible, carcass removal could be helpful. There was also concern if the prey base is sufficient for wolf recovery.

- Only a few individuals bear brunt of problems with wolves
- Need better procedures for livestock carcass removal on public lands
- Clash between traditional livestock operations and wolf recovery
- Problem wolves not being removed

Conflicts with Wildlife

- Concern for wolf depredation on deer and elk
- Need definitive statements from management agencies about how they anticipate allocation elk and deer among wolves and hunters

Science of Recovery

- Need PVA of wild population based on past data
- Need better scientific leadership from FWS in wolf recovery
- “Bad wolf”/“Good wolf” view as implication to characteristics retained in the population.
- Supplemental feeding may increase human conflict (possible genetic selection)
- Lack of historical perspective on wolves in AZ/NM (recovery area)

Regulatory

Not meeting intended objectives such as those of ESA sect. 10(J). Insufficient consultation of personnel also not meeting experimental objectives.

- Experimental non-essential designation is not meeting intended objectives
- Too many wolves being trapped and recaptured
- Jurisdictions still disjunct about implementation of recovery
- Feels past adherence to ESA sect. 10 public input was insufficient for consultation with potentially affected persons.

Social/Economic

- No cohesive integration of social, economic and biological issues
- Current DOW compensation program may work as disincentive to effective livestock management
- Livestock interests have too much influence in decision-making (including composition of this workshop)
- Too much environmental influence in decision-making
- Lack of incentives for landowners/ranchers to cooperate with recovery
- Insufficient ability to define or demonstrate “damage “ or “harm” to people by wolf recovery
- Review scientists didn’t consult with affected local people.
- Lack of public outreach and education.

Working group members: Krista Beazley, Kevin Bixby, Jack Diamond, Phil Hedrick, Joe Melton, Dave Parsons, Michael Robinson, Jim Tenney, Bruce Thompson.

Group 5 Issue/problem generation

Brainstorming and grouping results:

1) Recovery Management Issues

- ineffective Federal control of local reintroduction
- arbitrarily drawn secondary boundaries
- inability to control wolves if agency cannot
- problem of releasing inexperienced pregnant females
- lack of other identified suitable recovery locations
- delineation of unnecessary boundaries
- inadequate release planning
- no Mexican wolf recovery goal
- over-dependence on numbers opposed to adequate habitat
- lack of experienced pairs initiating family groups
- need to allow unmolested wolves to guide management
- minimize release to allow wolves to adapt
- no culling criteria for problem wolves
- lack of resources to implement solutions

2) Habitat Issues

- inability to release directly into Gila
- unnecessary restrictions on initial release site
- problem of timing of releases
- inability to manage the whole
- habitat improvement for prey base

3) Livestock and Property Issues

- conflict with predator control
- livestock carcass presence
- lack of incentives for community cooperators
- inability to discourage inappropriate den locations
- inability to manipulate livestock/human activities
- lack of experienced depredation investigators
- problem of identifying all depredations
- problem of criteria for depredation confirmation
- unknown effectiveness of husbandry practices
- diminished ranch value in wolf areas
- lack of adequate protections for private objects
- ability to protect private property on public land

4) Communication Issues

- increased stakeholder awareness
- communicating wolf locations w/residents
- lack of communication of FWS
- lack of information exchange
- lack of agency people skills
- consistency/permanence of agency actors
- failure to disclose full program costs
- lack of local input into release site locations
- inability of landowners to receive radio frequencies for monitoring

lack of formal Mexican participation
diminished involvement and erosion of trust of “primary cooperators”
lack of neutral facilitator

5) Research and Data Issues (Depredations, Prey, Wolves)

info on kill characteristics/species id.
3 yr. conclusions don't match analysis
inability to discourage inappropriate den
lack of research/data collection
influence of research on wolf behavior
lack of acknowledgement of inadequate prey
scientific evaluation based on lack of data
objectivity of reviewing scientists
unknown effects of control actions on family groups
unknown factors causing depredation

6) Human Conflict

wolves in human inhabited areas
objectivity of public servants
failure to address public health concerns

? lack of incentive for downlisting

Working group members: Sharon Morgan, Jason Dobrinski, Jim Holder, Craig Miller, Laura Schneberger, Cynthia Westfall, Roberto Wolf, Bruce Malcom, Marty Moore

Group 6: Issue/problem generation

Brainstorming results:

Impact on the local economy
Program will not be given adequate time to succeed
Blue Range RA too small
Not enough communication on releases, interagency, ranchers, etc.
Wolves being removed from reservation- how does it affect the wolves. If so, how can we visit the reservation to accept wolves
Population-genetic viability (long-term)
Secondary range restriction is unrealistic
Need more puppies born in the wild
How long before goal is reached
Wolf livestock conflicts-need solutions
Out of date recovery plan w/no recovery objectives
Better understanding of changes to population & behavior of other wildlife species
Predator/prey relationships changes, need local data
Compensation costs for trophy elk on the reservation
Is the contact of how we manage the wolves more political than ecological? Question need to be ensured, why are we doing this?
If it takes this much management, is it worth doing? Is it worth doing from an ecological standpoint?
Camper/wolf backyard interaction
Lack of outreach strategy
More on going scientific review (Advisory group)
Need scientific/ economic/social, etc. team (interdisciplinary, separate)
Will society tolerate the total # of wolves necessary to have a self-sustaining pop.

Grouping results:

A: Recovery area too small

Economic
Scientific
Social
Ecological

Better defined goals

Can we define goals for the wolves, problem with recovery area, we are setting rules that the wolves can live with, is there a better way to get there, we are doing the best for them, we just deal with the problems, can we solve question with better data.

B: Inadequate level of data collection, specific to identified issues and its dissemination.

C: Not enough communication trust between agencies, public, cattle growers, elected officials, etc.
Program would have a better credibility if there is a more regular scientific review, lack of review.
Information needs to be placed in a data pool sooner and quickly, this data is need to account for budgets.

D: Need recovery team to be more actively involved & more interdisciplinary to provide better oversight to the program.

E: Wolf program incrementally increases economic instability at the local level.

Prioritization results:

- C. Communication 23
- A. Recovery Area 22
- E. Economic impacts 18
- D. Recovery Team 13
- B. Inadequate data 4

1. Not enough communication and trust between agencies, public, cattle growers, elected officials, etc.
2. Recovery area too small
 - a. other suitable areas are not accounted for
 - b. results in chronic handling of wolves
 - c. possible saturation occurring
3. Wolf program incrementally increases economic instability at the local level
 - a. land use changes
 - b. livestock losses
 - c. game losses and its income
 - d. demographic changes-social changes (type of people)
4. Recovery team is not active enough and not interdisciplinary enough for adequate
5. Inadequate level of data collection (specific to identified issues) and dissemination.

Working group participants: Michelle Brown, Darcy Ely, Steve Fritts, Keith Justice, Wally Murphy, Auggie Shellhorn, Homer Stevens, Gary Ziehe.

Mexican Wolf Reintroduction Program Three-Year Review Workshop

*7-10 August, 2001
Show Low, Arizona*

Section 4

MANAGEMENT: WOLF & ECOSYSTEM WORKING GROUP REPORT

MANAGEMENT: WOLF & ECOSYSTEM

The Working Group brainstormed issues, concerns and needs regarding wolf management and the reintroduction program. The 40 items that follow are the result, but the numbers do not indicate priority ranking.

1. Difficulty identifying problem wolves
2. Dispersing wolves
3. Recruitment
4. Livestock Conflict
5. Establishing science that supports the prey base
6. Inadequate public outreach
7. Degree of manipulation
8. Land ownership problems
9. Structure of workshop may inhibit open communication (self-facilitation is problematic)
10. Size of recovery area
11. Issue of boundaries
12. Relationship between cooperators
13. Historical context (100 wolves not enough, what is basis historically, what do we know was here).
14. What is recovery...how many, criteria?
15. U.S.-Mexico relationship related to recovery
16. Funding for management
17. Funding for research (social and biological)
18. Data collection and management
19. Conflicts with "recovery" of other wildlife (bighorn sheep, mule deer).
20. Water spatial requirements of wolves...water is limited
21. Conflicts with state management of game species
22. Lack of data on prey availability, distribution and numbers
23. Financial (vested) impacts to land users, owners and managers
24. Agency costs associated with various management scenarios
25. Conflict between full public participation and desire to reduce agency costs.
26. Livestock carcasses, kill location and ID
27. Perpetuation of misinformation
28. Trust
29. Accountability
30. Credibility
31. Mixing of southern wolf recovery with northern rockies (that is, Mexican wolf in S. rockies).
32. "Values trump Science" (interrelated but values often ignored, at least relatively speaking)
33. Society will support good science (biologically sound science).
34. Benefit cost of direct releases into secondary recovery area versus translocation/dispersal
35. Agency commitment versus public opinion (mission/mandate versus public majority)
36. Public versus private land...different issues on each...
37. Without consensus program direction may be dictated by litigation.
38. Reform of program versus consequences of attempting to shut it down.
39. Training programs for public and agencies (and Mexico) regarding various issues related to wolves.
40. Adequacy compensation program

The Working Group next looked for “themes” or “groupings that captured the brainstorming results.

- 1) Livestock related issues
 - a. Livestock conflict with wolves
 - b. Adequacy of compensation fund
 - c. Livestock carcasses—kill location and ID
 - d. Science establishing prey base
 - e. Water issues—location livestock conflicts
 - f. Financial impacts to land users, owners and managers
 - g. Land ownership
 - h. Public versus private
- 2) Communication
 - a. Adequate Public Outreach
 - b. Trust
 - c. Structure of workshop may inhibit open communication
 - d. Perpetuation of misinformation
 - e. Society will support good science
 - f. Relationship with Mexico
 - g. Relationship with cooperators
 - h. Public versus private land
 - i. Training programs for agency people, public in U.S. and Mexico
 - j. Accountability
 - k. Credibility
 - l. Values trump science
- 3) Wolf Management
 - a. Difficulty identifying problem wolves
 - b. Dispersing wolves
 - c. Recruitment
 - d. Degree of manipulation
 - e. Land ownership
 - f. Structure of workshop may inhibit open communication
 - g. Size of recovery area
 - h. Issue of boundaries
 - i. Criteria for recovery
 - j. Conflicts with other wildlife “recovery” efforts (e.g., mule deer)
 - k. Conflicts with state management of game species
 - l. Financial impacts to land users, owners and numbers
 - m. Agency costs for management scenarios
 - n. 5 year review
 - o. Cost of translocation versus direct releases
 - p. Training programs for agency people and public in U.S and Mexico
 - q. Historical context of Mexican wolf recovery (historical information, #'s, etc).
- 4) Data gathering/information needs
 - a. What research is desirable
 - b. Data Collection and data management
 - c. Lack of data on prey availability, distribution and numbers
 - d. Conflicts with state management of game species
 - e. 5 year review
 - f. Values trump Science
 - g. Society will support good science
 - h. Recruitment
 - i. Historical context of Mexican wolf recovery (historical information, #'s, etc.)

- 5) Economics and costs to agencies and public
 - a. Financial impacts to land users, owners, and managers
 - b. Agency costs for management scenarios
 - c. Funding for management and research
 - d. Land ownership
 - e. Size of recovery area
 - f. Conflicts between desire for public participation and agency cost to do so
- 6) Values
 - a. Credibility
 - b. Accountability
 - c. Values trump science
 - d. Public versus private lands
 - e. How much does accommodating local interests compromise wolf recovery
 - f. Land ownership
 - g. Society will support good science
 - h. Agency commitment/mandate versus public opinion

These “themes” or “groupings” were restated as “Problem Statements.”

- 1) ***Livestock Related issues: Real and perceived conflicts between wolves and livestock*** (i.e., wolves killing livestock) need to be adequately dealt with. This includes costs to producers (both actual loss and additional workload), adequacy of depredation compensation program and a level of trust between project personnel and livestock owners.
- 2) ***Communication:***
 - a. Accuracy and timeliness of information flow among cooperators, and between and among cooperators, and between and among cooperators, stakeholders, and the public
 - b. Concern about mechanisms used to communicate,
 - c. Concern about the abilities of project/program staff to communicate, and
 - d. Concerns about trust—is communication open, honest, and reliable.
- 3) ***Wolf Management:*** Introduction of wolves to a new area creates a new component within the system that impacts people’s livelihood and creates problems for wolves to adapt themselves into an ecosystem (system) previously not occupied by the species.
- 4) ***Data gathering/Information needs:*** Wolf reintroduction to the southwest brings back an ecosystem component for which no quantitative data is available. Therefore, the management of wolf releases requires a complementary program to obtain information that identifies human/wolf conflicts and identifies the role of wolves within the system. Identifying this additional information is required for wolf recovery.
- 5) ***Economics and costs to agencies and public:***
 - a. Financial costs to various publics (individuals such as those directly impacting business (i.e., loss of revenue, increase for levels of management, loss of opportunities))
 - b. Financial Costs directed to agencies such as problem mitigation, translocation, data collection, monitoring of other management related costs (e.g., public hearings, staffing for predator control, data collection).
- 6) ***Values:*** Vested interests whether agency or private has to be considered and is vital to success of recovery program and that conflicts exist and have to be dealt with.

Priorities

The Group then used a Paired-Ranking Process to identify priorities among the draft Problem Statements.

| | Paired Rank Value | Rank |
|---|-------------------|------|
| Livestock related issues | 23 | 3 |
| Communication | 21 | 4 |
| Wolf management | 31 | 1 |
| Data gathering/Information needs | 25 | 2 |
| Economic and costs to agencies and public | 3 | 6 |
| Values | 17 | 5 |

The Group focused its discussion on: Management: Wolf, Habitat, Biology, Planning, Regulatory and began by defining the meaning of “Wolf Management”.

Wolf Management: issues related to establishing wolves in the wild to promote recovery in a way that is respectful of various interests—including Cooperators (those with formal agreements) and stakeholders.

Two tiers of wolf management as defined:

- 1) Biology based issues related to putting wolf back in the system
- 2) Management of wolves when back in the system

First Tier: Biology based issues related to putting wolf back in the system

- 1) Need for revised recovery plan
- 2) Prey base: adequate and conflicts with other wildlife management priorities?
- 3) Viability of Mexican wolf gene pool
- 4) Historical context of Mexican wolf recovery (historical information, #'s, etc).
- 5) Boundaries need to be re-evaluated based on costs, biology and impacts on land uses.
- 6) Effectiveness of 10(j) regulation
 - a. Is 10(j) designation meeting intended objectives
 - b. Was public input into 10(j) designation adequate

Second Tier: Management of wolves when back in the system

- 1) Re-evaluate boundaries of area eligible for releases and primary/secondary recovery zones.
- 2) Size of recovery area
- 3) Dispersing wolves
- 4) Need more puppies born in the wild
- 5) Recruitment
- 6) Degree of manipulation
- 7) What is a problem wolf
- 8) Is there a difference between a problem and nuisance wolf
- 9) Land ownership
- 10) Financial impacts to land users, owners and managers
- 11) Agency costs for management scenarios
- 12) 5 year review
- 13) Cost of translocation versus direct releases
- 14) Training programs for agency people and public in U.S and Mexico

Development of Problem Statements

The Working Group next reviewed all 40 brainstorming topics identified to date, plus others from other groups that pertained to our subject area, to see whether they apply to or fit under one or both of the two “tiers” identified above. We checked the list again as the “tier” topics were integrated into the evolving “Problem Statements” (see below) the Team identified to capture the range of issues identified under the general heading of “Wolf Management.”

Categories, Problem Statements and Related Issues:

- 1) Suitability of Area: Areas for release and establishment of wolves have not always been selected on the basis of biological suitability, cost efficiency, logistical feasibility, wolf management feasibility, and minimized potential for impacts on existing land uses.
 - a. Prey base
 - b. Boundaries need to be re-evaluated based on costs, biology and impacts on land uses
 - c. Size of area
 - d. Historical Information
 - e. Habitat Improvement
 - f. Land ownership
- 2) Sources of information (U.S., State, Mexico): All available sources of information have not been adequately used.
 - a. Local expertise
 - b. Published information
 - c. Agency expertise
 - d. Naturalists
 - e. Historical Information
- 3) Release Candidates and Procedures: Current pre-release wolf management guidelines do not adequately address all relevant issues.
 - a. Reintroduction techniques
 - b. Genetic suitability of Mexican wolf captive stock
 - c. Should we release pregnant females?
 - d. Lack of wildness
 - e. Timing and location of release
- 4) Post-release management and procedures: Current post-release wolf management guidelines do not adequately address all relevant issues.
 - a. What is a problem wolf?
 - b. Dispersal of wolves
 - c. Effect of wolves on other uses of the ecosystem
 - i. Hunting,
 - ii. Public use
 - iii. Livestock
- 5) Need for Science based information: Effective wolf management is hampered by a lack of information, and by questions and concerns about the accuracy of the information on which it is based.
 - a. Recruitment
 - b. Reproduction
 - c. Degree of manipulation
 - d. 5 year review

- 6) Process related issues: There is currently no clearly defined mechanism by which the program is monitored, evaluated, and modified.
 - a. How monitor program progress
 - i. IMAG v. Recovery Team v. Advisory Team v. Citizen advisory group, or all of the above, or other process?
 - ii. Needs to plan for and agree on process for 5 year review

The preceding draft Problem Statements, Goals, and Action Items were briefly presented in Plenary Session. Comments after presentation in plenary:

- 1) Make sure we address monitoring of progress related to whole ecosystem
- 2) What does re-evaluate recovery team mean?

The Working Group spent its remaining time refining the various Problem Statements, Goals, and Actions before applying a ranking process to identify the most important Problem Statements and Goals. The Group first ranked the six Problem Statements via the Paired-Ranking Process, and then ranked all 22 Goals independent of the Problem Statement priority rankings. In the latter (Goal) process, Group members first selected their top five Goals from among the (then) 22 choices. From those rankings, the Group identified its Top Six Goals, which were then subjected to the Paired ranking Process. The final rankings for Problem Statements (1 through 6) and Goals (top three only) are noted in the pages that follow.

Complete consensus was achieved among the Working Group on all Problem Statements, Goals, and Actions listed below, except for two Action Items under Problem Statement 1, Goal 1 (see below), that related to re-opening of the 10(j) rule to enable recovery area boundary adjustments and direct releases of wolves in New Mexico.

Problem Statements, Goals, and Action Items:

Problem statement (Priority 1...35 votes):

Suitability of Area: Areas for release and establishment of wolves have not always been selected on the basis of biological suitability, cost efficiency, logistical feasibility, wolf management feasibility, and minimized potential for impacts on existing land uses.

Goal 1 (Priority 1...30 votes)

Reassess and refine the boundaries for wolf recovery in Arizona and New Mexico.

Action 1

Description

Gather, review, and compile all relevant information on historical Mexican wolf abundance and distribution in Arizona and New Mexico. Mexican Wolf Recovery Team, by March 2002.

Action 2

Description

Analyze behavior of wolves released to date to determine what the recovery zone boundaries should be from a biological perspective (i.e. considering denning and foraging behavior, and seasonal or other movements). Mexican Wolf Field Team, by December 2001.

Action 3

Description

Create maps and reports that reflect population levels of prey base, their spatial and temporal distribution, and current and projected management objectives and direction for NM, AZ, and Mexico. NMDGF, AGFD, USFS, USFWS, Mexico, and any other interested parties.

Action 4

Description

Compile and review all monitoring and recapture information collected to date on dispersing wolves to evaluate effectiveness, program costs, and impacts to landowners and other stakeholders due to current boundaries. Mexican Wolf Field Team, by December 2001.

Action 5

Description

Prepare a detailed accounting of all USFWS and state field project costs in Federal FY 1998-99, 99-00, 00-01, 01-02, and projected for 02-03 and 03-04. Mexican Wolf Recovery Coordinator, AZ and NM Game and Fish departments, by December 2001.

Action 6

Description

Conduct a staffing needs assessment based on project experience to date. External contractor, by December 2001.

Action 7

Description

Compile, review, and publish an assessment of all release program impacts reported to date on existing land uses, local customs, cultures, and economies in Arizona and New Mexico. AZ-NM Coalition of Counties? December 2001.

NOTE: The Working Group did not endorse the next two Action Items unanimously. The two items may be premature, without completion of many of the Action Items elsewhere in this report and those included under other Working Groups. The contrasting view was that the next two Action Items are a logical outcome of the Action Items above and thus should be included. The context of listing these 2 actions items is that the Mexican Wolf Recovery Program will be releasing wolves throughout the Blue Range Wolf Recovery Area (both in the primary and secondary recovery zones). The issue at hand is that under the current rule the only wolves that can be released in the secondary zone are those that have been previously released in the primary zone. Such wolves are not always the best choice biologically, or behaviorally, for release. Therefore, the ability to select wolves regardless of origin (previously released or from captivity) provides the best situation biologically and from a wolf management perspective. The freedom to choose the best wolves for release is in the best interest of the Program overall--both biologically and for those individuals or interests that may potentially be impacted by wolves. The context of these action items then, is not whether wolves will be released in the secondary recovery area, that will occur; but rather to provide the flexibility to select wolves that have a greater probability of success and thereby impact landowners and economic interests the least.

Action 8

Description

Based on the results of the action items above, propose appropriate changes in the 10(j) rule.

Action 9*Description*

Change the 10(j) management rule to allow direct releases of wolves anywhere within the Blue Range Recovery Area.

Goal 2 (Priority 2 [tie]...26 votes)

Select better wolf release/management areas within the recovery zones in AZ and NM.

Action 1*Description*

Review and refine the criteria for release selection, including: potential conflicts with previously released wolves, potential conflicts with land uses; potential conflicts with humans; potential conflicts with management priorities for other species of wildlife; desired impacts on other species (i.e. reducing populations of other predators), den-site potential; wild ungulate prey base abundance and availability; post-release movements and dispersal potential; any other relevant biological factors; logistical feasibility; cost of field monitoring; and field project staffing needs.

Action 2*Description*

Create a review team that includes stakeholders to identify and prioritize potential release sites within the reintroduction area (includes timing, prey base, land ownership).

Action 3*Description*

Compile and analyze all incidents involving livestock, other domestic animals, or humans to identify preventative measures and to assess the effectiveness of current management options. Who: IFT, appropriate stakeholders.

Goal 3

Improve wild ungulate populations within the recovery zones.

Action 1*Description*

Identify wild ungulate prey base habitat enhancements to be accomplished through private property incentives programs and federal, state, tribal, and county, land management agency planning processes.

Problem statement (Priority 6...6 votes)

Release Candidates and Pre-release Management Procedures: Current pre-release wolf management guidelines do not adequately address all relevant issues.

Goal 1

Consolidate and review management procedures regarding pre-release activities such as promoting wildness, health of release stock, fecundity, genetic variability, pair-bonding potential, disease control, age and reproductive status of animals in the release program.

Goal 2

Develop criteria for determining timing and location of release based on environmental, land use, biotic (other species, prey base) and abiotic conditions.

Goal 3

Develop criteria for class of wolves to be released (individual vs. pack; male vs. female; pregnant female; old vs. young; etc.), based on environmental, land use, biotic (other species, prey base) and abiotic conditions.

Goal 4

Develop criteria for selecting the appropriate type of release for each situation:

Action 1

Description

Develop criteria for determining when hard release and soft release should be used, based on environmental, land use, biotic (other species, prey base), and abiotic conditions (including cost and logistical feasibility).

Action 2

Description

Develop criteria for determining when translocation and direct release should be used, based on environmental, land use, biotic (other species, prey base), and abiotic conditions (including cost and logistical feasibility).

Problem statement (Priority 2...25 votes)

Post-release Management Practices and Procedures: Current post-release wolf management guidelines do not adequately address all relevant issues.

Goal 1(Priority 2 [tie]...26 votes)

Review and refine all current management practices and procedures regarding post-release activities.

Action 1

Description

Develop a formal supplemental feeding protocol. Action Step Requirements: Responsibility: Interagency field team. Timeline: September 2001 to February 2001. Measure: Final Protocol. Collaborators: Interagency Management Advisory Group and Stakeholders. Resources: 25 staff days at \$125/day, \$5000 to print and distribute. Consequence: Better understanding of a step that is fundamental to project success, smoother wolf transition to the wild, and better adaptation of captive wolves to wild. Obstacles: The Mexican Wolf Field Team is overloaded already; delivery mechanisms; animal rights issues.

Action 2

Description

Develop and implement a public outreach program.

Action 3

Description

Review and refine all depredation management procedures and guidelines.

Action 4

Description

Review and refine all procedures and guidelines for detecting and monitoring released wolves.

Action 5

Description

Review and refine all procedures and guidelines for radio-tracking practices.

Action 6

Description

Review and refine all procedures and guidelines for detecting and monitoring wolves in proximity to livestock.

Action 7

Description

Review and refine all procedures and guidelines for recapture.

Action 8

Description

Review and refine all procedures and guidelines for translocation.

Action 9

Description

Review and refine all criteria, procedures, and guidelines for temporary and/or permanent removal from the wild of released wolves.

Action 10

Description

Review and refine all procedures and guidelines for preventing, managing, or monitoring dispersal.

Action 11

Description

Review and refine all procedures and guidelines for detecting or monitoring prey use.

Action 12

Description

Review and refine all procedures and guidelines for detecting and monitoring selection and use of den sites.

Action 13

Description

Review and refine all procedures and guidelines for detecting and monitoring reproduction.

Action 14

Description

Review and refine all procedures and guidelines for detecting and monitoring pup survival.

Action 15

Description

Review and refine all procedures and guidelines for detecting and monitoring availability and use of water.

Action 16*Description*

Review and refine all procedures and guidelines for detecting, monitoring, and managing problem wolves.

Action 17*Description*

Review and refine all procedures and guidelines for management of wolves on private lands.

Action 18*Description*

Review and refine all procedures and guidelines for identifying and addressing conflicts with land uses and land users.

Goal 2

Assess the known and projected impacts of wolves on other biological elements of the recovery zone ecosystem, including but not limited to big game species, and other predators.

Action 1*Description*

Assess the impact of wolves on other species of wildlife.

Action 2*Description*

Develop procedures and guidelines for minimizing undesired and maximizing desired impacts on other species of wildlife. [Note: two Work Group member did not agree this Action Item should be included; the issue is concern about who would determine what impacts would be desired and which ones would not be desired.]

Goal 3

Maximize post-release survival and breeding success.

Action 1*Description*

Review the protocol for husbandry of captive pre-release wolves in on-site acclimation pens to ensure it is adequate to maximize post-release survival and breeding success.

PROBLEM STATEMENT (Priority 3...23 votes)

Information Needs: Effective wolf management is hampered by a lack of information, and by questions and concerns about the accuracy of the information on which it is based.

Goal 1

Increase the extent to which all available sources of information are used effectively in the program.

Action 1*Description*

Survey the public, academicians, and agencies to identify areas in which they believe they can appreciably contribute knowledge that is not currently reflected in the program.

Action 2

Description

Develop guidelines to ensure that project staff solicit and consider information from all available sources (including published and unpublished sources, locally knowledgeable individuals, natural historians, academicians, agency staff, and historical as well as recent information) during project planning and implementation.

Goal 2

Eliminate information gaps and weaknesses that limit program effectiveness.

Action 1

Description

Survey the public and program staff to identify information gaps or weaknesses that affect their understanding of the need for and/or quality of the program.

Action 2

Description

Survey local residents of counties in eastern Arizona and western New Mexico to identify specific information, or kinds of information, that is disseminated by or on behalf of the reintroduction/recovery program that they believe is inaccurate, misleading, or otherwise suspect.

Goal 3

Provide appropriate goals, objectives, and strategies for Mexican wolf recovery, including reintroduction and post-recovery management.

Action 1

Description

Revise the Mexican Wolf Recovery Plan to include objective criteria for downlisting and delisting the species.

Action 2

Description

Evaluate the pros and cons of 10(j) designation vs. full protection as an endangered or threatened population.

Goal 4

Investigate biological issues relevant to project success.

Action 1

Description

Collect data on aversive conditioning to identify management actions.

Action 2

Description

Collect data on Mexican wolf food habits to quantify actual diet composition.

Action 3

Description

Evaluate disease prevention protocols

Action 4

Description

Evaluate reproductive success and recruitment in released wolves.

Action 5

Description

Evaluate degree of manipulation.

Goal 5

Conduct a comprehensive review of the Mexican wolf program.

Action 1

Description

Compile data to ensure availability of data

Action 2

Description

Develop protocol to insure proper data collection, proofing computer entry methods.

Action 3

Description

Develop review criteria

Action 4

Description

Develop review report format

Action 5

Description

Develop review process

Problem statement (Priority 4...19 votes)

Process-related Issues: No mechanism has been clearly defined by which to monitor, evaluate, and modify the Mexican wolf reintroduction program.

Goal 1

Review, define, and/or clarify the respective roles of the Interagency Management Advisory Group, Mexican Wolf Recovery Team, Advisory Team, and citizen advisory groups to advance the objectives of the Mexican Wolf Recovery Plan.

Goal 2

Develop a process by which the various advisory groups (IMAG, MW Recovery Team, etc.) interact to monitor progress of the Mexican wolf recovery program, and recommend changes.

Problem statement (Priority 5...12 votes)

Program staff may lack adequate training to meet the needs of implementing Mexican wolf recovery.

Goal 1

Provide technical training opportunities for field staff in the broader recovery zone (including Mexico) in order to standardize methods and provide quality control.

Goal 2

Ensure that project staff have competency in data gathering, storage, retrieval, and analysis.

Goal 3

Ensure that project staff have competency in verbal and written communication skills.

Ranking of Goals

As noted above, each member picked their top five goals and we then pair-ranked the top 6 of those. The “top six” goals were:

- a. Reassess and refine the boundaries for wolf recovery in Arizona and New Mexico (30 votes).
- b. Select better wolf release/management areas within the recovery zones in AZ and NM (26 votes).
- c. Review and refine all current management practices and procedures regarding post-release activities (26 votes).
- d. Eliminate information gaps and weaknesses that limit program effectiveness (23 votes).
- e. Conduct a comprehensive review of the Mexican wolf program (18 votes).
- f. Review, define, and/or clarify the respective roles of the Interagency Management Advisory Group, Mexican Wolf Recovery Team, Advisory Team, and citizen advisory groups to advance the objectives of the Mexican Wolf Recovery Plan (17 votes).

Note: When the workshop ended, the Management Working Group decided that it would continue working on polishing its report. Over the weekend, a member used flip chart notes and other notes to flesh out the report, especially the action items. The draft working group report was then circulated via e-mail and fax to all members so they could review the material, provide comment, and affirm accuracy of the report as it is structured herein. Comments from all members responding were used to structure this final working group report.

Working group members: Lu Carbyn, Gary Ely, Jose Guevara, Terry Johnson, Brian Kelly, David Ogilve, Mike Seidman, Nick Smith.

Mexican Wolf Reintroduction Program Three-Year Review Workshop

*7-10 August, 2001
Show Low, Arizona*

FINAL REPORT

Section 5

DATA GATHERING WORKING GROUP REPORT

DATA GATHERING

Issues falling under this topic include:

1. Outdated recovery plan needs to be revised to include specific recovery goals.
2. Need PVA (updated) for wild population – including various release strategies.
3. Need program to obtain information on ecological and human-wolf conflicts effects/aspects of wolf recovery.
4. Assess impact of management actions (e.g. removal of problem wolves, supplemental feeding) on evolution and behavior of wolves.
5. Need to evaluate effects of placing boundaries on recovery area.
6. Develop better scientific information on the prey base.
7. Need for effective genetic management of wild Mex. Wolf population
8. Is scale of recovery program adequate (i.e. numbers, timing and distribution)?
9. Need assessment of effects/impacts of disease in wolf population.
10. Lack of historical perspective on distribution of wolves in AZ & NM.

Also considered:

- Need better scientific leadership from FWS.
- Method of data collection, storage and analysis.
- Effects on gene pool.
- Lack of wildness in captive-born wolves.
- Ecosystem effects.
- Need adequate funding for research (social and biological).
- Need for more ongoing scientific review.

Problem Statement

The Mexican Wolf Recovery Plan lacks current information (1982) and does not contain specific, numerical goals for recovery, and downlisting to “Threatened” status and (i.e. delisting), as required by the ESA.

Goal

Revise the Mexican Wolf Recovery Plan with numerical goals for downlisting and delisting (i.e. recovery) based on the best scientific data/information by August 2003.

Action

Description

Revise the Mexican Wolf Recovery Plan.

Requirements

Responsible: FWS

Execution: Start: Immediately

End: August 2003

Measurable results:

Product: Revised recovery plan

Resources: A PVA for wild pop. In BRWRA

Personal: FWS contracted experts

Cost: \$45,000 est.

Consequences: A modern legal Rec. plan

Greater certainty of program goals and effort in general

A time line for recovery (greater certainty of de-listing)

Obstacles: Public reaction/support or lack of support

Funding

Controversy over composition of recovery team

Collaborators: Recovery team, Agencies,

Note: The members of the group were unable to reach consensus regarding whether or not stakeholders (non-scientists) should be involved in setting biological recovery goals.

Various views were expressed. Defining stakeholders as representatives of the local population, economically impacted groups and users, some felt that the recovery planning process, including drafting of the recovery plan must be open and inclusive of stakeholders to ensure trust in process and to ensure that stakeholder views are incorporated in both the science and the interpretation of the science. Others felt that the inclusion of non-scientific stakeholders will politicize the process and production of a revised recovery plan should be conducted by scientists only. A third view was expressed suggesting a compromise in which there would be a divided recovery team made up of a science team to tackle the biological and legal issues and a separate implementation team which would be inclusive of stakeholders and responsible for determining the implementation portion of the recovery plan.

Problem statement

A population viability analysis has not been conducted for the wild population in the BRWRA creating uncertainty about long-term sustainability of the wild population.

Goal

Conduct a population/habitat viability analysis of the wild population in the BRWRA using modern, scientifically accepted methods, to be completed by FWS contracted experts by February 2002.

Action

Description

Conduct a population/habitat viability analysis of the wild wolf population in the BRWRA.

Requirements

Responsibility: FWS and contracted experts

Timeline: By Feb. 2002

Measurable outcome:

New assessment of Population Viability in BRWA

Information to assist recovery planning process

Information to improve adaptive management process

Collaborators: (unresolved regarding inclusion of stakeholders; see note above)

Resources: 10,000-20,000

Consequences: hard data on which to base future planning

Obstacles: lack of funding, availability of scientists

Problem statement

Effects of recovery of wolf population on other wild organisms (i.e. mountain lion, coyotes, foxes, elk, deer) and ecological processes (e.g. community structure/dynamics) have not been elucidated in the Southwest.

Goal

Establish baseline numbers and distribution data for selected (examples) wild organisms and ecological processes by Aug. 2002, and implement on-going monitoring of change.

Action 1*Description*

Determine data needs and establish research priorities

Requirements

Responsible: FWS

Collaborators: Stakeholders, Universities

Timeline: Dec. 31, 2001

Measurable outcome: Research

Cost: unknown Agenda lit. review

Consequences: Understand of what is needed to improve program

Obstacles: Funding

Action 2*Description*

Obtain funding

Requirements

Responsibility: FWS

Timeline:

Collaborators: Congress, foundations, Stakeholder, Universities

Action 3*Description*

Implementation

Requirements

Responsibility: FWS

Collaborators: Researchers

Time: Baseline data beginning June on going monitoring 2002

Outcome: baseline data

Cost: unknown

Consequences: Ability to assess the future ecological impacts of wolves

Obstacles: lack of funding

Problem statement

Causes and effects of wolf-human/wolf-livestock interactions are not sufficiently understood because in part, human-wolf/wolf-livestock conflicts have not been adequately documented.

Goal

Collect and analyze thorough, systematic data/information on wolf-human/livestock interactions beginning immediately.

Action*Description*

assemble in database and analyze all available data and establish a system for collection additional data

Requirements

Responsibility: Field office rep of FWS

Timeline: Oct 2001

Outcome: database with incident detail summary and analysis of interactions

Collaborators: rural residents

Resources: Computer, staff time, \$2000/year.est.

Consequences: Help prevent adverse interaction

Obstacles: Funding, time for staff, lack of public interest/response, false information

Note: The following specific ideas were suggested and agreed upon by the group for implementation of this action:

- Distribute incident form to rural residents in wolf recovery area to supplement hotline calls
- Make these forms available to people in a box at signs indicating recovery areas
- Provide contact person and phone # on form
- Include question on form asking about attractants and all other pertinent information (revise incident form/database to include a question about attractants in area)

Problem statement

Management actions (e.g. capture/recapture, supplemental feeding and removal of wolves) may negatively effect: a) behavior, b) social structure, and c) evolution of wolves.

Goal

Minimize management action (e.g. capture/recapture, supplemental feeding, removal of wolves) and analyze the short and long term effects of these actions on wolf behavior, social structure, and evolution.

Problem statement

Current primary and secondary recovery area boundaries are hindering wolf recovery; however, boundary expansion may cause more human/wildlife wolf conflicts

Goal

Allow possible release of wolves from captive population throughout recovery area and allow wolves to disperse outside recovery area and evaluate possible negative land restrictions (public & private), and impacts to other wildlife population and local economies due to boundary changes.

Action 1*Description*

Change rule to allow for possible release of wolves from captive population throughout recovery area and allow wolves to disperse outside recovery area.

Requirements

Responsibility: Recovery coordinator/FWS

Timeline: initiate immediate (Monday morning)

Consequences: (potential) land use changes (public & private), impacts to wildlife & economy, faster and greater certainty to wolf recovery.

Obstacles: NMG&F, local community objections
Costs: ??

Action 2

Initiate thorough NEPA process to evaluate all changes, including no action as an option.

Problem statement

Need for historical wolf data.

Goal

Collect and analyze all available historical information on past wolf numbers and distribution.

Top priority goals:

1. Allow possible release of wolves from captive population throughout recovery area and allow wolves to disperse outside recovery area and evaluate possible negative land restrictions (public and private), and impacts to other wildlife population and local economies due to boundary changes.
2. Minimize management action (e.g. capture/recapture, supplemental feeding, removal of wolves) and analyze the short and long term effects of these actions on wolf behavior, social structure, and evolution.
3. Establish baseline numbers and distribution data for selected (examples) wild organisms and ecological processes by Aug. 2002, and implement on-going monitoring of change.

Working group members: Krista Beazley, Kevin Bixby, Jack Diamond, Phil Hedrick, Joe Melton, Dave Parsons, Michael Robinson, Jim Tenney, Bruce Thompson.

Mexican Wolf Reintroduction Program Three-Year Review Workshop

*7-10 August, 2001
Show Low, Arizona*

FINAL REPORT

Section 6

COMMUNICATIONS AND TRUST WORKING GROUP

COMMUNICATIONS AND TRUST

The Communication and Trust working group took on the following problems identified in the earlier issue generation exercise (see Section 3). They prioritized the problems and grouped them as follows:

1. Mechanisms used to communicate
 - i. Communicating wolf locations/release –radio frequencies- unwilling to share
 - ii. Structure of workshop may inhibit open communication
 - iii. Relationship with Mexico
 - iv. Relationship with IMAG
 - v. Diminished participation
 - vi. Public versus private land management is not clearly communicated
 - vii. Training programs for agency people, public in U.S. and Mexico
 - viii. Gaining knowledge with how to work with other people, cultures.
 - ix. Credibility
 - x. Increased stakeholder awareness
 - xi. Lack of agency people skills
 - xii. Lack of neutral facilitator
 - xiii. Adequate interagency coordination
 - xiv. Diminished involvement and erosion of trust of “primary cooperators”
 - xv. Relationship with the media.
2. Information handling and & acquisition
 - i. Adequate Public Outreach
 - ii. Perpetuation of misinformation
 - iii. lack of information exchange
 - iv. Method of data collection, storage, and analysis
 - v. Transparency (openness)
 - vi. Intentional, unintentional misrepresentation of data
 - vii. Failure to disclose full program costs
 - viii. Credibility
 - ix. Lack of communication of FWS
3. All process appeared pre-ordained
 - i. Continue without modification
 - ii. Continue with modification
 - iii. No Wolves
4. Lack of consultation & respect for local expertise
 - i. Lack of local input into release site locations
 - ii. Lack of use of local University experts
5. Lack of specific goals & objectives on how to reach recovery goals (i.e. outdated Recovery Plan, Down-Delisting)
6. Recognition and inclusion of other forms of knowledge in addition to science (science is not exclusive) such as logic, experience, intuition, metaphysical.
 - i. Society will support good science
 - ii. Values trump science
7. Changing the rules in the middle of the game (primary and secondary zones)

8. The public perception and the agency perception are completely different – An anti-government sentiment which has developed from other issues and agencies (mistrust)
 - i. Conflicts due to different value systems of affected people- personal experiences
9. Concordance of policy & legislation
 - i. Accountability - Consequences- decisions made and the individuals have no consequences. Information is provided to the agency and the information is ignored
 - ii. Policy does not follow legislation
10. Consistency/permanence and continuity of agency actors

The group then developed Problem Statements, Goals and Actions for each set of issues.

Problem statement

Mechanisms used to communicate are inadequate for stakeholders' satisfaction.

Goal 1

Agency personnel should attend at least 2 communication training sessions annually.

Goal 2

Develop mechanisms to communicate and inform stakeholders. Provide accurate bi-monthly information on FWS website by the USFWS

Action

Description

Develop an exchange of information, through a website, amongst Mexico, United States, and Tribe.

Requirements

Responsible: United States Fish and Wildlife Service (Alb)

Time of execution: Start: 8/13/01; Complete: 12/31/01

Measurement of Results: Number of web page visits (hits)

- Product
1. Spanish summary of USFWS website
 2. Spanish and English summary of recovery action in Mexico
 3. Spanish and English summary of recovery actions on tribal lands.

Resources Current site and webmaster of USFWS

Internet

Translator (Mexico, Technical Advisory Committee)

Cost \$1,500/month

Limitations Web viruses

Team communication

Time and priorities

Politics

Cross-cultural communication styles

Proprietary information (legal issues)

Collaborators Interagency Team (G&F, ADC, FS)

IMAG

Mexican Wolf Technical Advisory Committee

Fauna Silvestre

Tribal Wildlife Depts.

Issues address within this goal:

- Communicating wolf locations/release –radio frequencies- unwilling to share
- Structure of workshop may inhibit open communication
- Relationship with Mexico
- Relationship with IMAG
- Diminished participation
- Public versus private land management is not clearly communicated
- Training programs for agency people, public in U.S. and Mexico
- Gaining knowledge with how to work with other people, cultures.
- Credibility
- Increased stakeholder awareness
- Lack of agency people skills
- Lack of neutral facilitator
- Adequate interagency coordination
- Diminished involvement and erosion of trust of “primary cooperators”
- Relationship with the media.

Problem statement

Information handling and acquisition are not sufficient for good decision making.

Goal

When interpretations of numerical information is released, methods will be described.

Issues address within this goal:

- Adequate Public Outreach
- Perpetuation of misinformation
- lack of information exchange
- Method of data collection, storage, and analysis
- Transparency (openness)
- Intentional, unintentional misrepresentation of data
- Failure to disclose full program costs
- Credibility
- Lack of communication of FWS

Problem statement

Important decisions are or appear to be pre-ordained resulting in stakeholder disenfranchisement, such as the direct release of wolves into the Gila is a premature action, which changes the rules in mid stream.

Goal

Fully and honestly implement the National Environmental Policy Act (NEPA) process by USFWS.
Continue without modification
Continue with modification
No Wolves

Problem statement

There is a lack of consultation and respect for local expertise, which results in missing information, bad decisions, and erosion of local trust and support.

Goal

Involve local experts in the planning and decision making process by the Interagency Field Team.

Action*Description*

Revise Recovery Plan and include local expertise in the planning and decision.

Issues address within this goal:

- Lack of local input into release site locations
- Lack of use of local University experts

Problem statement

There is a lack of specific goals & objectives on how to reach recovery.

Goal

Develop a new Recovery Plan by 2002, Jan 1, COB. By USFWS.

Problem statement

Recognition and inclusion of other forms of knowledge in addition to science (science is not exclusive) such as logic, experience, intuition, metaphysical. The sole use of science, without other forms of knowledge such as: local knowledge, experience, intuition, metaphysical, values, etc., creates an incomplete knowledge base.

Goal

Identify and develop other knowledge bases and incorporate them into the decision making process.

Action*Description*

Use local expertise.

Issues address within this goal:

- Society will support good science
- Values trump science
- Changing the rules in the middle of the game (primary and secondary zones)

Problem statement

Changing the rules in the middle of the game, such as the direct release of wolves into the Gila is a premature action that changes the rules in mid stream.

Goal

Keep the project on the original plan or adhere to the NEPA process in a manner that is not perceived as pre-ordained.

Action*Description*

Hold agency accountable with consequences.

Issues address within this goal:

- Primary and Secondary Zones
- Recapture dispersing wolves

Problem statement

An anti-government sentiment that has developed from other issues and agencies has contributed to distrust of the Wolf Recovery Program.

Goal 1

Government agencies need to be held accountable with consequences in all conservation programs in this region. Project personnel need to make an active effort to develop individual and community trust.

Goal 2

Local communities need to be open to positive changes within the government agencies and individuals.

Issue address within this goal:

- Conflicts due to different value systems of affected people- personal experiences

Problem statement

At times rule making does not follow legislation, and when it does not there is no accountability or consequences.

Goal

All rule making will follow legislation and if they don't there will be consequences.

Issues address within this goal:

- Accountability - Consequences- decisions made and the individuals have no consequences. Information is provided to the agency and the information is ignored
- Policy does not follow legislation

Problem statement

There is little consistency, permanency, and continuity of agency actors resulting in disrupted trusting relationships and loss of local information.

Goal

Provide incentives to retain competent staff

Additional, Stand Alone Issue**Problem Statement**

There was no requirement to not negatively influence the health of the rural communities within the BRWRA with the wolf reintroduction program.

Goal 1

Determine appropriate measures and monitor rural community health within this unique community (BRWRA).

Action

Description

Attend, learn, and implement the “Community Collaborative Process” training sessions. (through Southwest Strategy Program) to assist in determining measures and monitoring of community health.

Requirements

Responsible: USFWS representative to the Southwest Strategy

Timeline: Start: 1/1/02 depending on the Southwest Strategy

End: 1/1/03

Measure of results: Monitoring program in place that will monitor community health

Accumulation of data (TBD)

Product: Measures of community health within this unique area (BRWRA)

Resources: Southwest Strategy Group

Census Information

UNM-BBER

County Records

Other depositories of information

Cost: \$

Limitations: Money

Motivation and commitment of USFWS and Cooperators.

Time lag in conducting significant analysis.

Acceptance of the concept and the importance of the Human Dimension as an equal to ecology.

Collaborators: USFWS

Interagency Team

Counties

Universities

Constituents (customers)

Top Ranked Goals

1. Determine appropriate measures and monitor rural community health within the unique community of the BRWRA.
2. Keep the project on the original plan or adhere to the NEPA process in a manner that is not perceived as pre-ordained.
3. Involve local experts in the planning and decision making process by the Interagency Field Team.
4. Develop mechanisms to communicate and inform stakeholders and provide accurate bi-monthly information on FWS website by the USFWS.
5. Develop a new Recovery Plan by 2002, Jan 1, COB. By USFWS.

Working group members: Nick Ashcroft, Martin Davis, Dan Groebner, Tom Klumker, Barbara Marks, Paul Paquet, Adam Polley, Russ Richards, Peter Siminski.

Mexican Wolf Reintroduction Program Three-Year Review Workshop

*7-10 August, 2001
Show Low, Arizona*

FINAL REPORT

Section 7

HUMAN DIMENSIONS WORKING GROUP REPORT

HUMAN DIMENSIONS

The Mexican Gray Wolf Recovery Program needs to consider and address the critical human dimension issues such as:

- Federal land issue vs. private
 - Partnership vs. Enforcement
 - Private supplying public needs w/o compensation
 - Sharing of federal land-whose values/uses are more important?
- Federal domination of process
 - Program needs to have better coordination with local authorities and residents
- Accountability & Creditability
 - Program should be accountable for their actions and the wolves' actions in order to gain more local creditability.
 - Is the public being given lip service or truly valued, considered and accounted for
- Political vs. Ecological Process
 - The question needs to be addressed: Is the program truly fulfilling an ecological need or is it driven by politics, nationally or locally
 - Politically, is society willing to accept the steps necessary to make the program more ecologically based?
- Public information and Education
 - Need to disseminate info in a timely manner
 - Provide informed people as contacts for local information needs
 - Need to develop an outreach plan to address wolves & real loss of economics due to wolf predation
- Beliefs, myths & perceptions
 - There exists many myths & beliefs that does not accurately portray the wolves biology & behavior
 - Gossip becomes more than facts-human nature
 - The issue goes beyond the wolf and more about the federal government telling people what they can & can't do on their private land
 - There is a general mistrust of the government
 - Ranchers believe that it's just another tool to get rid of them.
 - Are there really conflicts with all these endangered species and cows
- Process Participation
 - The Recovery Team (define role) need to be more representative of the stakeholder affected by the program
 - A need for a more local advisory group also.
 - A better use of local expertise on habitat & resource questions, and concurring the on the ground management.
- Cultural Conflicts
 - A feeling that a way of life will be threatened by the wolf program and other ES programs
 - The ranchers and the Feds removed the wolf for a reason and that reason has not changed

Rural communities feel that urban residents are encroaching their residents are encroaching their beliefs and values upon their way of life and that they don't understand the hardships of nature
Conflicts with native beliefs on wolves (trophy elk, cattle)
The urban residents feel that the ranchers should be as concerned about E.S. as they are in their cattle & that ranchers have unfair use of federal land.
Conflict between traditional cattle management and wolf reintroduction

- Values (to the individual)

These issues were discussed within the group, prioritized and problem statements were written. The group then developed goals for addressing these problems and detailed actions to implement the goals.

Accountability & Credibility

Problem statements

The administrators of the MGWRP need to be accountable for their actions and the actions of the introduced wolves in order to obtain credibility with the public and other agencies.

There need to be clear lines of responsibility within the program for response to reports of incidents involving Mexican Gray Wolves.

Goal 1

Within 6 months, the Public Outreach Coordinator will develop a comprehensive public involvement plan which addresses all aspects of the program including but not limited to: recovery plan participation, new wolf releases, time lines for responses to public inquires, program inquires, program budget & status reporting, info updating & dissemination, mechanism for obtaining public input.

Action 1

Description

Hire a full-time public outreach coordinator that is located in the local area.

Requirement

Responsibility: USFWS-R2 ES office

Time line: October 1, 2001

Measurable outcome: Get position filled within the timeline

Collaborators or Partners: AZGFD, NMGFD, USFS, and tribal governments

Resources: Necessary funding and FTEs; person with necessary experience

Consequences: improved program continuity and acceptance

Obstacles: funding, FTE, competition for funds within the program, budget cuts

Action 2

Description

Develop and implement a clear and concise outreach program

Requirements

Responsibility: New outreach coordinator

Time line: within 6 months from date of hire

Measurable outcome: produce the plan within the specified timeline, and begin implementation

Collaborators or Partners: federal agencies, state agencies, southwest strategy, NGOs, tribes, volunteers, ranchers

Resources: personnel and personal time, facilities

Consequences: focus of outreach efforts, improved public involvement, understanding, and acceptance

Obstacles: funding, no current position for coordinator, distrust

Goal 2

Within 6 months, the Field Team Coordinator & Program Coordinator should develop a clear & concise response plan that includes: classification of types of incidences with contact info for responsible individuals/agencies and appropriate & timely responds & reporting guidelines.

Action 1

Description

Hire a field team coordinator

Requirements

Responsibility: USFWS-R2 ES office

Time line: October 1, 2001

Measurable outcome: Get position filled within timeline

Collaborators or Partners: AZGFD, NMGFD, USFS, and tribal governments

Resources: Necessary funding and FTEs, person with necessary experience

Consequences: improved coordination and oversight of field activities and provide a focal point for information exchange between the field staff and the "outside world," leading to increased efficiency and improved credibility of program

Obstacles: funding, FTE, competition for funds

Action 2

Description

Develop and implement a clear and concise incident response plan

Requirements

Responsibility: field team coordinator and program coordinator

Time line: 4 months after position filled

Measurable outcome: develop and test plan

Collaborators or Partners: AZGFD, NMDGF, USFS, tribes, other wolf programs, APHIS-WS

Resources: personnel time, other predator programs

Consequences: more appropriate and timely responses to wolf incidences

Obstacles: funding, FTE, public acceptance, budget cuts

Public Information and Education

Problem statements

Lack of lines of communication, used in a timely manner, between program staff, agency partners and the public needs to be improved.

There exist many strongly held beliefs & perceptions regarding the Mexican wolf, the ranching community, and the federal government that may or may not be true.

Goal 1

The Project Outreach Coordinator needs to identify local misconceptions, with help of local sources, of the Mexican wolf and address them as part of the outreach plan.

Action

Description

Develop and conduct a survey and interviews of local residents to ascertain stories and perceptions concerning the Mexican wolf.

Requirements

Responsibility: project outreach coordinator

Time line: 1 year from date of hire

Measurable outcome: produce a report with findings and recommendation to IMAG

Collaborators or Partners: field staff, IMAG, residents

Resources: funding, time, survey skills

Consequences: identification of information needs, developing better relationships with local residents

Obstacles: reluctance of individuals to talk, funding, size and distribution of local population

Goal 2

The Project Outreach Coordinator will identify resources, individuals, or groups that can aid him/her in outreach activities within one year.

Action

Description

Conduct research within the local community and other wolf programs to determine individuals and organizations with experience, ideas and approaches on how to conduct effective outreach programs.

Requirements

Responsibility: public outreach coordinator

Time line: 3 months from hire

Measurable outcome: list for inclusion in the outreach plan, begin the formation of a “friends” group

Collaborators or Partners: local citizens, other wolf programs, interested organizations

Resources: time, funding, volunteers, e-mails, phone

Consequences: improve outreach program effectiveness, establish “friends” group, develop better relationships with local residents

Obstacles: funding, lack of participation, distrust

Goal 3

Design a communication network for local communities

Action

Description

Develop mechanisms like newsletter, e-mail lists, web page, weekly or monthly question/answer period in newspaper, updated information sheets, and a process disseminating information to communities to be proactive in addressing public needs and questions regarding the wolf program.

Requirements

Responsibility: public outreach coordinator

Time line: 1 to 1 ½ years

Measurable outcome: web page, newsletter, e-mail list, newspaper articles, information sheets, and a process to disseminate information to communities

Collaborators of Partners: AZGFD, NMGFD, SW Strategy, local contacts, USFS

Resources: local volunteers in each community, other wolf programs, external affairs office, field staff, newspapers

Consequences: adequate and current information dissemination in a timely fashion, decrease of mistrust

Obstacles: time, information exchange, cost of printing, turnover of volunteers

Goal 4

Information provided in outreach programs should be balanced & objective and not designed to persuade attitudes and opinions.

Action

Description

Information disseminated by the program must be neutral and accurate and reviewed periodically by the EA office, IMAG, and local volunteers

Requirements

Responsibility: POC

Time line: ongoing

Measurable outcome: Annual IMAG evaluation results in favorable review

Collaborators of Partners: IMAG, local volunteers

Resources: training, wolf staff members, EA office, published literature, wolf biologists

Consequences: Relevant and useful information is getting to the people that want it

Obstacles: natural tendency to be biased

Cultural Conflicts

Problem statements

There is a conflict between rural and urban values, perceptions & points of view that stresses the Mexican gray wolf program and local residents in multiple ways. In addition, there is a pervasive perception among private landowners, Native Americans and Native American landowners that they are contributing to a public benefit; this benefit may or may not be compensable.

Resolving the various cultural conflicts is not within the scope of the program, however all involved individuals should be aware of and sensitive to this reality. There may also be a need for a review of the ethical issues related to all aspects of Mexican wolf recovery, including the unique features of the reintroduction program.

We feel that the goals listed will make a positive contribution toward a better understanding of the cultural divide.

Goal 1

Increase the sensitivity of program staff and partners to cultural differences in attitudes and values specific to the program.

Action

Description

Provide annual training and information meetings to all staff from New Mexico and Arizona that addresses cultural conflicts specifically related to the program.

Requirements

Responsibility: Program Coordinator, Assistant Regional Director

Time line: within one year, and annually thereafter

Measurable outcome: Annual training is conducted

Collaborators of Partners: SW Strategy, IMAG, program staff,

Resources: Contracted expert, local officials and association, pro and anti-wolf organizations and individuals, funding

Consequences: Improved public relations,

Obstacles: time and coordination, funding, employee attitudes to additional training sessions

Goal 2

Integrate the staff into the local communities.

Action 1

Description

Incorporate requirement for people skills into the job description, evaluation criteria, and staff search.

Requirements

Responsibility: Program Coordinator

Time line: ongoing/all future hires

Measurable outcome: people skills are incorporated into the job description, and new people are hired with appropriate skills

Collaborators of Partners: personnel office

Resources: personnel office, job announcements

Consequences: new staff becomes more integrated and accepted into the community

Obstacles: funding, supply of qualified applicants

Action 2

Description

Provide incentives to maintain continuity in staff

Requirements

Responsibility: Regional Director

Time line: immediate and ongoing

Measurable outcome: majority of staff remains with program for a minimum of four years

Collaborators or Partners: National Headquarters

Resources: Quality Field Housing, adequate pay, per diem, adequate staffing level, vehicles, reward program, employment benefits, opportunity for training and advancement while remaining within the area

Consequences: staff becomes integrated and accepted within the community

Obstacles: funding, adequate rewards, personnel rules, agency policy, outside recruitment

Goal 3

Develop a better understanding of ethical considerations related to Mexican gray wolf recovery, including the reintroduction of captive-raised predators into the wild, allowing extinction of this sub-

species, and the conflicting attitudes and resulting stresses among residents of the area directly affected by wolf recovery.

Action 1

Description

Commission a two-year study on the ethics of Mexican gray wolf recovery.

Requirements

Responsibility: Regional Director

Time line: Public release to be coordinated with the five-year review

Measurable outcome: Study results to be considered within the context of the five-year review

Collaborators of Partners: Independent team of academic ethicists

Resources: all individuals involved in and affected by Mexican gray wolf recovery, behavioral studies on reintroduced wolves

Consequences: A better understanding of an important part of the human dimension of this (and potentially other) recovery programs

Obstacles: funding, composing a team of ethicists that will be viewed as unbiased, reluctance of individuals to express their views

Political vs. Ecological Process

Problem statement

Mexican Wolf Program will inherently be a political issue.

Goal

Scientists & administrators involved in the program need to have a high level of sensitivity to the political factors, operating at various levels, that seek to influence the program and resist purely politically motivated solutions to problems.

Action

Description

Establish a subcommittee of the Recovery Team, or a Scientific Advisory Group, that will review all significant program management changes and adaptations for biological soundness.

Requirements

Responsibility: Program Coordinator and Recovery Team

Time line: In concert with any reintroduction rule revision, or the reconstitution of the recovery team

Measurable outcome: Ensure scientific soundness is considered in decisions

Collaborators of Partners: N/A

Resources: independent biologists, universities, social scientists

Consequences: science-based decisions to guide the program

Obstacles: FACA, political currents, budget threats, Congress, etc.

Process Participation

Problem statement

There is a lack of access to the program administrators from the local publics that results in decisions that do not fully consider local views.

Goal

Incorporate local citizen views into the Mexican gray wolf recovery program.

Action*Description*

Develop a local citizens advisory committee

Requirements

Responsibility: Program Coordinator

Time line: within 6 months

Measurable outcome: committee established

Collaborators of Partners: Southwest Strategy

Resources: funding

Consequences: improved consideration of local views and values

Obstacles: traditions

Working group participants: Michelle Brown, Darcy Ely, Steve Fritts, Keith Justice, Wally Murphy, Auggie Shellhorn, Homer Stevens, Gary Ziehe.

Mexican Wolf Reintroduction Program Three-Year Review Workshop

*7-10 August, 2001
Show Low, Arizona*

FINAL REPORT

Section 8

ECONOMICS WORKING GROUP REPORT

ECONOMICS

The Economics working group considered the following issues from the earlier brainstorming session (see Section 3 of this document):

- Impact on local economies
- FWS acceptance of financial responsibility
- Need for financial and social team
- Financial impact on land users owners and managers
- Increment economic instability- Land use changes, livestock losses, game species income.
- 5.6 million expense for one wild born pup to date (note: the group did not agree upon this figure).
- Economic impacts and opportunities.
- Possible loss of trophy elk income on communities and reservations.
- Impact on hunting opportunities.
- Full costs need better consideration.
- Incentive program
- State liability for potential project and litigation costs /losses
- Potential for ecotourism.
- Potential for niche marketing of beef?
- Lack of economic data and analysis / cost benefits.
- Potential for non-consumptive recreational opportunities.
- Impact on other species, flora, and fauna.
- Viability of producing livestock in the BRWRA.
- Accumulative affects of ESA _ loss of industries lost in local communities, loss of prey base will remove local industries.
- No accountability on budget priorities.
- Current DOW compensation program may work as disincentive to affective livestock management.
- Potential financial opportunities: The MWRP creates new opportunities providing economic benefits that have not been evaluated, quantified and considered for the proper balance of the program.
- Eco Tourism and recreation.
 - Local purchases, motel, food, bar, outfitting, camping
 - Non consumptive recreational opportunities.
- Niche marketing (Beef)
- Internship - free labor volunteers.

- Connection with production and free labor for ranches.
- Impact on other species flora and fauna.
 - Decrease in other predator populations.
 - Control of overgrown elk herds.
 - Benefits to other carrion eaters.
- Economic benefits from wolf project personnel in communities
 - Rentals, local purchases.
- Potential and actual financial losses: There are actual and potential losses to the individual and local communities due to the introduction of the Mexican Wolf that have not been adequately addressed.
- Potential loss of non-consumptive recreational opportunities.
 - Fear of wolf proximity to family groups.
 - Closure of recreational areas.
- Possible loss of trophy elk income.
 - Tribes depending on elk.
 - Rural communities depending on elk.
- Impact on local economies
 - Loss of circulating dollars to community business.
- Inadequate compensation.
 - Losses other than livestock need to be considered.
- Increment increase in economic instability.
 - Land use restrictions, loss of taxes, loss of livestock #s to large areas.
- Possible impact on hunting and locals. Loss of trophy elk.
 - Loss to game processors, outfitters and hunter/guides.
- Impact on other species, flora and fauna.
 - Wolf presence leads to inability to control other predators.
 - Increase in trophy elk losses to wolves.
- Loss of viability of livestock production in BRWRA.
 - Stewardship of land and loss of water and other improvements deteriorating.
- Loss of rural tax base.
 - From individual cattle losses
 - Loss of paying jobs
- Declining ranch asset values.

- Costs of Program: The Mexican Wolf Recovery Program needs a better consideration of full costs, including an incentive program, control, accountability, and better use of budget, defining and accepting the financial and legal liabilities of the USFWS and the States.
- FWS lack of acceptance of financial responsibility.
- Need for financial and social team.
- Better consideration and utilization of budget.
- Develop incentive program for co-op.
- States liability for costs and losses
 - Lawsuits against States.
- Loss of wolf control after de-listing.
 - No budget for control measures after de-listing.

These issues were consolidated and problem statements were developed to describe them. For each problem the group defined a goal for addressing it and identified action steps for implementing the goals.

Problem statement

Actual financial losses: There are actual losses to the individual and local communities due to the introduction of the Mexican Wolf that are not been adequately addressed and will not be addressed until more permanent solutions are found.

Goals

Develop and implement interim emergency solutions for actual losses to minimize their impact on the individuals and communities, through cooperative efforts between agencies, organizations and individuals. This program has to recognize and remedy the disproportionate financial burden placed on certain stakeholders.

Composition of the task force should include but not be limited to: Defenders of Wildlife, Gila Permitees Association, Interagency Field Group, local stakeholders (governments and producers).
December 2001.

Subject areas to be addressed by the task force, include but not limited to:

- Wolf presence leads to inability to control other predators.

- Loss of non-consumptive recreational opportunities.

- Fear of wolf proximity to family groups.

- Closure of recreational areas/ land use restrictions.

- Agricultural land use restrictions/land use changes (subdivision)

- Inadequate compensation.

- Losses other than livestock (other domestic animals, fences, decreased production and reproduction due to stress, etc) need to be considered.

- Impact on hunting and locals. Loss of trophy elk.

- Loss to game processors, outfitters and hunter/guides.

- Impact on other species, flora and fauna.

- Increase in trophy elk losses to wolves.

Action*Description*

Create a task force to act as forum for those parties who feel they have suffered direct loss, generate solutions and develop resources to expedite those solutions.

Requirements

Responsibility: Laura Schneberger, Craig Miller, one active IMAG member that has local knowledge. Six members.

Time line: Task Force created by October 15, 2001.

Measurable: List of task force members and a 3-year commitment from each.

Collaborators or Partners: See "Responsibility".

Resources:

Personnel and time: Laura, Craig, IMAG member/40 hours

Costs: \$500

Consequences: Having the task force in place to address the solutions to the problems.

Obstacles: Having the selected members accept and commit to the responsibilities of the task force.

Lack of financial resources for initial support of the task force.

Problem statement

Costs of Program: The Mexican Wolf Recovery Program needs a better consideration of full costs, including an incentive program, control, accountability, and better use of budget, defining and accepting the financial and legal liabilities of the USFWS and the State entities involved in the project.

Goal 1

Obtain from the federal and local agencies and cooperators a complete yearly budget and costs report. Allow public access to the reports for comments and suggestions from involved stakeholders.

Action 1

Provide a comprehensive budget from program inception (1986) on a yearly basis. From federal and local agencies and cooperators.

Action 2

Provide yearly budget and costs reports from federal and local agencies and Cooperators by Feb. 1 2002.

Action 3

Make and receive public comments within 60 days for next year's budget.

Goal 2

Define and accept the current and future legal liabilities of the federal and state entities.

Action 1

Agencies consult with legal advisors.

Action 2

Provide to the task force the liability agreement. Also provide to the task force outreach coordinator for dispersal.

Action 3

Task force will review and submit comments.

Action 4

Agencies accept and incorporate document into adaptive management.

Action 5

Agencies and assume responsibilities for future control of wolves after de-listing.

Problem statement

Potential and actual financial changes: The Mexican Wolf Recovery Program may create potential and actual benefits and losses that have not been evaluated, quantified and considered for the proper balance of the program.

Goals

Independent comprehensive economic (cost - benefits) analysis that evaluates and quantifies the potential and actual benefits and losses of the Wolf Reintroduction in the activities of the local communities. The results have to be immediately incorporated to the adaptive management in the program, the five-year review and any subsequent reviews in order to maximize the benefits and minimize the costs.

The analysis has to include following matters, but not limited to:

1. Economic stability:
 - a. Change in Taxes:
 - Livestock
 - Property
 - Income
 - Paying jobs
 - b. Change of the ranch asset values
 - c. Change of circulating dollars to community business
2. Eco-Tourism, Recreation and Education:
 - a. Local purchases, motel, food, bars, outfitting, camping, etc.
 - b. Impact on non-consumptive recreational opportunities
 - c. Closure of recreational areas
 - d. Capture of educational opportunities and associated community benefits
 - e. Wolf hunting opportunities created after delisting
 - f. Movie, film-making potential
3. Agricultural impact:
 - a. Niche Marketing
 - b. Internship
 - c. Losses of livestock and other domestic animal, fences, production and reproduction due to stress, etc.
 - d. Land use restrictions
 - e. Opportunities/benefits created through partnerships (resource sharing)
 - f. Need to evaluate the economic viability of livestock production in BRWRA
4. Impact on other species of flora and fauna.
 - a. Rural communities depending on elk
 - b. Impact on sport and trophy (elk) hunting
 - c. Impact on local game processor, outfitters and hunter guides
 - d. Inability to control other predators, leading to increase depredation
5. Incremental increase in wolf recovery-stimulated costs and benefits

Action 1

Description

Contract to Economic Analysis Group(s) as appropriate for the separate or combined studies.

Requirements

Responsibility: USFWS.

Time line: Contingency funds should be done to contract this item by December 2001.

Measurable: Signed contract(s) with Economic Specialists.

Collaborators: IMAG

Resources: See "Responsibility"

Consequences: Ability to do the Economic Analyses.

Obstacles: Budget acquisition for contracts within the time frame.

Action 2

Do the Economic Analyses

Action 3

Peer Review

Action 4

Accepted and Published Analysis Document.

The comprehensive Economic Analysis should not be held-up because of a lack in one part.

The Analysis should be updated periodically.

The working group identified the following as their top priority goals:

1. Develop and implement interim emergency solutions for actual losses to minimize their impact on the individuals and communities, through cooperative efforts between agencies, organizations and individuals. This program has to recognize and remedy the disproportionate financial burden placed on certain stakeholders.
2. Obtain from the federal and local agencies and cooperators a complete yearly budget and costs report. Allow public access to the reports for comments and suggestions from involved stakeholders.
3. Define and accept the current and future legal liabilities of the federal and state entities.
4. Independent comprehensive economic (cost - benefits) analysis that evaluates and quantifies the potential and actual benefits and losses of the Wolf Reintroduction in the activities of the local communities. The results have to be immediately incorporated to the adaptive management in the program, the five-year review and any subsequent reviews in order to maximize the benefits and minimize the costs.

Working group participants: Sharon Morgan, Jason Dobrinski, Jim Holder, Craig Miller, Laura Schneberger, Cynthia Westfall, Roberto Wolf, Bruce Malcom, Marty Moore

Mexican Wolf Reintroduction Program Three-Year Review Workshop

*7-10 August, 2001
Show Low, Arizona*

FINAL REPORT

Section 9

WOLF-LIVESTOCK/ WOLF-ANIMAL CONFLICT WORKING GROUP REPORT

WOLF-LIVESTOCK / WOLF-ANIMAL CONFLICT

The Wolf-Livestock /Wolf-Animal Conflicts Working Group gathered the following issues applicable to their topic from the issues brainstormed in all groups (see Section 3):

1. Compensation
2. Economic impacts to livestock (adequacy of)
3. Lack of communication with ranchers (releases of wolves, wolves on allotments)
4. Game losses
5. Loss of income to guide and outfitters
6. Livestock carcasses
 - problem of finding carcasses
 - disposal problems
7. Conflict with predator control
8. Lack of incentives
9. Partnerships (develop with ranchers)
10. Inability to manipulate livestock / human activities
11. Enhancement of management techniques to reduce conflict
13. Inability to discourage inappropriate den locations
14. Need for removal of restrictions for protecting domestic animals (i.e. pets)
15. Problem of identifying/confirm depredations
16. Unknown effectiveness of husbandry practices
17. Water issues - location livestock conflicts
18. Financial impacts to land users, owners and managers
19. Diminished ranch values in wolf areas
20. Ability to protect private property on public land
21. Lack of local input for wolf releases
22. Transmission of animal disease concerns (rabies, etc.)
23. Unknown efficacy of aversive conditioning (lack of “wildness” in captive-raised wolves)
24. Inadequate prey base (lack of acknowledgement)
25. Methods for preventing depredation not well understood for this region
26. Impacts on other species
27. Only a few individuals carry the brunt of the problems with wolves
28. Clash between traditional livestock operations
29. Problem wolves not being removed
30. Lack of definitive statements from management agencies how they anticipate allocating elk and deer among wolves and hunters
31. No calving in recovery area
32. No use of public lands for livestock grazing
33. Loss of income to game processors

These issues were condensed to 6 and issue statements were developed for each. These statements are listed below in order of priority.

1. Ensure effective management techniques to reduce livestock / animal conflicts
 - determine depredation losses of wolves on game species
 - improved management techniques to reduce conflicts between livestock, wolves, human interactions
 - reduce conflicts with wolves in regards to predator control
 - problem of identifying and confirming depredations and then removal of problem wolves
 - lack of definitive statements from management agencies how they anticipate allocating elk and deer among wolves and hunters
 - evaluate / research aversive conditioning techniques
2. Resolve economic Impacts of wolf recovery
 - compensation fund
 - incentive programs (ranchers, guides/outfitters, private property owners)
 - diminished ranch values in occupied wolf areas
 - loss of income to game processors, ranchers, outfitters, etc.
3. Ensure proper dissemination of information to the public, interagency cooperators, NGOs, etc.
 - communication with ranchers regarding releases of wolves, wolves on allotments, wolves on allotments
 - develop partnerships with all users / affected parties
4. Ensure effective husbandry practices to reduce wolf / livestock conflict
 - livestock carcasses problems - locating and disposal
 - improve depredation prevention techniques
 - minimize effects of wolves on traditional livestock operations
 - no calving in recovery area
5. Review existing rules and regulations governing Mexican wolf recovery program
 - remove restrictions for protecting domestic animals (pets)
 - change "Rule" to allow removal of den locations
 - change "Rule" to allow take of wolves in the act of depredating on public land
 - activism of both sides of the issue has an effect on agency decisions
6. Impacts of wolves on the ecosystem
 - game losses
 - impacts to other species
 - transmission of animal disease concerns (rabies, etc.)
 - re-evaluate availability of prey base

The problem at the root of each of the identified issues was analyzed and problem statements were developed. The group then developed: 1) a series of goals to address the problems and 2) actions to implement the goals.

Problem statement

Current management techniques have not been optimally effective in reducing livestock / animal conflicts.

Goal A

Cooperators and stakeholders develop and define measurable techniques for reducing livestock and animal conflict by the end of the five-year review.

Action

Description

There is a need to develop a responsible course of action to determine if depredations and other livestock conflicts are occurring and to develop effective measures to reduce conflicts.

Requirements

Responsible: Wildlife Services, Project personnel, and livestock producers

Time of execution: Begin implementation ASAP

Additional actions that need to be worked out concerning management techniques:

1. Livestock operators monitor stock to determine if predation is suspected.
2. When livestock depredation is suspected an intensive effort is initiated to monitor wolf activities to determine if wolves are killing livestock.
3. When livestock depredation is suspected utilize partnerships between stakeholders to assist with increased monitoring of vulnerable livestock and local populations of wolves in order to determine if and when depredation occurs.
4. Notify livestock operators when wolves are likely to den in livestock pastures and consider modifying livestock grazing use to minimize opportunities for depredation.
5. Inform livestock operators of procedures to preserve evidence of depredation and contact points to have kills confirmed.
6. Provide funds for utilizing additional Wildlife Services personnel to investigate damage situations to maintain prompt response time as wolf populations increase.
7. Continue coordination with Wildlife Services programs to minimize conflicts with other predator management activities and to avoid unintentional impacts on wolves.
8. When wolves are confirmed to be involved in livestock depredation apply direct control measures in an attempt to curtail depredation and monitor effects to determine if depredation reoccurs.
9. If wolves are observed chasing/harassing livestock utilize aggressive aversive conditioning in an effort to curtail the behavior and if these attempts fail take direct control actions to curtail the behavior or remove the offending animal or animals.

Goal B

Predation losses to be determined by cooperators and stakeholders on game species and develop definitive statements on anticipated allocations of wild ungulates to wolves and hunters.

Action 1

Description

There is a need to determine prey preference and frequency of occurrence by systematic scat analysis.

Requirements

Responsibility: Cooperators will review field team priorities for data collection, contract with academia for fecal analysis.

Time Line: 3-year project starting January 2002 through 2004.

Measurable: 40% of packs to be monitored and data to be presented at end of study period.

Final Product: determination of wolf diet.

Action 2

Description

A need to determine the effects an established wolf population has on predator density and diversity.

Requirements

Responsibility: Cooperators will contact with academia to establish and conduct long term systematic scent post surveys to determine density and distribution changes.

Timeline: Begin January 2002, End January 2004

Measurable outcome: Data analyzed at end of study period. Density and distribution estimates of predator species

Action 3

Description

A need for the state agencies to determine game species population numbers.

Requirements

Responsibility: State wildlife agencies conduct population index surveys within occupied wolf areas.

Timeline: Start January 2002, Another one conducted January 2004

Measurable: Two population data points that measure whether game species have increased, decreased or stayed the same.

Problem Statement

Economic impacts of wolf recovery on livestock and animal conflicts are unknown.

Goal

Cooperators and stakeholders review current compensation and incentive programs for ranchers, guides, outfitters, and private property owners.

Action 1

Description

Evaluate effectiveness of current compensation fund and implement monetary reimbursement.

Requirements

Responsible: Defenders of Wildlife (Craig Miller)

Timeline: Complete March 2002

Measurable outcome: Improved compensation

Action 2

Description

Provide incentive programs to ranchers who will provide wolf habitat (monetary, workforce, alternative pasture).

Requirements

Responsible: Defenders of Wildlife, State and federal agencies

Timeline: End of five-year review

Measurable outcome: An effective incentive program will maintain ranch values and ensure against lost income

Problem Statement

There is insufficient communication between agencies, livestock producers, and the public.

Goal

Improve communications and exchange of operational information between agencies, livestock producers and land users.

Action 1

Description

Develop information dissemination network to provide timely accurate information regarding wolf release locations when wolves present on allotments, etc.

Requirements

Responsible: 1. USFS provide accurate allotment maps with current permittees and contact information. 2. IFT development and dissemination protocols to get information to affected producer

Timeline: USFS - Immediately, IFT - December 2001

Measurable outcome: Informed permittees measured by responsive management.

Action 2

Description

Develop information dissemination network to provide current and timely information to pet owners, sporting dog owners, recreationists within occupied wolf areas.

Requirements

Responsible: IFT

Timeline: June 2002

Measurable outcome: Reduction in wolf-dog conflicts

Problem Statement

Effective husbandry practices to decrease livestock-wolf conflicts have not been fully implemented.

Goal

Producers and agencies develop and implement effective husbandry practices to reduce livestock-wolf conflicts.

Action*Description*

There is a need to address the issue of livestock carcass detection and disposal to reduce wolf and livestock conflicts.

Requirements

Responsible: Livestock producers and land management agencies.

Timeline: to be determined by agencies involved

Measurable outcome: Guidelines for detection and disposal of livestock carcasses.

Consequences: Reduced wolf-livestock conflicts.

Obstacles: Terrain, access, agency constraints, time

Additional action items that need to be worked out concerning livestock husbandry practices:

1. Bring first calf heifers in closely monitored
2. Better utilization of pasture rotation
3. Utilization of dogs to use or not to use in occupied wolf areas
4. Synchronized breeding and calving
5. Change to yearling operations
6. More herdsman during calving
7. Salt and mineral blocks to disperse cattle
8. Breeding more aggressive horned cattle

Problem Statement

Existing rules and regulations regarding livestock and animal conflicts do not adequately address concerns of private and public land users and government agencies.

Goal

Cooperators develop rules and regulations that address livestock and animal conflicts ASAP.

Action*Description*

A need to analyze existing Rules ability to meet the identified needs and concerns of private and public land users and government agencies.

Requirements

Responsible: USFWS - Brian Kelly

Time Line: Begin October 2001, end December 2001

Collaborators: All interagency cooperators (AZGF, NMGF, WS, WMAR, USFS, TESH)

Measurable Outcome: Decision on whether to open the existing "Rule" for revision. Specific concerns raised concerning livestock and animal conflicts include:

1. Whether removal of restrictions for protecting pets is warranted.
2. Whether allowing removal of den locations in inappropriate areas (i.e. livestock densities) is warranted.
3. Whether allowing "take" of wolves in the act of depredating cattle on public land is warranted.

Obstacle: Activism on both sides of the issue affecting agency decisions.

Problem Statement

Impacts of wolves on the ecosystem are not fully understood.

Goal

Evaluate impacts of wolves on the ecosystem.

Action

Description

Monitor long-term disease and health trends to include a health assessment and vaccinations into wolf handling protocols to limit health and disease concerns

Requirements

Responsible: Interagency Field Team

Timeline: Ongoing

Measurable outcome: Ensure healthy disease-free wolves and maintained over time.

Obstacles: Inability to capture and vaccinate all wild born wolves.

Note: Other impacts of wolves on the ecosystem are addressed in problem 1 action items, goal B.

The group's top priority goals are as follows:

1. Cooperators and stakeholders develop and define measurable techniques for reducing livestock and animal conflict by the end of the five-year review.
2. Predation losses to be determined by cooperators and stakeholders on game species and develop definitive statements on anticipated allocations of wild ungulates to wolves and hunters.
3. Producers and agencies develop and implement effective husbandry practices to reduce livestock-wolf conflicts.
4. Cooperators develop rules and regulations that address livestock and animal conflicts ASAP.

Working group members: Alan Armistead, Colleen Buchanan, Wink Criegler, Kay Diamond, Curtis Graves, Dennis Manning, Mike Phillips, Richard Remington, Dan Stark, (temporary observer: Sue Sitko)

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FINAL REPORT

Appendix I **PLENARY DISCUSSION**

PLENARY DISCUSSION

Two ranchers from Montana were invited to the workshop to provide their perspectives on living with wolves outside of Yellowstone National Park. In a plenary session on Day 3 of the workshop, they gave a brief presentation and answered questions.

Montana Ranching Perspective (given by *Martin Davis and Bruce Malcolm*):

First, Martin described a wolf situation that he experienced this summer. In June he discovered seven adult wolves and six pups on his private land and determined that they had a rendezvous site 30 yards from his cattle gate. Human pressure succeeded in pushing the wolves over the ridge a relatively short distance away. All summer long the wolves have passed through his cows with no resulting depredation; however, there have been people present among the cattle during essentially all daylight hours, which he felt was the only reason that depredation did not occur.

Yellowstone National Park is now saturated with wolves with no room for future dispersers within the park. There are lots of wolves in the park; for example, one pack in the park consists of 47 wolves plus new pups. Our personal experiences are that depredation on our livestock is fairly low, although this may be because cattle are kept near people during the winter months and during calving. One of the ranchers lost one calf one month ago and was reimbursed by Defenders of Wildlife. There are some very large wolves in this area of Wyoming and Montana.

Although depredation is low, there are other effects. Cows appear to detect and be fearful of the wolves' scent. Wolves do harass and move the cattle around the ridge, causing them to be sore-footed. Matted vegetation has been observed where wolves have surrounded and harassed cattle overnight. One rancher did encounter wolves attacking cows and managed to drive them away with gunshots, but felt that the wolves probably would have killed otherwise.

There could also be possible effects on prey (elk). Even though hunters and wolves may select different individuals from the prey population, there is some concern about new recruitment if wolves take young bull calves. Also, wolves in Yellowstone Park have been known to take bull elk.

Questions and responses:

What is the wolves' primary prey? Elk.

Who moved the wolves down the ridge on your property? The USFWS moved the wolves (over the ridge but not out of area). Wolves tolerate people only to about 100 yards away. Discouragement tactics were able to encourage a female wolf to move her litter from an inhabited area (parking area?) to her old denning site five miles away.

What has been the effect on other predators? Biologists in Yellowstone say that the coyote population decreased 50% in one year. We have seen little difference in coyote numbers in their ranch area. Denning sites have moved from ridges down to ranch yards.

Lu Carbyn: There is typically little conflict in areas with hard lines in land use and greatest conflicts where there is an interspersed of wilderness and livestock. Wolves that get good at killing livestock may then teach their young, causing the problem to continue and increase. Also, with regard to wolves taking bull elk, bulls are vulnerable after the rut when they are in poor physical condition.

Bruce Malcolm: Wolves appear to chase what runs, rather than selecting prey based on size. This may be why wolves are killing elk instead of bison in Yellowstone.

Do wolves push coyotes out of core wolf area? These two ranchers live about 30 miles from the park, but have not observed a big increase in coyotes after wolf reintroduction.

What are the wolves eating? Primarily elk calves. As the elk started moving to non-wolf areas to avoid wolves, the wolves got hungrier and more interested in cattle. One rancher described an incident in which three bulls were chased by wolves overnight, then were very afraid of the ranch dogs the next day and took three days to recover and calm down.

What percent of ranchers had losses? We do not know, but most ranches in our area have had losses. There is a problem with finding carcasses, especially calves. Craig Miller from Defenders of Wildlife commented that 70% of the compensated losses were calves.

Someone commented that one method for finding evidence of a calf kill is by watching the cow, which will return periodically to the spot where the calf was killed. For young calves, there is typically little physical evidence left of the carcass (e.g., skull plate and ear tag). Once the calf is about four months old, more carcass evidence is usually left uneaten.

What has been the effect on elk hunting operations? There have been some effects. Success rates are poor because the elk have moved out of the hunting area. Some clients have said that they would return when the wolves are gone. Actual elk numbers may not decrease, but elk may move to other areas, affecting a particular outfitter.

Are elk moving out of the park and becoming more available to hunters? There does not seem to be greater migration out of the park than before.

Are there other negative impacts besides direct losses? Depredation is often difficult to document, but there are also other losses (such as the effects of stress, fence damage, reduced productivity (more “open” cows). We have seen more missing cattle in the fall; this could be due to other sources such as lightning, mountain lions, disease, but may also be due to wolves. There is a need to assess how to effectively document losses to wolves. One rancher also had lighter weaning weights, but this was at least partially due to drought.

How is your relationship with the USFWS? Better than it was three years ago, maybe because there is now a healthy wolf population and therefore a stronger need to deal with ranchers. However, there are still many ranchers that have great difficulties with USFWS.

Do you believe you can live with the wolf program? We would prefer that the wolves were not there, but wolf recovery is a reality and so we need to figure out how to make it workable for all. Compensation for losses is a big problem and should be the responsibility of the people that want wolves there rather than the local residents.

Do you have encounters with or losses from grizzlies? One rancher loses about one cow or yearling per year on his ranch to grizzlies.

Are you experiencing changes in the percent of losses to predators? In the past three years, about 5-10% of our losses are due to predators (all species); before that, the percent of losses due to predators was about 3-4%. Cows are now being taken in addition to calves.

What is your view of the compensation program? This is a tough problem. Currently all losses are not being compensated. There is a need to quantify and pay all losses while preventing abuse of the system by dishonest individuals. Other costs need to be calculated, such as weight loss and foot rot when cattle are kept moving by wolves. We commend Defenders of Wildlife for being the only conservation organization to provide compensation funds, and invite all conservation organizations to join Defenders in this constructive effort to improve public acceptance of this program. Program success will be dependent upon the acceptance of local people. We suggest that Defenders of Wildlife is your friend.

What tools are needed to manage cattle around wolves? We need a broad view of all animals, not just the wolf, in resource management. Flexibility to change management actions over time and space is important. Often federal employees are trying to do their jobs but their hands are tied to alter management actions due to the threat of lawsuits.

Have there been changes in ranch values? It is a very different situation in Montana, where land and home values are very high, so this is difficult to say.

How much freedom exists in land management? Most of the land is privately owned, so we are able to make our own management decisions more easily.

Do elk concentrate in and damage riparian areas? This is not a concern in Montana, which is less arid. However, elk are now congregating in larger herds as predator defense.

In anticipation of wolf recovery, one local rancher made some management decisions, including switching to yearlings. However, now there is concern that yearlings may run more readily and therefore be more vulnerable to predation.

Martin Davis and Bruce Malcolm: In Montana, we need to make the program work, because the wolf recovery program is there to stay. We need to be flexible and make necessary changes. Ranchers have a great ability to make management decisions, and federal agents need to respect this. When writing the state management plan, we suggested the maintenance of 15 packs (providing a buffer against the 10 packs required to delist); after the population has reached this level, then more flexible management and harvest can be considered.

A county manager, representing the local ranching community, presented their views in an effort to explain their opposition to wolf recovery in the area.

Local Perspective Statement (given by Adam Polley):

Given this current review workshop and the three-year review report, there are many people that would like to put forward a consideration and discussion of the option of having no wolves in this area. Termination of the program was listed by the USFWS as an option. Many feel that the human dimension aspects of wolf recovery have not been adequately represented, either in the original Environmental Impact Statement or in the various biological reports and reviews. There are many families and businesses in the affected areas that feel they have not had the opportunity to share their expertise and viewpoints. This is a matter of values – many people choose to have people here, not wolves. There is a concern of the impact of wolf recovery on local people, including putting people out of business or increasing stress.

We ask that human dimension aspects of wolf recovery be considered as well as biological aspects. Many characteristics of affected rural communities can be measured and examined to determine the impacts on community health. We should not remove opportunities for local people to follow their family lifestyle of

ranching, which is a marginal existence where a small change in success can make a large impact. Management of the entire community and ecosystem is a complicated issue. Needed information is difficult to gather, and counties and agencies have not done a good job of keeping track of data and community characteristics.

Both biological and human dimension considerations need to be included in the decision-making process. There are uncertainties in the estimation of biological that are being used to affect people's lives. We believe that having no free-ranging wolves is a viable option to consider for this program.

Following discussion on above statement:

Roberto Wolf (on behalf of the Economics Working Group): Two issues were discussed in this working group that relate to this statement. First, there is a need for research on livestock and prey species historical data. The group did not have enough information to say whether Mexican wolves were going extinct before livestock moved into this area. Perhaps we are trying to maintain the species in an environment that cannot sustain them. Second, the group recognized the problem that this program influences private lives, and that the presence of wolves on a ranch changes the lives of the people on the ranch.

Adam Polley: The concept of "human dimension" has evolved very recently and is still evolving, particularly with regard to small rural communities in the West. The Human Dimension working group has a difficult task to flush out issues within this new field. These are very broad issues that include cultural and social history, economics, etc. There is a long history of society in this area, which has seen many changes over time.

Michael Robinson: I am not refuting Adam's perspective and recognize that it is real. I recognize that many people feel as Adam does, but others do not. There is another rural perspective in that there is also a lot of support for wolf recovery in rural areas (quoted results of League of Women Voters survey in 1995).

Dan Groebner: I recognize that there are many human social impacts. Can you suggest appropriate measures or how to track such impacts? Can this be done quantitatively?

Adam Polley: I realize that this area may be confusing to people with more experience or background in "hard science". I cannot give you a list of such measurements here and now. This issue needs to be examined to determine a list of appropriate and comprehensive measures. Funding will be needed to record and analyze the appropriate measurements. There is a need for more equality in examining both biological and human dimension issues. A triad of components needs to be considered: biotic, institutions and people.

Ulrie Seal: I suggest that the Communication working group (which includes Adam) include this general issue as one of their goals or recommendations (i.e., that human dimension issues be equally considered as discussed here).

Adam Polley: One problem has been limited resources. For first time now there is the possibility of funding to examine these types of social characteristics.

Nick Smith: As a rural resident of Catron County, I do not feel that wolves are against the custom and culture of the local residents of the affected counties. What is really changing these communities is subdivision development (leading to changes in the tax base, loss of wildlife, changes in community

interaction, etc.). This is happening elsewhere as well. Subdivision is a bigger threat to these communities than wolves, and is also a threat to the wolf population.

Gary Ziehe: The Human Dimension working group discussed cultural conflicts, resulting in the following statements (excerpted):

1. There is a conflict between rural and urban residents, and a perception among landowners that they are contributing to a public benefit that may or may not be compensated.
2. Resolving the cultural conflict is not within the scope of the wolf program; however, involved individuals should be sensitive to this issue.
3. The goals of this working group will make a positive contribution toward a better understanding of the cultural divide.

We recognize that there may be several lines of division, not just rural vs. urban.

Tom Klumker: Wolves themselves are forcing us to subdivide our land.

Jim Holder: There may be differences in short-term vs. long-term planning. Given the projections for human population growth, in 20 years there may be no room left for wolves or even large spaces.

David Ogilve: This discussion is not just a wolf issue; there are cumulative effects for many issues.

Auggie Shellhorn: We need to consider why subdivision is occurring. In the case of the spotted owl, when timber opportunities are gone, people move out (there is a chain of events or consequences).

Nick Smith: In reference to subdivision in Catron County, there are no timber interests that affected subdivision. I am not sure why these large private areas were subdivided.

Wink Criegger: There are many different reasons and factors why lands are being divided. Further down the road, available habitat and space will be shrinking rapidly. As people are put out of business, the risk of subdivision will be greater. This private land is where the water is; therefore, as land is subdivided, the remaining land will have little water. Therefore, we should provide incentives for people to stay and make a living off the land rather than leave and allow the land to be developed (losing wildlife habitat). Developed land will be less likely to have wildlife and open spaces.

Adam Polley: People want to be able to keep their social structure and way of life. Federal agencies need to take this into account. Again, please consider the possibility of having no wolf program at this time. Perhaps this is not the right time to attempt this project, and we should wait until a later time to attempt recovery.

Mexican Wolf Reintroduction Program Three-Year Review Workshop

*7-10 August, 2001
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FINAL REPORT

Appendix II

Lists of Participants and Invitees

Participant List

| <u>Name</u> | <u>Affiliation</u> | <u>Mailing Address</u> | <u>Phone Number</u> | <u>Fax Number</u> | <u>E-Mail Address</u> |
|-------------------|--|---|---------------------|-------------------|--|
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| Arroyo, Bryan | USFWS | Bryan Arroyo, Assistant Regional Director, Ecological Services, U. S. Fish and Wildlife Service, P. O. Box 1306, Room 4012, Albuquerque, NM 87103 | (505) 248-6454 | (505) 248-6922 | Bryan_Arroyo@fws.gov |
| Ashcroft, Nick | NMSU/Ranch Economics | Nick Ashcroft, New Mexico State University Dept., College of Agriculture and Home Economics, MSC 3169, P.O. Box 30003, Las Cruces, NM 88003 | (505)646-5394 | (505)646-3522 | nashcrof@nmsu.edu |
| Beazley, Krista | White Mountain Apache Tribe | Krista Beazley, White Mountain Apache Tribe, P. O. Box 220, White River, AZ 85941 | (520) 338-4385 | (520) 338-1712 | N/A |
| Bixby, Kevin | Southwest Environmental Center | Kevin Bixby, Southwest Environmental Center, 1494A South Solano Drive, Las Cruces, NM 88001 | (505) 522-5552 | (505) 522-0775 | N/A |
| Brown, Michelle | USFWS | Michelle Brown, Public Outreach Coordinator, Ecological Services, U. S. Fish and Wildlife Service, P. O. Box 1306, Room 4012, Albuquerque, NM 87103 | (505) 248-6646 | (505) 248-6922 | Michelle_Brown@fws.gov |
| Buchanan, Colleen | USFWS | Colleen Buchanan, Wildlife Biologist, Mexican Gray Wolf Recovery Program, U. S. Fish and Wildlife Services, P. O. Box 1306, Room 4012, Albuquerque, NM 87103 | (505) 248-6652 | (505) 248-6922 | Colleen_Buchanan@fws.gov |
| Carbyn, Lu | Canadian Wildlife Services/Wolf Reintroduction Expert | Lu Carbyn, Wolf Reintroduction Expert, Canadian Wildlife Services, 4999-98 Avenue, Edmonton, Alberta, T6B2X3 | (780) 435-7357 | (780) 435-7359 | N/A |
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| | | | | | |
|-----------------------|---|---|-------------------------------|----------------|--|
| Davis, Martin | MT Rancher | Martin Davis, 52 Luccock Park Road, Livingston, MT 59047 | (406) 222-7362 | N/A | N/A |
| Diamond, Jack and Kay | NM Rancher/Outfitter | John Diamond, P. O. Box 446 Burnt Cabin, Beaverhead, Winston, NM 87943 | (505) 772-5677 | N/A | N/A |
| Dobrinski, Jason | NM Rancher | Jason Dubronski, 10302 Highway 180 West, Silver City, NM 88061 | (505) 535-2915 | None | N/A |
| Ely, Gary and Darcy | AZ Rancher/Permittee | Gary Ely, P. O. Box 11283, Tucson, AZ 85734 | (520) 294-1039 | (520) 889-6159 | N/A |
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| Guevara, Jose A. | Mexican Government | Jose A. Guevara, Direccion General de Vida Silvestre, Av. Revolucion 1425, Nivel 19 Col. Tlacopac, San Angel, 01040 Mexico, D.F. Mexico. | (52) 56 24 34 10 | N/A | jamado@ine.gov.mx |
| Hedrick, Phil | AZSU/Genetics Expert | Phil Hedrick, Department of Biology, Arizona State University, Tempe, AZ 82787 | (480) 965-0799 | (480) 965-2519 | philip.hedrick@asu.edu |
| Jim Holder | AZ Rancher | Jim Holder, 128 East 19th Street, Safford, AZ 85546 | (520) 428-0033 | (520) 348-9812 | N/A |
| Terry Johnson | Director Nongame Branch, AZ Game and Fish Dept. | Terry Johnson, Arizona Game and Fish Dept., Nongame Branch, 2221 West Greenway Rd., Phoenix, AZ 85023 | (602)789-3507 | (602)789-3926 | teebeej@gf.state.az.us |
| Justice, Keith | White Mountain Conservation League | Keith Justice, 6759 Wagonwheel Lane, Lakeside, AZ 85929 | (520)537-8657 | N/A | N/A |

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|------------------|---|--|------------------------|----------------|--|
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| Malcolm, Bruce | MT Rancher | Bruce Malcolm, 2319 Highway 89 South, Emigrant, MT 59027 | (406) 333-4977 | None | N/A |
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| Melton, Joe | AZ Wildlife Conservation Advisory Council | Joe Melton, President, Wildlife Conservation Council, 339 May Avenue, Yuma, AZ 85364 | (520) 783-0747 | (520) 343-4853 | N/A |
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| Moore, Marty | Apache County/Eastern Arizona Counties Organization | Marty Moore, Apache County, P. O. Box 238, St. Johns, AZ 85936 | (520) 337-3804 | (520) 337-4476 | N/A |
| Morgan, Sharon | Educator, Silver City NM | Sharon Morgan, 4731 Ironwood Lane, Silver City, NM 88661 | N/A | N/A | N/A |
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| Ogilve, David | NM Rancher | David Ogilve, Box 10199, Highway 180 West, Silver City, NM 88061 | (505) 535-2975 | N/A | N/A |
| Paquet, Paul Dr. | CBSG Team Member/Scientific Reviewer | Dr. Paul Paquet, CBSG, 12101 Johnny Cake Road, Apple Valley, MN 55124 | (952)431-9325 | (952)432-2757 | N/A |
| Parsons, David | Consultant/Former Mexican Wolf Recovery Program Coordinator | David Parsons, 8613 Horacia Place, NE, Albuquerque, NM 87111 | (505) 275-1944 | None | N/A |

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|--------------------|---|--|-------------------------------|----------------------------------|--|
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| Richards, Russ | San Carlos Apache Tribe | Russ Richards, San Carlos Apache Tribe, P. O. Box 97, San Carlos, AZ 85550 | (520) 475-2343 | (520) 473-2701 | N/A |
| Robinson, Michael | Center for Biological Diversity | Michael Robinson, Communications Director, Center for Biological Diversity, P. O. Box 53166, Pinos Altos, NM 88053 | (505) 534-0360 | (505) 388-0666 | N/A |
| Schneberger, Laura | NM Rancher/Permittee/NM Cattle Growers Association | Laura Schneberger, P. O. Box 111, Winston, NM 87943 | | | N/A |
| Shellhorn, Auggie | Catron County | Auggie Shellhorn, Commission Chairman, Catron County, P. O. Box 507, Reserve, NM 87830 | (505) 539-2446 | (505) 539-2446, same as home no. | N/A |
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| Siminski, Peter | Arizona-Sonora Desert Museum/Captive Breeding Coordinator SSP | Peter Siminski, Arizona-Sonora Desert Museum, Captive Breeding Coordinator, Department of Mammology and Ornithology, 2021 N. Kinney Road, Tucson, AZ 85743 | (520) 883-1380, extension 185 | (520) 883-2500 | psiminski@desertmuseum.org |
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|-------------------|--|--|----------------|----------------|--|
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The following people were invited to participate but were unable to attend Workshop:

| Name | Affiliation | Sent Representative |
|---------------------|---|----------------------------|
| Mary Ann Baruch | Frontiers for Freedom/People for the USA | X |
| Frank Barnes | Alpine Citizen's Group | |
| Steve Blake | New Mexico Educator | X |
| John Buretsky | NM Council of Outfitters and Guides | X |
| Caren Cowan | NM Cattle Growers Association | X |
| John Diamond | NM Outfitter/Youth Perspective | |
| Stephen Doerr | NM Game Commission | |
| Alan Eggleston | NM Rancher | |
| Ron Eichelberger | AZ Outfitters and Guides | |
| Dr. John Fowler | NMSU, Ranch Economics | X |
| Danny Fryer | NM Rancher/Store owner | |
| Kay Gale | Greenlee County Manager | |
| Ken Haefner | AZ Wildlife Federation | |
| Joe Harvey | White Mountain Apache Tribe Cattle Growers Assoc. | |
| Chuck Hayes | NM Game and Fish Dept. | X |
| Ron Henderson | Grant County | |
| Jan and Will Holder | AZ Ranchers | X |
| Doc Lane | AZ Cattle Growers Assoc. | X |
| Jeff Lehmer | NM Trappers Assoc. | |
| Bob Nordstrom | Rocky Mountain Elk Foundation | |
| Shelly Silbert | The Nature Conservancy | |
| Dr. Jon Souder | NAU, Social Scientist | |
| Dr. Jack Stauder | UMass., Social Scientist | |
| Theresa Tackman | Educator, Glenwood NM | |
| Liz Wise | White Mountain Conservation League | X |

Mexican Wolf Reintroduction Program Three-Year Review Workshop

*7-10 August, 2001
Show Low, Arizona*

FINAL REPORT

Appendix III **DISSENTING OPINIONS**

Minority Report, Terry B. Johnson

1. The majority of participants came to the Workshop armed only with personal opinions and little to no factual information on which to base their positions and comments in the Workshop. Participants did not receive the 1000 or so pages of foundational documents (Tech Review and Open House Comments) before the Workshop, nor did they have time during the Workshop to critically review them. The foundational documents included the essentially useless Bednarz report, but did not include several reports and other materials germane to program review, including several documents key to development of the EIS and the current Interagency Wolf Management Plan. These include copies of AGFD reports and MOUs among AGFD, USFWS, and other parties. The participants did not receive an effective briefing on the role of the IMAG or the Service-State MOUs in adaptive management of the reintroduction/recovery effort.
2. The Workshop and the review process preceding it failed to satisfactorily evaluate the administrative processes and the social and cultural impacts of the reintroduction/recovery effort to date. A review comparable to the technical review by the CBSG would have been appropriate for both of those areas, if not for others that I have not identified herein.
3. At least my Work Group (1) did not have time within the Workshop to adequately flesh out, and discuss and refine, its own issues/findings, nor did we have either the time or the opportunity for such in plenary session at the end of the Workshop. This substantially undercut the "priority rankings" achieved within each Work Group. In fact, I would say it renders them of little to no value. The issues/findings may be important, but the values set by paired rankings are misleading.
4. The various Work Groups did not have sufficient time to discuss their key issues and/or findings with other Work Groups as they evolved, nor did they have either the time or the opportunity for such in plenary session at the end of the Workshop. This substantially undercut the "priority rankings" achieved within each Work Group. In fact, I would say it renders them of little to no value. The issues/findings may be important, but the values set by paired rankings are misleading.
5. The Service's execution of the CBSG Workshop process was not very good. The Service did not commit sufficient staff resources to make effective and efficient use of the time contributed by participants (see also comments above, especially re: front-loading). Too much was expected, in too little time, of the two primary USFWS Region 2 employees involved in this review process, in terms of making logistical and other arrangements for the Workshop. Something inevitably had to fall through the cracks, and that something was participant preparation. Even so, the CBSG process itself had tremendous potential value, most participants were conscientiously involved throughout the Workshop, and most participants seemed to believe they benefited from participation in the Workshop. Certainly I benefited from the Workshop, especially because it was my good fortune and privilege to be in a Work Group in which every member, without exception, was open to discussion, courteous, and focused on substantive review of the reintroduction program. Knowledge levels were high in general, and very little (if any) time was spent on posturing. We disagreed in polite ways, and we agreed on much more than we disagreed about. Every person was engaged throughout, and every person contributed in various important ways.
6. There appeared to be considerable commonality among the six Work Groups in terms of dissatisfaction with how USFWS is implementing the wolf reintroduction program. Key points made repeatedly included the following: the three-year review has not been rigorous and may not be timely (too

soon); roles and functions for IMAG, the Recovery Team, and any other advisory groups need to be clarified immediately, and re-structured to minimize overlap and maximize; USFWS should be working much more closely and collaboratively with the Primary Cooperators, the state (and tribal?) wildlife agencies; trust among stakeholders and the agencies is lacking; good communication among them is even more lacking; and the outcomes of the PHVA Workshop, while shedding light on some key issues, will not be sufficiently rigorous to warrant immediate implementation.

7. The resultant Draft Report thus represents a compilation of raw data that includes important information mixed with "noise," and the true value of the Workshop and the program review itself will lie in what happens next. Step One should surely be to make the Draft Report become a Final Report by making any appropriate changes of addition or deletion as requested by participants, including insertion of attributed minority reports (such as this one). Step Two should be for the Service and the two State Wildlife Agencies (i.e. the three Primary Cooperators) to convene a Work Group to distill the raw materials of the review thus far into a set of draft findings and recommendations. The Mexican Wolf Recovery Team as currently structured should be an advisor to the Primary Cooperators during this process. Step Three should be for the three Primary Cooperators to co-present the draft findings and recommendations to IMAG at a February 2002 meeting that is scheduled in a forum and location that will not just allow but actually facilitate public attendance. Step Four would be for IMAG to respond to the Primary Cooperators no later than May 31, 2002, as to specific agreements and disagreements with the findings and recommendations. The Primary Cooperators would then determine by August 31, 2002, the final findings and recommendations for this review.

8. One surprising thing about the Workshop was that it did not include a closing evaluation. No survey form or anything else like that. Participants (a few) offered some closing verbal comments, but nothing was recorded. It would seem beneficial to conduct a follow-up "responsive management" survey of all participants to ask their opinions on the value of the Workshop, the merits or lack thereof of its outcome, and any other relevant issues. If conducted, such a survey should be completed before much more time lapses.

Terry B. Johnson, Chief
Nongame and Endangered Wildlife Program
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Dissenting Report of Michael Robinson, Center for Biological Diversity

This workshop was part of an ongoing pattern of institutional behaviors serving to delay and ultimately thwart needed action to better protect and recover Mexican gray wolves.

From the outset of the reintroduction program, and even before, the U.S. Fish and Wildlife Service has ceded effective power over Mexican wolf management to livestock interests and their supporters in state government. Thus, for example, the federal agency abdicated its responsibility to select the best release areas to enhance recovery and instead deferred to the New Mexico Game Commission's opposition to releases in the Gila National Forest.

Then, during 1999, Fish and Wildlife Service refused to implement its own regulations, written into the 1996 Mexican Wolf Reintroduction FEIS, calling for releases of wolves into the Gila that had been captured after initial releases in Arizona. Two wolf packs, Pipestem and Mule, sat in cages while the agency refused to act. In the course of the trapping, three wild-born Pipestem pups died. The Mule Pack, which had not even attacked any livestock, but had scavenged on carcasses, was dealt a different setback: the amputation of the alpha female's leg due to a trapping accident.

For many months while FWS refused to act, these wolves sat in cages instead of learning how to survive in the wild. When former Mexican wolf recovery coordinator David Parsons attempted to follow the regulations and re-release the wolves in the Gila, he was thwarted by FWS regional director Nancy Kaufman. Ultimately, while he lost his job to this fight, the Clinton Administration stepped in and allowed the wolves to be re-released.

The lessons from the failure of the Mule and Pipestem Packs to survive following their eventual release in spring, 2000, and of several other easily anticipated failures in wolf management, have been examined by two teams of scientists who have recommended a few simple changes in policy and procedure. Yet, even with authority from the previous Administration's Department of the Interior, these changes have not been enacted.

Now, a new process, the workshop of August 7-10, 2001, repeats the same failures of political acquiescence to the livestock industry, and not surprisingly, will likely generate the same results. The failure of the process began with the shockingly skewed invitation list.

Invitees included fifteen members of the livestock industry, in addition to their numerous political supporters in the outfitting industry, state game commissioners, property rights/Wise Use groups, New Mexico State University's agriculture department, and anti-environmental county governments. Even two members of the livestock industry from Montana, who had evinced no previous interest in Mexican wolves, were asked in.

In contrast, only a small handful of environmental advocates, plus a small handful of scientists, were allowed to participate. Two of the environmental invitees represented organizations that had been marginal or non-existent in past discussions and advocacy over wolves. Dozens of long-time advocates for Mexican wolves who requested participation were not allowed. These wolf supporters denied access spanned the gamut. They were from urban areas and from small towns in the Gila. They were hunters, backpackers and national forest inholders in the recovery area. They were motivated by principles as disparate as traditional environmental values, fiscal conservatism, their own business interests, the animal rights perspective and more. They were professional conservationists and weekend volunteers. They were alike only in their longtime support for Mexican wolf recovery and the fact they were not allowed to participate in this workshop.

The resulting mix of people meeting in Show Low during August 7 - 10 dictated the predictable course of events. Discussion of the biological findings of Dr. Paquet and his colleagues were minimal. Attention to the overwhelming public support for wolf recovery, as indicated in part in the comments of participants in the July, 2001 FWS open houses (only two out of eleven of which occurred in the urban areas where support is greatest), was almost non-existent.

Many hours were spent bemoaning constitutional issues, the plight of rural people in general, and other irrelevancies to the legal obligation to fashion an effective recovery program. One result of this dilatory spirit is the mind-numbing array of new studies, information gathering tasks and reviews earnestly recommended within the various work groups. Many of these projects would eat up the modest budget of this recovery program and are likely to provide little new information on how to recover Mexican wolves. It is noteworthy, for example, that the management working group recommends the recovery team conduct seven action items before finally recommending that FWS "propose appropriate changes in the 10(j) rule."

The way to recover Mexican wolves has been obvious all along and has been strongly endorsed by Dr. Paquet and his fellow researchers. This involves placing wolves in the most remote locations available under the most propitious conditions. That means putting wolves straight from the captive breeding program into the roadless and livestock-free areas of the Gila National Forest, without first subjecting them to trapping, shuffling and removal of pack members, extended periods of captivity and other traumas. It also means allowing wolves to roam outside the political boundaries of the recovery area, just as all other wildlife are permitted to do. And it means avoiding teaching wolves to prey on livestock through requiring the removal or destruction of livestock carcasses that are consistently habituating wolves to consider cattle as food – the most basic of many animal husbandry measures that might allow coexistence between Mexican wolves and the livestock industry.

It remains to be seen whether the U.S. Fish and Wildlife Service has the institutional resolve to make such obvious decisions in management. There is no indication that this workshop has led the agency in that direction.

Dissenting Opinions, David R. Parsons, member of Data Gathering Working Group.

1. I disagree, in part, with top priority goal number 2 of the Data Gathering Working Group, of which I was a member for the first two days of the workshop. I believe that supplemental feeding of newly released wolves is an effective management action that results in increased survival of both adults and pups during the critical period of transition from life in captivity to life in the wild. I disagree that this activity should be minimized for the purpose of analyzing the short and long-term effects of this change because recovery success may be compromised. Decisions to supplementally feed wolves should be based upon case-by-case assessments and the sound biological judgment of professional project personnel.
2. The Endangered Species Act emphasizes the importance of scientific data and information in the listing and recovery of endangered species and mandates recovery of endangered species unless such recovery is not possible. I am concerned that the scientific review (*Mexican Wolf Recovery: Three-Year Program Review and Assessment*) conducted by independent scientists will not receive the appropriate level of consideration by the USFWS in its ultimate decisions on future courses of action resulting from the 3-year review. In my opinion, results of the Stakeholder Workshop should serve to guide the USFWS in its implementation of the recommendations of the scientific review team, but not preclude their implementation. It is also my opinion that, while many very good ideas and recommendations resulted from the Stakeholder Workshop, none are of sufficient importance to halt expeditious forward progress toward implementing the science-based recommendations to advance recovery of the Mexican wolf. As budgets allow, top priority recommendations of the Stakeholder Workshop should be implemented concurrently with the science-based recommendations of the independent scientific review team.

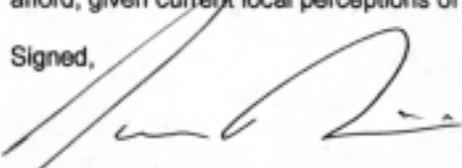
Dissenting Opinion, Jason Dobrinski

The status of the program is very confusing. Some "experts" consider the program a success at this stage in the recovery effort, others do not. Continuation of the program based upon the premise that the effort has been a success to this point, would imply that current rules are adequate for wolf recovery. I would challenge that the suggestion for direct introductions into New Mexico and expansion of the recovery area boundaries would imply that the program has actually been less than successful. Speaking on behalf of the cattle producers in the Grant County Area, it is not my intention to diminish Brian Kelly's pioneer effort in bringing the various stakeholders together to participate in the 3 year review of the program. In fact I commend him for setting such precedent, and appreciate the invitation to participate in the process. Perhaps it demonstrates a new willingness on behalf of the USFWS service to incorporate the ideals of the people most affected by their recovery efforts. However, our participation in this process cannot be misconstrued to imply that if, there is a recommendation from this workshop to modify the 10J rule to allow direct introductions into New Mexico and increases in the recovery area boundaries, that we as livestock producers support those recommendations. In fact we do not and are adamantly opposed to such a recommendation for a variety of reasons. There are many takings issues that would result from the expansion of the recovery area boundaries that could adversely impact private land values and livestock and wildlife production on private lands outside of the already existing boundaries, that have not been adequately considered. The following are only a few:

- Decreased land values based on decreased productivity on private lands that harbor wolves
- Restriction of land use related to denning sites on private lands
- Impact on other forms of predator control on private lands
- Livestock distribution
- Type and class of livestock production on private lands
- Calving areas
- Livestock & wildlife reproduction on private land
- Potential for critical habitat designation?
- Monitoring of wolf activities by government personnel on and across private lands
- Impact to hunting ventures on private lands not associated with livestock production.
- What would the public or society as a whole truly gain from having wolves on private lands without landowner permission?

I believe some of these issues were probably considered when writing the original 10J rule, and thus the rule was written the way it was. Modification of this rule would not serve to benefit neither the social nor the biological aspects of wolf recovery. In fact I believe it would only serve to polarize the opposing viewpoints which would only be more detrimental to wolf recovery. Any advances the USFWS has made towards dispelling public mistrust would be eliminated. This is a position the service can ill afford, given current local perceptions of the agency.

Signed,



Jason Dobrinski
Rancher, Grant County New Mexico
President, Grant County Area Cattle Growers Association

Dissenting Opinion, Craig Miller

I am concerned that several of the issues important to Defenders' members and to the majority of the American public have not been adequately represented in the stakeholder workshop or the draft report. Despite efforts by non-IMAG invitees at the 2/16 planning meeting to help identify a diverse pool of stakeholders, most of those recommended were not invited to participate and the absence of their perspectives is obvious and concerning. These perspectives represent values different from those invited to participate at the workshop, but which are equally relevant and legitimate. Wilderness values, deep ecology and humane issues are three examples of valid contemporary perspectives not adequately represented at the workshop. These values, though not necessarily yours or mine, represent growing portions of our society which are interested in, affected by and supportive of wolf restoration for more than just legal, bureaucratic, political or economic reasons. Many of the individuals and organizations who were recommended as stakeholders at the 2/16 meeting have had consistent involvement with the Mexican wolf program since even before FWS had a full-time coordinator, yet they were not contacted for participation. While I trust that there was a fair rationale behind the selection of stakeholders, I don't believe it resulted in a fair representation of public interests and the report reflects that imbalance.

Additionally, both before and during the open house meetings Defenders' staff and other members of the public were told repeatedly by FWS that written comments other than those received at the open-house meetings would not be accepted, that comments received at the open house meetings would be integrated into the stakeholder workshop and that the locations of the open-house meetings didn't really matter because sufficient opportunities to represent the concerns of our members and supporters would be provided at the stakeholder meeting.

The public was led to believe that the comments gathered at the open house meetings would be integrated into the 3-yr. review process during the stakeholder meeting. Despite this assurance, the compilation of public comments, easily the size of a city phone book, was not provided to workshop participants until the beginning of the already overwhelming 31/2-day workshop. No one that I spoke with felt that they had enough time to adequately review those comments or to integrate them into the workshop process.

I was also disappointed early on in the workshop when I learned that I had been randomly relegated to the economics working group, not because I didn't enjoy the company of that group, but because the issues dealt with by this group did not include those most important to me or most relevant to the interests of my organization. Despite raising these concerns on separate occasions with you [Onnie Byers], Ulie [Seal] and Brian [Kelly] about the lack of opportunity to adequately participate in discussions of relevant issues, I found it frustrating and futile when attempting to do so when those issues were clearly under the jurisdiction of other randomly assigned working groups.

While the workshop succeeded at facilitating interesting discussions and resulted in the identification of valuable tasks, I was dismayed that neither the discussions of my group, nor those of two neighboring groups related at all to the recommendations of the independent science review team. The recommendations of the science team are of the highest priority and their assessment clearly states that the program faces a real threat of failure if modifications are not made. I'm deeply disappointed that such a considerable amount of time, resources and energy were confined by the process and limited to the discussion of issues which many of us consider to be of secondary importance. Moreover, I am concerned that the voluminous stakeholder recommendations will consume project personnel and will result in further delays of the much-needed science recommendations. Such delays will have real and damaging effects on the program (preventing wolves from being released into livestock

and road-free areas, encouraging excessive recaptures, prohibiting dispersal into suitable habitat outside of prematurely drawn boundaries).

These effects are currently being qualified as program failures, are resulting in dead wolves and are being used by wolf antagonists to justify terminating the program altogether. Without prompt rule and management modifications these so-called failures will only be magnified during the next 1 1/2 years and will most certainly become a more formidable problem during the upcoming 5-yr. review. While important recommendations have come from the stakeholder process, none are more significant than the expeditious implementation of the independent scientist's recommendations.