

# **Sherburne National Wildlife Refuge Planning Workshop 2**

**October 9-12, 2001  
Elk River, MN**

## **FINAL REPORT**

*A Collaborative Workshop:*

**United States Fish & Wildlife Service  
The Conservation Breeding Specialist Group (SSC/IUCN)**



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# **Sherburne National Wildlife Refuge Planning Workshop 2**

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**Section 1**

**Executive Summary**



# **EXECUTIVE SUMMARY**

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## **A. Introduction and Workshop Process**

### **Introduction to Comprehensive Conservation Planning**

The Comprehensive Conservation Plan (CCP) of Sherburne National Wildlife Refuge is a required element of the National Wildlife Refuge Improvement Act of 1997 which states that all refuges will be managed in accordance with an approved CCP that when implemented will achieve the mission of the National Wildlife Refuge System (System) and the refuge purpose.

The National Wildlife Refuge Improvement Act of 1997 determined that the National Wildlife Refuge System was created to conserve fish, wildlife, and plants and their habitats and this conservation mission has been facilitated by providing Americans opportunities to participate in compatible wildlife-dependent recreation. For the purposes of the Act:

- (1) The term ‘compatible use’ means a wildlife-dependent recreational use or any other use of a refuge that, in the sound professional judgment of the Director, will not materially interfere with or detract from the fulfillment of the mission of the System or the purposes of the refuge.
- (2) The terms ‘wildlife-dependent recreation’ and ‘wildlife-dependent recreational use’ mean a use of a refuge involving hunting, fishing, wildlife observation and photography, or environmental education and interpretation.

### **The Mission of the System**

“The Mission of the System is to administer a national network of lands and waters for the conservation, management and, where appropriate, restoration of the fish, wildlife and plant resources and their habitats within the United States for the benefit of present and future generations of Americans.”

### **Sherburne National Wildlife Refuge and its Purpose**

Sherburne National Wildlife Refuge (Refuge) encompasses about 30,600 acres of land in an area of Minnesota known as the Anoka Sandplain. The landscape is interspersed with upland habitats dominated by oak, varying from dense forest, oak savanna, to prairie openings. The St. Francis River winds through the Refuge and impoundments have been created to restore dozens (24) of historic wetland basins along the ditch system of the 1920s and ‘30s originally designed to drain them. These and several other undrained wetlands comprise a mosaic of wetland types on the Refuge ranging from sedge meadows to deep water marshes.

The history of the refuge began in the early 1940s. Local conservationists and sportsmen became interested in restoring the wildlife values of the St. Francis River Basin. Many of these

supporters were interested in creating more waterfowl hunting opportunities in the region. The Minnesota Conservation Department, now the Department of Natural Resources, conducted studies with the intention of managing the area as a state wildlife area. By the early 1960's it was apparent that the magnitude of the project was beyond the funding capabilities of the Minnesota Conservation Department at the time. The State of Minnesota formally requested the U.S. Bureau of Sport Fisheries and Wildlife, now known as the U.S. Fish and Wildlife Service, to consider the area for a National Wildlife Refuge.

The refuge was created under the legal authority of the Migratory Bird Conservation Act of Feb. 18, 1929. The Act created the Migratory Bird Conservation Commission and authorized the acquisition of lands from funds appropriated by Congress, and later, from funds generated by the sale of Federal Duck Stamps. The following is the only language in the Act, or subsequent amendments, pertaining to the types of lands authorized for acquisition:

Sec. 715d. Purchase or rental of approved areas or interests therein; gifts and devises; United States lands. The Secretary of the Interior may –

- (2) Acquire, by gift or devise, any area or interests therein; which he determines to be suitable for use as an inviolate sanctuary, or for any other management purpose, for migratory birds.

## **Introduction to the Workshop**

This workshop was organized to assist the Refuge staff and USFWS continue the CCP process by building on the first workshop which developed a shared understanding of the refuge purpose, determine a vision for the future of the refuge and explored key issues effecting the refuge and its future in the landscape. This second workshop was designed to revisit the products from the first workshop and to identify goals and alternatives for the future management of the refuge.

Participants were invited from a variety of organizations including representatives from the U.S. Fish and Wildlife Service, (Washington Office, Regional Office, Sherburne National Wildlife Refuge), U.S. Geological Survey, Ojibwe Tribal governments, Minnesota Department of Natural Resources, Sherburne County Commissioners and Administrators, The Nature Conservancy, Audubon Society, University of Minnesota, Friends of Sherburne National Wildlife Refuge, and refuge volunteers (See Section 8).

This report presents the results of the workshop. It is important to note that this is the second in a 3-workshop process and the results are preliminary and subject to review and revision.

Twenty-one people including 5 representatives of the public participated in this 3 ½ day interactive process. This report presents the results of the enormous amount of effort and energy the participants contributed to the workshop. The results are preliminary and subject to review and revision.

## **Workshop Goals**

1. Establish a shared understanding of the refuge purpose and vision.
2. Develop goals for achieving the refuge purpose and vision.
3. Identify and explore key alternative management scenarios for achieving refuge goals.
4. Begin the process of developing management objectives for each alternative.

## **Workshop Process**

The workshop was organized at the request of the Regional Office of the U S Fish and Wildlife Service, in collaboration with the Conservation Breeding Specialist Group (CBSG) of the Species Survival Commission of the World Conservation Union (SSC/IUCN). To assure credible, fair, and independent conduct of the workshop and of the workshop results, CBSG was requested to design the workshop process, provide facilitation for the workshop, and to assemble and edit the report. Editing of the draft report was done with the assistance of a subset of the workshop participants. Outside review by non-participants was not part of the process. No content changes were made by the editors and the participants checked that accurate presentations were made of the work they had done during the workshop.

The workshop was conducted 9-12 October, 2001 in the Otsego City Hall in Otsego, MN. The workshop extended over 3 ½ days with all lunches brought into the meeting room for maximum use of the time available. There were 21 participants with most present the entire duration of the workshop providing for sustained interactions and the benefits of full attention to the goal and process of the workshop. These participants, from more than 50 issued invitations, included state and federal wildlife agency personnel, Friends of Sherburne representatives and public citizens. Participants and invitees are listed in the report (see Sections 7 and 8).

The CBSG team designed a planning process to achieve the organizer's stated outcome for the workshop and the participants involved. The intent was that the product of the first Sherburne workshop would be reviewed, revised if necessary and agreed upon and management alternatives and associated objectives would be developed. Information and analysis generated in this workshop will feed back into the focus group process in preparation for Sherburne National Planning Workshop III scheduled for January 2002.

Before getting started with the first task of this workshop, each participant was asked to introduce themselves and to write out and then read aloud answers to four introductory questions. This process allows for expression of individual perspectives without being immediately influenced by previous responses. This process indicates potential areas of common ground and provides a first insight into the diversity of perceived issues present in the group. The process also provides a check on whether the workshop deliberations respond to the

concerns and issues that are raised. Answers to these questions can be found in Section 7 of this report.

## **B. The Sherburne National Wildlife Refuge Purpose and Vision**

The first task of the workshop was to review the Refuge Vision Statement and the interpretation of the Refuge Purpose that were drafted during the first Sherburne Refuge Planning meeting. After several iterations and much discussion, the following versions of expository material to accompany the Refuge Purpose, and the Vision Statement were offered for consideration. The Vision Statement was accepted with out revision. An alternative version of the Refuge Purpose expository text was offered on the final day of the workshop but time did not allow its consideration. This version can be found in Appendix I and will be brought up for discussion at the Sherburne's Conservation Planning Workshop III in January 2001.

### ***Refuge Purpose Interpretation:***

The legal purpose of a refuge is derived from the legislation under which the lands are acquired. Some refuges are established by legislation passed by Congress specifically for the refuge being established. However, most refuges are established under more general legislation already in existence. Sherburne National Wildlife Refuge was established under the authority of the Migratory Bird Conservation Act (16 U.S.C. 715d). That act states that lands may be acquired "...for use as an inviolate sanctuary, or for any other management purpose, for migratory birds."

At the time of the establishment of the Refuge, the Service chose to focus upon ducks, geese, cranes, and eagles as the primary purpose for establishing Sherburne NWR. In recent years the Service has broadened the scope of interest for the National Wildlife Refuge system through policy and legislation. While not discounting the continued interest in ducks, geese, cranes, and eagles, the Service has recognized the place the full diversity of species native to an area has in maintaining a healthy environment for all species. Therefore, for this plan, the Refuge purpose is interpreted to include all migratory birds as identified in the Code of Federal Regulations (50 CFR 10.13). This encompasses a wide diversity of migratory birds including such major groups as waterfowl, shorebirds, songbirds, and raptors. While the legal Refuge purpose focuses upon migratory birds, consistent with the concept that maintenance of the diversity of wildlife native to an area contributes to the stability and health of that ecosystem, the Refuge is also interested in the maintenance of other wildlife native to the area, including such resident species as deer, Blandings turtles, and ruffed-grouse. This interest, while not part of the refuge purpose, is reflected in the Refuge goals and objectives.

The Refuge purpose describes the authorized use of the Refuge for migratory birds "...for use as an inviolate sanctuary, or for any other management purpose..." The term 'inviolate sanctuary' is often interpreted by some differently than the Service interprets the term. Some see the term as guidance that such an area should receive minimal disturbance and minimal public use or none at all. The Service interpretation of the term places wildlife first in consideration of potential management or public use actions on the land. The health and well being of the wildlife and their habitats must be accommodated before considering other uses on the Refuge.

This is summed up in the Mission statement for the National Wildlife Refuge System “The mission of the National Wildlife Refuge System is to administer a national network of lands and waters for the conservation, management, and where appropriate, restoration of the fish, wildlife, and plant resources and their habitats within the United States for the benefit of present and future generations of Americans” (National Wildlife Refuge System Improvement Act of 1997).

Considering the above discussion, the purpose of the Refuge could then be paraphrased in this way:

**‘The purpose of Sherburne NWR is to conserve, manage, and where appropriate, restore a diversity of native migratory birds and their habitats in a way that ensures the continuing presence and viability of these populations for the benefit of present and future generations of Americans.’**

***Vision Statement:***

Revised Vision Statement 3:

In a region where citizens treasure natural areas managed by national, state, and local governments, the Refuge is celebrated for its wildlife and extraordinary opportunities for visitors. The Refuge conserves a diverse mosaic of restored, high-quality, native Anoka Sandplain communities and protected cultural resources. The upland habitats are dynamic, ranging from grasslands to oak savannas to forests. These are interspersed with a variety of wetland and riverine habitats ranging from sedge meadow to deep water. The Refuge’s hydrologic regime includes a functional St. Francis River riparian system, with clean water flowing into and out of the Refuge. Wildlife and habitat are in balance, and management reflects an adaptive response to climatic change and other changing conditions, using pre-European settlement vegetation as a guide.

Visitors have high-quality experiences that provide personal and societal benefits, including heightened awareness and support of a strong conservation ethic. Refuge staff, visitors, and the community understand and value the cultural history of the area. Visitor use and management activities are consistent with the maintenance of sustainable populations of wildlife and their associated habitats. The Refuge is part of the community and the community claims ownership of, actively supports, and advocates for the Refuge mission, purpose, and programs. The surrounding lands are recognized as valuable to the integrity of the Refuge by providing green corridors and habitat continuity to adjacent natural areas.

## **C. The Refuge Goals**

The group reviewed the goals drafted at the first workshop and, after working group and plenary session discussions, agreed upon the following set of goals for Sherburne National Wildlife Refuge.

The following goals represent the desired future conditions of Sherburne National Wildlife Refuge:

**Goal 1:** Upland Anoka Sandplain habitats approximate mid-1800s conditions, contributing to the preservation of these declining ecotypes and their associated Service priority species.

**Goal 2:** A diverse mosaic of riverine and wetland habitats meets the needs of Service priority riparian and other wetland dependent species.

**Goal 3:** A balanced diversity of native migratory birds and other native wildlife reflects an emphasis on Service priority species appropriate to Refuge habitats.

**Goal 4:** A complex of natural areas, corridors, and watershed conservation practices in the surrounding landscape complements Refuge habitat and wildlife goals.

**Goal 5:** Visitors enjoy wildlife dependent opportunities that further an appreciation of Refuge wildlife and habitats.

**Goal 6:** Visitors and local citizens demonstrate a strong conservation ethic that leads to support of the Refuge, conservation of the surrounding landscape, and global environmental awareness.

**Goal 7:** The cultural resources and cultural history of the Refuge are valued and preserved, and connect Refuge staff, visitors, and the community to the area's past.

## **D. Management Alternatives**

On the basis of the Purpose, Vision and Goals of the Refuge, the working groups identified 5 management alternatives for further detailed development:

### *Alternative 1: Current Management*

Current management is focused on upland habitats to approximate 1850's conditions. Wetlands are actively managed to benefit migratory birds.

### *Alternative 2: Pre-settlement Habitat Conditions (1800-1850)*

Vegetative communities and hydrology on the refuge would approximate mid-1800 conditions. Wildlife diversity would mirror the diversity of the habitats. Interpretive and environmental education programs on and off refuge would emphasize natural pre-settlement conditions and cultural history and natural processes. There would be strong emphasis on off-refuge outreach, private lands, and partnership activity with emphasis on natural processes, corridors, and restoration. Cultural resources of the Refuge would be preserved.

### *Alternative 3: Landscape Resource Protection Emphasis*

This alternative would recognize a rapidly changing environment surrounding the refuge and that the refuge is part of a larger landscape. We would maintain current management direction on the refuge. Future discretionary funding and new staff would be directed toward off-Refuge land conservation efforts. We would also emphasize pursuit of a strong land conservation ethic in the local community.

### *Alternative 4: Habitat Mosaic/Partial Pre-settlement Habitat Conditions*

Vegetative communities and hydrology on a portion the refuge would approximate mid-1800 conditions. On the remaining portion of the Refuge the historic upland communities would be restored to the extent possible while maintaining impoundments. Wildlife diversity would mirror the diversity of the habitats with significant waterbird use during migration. Interpretive and environmental education programs on and off refuge would contrast natural and managed systems and pre-settlement and settlement cultural history. There would be strong emphasis on off-refuge outreach, private lands, and partnership activity with emphasis on natural processes, corridors, and restoration. Cultural resources of the Refuge would be preserved.

### *Alternative 5: Focused Management for Priority Wetland and Grassland Birds*

Alternative 5 would place an emphasis on more intense, active water management. Oak savanna management would emphasize a more open grassland component over a forest component. Wetland management for Service priority bird species would include a mixture of high water for emergent vegetation control and drawdowns to favor different bird groups (shorebirds, marsh birds, eagles, waterfowl). Most pools would be in a half-full scenario to fulfill a diverse wetland bird community. Maintain a minimum flow on the river when possible. This alternative would also emphasize more focused management like predator control, nest structures, and putting Bohm Pool back on line.



# **Sherburne National Wildlife Refuge Planning Workshop 2**

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## **Section 2**

### **Review of Vision and Purpose**



## **Purpose and Vision**

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In the first workshop, participants crafted a draft Vision Statement and draft interpretation of the Refuge Purpose for Sherburne National Wildlife Refuge. In the second workshop, two work groups were assigned the task of reviewing, if necessary revising, and agreeing upon the Refuge Purpose and the Draft Vision Statement.

### **The Purpose**

In the first workshop, the Refuge Purpose was described as follows:

“...Sherburne was established in 1965, the following purposes, corresponding with its acquisition authorities were also established:’

‘...for use as an inviolate sanctuary, or for any other management purpose, for migratory birds. (Migratory Bird Conservation Act, 16 U.S.C. 715d)’”

Group acceptance was achieved on the migratory bird portion of the Refuge’s purpose statement. The group interpreted the term ‘migratory birds’ as referenced in the Sherburne NWR Purpose as referring to those species identified in the Code of Federal Regulations 50 CFR 10.13.

In this workshop, two working groups revisited the definition of the Refuge Purpose. Participants’ revisions to and questions about the draft Refuge Purpose are related here.

#### *Group 1*

Working Group 1 posed two questions about revising the draft Refuge Purpose:

1. Should we actually revisit this discussion considering the last workshop?
2. Can we retain a discussion section in the CCP that explains the original definition of “migratory birds” as understood in the 1960s at refuge establishment? (strong endorsement from several group members).

The original species emphasized to the public at refuge establishment were ducks, geese, cranes and eagles (not songbirds).

#### *Group 2*

Working Group 2 identified information that could be sought and questions that could be asked to clarify the Refuge Purpose:

1. Spell out actual species identified in CFR citation so that all understand the intent (paraphrase general inclusive nature of the list -- not just ducks; e.g. species guilds/groups - e.g. shorebirds, songbirds, raptors).
2. Define what an ‘inviolate’ sanctuary is in plain words.

3. Purpose restricted to migratory birds; what about deer, other resident species, habitat, etc.?

*Synthesized Refuge Purpose:*

Participants from the two working groups met to review their respective groups' definition of the Refuge Purpose and synthesize the two definitions. This synthesis group developed the following expository language to explain the earlier clarification of the term 'migratory birds' in the Refuge Purpose (an alternative version was offered near the close of the workshop and will be considered during the January workshop, see Appendix I):

The legal purpose of a refuge is derived from the legislation under which the lands are acquired. Some refuges are established by legislation passed by Congress specifically for the refuge being established. However, most refuges are established under more general legislation already in existence. Sherburne National Wildlife Refuge was established under the authority of the Migratory Bird Conservation Act (16 U.S.C. 715d). That Act states that lands may be acquired "...for use as an inviolate sanctuary, or for any other management purpose, for migratory birds."

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Considering the above discussion, the purpose of the Refuge could then be paraphrased in this way: ‘The purpose of Sherburne NWR is to conserve, manage, and where appropriate, restore a diversity of native migratory birds and their habitats in a way that ensures the continuing presence and viability of these populations for the benefit of present and future generations of Americans.’

## **The Vision**

Working groups developed the following draft Vision Statement during the July 2001 workshop:

*In a region where citizens treasure natural areas managed by national, state and local governments, the Refuge is celebrated for its wildlife and extraordinary opportunities for visitors. The Refuge conserves/maintains a mosaic of restored high-quality native Anoka Sandplain communities. The upland habitats are dynamic, ranging from grasslands to oak savannas to forests. These are interspersed with a variety of wetland and riverine habitats ranging from sedge meadow to deep water. The Refuge’s hydrologic regime includes a functional St. Francis River riparian system, with clean water flowing into and out of the Refuge. The wildlife and habitat are in balance with natural forces and management reflects an adaptive response to climate, using pre-European settlement vegetation as a guide.*

*Visitors have high quality experiences that provide personal and societal benefits, including heightened awareness and support of a strong conservation ethic. Visitor uses and management activities are consistent with the maintenance of healthy populations of wildlife and their associated habitats. The community claims ownership, actively supports the Refuge, and advocates for its mission, purpose and programs. The surrounding lands are recognized as valuable to the integrity of the Refuge by providing green corridors and habitat continuity to adjacent natural areas.*

Before the close of the July workshop this vision was discussed in plenary and participants had two observations:

1. The protection of cultural resources is important and still lacking in the draft vision statement.
2. The item speaking to the Refuge staff being part of the community was deleted rather than revised. Some participants wanted consideration of reinserting the reference.

In this current workshop, the two working groups continued work on drafting the Refuge Vision.

### *Group 1*

1. Why choose pre-settlement as a point in time to manage toward? Is it a possible to meet this goal? Possibly use a different word/phrase than “guide”. Perhaps “frame of reference” as a substitute and/or pre-European settlement “native” vegetation.

2. Insert a new sentence in second paragraph. “Cultural resources are identified, protected and cultural history is incorporated into the refuge educational program.”
3. “Natural forces” seems ambiguous. No suggestions for a new phrase.
4. “Extraordinary” opportunities for public use seems too powerful. Wildlife wording is not as strong. Group recommendation to move word “extraordinary” in front of wildlife in the same sentence.
5. Consider adding “staff continues to be an active part of the community”.

### *Group 2*

1. The word ‘forest’ does not currently describe areas on Sherburne, have ‘woodlands’: define forest as continuous crown cover and might refer to the Big Woods restoration on the Refuge; the question of the appropriateness of the term ‘forest’ was the end result of this discussion.
2. Cultural resources: add a sentence or phrase addressing cultural resources.
3. The Service is mandated by law to protect cultural resources so not needed in vision.
4. Final group decision was to add a sentence or phrase addressing cultural resources. The suggested wording is:

The Refuge conserves a mosaic of restored high-quality native Anoka Sandplain Communities and cultural resources.; this drops the term ‘maintain’ and adds ‘cultural resources’ to the second sentence of the vision
5. Regarding Refuge staff being part of the community: Originally the vision stated ‘Community Leaders actively seeking refuge counsel...’; group felt in general that the current vision statement adequately covered community involvement in the refuge; ‘The community claims ownership...’ is adequate.

### *The Synthesis*

Two participants representing the work groups synthesized the working group comments on the Refuge Vision Statement, presented their version to plenary and several iterations were undertaken resulting in the accepted Sherburne National Wildlife Refuge Vision Statement below:

**In a region where citizens treasure natural areas managed by national, state, and local governments, the Refuge is celebrated for its wildlife and extraordinary opportunities for visitors. The Refuge conserves a diverse mosaic of restored high-quality native Anoka Sandplain communities and protected cultural resources. The upland habitats are dynamic, ranging from grasslands to oak savannas to forests. These are interspersed with a variety of wetland and riverine habitats ranging from sedge meadow to deep water. The Refuge’s hydrologic regime includes a functional St. Francis River riparian system, with clean water flowing into and out of the Refuge. Wildlife and habitat are in balance, and management reflects an adaptive response to climatic change and other changing conditions, using pre-European settlement vegetation as a guide.**

**Visitors have high quality experiences that provide personal and societal benefits, including heightened awareness and support of a strong conservation ethic. Refuge staff, visitors and the community understand and value the cultural history of the area. Visitor uses and management activities are consistent with the maintenance of sustainable populations of wildlife and their associated habitats. The Refuge is part of the community and the community claims ownership, actively supports and advocates for the Refuge mission, purpose, and programs. The surrounding lands are recognized as valuable to the integrity of the Refuge by providing green corridors and habitat continuity to adjacent natural areas.**



# **Sherburne National Wildlife Refuge Planning Workshop 2**

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## **Section 3**

### **Revision of Refuge Goals**



## **Goals/Focus Areas**

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Participants were asked to review and revise the goals/focus areas developed by participants in Workshop 1. The specific tasks were to:

1. Review and refine the goals developed at Workshop 1.
2. Craft a written statement of each goal for printing and distribution for use in the plenary.
3. Prepare a plenary presentation of 10 minutes.

It should be noted that in the context of comprehensive conservation planning, the U.S. Fish & Wildlife Service has a specific definition of the word “goal.” In the Service’s planning lexicon, a goal is “a descriptive, open-ended, and often broad statement of desired future conditions that conveys a purpose but does not define measurable units.”

The goals developed through work groups, synthesis, and plenary during the first workshop were:

1. Restoration of Anoka Sandplain habitats that approximates pre-1850 conditions and
2. Healthy populations of migratory birds and other wildlife in balance with the environment, with emphasis on area-appropriate priority species.
3. A complex of high-quality natural areas, corridors, and watersheds in the surrounding landscape.
4. A supportive community conservation ethic fostered by a rich program of public outreach, environmental education and “wildlife-first” recreation.

### *Group 1*

The group spent a considerable amount of time (1 hour) discussing the habitat and wildlife goals, goals 1 and 2. Much of the time was spent on the “1850s as appropriate” debate. Also, we were trying to decide whether to have separate habitat and wildlife goals. Each draft goal from the last workshop was reviewed and revisions suggested.

Goal 1 (Habitat) Original: Restoration of Anoka Sandplain habitats that approximates pre-1850 condition.

Suggested rewrites:

1. Restoration of Anoka Sandplain habitat that approximate 1800-1850 conditions. (Could this be an alternative)?
2. Restoration of plant (ecological?) communities of the Anoka Sandplain with native wildlife and plant species with diversity and natural abundance that approximates 1850s conditions.
3. Restoration of Anoka Sandplain habitats to approximate 1800-1850s maintaining a healthy level of species richness of migratory birds and other wildlife.

4. Development of environment which maximizes the balance of migratory birds and other wildlife.
5. Restore a functional St. Francis River and riparian system.

Goal 2 (Wildlife) Original: Healthy populations of migratory birds and other wildlife in balance with the environment, with emphasis on area-appropriate priority species.

Suggested rewrites:

1. Manage wetland acres for maximum migratory bird outputs. (Outputs means anything that benefits the birds).
2. Balance and sustained populations of migratory birds and other wildlife with emphasis on FWS area-appropriate priority species.

Goal 1 & 2 Combined

Suggested rewrite:

Restoration of plant communities and associated wildlife based on the capability of the land.

Goal 3 (Land Protection) Original: A complex of high-quality natural areas, corridors, and watersheds in the surrounding landscape.

Suggested rewrite:

Foster a complex of quality natural areas, corridors and watersheds in the surrounding landscape.

Goal 4 (Public Use / Appreciation) Original: A supportive community conservation ethic fostered by a rich program of public outreach, environmental education and “wildlife-first” recreation.

Suggested rewrites:

1. Promote a strong conservation ethic in the surrounding community that leads to support of the refuge and conservation of the surrounding landscape.
2. Provide opportunities for priority public uses on the refuge.

New Goal (Cultural Resources)

1. Integrate the cultural history of the refuge into all aspects of refuge management.

Throughout the discussion, Working Group 1 identified philosophical and other issues that played a part in participants' consideration of Refuge goals:

1. Sherburne's role as duck production site (Production vs. migratory habitat).
2. People (all of us) want Sherburne Refuge to be everything to everyone. We are going to have to make compromises.
3. If we manage for 1850s conditions we will lose numbers of wetland species. (Possible solutions: Separate upland and wetland habitat goals.)
4. Other issues that arose in discussion of Refuge goals included:
5. Cultural Resources (Protect, preserve sites, survey the land, more that education).
6. Should individually mention hunting, fishing and trapping activities.
7. Note Uplands goal - Focus on 1850s conditions with consideration of area-appropriate species.
8. Wetlands goal - Whatever is appropriate for priority species.
9. Goals should have both habitat and wildlife components (from Goals & Objectives Handbook).

The group then consolidated the goals into the following set of seven goals which they offered to the group for consideration in plenary:

1. New upland goal: Upland Anoka Sandplain habitats that approximate 1800-1850 conditions.
2. New wetland goal: A functional St. Francis River riparian system with associated managed wetlands.
3. New wildlife goal: Balanced and sustained populations of migratory birds and other wildlife with emphasis on priority species appropriate to targeted habitats.
4. New public use: Visitors enjoy and have ample opportunities to participate in priority public uses (list them) on the refuge.
5. New outreach goal: A strong conservation ethic in the surrounding community that leads to support of the Refuge and conservation of the surrounding landscape.
6. New land protection goal: The Refuge exists within a complex of high quality natural areas, corridors, and watersheds in the surrounding landscape.

7. New cultural resources goal: The cultural history of the Refuge is integrated into all aspects of refuge management.

## *Group 2*

### General Discussion

Goals articulate desired future condition; Planning policy states specific areas that must be covered by goals

Suggest wildlife, habitat, and people as goals; current draft fits well with this division

Goal 4 includes strategy; suggest eliminate ‘... fostered by a rich...’

Goal 1 eliminate ‘and’ at end of bullet

### Combining Goal 1 & 3

Restore Anoka Sandplain habitats on the refuge to approximate pre-1850 condition, networked to a complex of high-quality natural areas, corridors, and water sheds in the surrounding landscape.

Break the wording above into two sentences

What would be the action associated with goal 3 if combined with goal 1 or if it stood alone?

Suggested wording to goal 3: Promote a complex of high quality natural areas, corridors, and water sheds in the landscape surrounding the Refuge.

### Goal 2

change to: ‘Achieve’ healthy populations...; doesn’t provide picture of what you’re trying to achieve; what does this mean?

Achieve a diverse population of migratory birds and other wildlife in balance...

Goal needs to define direction for wildlife since vision statement doesn’t provide much re. Wildlife

Possible: Conserve and manage (achieve? Or Provide for )a diversity of native migratory birds in a way that ensures the continuing presence and viability of these populations

Possible: Provide for a diversity of native migratory birds and other native wildlife in a way that ensures their continuing presence

### Goal 4:

Suggested rewording:

Develop a strong conservation ethic within the local community (that supports the Refuge - delete this part?)

Goal 4 does not cover compatible wildlife recreation; counter view is that the Big 6 are tools and that a goal for the Big 6 is not needed

Develop a strong conservation ethic among visitors and within the local community

### Summary:

We wanted a limited number of goals

We sought content that would cover all statements made regarding goals

We explored more detailed statements but returned to the final goals presented

We added action verbs to each goal

Goals must apply all alternatives so must be broad

## Final Suggestions:

Goal 1: Restore Anoka Sandplain habitats on the Refuge to approximate pre-1850 conditions

Goal 2: Provide for a diversity of native migratory birds and other native wildlife in a way that ensures their continuing presence on the Refuge

Goal 3: Promote a complex of high quality natural areas, corridors, and watersheds in the landscape surrounding the Refuge.

Goal 4: Promote a strong conservation ethic among visitors and within the local community

## *Synthesized Goals*

Reporters for each group presented goals in a plenary session. Following that presentation, representatives of the two working groups met to synthesize the goals.

### **The Sherburne NWR staff will promote the following desired future outcomes by implementing associated objectives and strategies:**

**Goal 1:** Upland Anoka Sandplain habitats approximate 1800 - 1850 conditions.

**Goal 2:** A diverse mosaic of wetland types meet the needs of riparian and other wetland dependent species.

**Goal 3:** A balanced diversity of native migratory birds and other native wildlife reflects an emphasis on Service priority species appropriate to Refuge habitats.

**Goal 4:** A complex of high quality natural areas, corridors, and watersheds in the surrounding landscape complements Refuge habitat and wildlife goals.

**Goal 5:** Refuge visitors enjoy ample wildlife dependent opportunities that further an appreciation of Refuge wildlife resources and their habitats.

**Goal 6:** Visitors and local citizens demonstrate a strong conservation ethic.

**Goal 7:** Cultural history of the Refuge is valued and preserved by the Refuge staff, visitors, and the community members.

Another plenary session was conducted and comments and concerns were identified and incorporated into a newly revised set of Refuge goals. The language was tweaked a bit until the following set of goals was agreed upon. It was this set of goals that was used as the basis of the development of alternatives and objectives.

**The following goals represent the desired future conditions of Sherburne National Wildlife Refuge:**

**Goal 1:** Upland Anoka Sandplain habitats approximate mid-1800s conditions, contributing to the preservation of this declining ecotype and its associated Service priority species. [Note: the phrase ‘contributing to the preservation of this declining ecotype and its associated Service priority species’ was not agreed upon in plenary and will need to be revisited in the January workshop.]

**Goal 2:** A diverse mosaic of riverine and wetland habitats meets the needs of Service priority riparian and other wetland dependent species.

**Goal 3:** A balanced diversity of native migratory birds and other native wildlife reflects an emphasis on Service priority species appropriate to Refuge habitats.

**Goal 4:** A complex of natural areas, corridors, and watershed conservation practices in the surrounding landscape complements Refuge habitat and wildlife goals.

**Goal 5:** Visitors enjoy wildlife dependent opportunities that further an appreciation of Refuge wildlife and habitats.

**Goal 6:** Visitors and local citizens demonstrate a strong conservation ethic that leads to support of the Refuge, conservation of the surrounding landscape, and global environmental awareness.

**Goal 7:** The cultural resources and cultural history of the Refuge are valued and preserved, and connect Refuge staff, visitors and the community to the area’s past.

# **Sherburne National Wildlife Refuge Planning Workshop 2**

**October 9-12, 2001  
Elk River, MN**

**FINAL REPORT**

## **Section 4**

### **Development of Management Alternatives**



## **Alternatives**

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Within the context of comprehensive conservation planning, the Service defines alternatives as: “Different sets of objectives and strategies or means of achieving refuge purposes and goals, helping fulfill the Refuge System mission, and resolving issues.”

The purpose of this exercise was to develop a set of management alternatives within the context of the goals, vision and purpose of the Refuge. Specific tasks assigned to the work groups were:

1. Determine the roles for your group.
2. Brainstorm alternatives reflecting different possible alternative futures.
3. Prioritize alternatives to identify those most promising.
4. List these preliminary alternatives on a flip chart.
5. Identify their most salient characteristics in relation to the agreed goal.
6. Prepare a 10-minute presentation for plenary.

The two groups approached the assignment very differently. Group 1 relatively quickly identify a possible alternative and fleshed it out by specifying how it would reflect the 7 Refuge goals. They followed this same methodology for their 5 proposed alternatives. Group 2 brainstormed content items that would be encompassed in the range of alternatives. They then examined the list for themes and developed alternatives based on three identified themes.

### *Group 1*

The five proposed concepts developed by group participants were:

Alternative 1: Status Quo

Alternative 2: Pre-settlement Habitat Conditions (1800-1850)

Alternative 3: Off-refuge Resource Protection Emphasis.

Alternative 4: Balanced Wetland Management

Alternative 5: Wetland and Upland Management for Maximum Wetland Birds and  
Priority Grassland Birds.

The group then listed the goals and analyzed how successfully each alternative would achieve the goals identified.

### Alternative 1: Status Quo

In general, we seem to be meeting biological goals but fall short on outreach, public uses, land protection and cultural resources.

- I. Upland Habitats: Restoration of 1800-1850s upland plant communities.

- II. Wetland Habitats: Active management of water impoundments to benefit migratory birds (cranes, shorebirds, waterfowl, wading birds, eagles). Does not duplicate the natural river system.
- III. Wildlife Populations: Minimally meets goal for balanced and sustained populations.
- IV. Priority public uses: Would allow expansion of public use opportunities.
- V. Outreach: Not meeting new goal. Mostly onsite refuge work. Participate on a few local gov't panels, etc.
- VI. Land Protection: Not meeting new goal. Private lands work (wetland and upland restorations, Kunkel, Cedar Creek, Carlos Avery connections).
- VII. Cultural Resources: Not meeting new goal. We have a complete inventory of every known site. Some ongoing studies such as oral histories, etc.

Alternative 2: Pre-settlement Habitat Conditions (1800-1850)

- I. Upland Habitats: Would meet new goal for pre-1850s.
- II. Wetland Habitats: No active water management (no manipulation of structures and active restoration of river).  
Notes: This may conflict with new goal for group 1 which stated "managed" wetlands. Estimate the acreage before and after drainage. Statutory requirements for major river restoration may be a hindrance. No obvious method of restoring ditched river with this amount of flow.
- III. Wildlife Populations: Approximate 1850s species diversity as known and as possible.  
Note: Could mean reintroduction of large ungulates, etc.
- IV. Priority public uses: Environmental Education would focus on 1850s conditions. Recreation opportunities could emulate 1850s uses (muzzleloader hunts, etc.). Other uses?
- V. Outreach: Emphasis on conservation of intact riparian areas upstream. Educate people on 1850s habitats. Historical research into pre-settlement conditions. Emphasis on native plant restoration on private lands.
- VI. Land Protection: Nearly same as No. 5
- VII. Cultural Resources: Emphasis on pre-European inhabitants and use. (Contract bison to Mille Lacs band). Use Native American interpreters.

### Alternative 3: Off-refuge Resource Protection Emphasis

Maintain status quo for on-refuge activities and focus on additional effort off-refuge with ecosystem/ landscape emphasis. Recognition of a rapidly changing environment surrounding the refuge.

### Alternative 4: Balanced Wetland Management (Note: includes maintenance of minimum flow in St. Francis River)

- I. Upland Habitats: 1800-1850s condition.
- II. Wetland Habitats: Some selected wetlands to 1850s conditions and some managed for migratory wetland-dependent birds.

### Grassland Alternative 5: Wetland and Upland Management for Maximum Wetland Birds and Priority Birds

(Note: includes maintenance of minimum flow in St. Francis River)

- I. Upland Habitats: To 1800-1850s
- II. Wetland Habitats: Managed for maximum migratory, wetland-dependent birds.

### *Group 2*

Participants in Group 2 ultimately identified three alternatives:

1. Status Quo (No Action)
2. Pre-European (<1850s) settlement conditions
3. Habitat mosaic based on Service priority species

The group noted:

We can not separate upland management from wetland management, they are linked.

We can not have “pristine” oak savanna and maintain the managed pools.

We have lost topsoil due to farming, which will influence what we can do for restoration.

#### Alternatives aimed toward migratory birds

Waterfowl Production

Sandhill Crane Production

Increase number of nesting eagles

Species of concern (redheaded woodpeckers)

Songbirds

Shorebirds

Providing habitat for migrating waterfowl (food, cover)

Migrating raptors

Manage for forage species (invertebrates) for all migratory birds

Provide habitat migrating birds (other than waterfowl)

#### Alternatives for habitat

Impoundments

Create more impoundments

Remove all existing impoundments

Keep impoundments as is

Remove some, not all impoundments

Upland habitats

Plant all fields with trees

Create food plots

Plant all fields with native grasses, forbs

Restore oak savanna (plant native grasses, forbs, trees)

Recreate lost wetland types (eg. tamarack swamp, sedge meadows, bogs)

Remove all introduced conifers

Allow natural succession

Remove/control non-native species

#### Wildlife

Reintroduce bison and elk (and possibility other extirpated species)

Trap coyotes to increase duck production

Trap beaver/muskrats to alleviate problems with impoundment infrastructure

Don't trap beavers/muskrats

Maintain and increase herps & amphibian populations

Increase diversity of lepidoptera species

Allow hunting of additional species (eg. turkeys)

Allow more hunting

Allow less hunting

Restore game fish; remove non-native fish species

#### Public Use

Fishing

More fishing areas

Fewer fishing areas

Stock game fish

Provide for anglers with disabilities

Provide interpretive fishing information

#### Hunting

Allow hunting of additional species (eg. turkeys) (eg. increase area, archery, turkey)

Allow more hunting

Allow less hunting (reducing area, fewer hunters, species, length of season)

Provide accessible hunting sites (waterfowl, deer)

No hunting (sanctuary)

### Photography

Provide observation blinds

### Observation

Provide more observation decks and add observation blinds

Provide more spotting scopes to increase visitor observation opportunities

Water management to enhance wildlife observation off wildlife drive

Restore wildflowers along wildlife drive

Enhance restoration efforts

Create more opportunities on road (longer drive and season)

Provide opportunities to see upland- and wetland-dependent wildlife year-round

### Environmental Education

Provide more facilities

Let other people provide facilities

Focus on teachers

Focus on students

Focus on hands-on activities

Staff leads/non-staff(teachers) leads

Increase available educational materials

Provide off-refuge outreach

Focus on local issues

Focus on global issues

Focus on habitat/wildlife on Refuge

Improve hunter education

### Interpretation

More interpretive panels/less panels

More interpretive (guided) programs and materials

Less interpretation

More trails/less trails

Non-traditional interpretation (eg. cultural, living history)

Interpret refuge management

Interpret habitat & wildlife

### Off-Refuge

Educate people off-refuge about refuge management & wildlife and habitat needs

75% of local community understand why refuge is way it is

Increase participation with counties, cities, townships on wildlife-related programs

Educate government officials (local, city) regarding refuge management & wildlife and habitat needs

Partnership for fish and wildlife wetland restoration focus on watersheds impacting efrage

Partnership for fish and wildlife grassland restoration focus on watersheds impacting refuge

After listing brainstorming above ideas as a group, we drafted conceptual alternatives individually and then presented and discussed them as a group.

### **Conceptual Alternatives**

- Habitat
- Status quo (no action) - maintain impoundments
- Maximize restoration on all habitats (pre-European settlement conditions)

Seek compromise of upland habitat restoration and impoundments (remove some, affecting water table > coming closer to pre-settlement conditions but not to extent above)

Let nature take its course: Less mechanical habitat manipulation > reduced program, less intensive management, open impoundments, let stream meander (This alternative may be an alternative that was considered, but not pursued because the goals would not be reached in a reasonable time frame.).

### *Synthesis of Alternatives*

Each group presented their draft alternatives and a synthesis was begun in plenary. This resulted in an agreement on the following 5 draft alternatives:

#### *Alternative 1: Current Management*

Current management is focused on upland habitats to approximate 1850's conditions. Wetlands are actively managed to benefit migratory birds.

#### *Alternative 2: Pre-settlement Habitat Conditions (1800-1850)*

Vegetative communities and hydrology on the refuge would approximate mid-1800 conditions. Wildlife diversity would mirror the diversity of the habitats. Interpretive and environmental education programs on and off refuge would emphasize natural pre-settlement conditions and cultural history and natural processes. There would be strong emphasis on off-refuge outreach, private lands, and partnership activity with emphasis on natural processes, corridors, and restoration. Cultural resources of the Refuge would be preserved.

#### *Alternative 3: Landscape Resource Protection Emphasis*

This alternative would recognize a rapidly changing environment surrounding the refuge and that the refuge is part of a larger landscape. We would maintain current management direction on the refuge. Future discretionary funding and new staff would be directed toward off-Refuge land conservation efforts. We would also emphasize pursuit of a strong land conservation ethic in the local community.

*Alternative 4: Habitat Mosaic/Partial Pre-settlement Habitat Conditions*

Vegetative communities and hydrology on a portion the refuge would approximate mid-1800 conditions. On the remaining portion of the Refuge the historic upland communities would be restored to the extent possible while maintaining impoundments. Wildlife diversity would mirror the diversity of the habitats with significant waterbird use during migration. Interpretive and environmental education programs on and off refuge would contrast natural and managed systems and pre-settlement and settlement cultural history. There would be strong emphasis on off-refuge outreach, private lands, and partnership activity with emphasis on natural processes, corridors, and restoration. Cultural resources of the Refuge would be preserved.

*Alternative 5: Focused Management for Priority Wetland and Grassland Birds*

Alternative 5 would place an emphasis on more intense, active water management. Oak savanna management would emphasize a more open grassland component over a forest component. Wetland management for Service priority bird species would include a mixture of high water for emergent vegetation control and drawdowns to favor different bird groups (shorebirds, marsh birds, eagles, waterfowl). Most pools would be in a half-full scenario to fulfill a diverse wetland bird community. Maintain a minimum flow on the river when possible. This alternative would also emphasize more focused management like predator control, nest structures, and putting Bohm Pool back on line.



<b>Group 1</b>	<b>Alternative 1: Current Management</b>	<b>Alternative 3: Landscape Resource Protection Emphasis</b>	<b>Alternative 5: Focused Management for Priority Wetland and Grassland Birds</b>
<p><b>Goal 1.</b> Upland Anoka Sandplain habitats approximate mid-1800s conditions, contributing to the preservation of this declining ecotype and its associated service priority species.</p>	<p>The intent is to follow the landscape and burn plans to emulate 1850's conditions. We recognize a need for more data including historic fire regimes and impact of large herbivores (are we really achieving 1850's conditions?). Recognizes flux between grass, woodland and shrubs and changing rainfall.</p>	<p>Same as Alt. 1. The intent is to follow the landscape and burn plans to emulate 1850's conditions. We recognize a need for more data including historic fire regimes and impact of large herbivores (are we really achieving 1850's conditions?). Recognizes flux between grass, woodland and shrubs and changing rainfall.</p>	<p>More active management of oak savanna to maintain a more open grassland component. This implies fewer trees adjacent to wetlands. This alternative recognizes that the original oak savanna at Sherburne may have included more open grasslands.</p>
<p><b>Goal 2.</b> A diverse mosaic of riverine and wetland habitats meets the needs of Service priority riparian and other wetland dependent species.</p>	<p>Active wetland management to benefit migratory birds by providing a complex of wetland types. Current riverine hydrology is altered from natural state. We try to provide a variety of wetland types including spring and fall drawdowns and deep water to benefit shorebirds and other wetland birds.</p>	<p>Same as Alt 1. Active wetland management to benefit migratory birds by providing a complex of wetland types. Current riverine hydrology is altered from natural state. We try to provide a variety of wetland types including spring and fall drawdowns and deep water to benefit shorebirds and other wetland birds.</p>	<p>Water level targets are determined by habitat needs of special Service priority species. Use more biological data to make special water level decisions. (For example, nutrient enrichment could be encouraged).</p>
<p><b>Goal 3.</b> A balanced diversity of native migratory birds and other native wildlife reflects an emphasis on Service priority species appropriate to Refuge habitats.</p>	<p>Current focus is on habitat for eagles, ducks, wading birds, some grassland species. Management emphasis is on providing diverse habitats, not specific species needs. Minimal emphasis on RCP species.</p>	<p>Same as Alt 1. Current focus is on habitat for eagles, ducks, wading birds, some grassland species. Management emphasis is on habitats and not species. Minimal emphasis on RCP species.</p>	<p>More attention given to individual species and species guilds. Possible reintroduction of large herbivores to reduce woody vegetation. Species/Guild selections drawn from RCP's.</p>

<b>Group 1</b>	<b>Alternative 1: Current Management</b>	<b>Alternative 3: Landscape Resource Protection Emphasis</b>	<b>Alternative 5: Focused Management for Priority Wetland and Grassland Birds</b>
<p><b>Goal 4.</b> A complex of natural areas, corridors, and watershed conservation practices in the surrounding landscape complements Refuge habitat and wildlife goals.</p>	<p>Present work is on private lands in 9 counties. Oriented but not necessarily focused in St. Francis River Watershed. Limited work w/state partners on their lands. Staff is active on some local gov't committees.</p>	<p>Future discretionary funding and new staff would be directed toward off-refuge land conservation efforts. We would be actively involved with all county planning and zoning boards. Input into greenspace design in development plans. More work with local land trusts. Expand volunteer program for work in surrounding counties.</p>	<p>Same as 1. Present work is on private lands in 9 counties. Oriented but not necessarily focused in St. Francis River Watershed. Limited work w/state partners on their lands. Staff is active on some local gov't committees.</p>
<p><b>Goal 5.</b> Visitors enjoy wildlife dependent opportunities that further an appreciation of Refuge wildlife and habitats.</p>	<p>All Big 6 uses are available to refuge visitors. Environmental education is primarily on-site. School group programs are lead by teachers. Four special events a year. Guided bird hikes.</p>	<p>Similar to 1. Change EE &amp; Interpretation to reflect issues beyond the refuge. Turkey hunts for disabled visitors (?)</p>	<p>Similar to 1. Shift EE/Interp. to focus on new upland and wetland habitat mgmt. emphasis.</p>
<p><b>Goal 6.</b> Visitors and local citizens demonstrate a strong conservation ethic that leads to support of the Refuge, conservation of the surrounding landscape, and global environmental awareness.</p>	<p>Staff presentations offsite and onsite to school groups. Media contact and on-site special events. Private lands program.</p>	<p>Possible environmental education off-site. Expand use of communications through media outlets (cable). New website on responsible land development and management (link to MN SmartGrowth site). New visitor center will serve as model for "responsible" development. Seek out civic organizations to speak about refuge and conflicts.</p>	<p>Same as 1.</p>
<p><b>Goal 7.</b> The cultural resources and cultural history of the Refuge are valued and preserved, and connect Refuge staff, visitors and the community to the area's past.</p>	<p>We have a written inventory of known sites. Some ongoing studies such as oral histories, etc.</p>	<p>Expand inventory of refuge cultural sites. Publish the oral history. More outreach to increase participation of Native Americans.</p>	<p>Same as 1</p>

<b>Group 2</b>	<b>Alternative 2: Pre-settlement Habitat Conditions (1800-1850)</b>	<b>Alternative 4: Habitat Mosaic/Partial Pre-settlement Habitat Conditions</b>
<p><b>Goal 1:</b> Upland Anoka Sandplain habitats approximate mid-1800s conditions, contributing to the preservation of this declining ecotype and its associated service priority species.</p>	<ul style="list-style-type: none"> <li>·Habitats restored to mid-1800s conditions, resulting in a diverse mosaic of habitat types</li> <li>·Oak Savannas restored</li> <li>·Native grassland openings restored</li> <li>·Native forest types restored</li> <li>·Exotics are controlled</li> <li>·Fragmentation due to roads would be reduced</li> </ul>	<ul style="list-style-type: none"> <li>·Habitats restored to mid-1800s conditions within limits set by areas of unnaturally high water table, resulting in a diverse mosaic of habitat types</li> <li>·Oak Savannas restored, with some areas of lower quality restoration than others</li> <li>·Native grassland openings restored; invasion by aspen may be an issue where water tables are high</li> <li>·Native forest types restored; mesic species may be favored in areas of higher water table</li> <li>·Exotics are controlled</li> </ul>
<p><b>Goal 2:</b> A diverse mosaic of riverine and wetland habitats meets the needs of Service priority riparian and other wetland dependent species.</p>	<ul style="list-style-type: none"> <li>·Impoundments removed or modified so that they are no longer functional</li> <li>·Ditches filled/plugged</li> <li>·Water table lowered</li> <li>·Exotic species controlled</li> <li>·Extirpated or rare wetland habitats restored</li> <li>·A diverse mosaic of riverine and wetland habitats</li> <li>·St. Francis River and its floodplain restored to a naturally functioning system</li> <li>·Roads and bridges that restrict the natural hydrology are modified to remove the restriction</li> </ul>	<ul style="list-style-type: none"> <li>·Select impoundments retained</li> <li>·Selected ditches filled/plugged</li> <li>·Water table lowered where impoundments are removed</li> <li>·Exotic species controlled</li> <li>·Limited restoration of extirpated or rare wetland habitats</li> <li>·A diverse mosaic of riverine and wetland habitats that includes some impoundments</li> <li>·St. Francis River and its floodplain partially restored to a naturally functioning system</li> <li>·Retained impoundments will help improve downstream water quality below them</li> <li>·Roads and bridges that restrict the natural hydrology are modified to remove the restriction</li> </ul>

<b>Group 2</b>	<b>Alternative 2: Pre-settlement Habitat Conditions (1800-1850)</b>	<b>Alternative 4: Habitat Mosaic/Partial Pre-settlement Habitat Conditions</b>
<p><b>Goal 3:</b> A balanced diversity of native migratory birds and other native wildlife reflects an emphasis on Service priority species appropriate to Refuge habitats.</p>	<ul style="list-style-type: none"> <li>·Some extirpated species reintroduced (e.g. bison, elk, karner blue butterflies)</li> <li>·A diversity of native migratory birds, possibly at the expense of larger concentrations of a more limited number of species</li> <li>·Open water opportunities present for large concentrations of migrating waterfowl</li> <li>·The majority of the 33 Regional Conservation Priority species on the Refuge would benefit in some way</li> </ul>	<ul style="list-style-type: none"> <li>·Some extirpated species reintroduced (e.g. bison, elk, karner blue butterflies)</li> <li>·A diversity of native migratory birds, with enhanced open water opportunities present for large concentrations of migrating waterfowl</li> <li>·The majority of the 33 Regional Conservation Priority species on the Refuge would benefit in some way</li> </ul>
<p><b>Goal 4:</b> A complex of natural areas, corridors, and watershed conservation practices in the surrounding landscape complements Refuge habitat and wildlife goals.</p>	<ul style="list-style-type: none"> <li>·The Refuge would provide a demonstration of the value of conservation practices possible in the surrounding landscape</li> <li>·There would be outreach, private lands, and partnership activities to further this goal</li> <li>·Focus on natural processes, corridors, and restorations</li> <li>·Landowners and local officials regularly seek technical assistance from Refuge staff regarding restorations and habitat management</li> </ul>	<ul style="list-style-type: none"> <li>·The Refuge would provide a demonstration of the value of conservation practices possible in the surrounding landscape</li> <li>·There would be outreach, private lands, and partnership activities to further this goal</li> <li>·Focus on natural processes, corridors, and restorations</li> <li>·Landowners and local officials regularly seek technical assistance from Refuge staff regarding restorations and habitat management</li> </ul>
<p><b>Goal 5:</b> Visitors enjoy wildlife dependent opportunities that further an appreciation of Refuge wildlife and habitats.</p>	<ul style="list-style-type: none"> <li>·Landscape presented in a natural way; reflecting few artificial management structures</li> <li>·Extraordinary opportunity to experience mid-1800 landscape</li> <li>·Interpretive and environmental education programs would emphasize natural presettlement conditions, cultural history, and natural processes</li> <li>·Public use facilities will take visitor close to the wildlife and into the habitats they are observing</li> <li>·Emphasis of wildlife drive would be on oak savanna, wild flowers, and natural wetlands</li> </ul>	<ul style="list-style-type: none"> <li>·Landscape presented in a natural way; reflecting a mix of natural and artificially managed systems</li> <li>·Opportunity to experience mid-1800 landscape in sections of the Refuge</li> <li>·Opportunity to experience managed impoundments</li> <li>·Interpretive and environmental education programs on and off refuge would contrast natural and managed systems and pre-settlement and settlement cultural history</li> <li>·Public use facilities will take visitor close to the wildlife and into the habitats they are observing</li> <li>·Emphasis of wildlife drive would be on oak savanna, wild flowers, and natural wetlands</li> </ul>

<b>Group 2</b>	<b>Alternative 2: Pre-settlement Habitat Conditions (1800-1850)</b>	<b>Alternative 4: Habitat Mosaic/Partial Pre-settlement Habitat Conditions</b>
<p><b>Goal 6:</b> Visitors and local citizens demonstrate a strong conservation ethic that leads to support of the Refuge, conservation of the surrounding landscape, and global environmental awareness.</p>	<ul style="list-style-type: none"> <li>·The rare habitats on the Refuge provide a connection to the discussion of global issues of rare habitats and endangered species</li> <li>·Partnerships with the Friends group, schools, land use planners, developers, local governments, and other entities thrive</li> <li>·Visitors and local citizens regularly support Refuge activities as well as environmental oriented events off-Refuge</li> </ul>	<ul style="list-style-type: none"> <li>·The rare habitats on the Refuge provide a connection to the discussion of global issues of rare habitats and endangered species</li> <li>·Partnerships with the Friends group, schools, land use planners, developers, local governments, and other entities thrive</li> <li>·Visitors and local citizens regularly support Refuge activities as well as environmental oriented events off-Refuge</li> </ul>
<p><b>Goal 7:</b> The cultural resources and cultural history of the Refuge are valued and preserved, and connect Refuge staff, visitors and the community to the area's past.</p>	<ul style="list-style-type: none"> <li>·Cultural resources are protected</li> <li>·Refuge staff, visitors, and members of the local community value Refuge cultural resources and are interested in their preservation</li> <li>·Cultural resources are placed in the context of the restored landscape</li> <li>·Native Americans participate in the cultural resource preservation measures</li> <li>·Cultural history is a part of the interpretive program</li> </ul>	<ul style="list-style-type: none"> <li>·Cultural resources are protected</li> <li>·Refuge staff, visitors, and members of the local community value Refuge cultural resources and are interested in their preservation</li> <li>·Cultural resources are placed in the context of the restored landscape</li> <li>·Native Americans participate in the cultural resource preservation measures</li> <li>·Cultural history is a part of the interpretive program</li> </ul>



# **Sherburne National Wildlife Refuge Planning Workshop 2**

**October 9-12, 2001  
Elk River, MN**

**FINAL REPORT**

**Section 5**

**Draft Objectives**



## **Draft Objectives**

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While there was not sufficient time during this workshop to develop a complete set of objectives for all alternatives, it was important to begin the process and become familiar with the mechanics of objective development. After a brief presentation on guidelines for writing objectives and the SMART Criteria (Objectives must be: Specific, Measurable, Achievable, Results-oriented and Time-fixed) each working group was tasked with developing draft objectives to Goals 1 and 4 for each of their alternatives. The results of this task follow. They were presented at the workshop's final plenary session.

## Group 1 Objectives

**Goal 1:** Upland Anoka Sandplain habitats approximate mid-1800's conditions, contributing to the preservation of this declining ecotype and its associated Service priority species.

Objective	Alternative 1: Current Management	Alternative 3: Landscape Resource Protection Emphasis	Alternative 5: Focused Management for Priority Wetland and Grassland Birds
Grasslands	Restore and manage 5% of available upland habitat as contiguous native grassland	Similar to 1. (Possible increase in grasslands based on available block size on bordering private/public lands).	Restore and manage 20% of available upland habitats as contiguous native grasslands. Manage another 10% of upland as grasslands within 100 m of emergent edges of Wetland Types 3-5.
Oak Savanna	Restore and manage 85% of available upland habitat as Oak Savanna.	Similar to 1. (Possible increase based on adjacent management)	Manage 67% of available upland habitat as Oak Savanna
Dry Oak Forest	Restore and manage 7% of available upland habitat as Dry Oak Forest. The forest will include 80-85% canopy cover consisting of Northern Pin, Bur and Red Oak and Aspen.	Same as 1	(Not managed specifically for dry oak forest)
Big Woods	Restore and manage 3% of suitable refuge uplands, based on historic distribution, as Big Woods. The forest will consist of basswood, sugar maple, red oak, green and black ash and slippery elm in a closed canopy of 80-100% cover.	Same as 1	Same as 1

**Goal 4:** A complex of natural areas, corridors, and watershed conservation practices in the surrounding landscape complements refuge habitat and wildlife goals.

Objective	Alternative 1: Current Management	Alternative 3: Landscape Resource Protection Emphasis	Alternative 5: Focused Management for Priority Wetland and Grassland Birds
Existing Natural Areas	Continue partnerships with neighboring land managers to complement refuge goals.	By 2005, the refuge will partner with all neighboring state and county land managers to formulate a joint landscape protection goal.	Promote grassland restoration on existing protected areas.
Establishment of New Restored and Protected Habitats	Annually, restore 30 wetlands (100 acres) and 175 upland acres within a 9 county district.	By 2004, no less than 20% of all new and/or proposed land developments within a 2 mile radius of the refuge incorporate low-impact development and conservation practices that complement refuge habitat goals.	Grassland emphasis for private lands habitat restoration.
Corridors	Identified corridor to Kunkel WMA.	Partner with existing citizen groups and local governments to establish a plan for green corridors between the refuge and nearby natural areas.	

## Group 2: Objectives

**Goal 1:** Upland Anoka Sandplain habitats approximate mid-1800s conditions, contributing to the preservation of this declining ecotype and its associated Service priority species.

### Alternative 2: Pre-settlement Habitat Conditions (mid 1800s)

Discussion:

- Removing impacts
  - Lowered water table
  - Oak savanna primary habitat
    - 50 % crown cover desirable
    - currently 37 sq. ft. basal area /acre; 40-60 sq. ft/ac. Basal area approximates 50 % crown cover of all trees (99% would be oaks); this is also the same criteria for dry-oak forest that is currently at 110 sq.ft./ac.
    - 10-70% crown cover is considered savanna
- Draft: accomplish x acres of 40-60 sq.ft basal area/acre of native over-story tree species by 2050

Draft: x acres of oak savanna

Final Draft Objective: By year 20xx the X acres of upland habitat on Sherburne NWR will include the following habitats as defined in *Minnesota's St. Croix River Valley and Anoka Sandplain - A Guide to Native Habitats*, (Wovcha et al, 1995) and based upon surveyors records:

- X% of the uplands is Big woods (~ 1000 acres)
- Y% of the uplands is oak savanna/oak woodland brushland (~ acres) (includes oak barrens, savanna, grassland openings) Wovcha, et al defines oak savanna types as oak woodland brushland, ....
- Z% of the uplands is dry oak forest (~ acres)
- ZZ% of the uplands is white pine hardwood forest (~ acres)

A rationale would be included that would define Big Woods, oak savanna, etc. describing species composition, % crown cover, and other physical parameters.

### Alternative 4: Alternative 4: Habitat Mosaic/Partial Pre-settlement Habitat Conditions

Final Draft Objective:

Similar to Alternative 2 but there is less upland and a reduction in some upland types due to the continued presence of some impoundments.

By year 20xx the X acres of upland habitat on Sherburne NWR will include the following habitats as defined in *Minnesota's St. Croix River Valley and Anoka Sandplain - A Guide to Native Habitats*, (Wovcha et al, 1995) and based upon surveyors records:

- X% of the uplands is Big woods (~ acres)
- Y% of the uplands is oak savanna/oak woodland brushland (~ acres) (includes oak barrens, savanna, grassland openings) Wovcha, et al defines oak savanna types as oak woodland brushland, ....
- Z% of the uplands is dry oak forest (~ acres)
- ZZ% of the uplands is white pine hardwood forest (~ acres)

**Goal 4:** A complex of natural areas, corridors, and watershed conservation practices in the surrounding landscape complements Refuge habitat and wildlife goals.

#### **Alternative 2: Pre-settlement Habitat Conditions (mid 1800s)**

Discussion:

- Demonstration area on the refuge to encourage conservation practices
- Easements
- Restorations of wetlands and uplands
- Participation in identifying the corridors
- Acquisition by us and others
- Establishment of prairie and wildflowers on private property
- Improvement of X% of a watershed
- Partnerships
- Refuge participate in land use zoning
- Focus private lands program within some area (distance, watershed, etc.)
- Connect the Kunkle wildlife area to the refuge through a corridor

Draft Objective re corridor to Kunkle area:

- Want permanent, could use easements, land stewardship

Final Draft Objective: We will establish a permanent, contiguous (except for roadways) corridor without development, comprised of an area ½ mile wide between Sherburne NWR and the Kunkel Wildlife Management Area by 2012. Permanent cover will be established in an area 1/4 mile wide the length of the corridor by 2025.

#### **Alternative 4: Alternative 4: Habitat Mosaic/Partial Pre-settlement Habitat Conditions**

Discussion:

- Same as Alternative 2

Final Draft Objective: We will establish a permanent, contiguous (except for roadways) corridor without development, comprised of an area ½ mile wide between Sherburne NWR and the Kunkel Wildlife Management Area by 2012. Permanent cover will be established in an area 1/4 mile wide the length of the corridor by 2025.



# **Sherburne National Wildlife Refuge Planning Workshop 2**

**October 9-12, 2001  
Elk River, MN**

**FINAL REPORT**

**Section 6**

**Plenary Session Notes**



# Plenary Notes

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## Day 1: Tuesday, 9 October 2001

- Sherburne becoming an ecosystem island, surrounded by people
- This trend is likely to increase unless some plan is devised

-there is a concern that we cannot name alternatives at this workshop since the focus groups have not met yet. The focus groups will be meeting before the third workshop so that they may be revised at the third workshop. Some are getting caught up in word definitions such as “objectives” as to specific objectives, or more broad macro level objectives will be developed at this workshop.

### **PLENARY ON PURPOSE AND VISION**

#### ***Group 2 presentation:***

##### PURPOSE:

- The word “inviolate” needs definition
- List grouping of birds so public understands the term “migratory birds”
- management of deer and other wildlife, legal definition?

##### VISION:

- 1) Refuge conserves/maintains...
  - remove “/maintains”
  - add “and cultural resources”
- 2) what is meant by “forest” -address issue (change to woodlands?)

#### ***Group 1 presentation:***

##### PURPOSE:

- 1) Define migratory birds more broadly now than when the refuge was established. When presented to the public there were more birds than just migratory birds.
- 2)Need reference in the text of the CCP that there is an evolution of thought, new consensus on terms. Include process in CCP (maybe appendix?)
- 3)describe how definitions changes

##### VISION:

“Pre-European settlement” –too constraining on refuge management  
recognition: wetland communities will be hardest to re-established  
-include “cultural resources are identified and protected...  
-“natural forces” seemed ambiguous, needs clarification  
-“extraordinary opportunities for visitors to experience wildlife...”

-or add “extraordinary” before the word wildlife.  
-add refuge staff as part of the community (needs to be explicit)  
-“the staff continues to ...  
or ‘the staff is active in planning the success of the refuge...

***Discussion:***

- Agreement on purpose.
- On vision, minimal changes. Expand and/or clarify wording.
- Group 1 has two people that weren't at the last meeting
- Group 2 has two also who weren't at the meeting (however one of these is only observing here for an hour).
- Observation: All issues that are being brought up today also came up at the last meeting and were discussed and brought to consensus.
- Reply: We should not rewrite statement because those who were at the first workshop would ask why their work was undone.
- These same things will happen as we bring these statements out to a larger audience.
- Question: Then when is the wording ever final?
- Reply: The group today is not a formally established committee for cementing wording by law, in the end the service will make the final wording according to what the law requires.
- Reply: At the end of the first meeting, we were left with the understanding that the words were not final. They were meant to be a starting point for working at this meeting.
- One person from each group will come together to draft the material agreed upon today. Need a paragraph about the purpose. For the vision-maybe clarification of wording. These two people will draft these statements tomorrow (Wednesday) morning.

***Bob talking about Goals:***

- Get goals from purpose and vision. The goals provide a framework to articulate objectives. The goal identifies target, and direction of work. Goal needs to specifically outline.
- How many goals do you need for a refuge? One for public use, one for biology, one for wildlife...etc? Or many goals within each of those? Need goals that address each: wilderness, habitat, etc. Don't need 5 goals exactly. Just need enough goals to address the purpose and fulfill the vision.
- Two kinds of goals: biological goals and public use goals (From handbook). There are fundamental differences between these two goals. Biological: only habitat? (to restore wildlife, need to maintain habitat), or goals to address population change.
- In handbook: goals have a habitat element and a wildlife element. Negates the argument above. In some cases you make specific population goals, (but don't write goals about elements you can't

control). Elements of biological goals: action, target, attribute, and subject (all in handbook).  
Elements of Public use goals: audience, reaction, object of reaction.

- Don't write goals around public use activities. It may miss the point of what people do when visiting a refuge. You want to change the way they perceive wildlife. A good public use goal will describe what you want to happen with the audience.
- Objectives-strategies can then help achieve that goal (interpretive walks, information boards). Need to be active.
- Refuge is responsible for making visitors change and learn, not just give them the opportunity. Work the strategies into the objectives later, not the goals. Goals are more all-inclusive.
- Don't limit your goal to using only one strategy. Its too restricting. (follow in "Goals and how to achieve them" section of briefing document).

## **Day 2: Wednesday, October 10, 2001**

### **PLENARY ON GOALS**

#### ***Group 1:***

#### **GOALS PRESENTATION:**

- Group one: four goals. Goals reflect: 1.what habitats, 2. what wildlife, 3. what's beyond refuge boundaries, 4.commitment to instilling values to visitors
- On second goal "healthy populations"(from previous workshop goal) changed to provide a description for healthy.
- Question: Goal 3 refers to off-refuge which is less able to control.
- Response: because we don't have control over that, we must just do what we can to promote.
- Goal should be something we're working towards, so maybe change the word "promotes" (Goal 3)
- Viable population= "continuing presence"
- The word "diversity" may be too broad.
- Goal 3:what constitutes "natural areas, corridors, and watersheds"?
- Response: the objectives address the details.
- How focused or broad should goals be? Need quantification. Where on this continuum do we want goals to be?
- Goal 2 seems to imply that goal 1 will not ultimately be reached.
- Goal 1 should carry through all the rest of the goals.
- Need a qualifier for pre-1850 conditions.

- Ulie: we do not have control over the migratory populations.
- We don't know the composition of the wildlife before 1850.
- In goal 2-“diversity” is not defined.
- We can't control what visits and uses the habitat. We provide the habitat, and the wildlife decides if it uses this habitat or not. The wildlife will be the same as it is today, not pre-1850 conditions. What you do for waterfowl, or deer will be in the objectives.

**Group 2:**

GOALS PRESENTATION:

- Goals focus on habitat primarily or wildlife primarily. Finally decided to have a wildlife goal and a habitat goal that need to be consistent in concepts.
- Question: new wetland goal- what is meant by “functional” riparian system?
- Response: we ran out of time, we need to qualify “functional”
- The intent was to decouple the wetland system from imitating pre-1850 conditions. Want part of the river system to function as before 1850 conditions with flooding. Maintain impoundments that are there currently.
- How can we make a goal, if we haven't made decisions in focus groups?
- It is a draft goal, its open to change. Primary point was to decouple the wetland goal from the upland goal.
- Goal may be contradictory, managed wetlands and natural riparian. Its not natural. What wildlife are you trying to attract and for what reasons? Don't see where you identify what wildlife you are trying to attract.
- Functional- its functioning now. May be hard to put the river back to where it was pre-1850.
- No action words because we didn't want to address strategies yet. Action words implied what the strategy would be.
- Wetland goal is broad enough to chose later how to manage wetland systems
- 2<sup>nd</sup> public use goal: staff go off refuge to educate community? Or focus on in-refuge.
- Mistake to limit programs to on-refuge.
- Goal doesn't say how the outside community will be educated. Creating opportunities for wildlife conservation is a separate goal from a strong conservation ethic.

- Refuge hopes all visitors come away with conservation ethic, but don't limit it to only those who visit the refuge, expand to local community.
- Use objectives to explain the goal of conservation ethic and how we'll go about instilling it.

## **PLENARY ON ALTERNATIVES**

- Y axis: ok (regarding figure in workbook)
- X axis: not create one alternative. Deal with wildlife use issues first, then public use should complement that legally. Public use fits in by complementing wildlife instead of conflicting or competing with it.
- Custodial status-is it a legitimate alternative? There is no way to.
- Have more succinct parameters as far as the legal aspects, what can we do with respect to legal requirements?
- Can you define boundaries? Alternatives have multiple elements to them, but together there should be cohesiveness. Everything presented as alternatives need to be do-able, need to be implementable.
- Reasonableness, implementableness, balanced treatment across each alternative, all alternatives have to be consistent with the purpose, vision, and goals for the refuge.
- Also a fiscal responsibility element, has to be reasonable because of limited resources fiscally. Add more employees to one side, the other side may suffer.
- Issues brought up with refuge management, need to address it in alternatives, but specifically address this in the objectives.
- Start with conceptual alternative, use it to make objectives, address other components in this process.
- Disagree that we need same objective addressed across all alternatives. May not always have the same objective dealt with.
- A component of the alternative can be consistent across all objectives.
- Biological program could be the same across alternatives, and public use vary, or vice-versa.
- Right now don't think about objectives, just focus on alternative concepts. Later develop objectives to fit under alternatives. Specific public use issues-need to complement wildlife issues.
- At this level, right now we're focusing on alternative concepts, NOT specific objectives.
- All arguments about wetlands. Keep pools? Impoundments?
- Oak Savanna definition vs. grassland. Amount of trees in each.
- If you raise water table of the wetlands, you wont have the same plants, wildflowers.

- To be a viable alternative, it meets all the goals, vision, and purpose of refuge. The alternative that does this best, we'll consider for the CCP.
- Do we know weather conditions of last 30 years before 1850? They contributed to the habitat in 1850. There are two different interpretations of the data from survey in 1850.
- How to restore uplands to oak savannas how does that intersect with the third goal (to have a diverse community of wildlife), grasslands vs. oak savannas.
- Can't create a habitat where it doesn't belong and where birds won't use it. Making Sherburne into a grassland to benefit grassland birds doesn't make sense/
- Need to go through and describe synthesis on purpose, vision, and goals to then address alternatives.

## PLENARY ON PURPOSE AND VISION

PURPOSE: consensus reached

VISION:

- Good-make more poetic
- Use "forests" in vision and they don't have forests in goals. There are "forests" in Sherburne NWR. Is restoring to 1850 Anoka Sandplain enough to fulfill the use of the word "forests"?
- Take out qualifier "natural forces" before imbalance. In balance with what? "wildlife and habitat are in balance" Natural forces: fire, drought, rain, etc. –origin of the phrase. Balance: wildlife is in balance with other wildlife and with the natural habitat. (intent of statements) Agree on fundamentals, just wording is different.
- "changing conditions" vs. "changing climates" Changing conditions could mean the surrounding urban area also. Need word "climate" (global warming).

Changing conditions includes climate. Global climate change is pressing now, but it may grow out of date in the future, dating the vision.

Small changes in climate does affect wildlife populations.

This issue needs more thought. We'll re-address it.

- Refuge staff a part of the community? Or need to be mentioned separately? "community claims ownership"  
Accepted: CHANGE TO: "The refuge is part of the community and the community claims ownership actively supports..."

- What is the definition of healthy habitat to non-biological people? Health meaning biomedical, disease? Or population? Disease is not being referenced here. We may need to re-word this so that visitors don't get confused. Substitute "viable" or "sustainable".  
Accepted: CHANGE "healthy" TO: "sustainable"

We'll make the changes and then redistribute.

## PLENARY ON GOALS

**The Sherburne NWR staff promote the following desired future outcomes:**

1) 50 year period? The data we have is from 1855, there's no data before that. So is it realistic to say 1800-1850? Maybe do wetland core sampling for more information? Can't sample trees-they don't live that long. Say "1855 conditions"? The future may show more information about this time-period. Can we even trust the 1855 data? Need to allow flexibility to new information that may come. Change to "approximate mid-1800s"? Botanists come up with new dating techniques all the time so we need to allow for new data.

Accepted: "habitats that approximate mid-1800s conditions."

**Upland Anoka Sandplain habitats that approximate mid-1800s conditions.**

2) Doesn't mention riverine habitats.

"Riparian" was meant to include river.

Wetland habitats are based on the needs of the species. This goal leaves room for additional focus group information to add.

Restoring river habitats could be an objective to achieve this goal. Could add "wetland and riparian types..."

State in objectives what type of wetlands and defined areas of wetlands. This goal may be too broad because there are many objectives that could be thrown in.

Meets the needs of USFWS priorities.

Use of the word "diverse"? Can't just drop the word "diverse" because it defines "mosaic."

Accepted: "...mosaic of riverine and wetland types meet the needs of USFWS priority riparian and other wetland dependent species."

**A diverse mosaic of riverine and wetland types meets the needs of Service priority riparian and other wetland dependent species.**

3) clarify definition of "native wildlife." Include those not found in 1855, but here today?

Define as species that live there now (include turkeys, cardinals, etc...). native populations reflect landscape design now. "Balanced diversity" allows for fluctuation and the possibility of management.

Define "balanced" in this context. —emphasize Service priority species because more effort on those, but also take into account other species of plants and animals, therefore "balanced." Substitute "existing diversity" for "balanced diversity"?

Need to account for the change in balance in the future.

Remove the word "balanced"?

Careful thought went into the word because we're not focusing on waterfowl only, or one species only.

"Balanced" doesn't emphasize one species over another. Its not maximum or minimum diversity. We don't want to maximize the diversity.

Need a time-span reference?  
Wildlife and habitat are in balance in the vision statement.  
Need to revisit the word “balance”.

**A balanced diversity of native migratory birds and other native wildlife reflects an emphasis on Service priority species appropriate the Refuge habitats**

4) Define “high quality”. Habitat condition and management?  
Accepted: drop the words “ high quality”

**A complex of natural areas, corridors, and watersheds in the surrounding landscape complements Refuge habitat and wildlife goals.**

5) Mentions the word “Refuge” twice. Drop one?  
Accepted: Drop “refuge” before “Visitors...” and drop the word “ample”

**Visitors enjoy wildlife dependent opportunities that further an appreciation of Refuge wildlife resources and their habitats.**

6) An off Refuge goal only? Take the word “visitors” out? Lost some impact, do general public understand the meaning of “conservation ethic”? Want to address the rest of the world too, on a global level, not just surrounding community.  
Need to address outreach more? Create a long-lasting, deep ethic off the Refuge, instead of short-term appreciation while visiting the Refuge?  
Was meant to include visitors instead of focus on both visitors and locals together.  
First responsibility is to deal with surrounding community, not globally, which is too broad.  
Accepted: After “conservation ethic” add “...that leads to support of the Refuge and surrounding landscape, and global environmental awareness.”

**Visitors and local citizens demonstrate a strong conservation ethic that leads to support of the Refuge and surrounding landscape, and global environmental awareness.**

7) Need to protect resources, people need to understand them. Decided who they want to preserve the cultural history of the Refuge.  
What is meant by preserve cultural history? -burial mounds, former village sites.  
Oral history project, interviewing local landowners about time before the refuge.  
Legal responsibility is “cultural resources.” The study of cultural history fits into how the society is using the area at the time.  
The history of the refuge is so rich that the USFWS wants to present that history to the public.  
Opportunity to pursue the history into the broader community in addition to the Refuge because the rich history is not limited to the Refuge. Does this need to be reflected in this phrase?  
Accepted: “Cultural resources and history of the refuge...”

**Cultural resources and history of the Refuge is valued and preserved by the Refuge staff, visitors, and community members.**

## **Day 3: Thursday, 11 October 2001**

### **PLENARY ON REVISED GOALS**

#### **Plenary Goals**

##### **Goal 1.** Drop “that”

Add a wildlife aspect for consistency with other goals? Right now says we want to create historic conditions for their own sake.

There is history in decoupling the Anoka Sandplain habitat from wildlife. Maybe say “species” instead of “wildlife species” so it includes plants

Add phrase at end, Tom and Bob will craft the phrase

Accepted: Drop “that”.

#### **Upland Anoka Sandplain habitats approximate mid-1800s conditions.**

**Goal 2:** The word “diverse” needs more discussion.

Insert “habitat” in front of “types.

Substitute “habitats” for “types”

Use the word “communities” instead of habitats? Communities includes animals and plants, habitat may imply more plants.

Accepted: change “types” to “habitats”

Use the word “diverse” because it includes all types of habitats, instead of having to list each habitat. List them in the objectives.

Maybe you don’t want diverse habitats, the word “mosaic” can mean a homogeneous habitat or diverse.

Goals identify what is important, they need to be left open, get more specific in the objectives.

Accepted: keep the word “diverse”

#### **A diverse mosaic of riverine and wetland habitats meets the needs of Service priority riparian and other wetland dependent species.**

**Goal 3:** Addresses wildlife, that is why goal 2 and 3 were separated out. The purpose explicitly names migratory birds, so we need to mention migratory birds in the goals.

Is goal 3 too redundant to goal 2?

Keep goal 3, like redundancy in goal 2. Handbook says all goals should have a habitat component and wildlife component.

Migratory birds are priority species, so we’re more interested in them than turkeys.

#### **A balanced diversity of native migratory birds and other native wildlife reflects an emphasis on Service priority species appropriate to Refuge habitats.**

**Goal 4:** Can we have goals about surrounding area that we don’t have control over?

We do have influence over the surrounding area.

We can influence, but cannot do. We don’t want our goals to be unachievable.

There are objective you could put down for this. These goals are visions for the future, its what you want to see in the future. The objective defines how you'll influence off-Refuge. Goals are desired future conditions. It doesn't matter if its on or off-Refuge. This particular goal ties what's on the Refuge to the surrounding landscape.

Support the goal, if you weaken or take out this goal, you may not have influence in the future over the surrounding area. Having this goal makes sure we do that.

Adjacent landowners may be interested in having the Service work on their private land.

Protection of natural resources is a big issue, and everyone needs to work on this together. We have to go beyond the refuge.

The goals are meant to be guidance as to how to move, not to be absolutely achievable.

Objectives are achievable.

The Refuge doesn't have control outside boundaries, but it does have influence. And influencing is important.

This goal doesn't try to quantify how much area around the refuge is influenced.

Accepted: add ..."watershed conservation practices..."

**A complex of natural areas, corridors, and watershed conservation practices in the surrounding landscape complements Refuge habitat and wildlife goals.**

**Goal 5:** Accepted: drop "resources"

**Visitors enjoy wildlife dependent opportunities that further an appreciation of Refuge wildlife and their habitats.**

**Goal 6:** Accepted as is

**Visitors and local citizens demonstrate a strong conservation ethic that leads to support of the Refuge, conservation of the surrounding landscape, and global environmental awareness.**

**Goal 7:** Cultural resources and cultural history?

Accepted: change ending. "...Refuge staff, visitors, and the community, connecting them to the area's past."

**Cultural resources and history of the Refuge are valued and preserved by Refuge staff, visitors, and the community, and connecting them to area's past.**

## PLENARY ON PURPOSE AND VISION

### Revised Vision:

In a region where citizens treasure natural areas managed by national, state, and local governments, the Refuge is celebrated for its wildlife and extraordinary opportunities for visitors. The Refuge conserves a diverse mosaic of restored high-quality native Anoka Sandplain communities and protected cultural resources. The upland habitats are dynamic, ranging from grasslands to oak savannas to forests. These are interspersed with a variety of wetland and riverine habitats ranging from sedge meadow to deep water. The Refuge's hydrologic regime includes a functional St. Francis River riparian system, with clean water flowing into and out of the Refuge. Wildlife and habitat are in balance, and management reflects an adaptive response to climatic change and other changing conditions, using pre-European settlement vegetation as a guide.

Visitors have high quality experiences that provide personal and societal benefits, including heightened awareness and support of a strong conservation ethic. They come to understand and value the cultural history of the area. Visitor uses and management activities are consistent with the maintenance of sustainable populations of wildlife and their associated habitats. The Refuge is part of the community and the community claims ownership, actively supports and advocates for the Refuge mission, purpose, and programs. The surrounding lands are recognized as valuable to the integrity of the Refuge by providing green corridors and habitat continuity to adjacent natural areas.

## PLENARY 1 ON ALTERNATIVES

- 1) Status Quo=current practices and plans
  - no action alternative, baseline, no change from current management practices and plans
  - can: not meet goals
  - (developed alternatives following each goal)
- 2) Pre-settlement Habitat Conditions (1800-1850)
- 3) Off-refuge Resource Protection Emphasis
  - drop this alternative and add off-refuge component to #2 and #4.
  - leave this one standing alone because it needs to be addressed in the next ten years?
  - the plan becomes much more complex with each new alternative because it needs its own set of strategies.
  - how can it be an alternative because it doesn't meet the goals?
  - in this alternative we're saying that what is going on on the refuge now is ok. We're not really addressing what goes on at the refuge, so it is not strong enough to stand alone.
  - do we need a separate alternative to address off-refuge?
  - alternative could address biological in-refuge and off-refuge?
  - the alternative needs to be reasonable, implementable
  - final CCP decision will be made by the Regional Director and these alternative may be changed.
- 4) Balanced Wetland Management

- 5) Wetland and Upland Management for Maximum Wetland Birds and Priority Grassland Birds.
- is this alternative reasonable?
  - objectives will address the details
  - later modify words of these alternative to meet the goals
  - goal: diverse wetlands. Does this alternative follow that?
  - this alternative may fit with #2.
  - Improvement Act says that we should be managing as a system. Oak savanna is an endangered habitat. Would like to see more focus on that habitat.
  - leave this alternative in for revision after we re-visit goals.
  - is there a difference between alternative 5 and current management? Difference is emphasizing production over migratory habitat?
  - what is meant by “maximum”? Maximum everything? Birds? Impoundments? Productivity?
  - what is meant by wetlands and uplands, needs definition.

KEEP ALL FIVE ALTERNATIVES FOR NOW

## **PLENARY 2 ON ALTERNATIVES**

### ***Group 2:***

Goal 1: no acre measurement on different habitat types?

Goal 2: no comments

Goal 3: Elk and Bison require fencing to and contain them and protect habitats.  
Karner Blue Butterfly native?

Goal 4: no comments

Goal 5: no comments

Goal 6: no comments

Goal 7: no comments

### ***Group 1:***

Goal 1: More active management in alternative 5 means more than status quo (alternative 1).  
Original oak savanna more open grasslands? Or less? (alternative 5)

Goal 2: Alternative 5: all pools are retained? Need to clarify. All three alternatives retain pools.

Goal 3: no comments

Goal 4: Alternative 3: Effort directed to urbanization. Active knocking on doors in the area  
(Sherburne County, Benton County)

What does “Oriented but not necessarily focused” mean?

We’re managing the wetlands, but not directly going to public.

Goal 5: Take out “Turkey hunts on refuge”? (Alternative 3)  
Accepted (add to objectives instead)

Goal 6: All new funding in positions would go to off-refuge programs?  
Have an off-site visitor center? New money goes off-refuge, current funds maintain status quo

Goal 7: Sherburne has a lot of information on cultural sites (mounds, etc...). Also, in progress oral history from interviewing residents  
Also have potential cultural sites that have not been inventoried.  
Inventory of new sites takes new funding, do we have funding?  
Consolidation of all known information and oral history is already funded.

Any suggestions to eliminate alternatives?

- eliminate alternative 3, because it does not add a lot to the mix of options.
- only thing it hurts is that you have to carry all these alternatives to objectives and strategy level, what this adds in complexity, we don't gain in content.
- if we do this, we would need to add
- danger in combining is lean budget situation, and it won't carry through. First thing to get cut is public outreach.
- legitimate to form an alternative around an issue
- make a selection of one alternative to fit off-refuge option into that one.
- this alternative is a different approach, think we should keep it.
- if this is so important, should we make it into a goal so it is addressed further? Is it the same as goal 6 already?
- complexity of an additional alternative should not limit our thinking
- did not apply fiscal constraint to the other goals, so keep it consistent.

WE WILL REVISIT THESE TOMORROW MORNING

## **Day 4: Friday, 12 October 2001**

### ISSUES

**Charlie:** have issues from public, staff, and focus groups. They haven't all been addressed and gone through to try to consolidate them. How do we want to address these issues? And we need to document how we address them.

#### How to address:

1. Focus Groups
2. Consolidation of current info
3. Any not already considered? (alternatives need to be able to include)
4. Issues-micro objective strategy level-recreation and user conflicts. Allocation of landscape for different uses.
5. Be able to show how to address. (matrix--)
6. How are big 6 considered in the alternatives?
7. Biological-
- 8: Treaty Rights across all alternatives.

#### Discussion Notes:

- Are there any issues that haven't been addressed by what we're doing here at the workshop? if so, we need to factor these in at this workshop.
- Every issue seems to focus on a small detail of the management of the refuge. All others are with public use of the Refuge.
- Early scoping meetings-all issues went to allocation and use of land. What land will be used for what.
- You want to show eventually how you address the issues. We need to group them conceptually. The alternatives look at the different ways to address these issues.
- For each alternative, how would the big six public use activities be addressed? From the biological standpoint would be where the water goes and how it is managed. Form objectives and strategies to deal with these issues.
- Need to make sure the Native American community is ok with these issues also. We don't have the freedom to just call the Native Americans because of the legal requirements.
- Their legal rights for harvesting in the Refuge need to be included in the CCP. They harvest certain plants, they hunt deer during the summer, etc.
- These things could be objectives, they may not need to be addressed in the goals.
- They use these privileges to document their rights, they don't harvest much.
- May not be a big issue, but it does need to be addressed.
- They came out with a new wildlife management plan recently.

## FOCUS GROUPS

1. Charlie: to further evaluate issues at Sherburne and to involve the public we've formed four focus groups:
  1. Upland habitats
  2. Wetland habitats
  3. Recreation
  4. HuntingGroups 1 and 2 are technical, groups 3 and 4 are more social.  
What information do we want to gain from these groups and what direction do we want to take?
2. Criteria for success-population, habitat, etc.
  - A discussion about evaluating success would be helpful. How large will each habitat type be, and what requirements do the resident wildlife need?
3. How specific in CCP -> Step-down plan
  - How specific do we want to get in the CCP?
  - The real details of measuring success could be in the step-down plan?
  - Technical advisory committee? The wetland and upland groups are more technical, the recreation group is more general without specifics.
4. Evaluation of monitoring
  - Is there a provision in the CCP for evaluation and monitoring? Because we're moving to outcome based goals. The answer is that we're supposed to be, but we may not be doing the best job. Need clear goals and objectives first before monitoring. Then how do we evaluate the success of these goals? Evaluation data collected need to be able to be used. It must be used by the decision makers and assist them.
  - Issue of monitoring in the CCP is in dialog right now and not finished.
  - Other plans have written few paragraphs on monitoring. We want to get a handle on what we need to say in the plan. We're using this workshop as a model.
  - The objectives deal with monitoring? The specifics of monitoring must be in the step-down plan, not in the CCP. So in the future you don't have to rewrite your CCP, just the step-down plan.
5. Plan needs to reference
  - Have the goals, we could break up the goals for the appropriate focus groups. Have the focus groups write objectives that deal with these goals. Avoid asking them how many woodpeckers per acre they want because its not in the goals. Deal more with habitat requirements.

- That may not work for the recreation and hunting groups. These groups are more for scoping. They may not be able to write objectives.
- We do need to be concerned with this workshop being a model. We can ask the public for their individual opinions but the groups cannot come to a consensus.
- The biological objectives are appropriate to defer to the technical focus groups (Upland and Wetland). The recreation and hunting groups cannot be run the same way.
- It may be too presumptuous to assume that the public use groups are not technical.
- Objectives are appropriate for the focus groups, but not anything more specific.
- We need to get these groups together to accomplish things before our next meeting in January.
- The hunting group had a list of tasks to work on.
- What are the differences and solutions with-in and between the four groups?
- We may be able to combine the recreation and hunting groups later to work. All these groups affect each other also. The biological groups are affected by the public use groups and vice-versa.

### **Bob: talking about objectives**

Objectives must be:

Specific  
 Measurable  
 Achievable  
 Results oriented  
 Time fixed

-Five W's: who, what, when, where, why

- Objectives are the incremental steps you're going to take to reach the goals. (not as specific as burning grassland, etc. that's strategies)
- **Specific:** who's going to do something, what they're going to do, when they'll do it, where they'll do it and why.
- **Measurable:** elements in the plan that are measurable. (Examples: Measure composition of grassland to specific percents, 10 miles of additional hiking trails, 80% of public support program, etc.)
- **Achievable:** unlike goals. With changing attitudes it may be a little harder. With changing the land it is easier to see if it is achievable
- **Results Oriented:** need to have a picture of what it will look like when its finished
- **Time-fixed:** need to make a limit so at that time you can evaluate your success.
- All objectives need to be scientifically credible, and need to be able to show it. Need to make sense to public and document reasoning and rationale. What data brought you to the objective. This also helps maintain continuity between staff so there is no second-guessing with new staff.
- Refuge system is lacking in baseline information about species. Maybe first put in objectives to collect that baseline data.
- Instead of asking for an increase in grassland area, quantify it into 30% increase in objectives.
- There seems to be a step missing between goals and objectives. The goal suggests things that provide for a huge range of objectives. How do we get from the goals to the objectives? To lay out targets and numbers seems to specific for this point.

- The objectives should address the issues-this can be a better guide.
- Semantics issue with objectives. Are objectives what you use to measure success? You could write 100 objectives for each goal, but you don't want to use all those to achieve your goals.
- Feel like this group of people do not have the expertise to write this specific of objectives.

**John: talking about public use objectives using Minnesota Valley Refuge as an example:**

- We're providing things for ultimate public
- *Opportunity based approach*: create a specific number of trails, certain amount of environmental education classes, etc.
- *Experience-results approach*: See if what we're doing have an effect on the public's view of the Refuge, respect for wildlife and habitats, etc. These ways are harder to quantify and measure, so how do we do that?
- Started with: how many teachers do we want to reach by teacher workshops, then moved to how many students do we want to visit the Refuge, then measure what is happening to the students as they come, are these kids learning anything?
- Went from opportunity based to experience or outcome-results oriented that students are learning something. Measure this by testing the students. Their test scores have to improve by a certain amount, etc. Test before and after experience at the Refuge.
- This process is hard, need government approval to test, etc.

**DISCUSSION:**

- Where does the CCP stop and the step-down plan begin as far as specifics?
- Didn't want to see the goals being rewritten in the step-down plans. The step-down plans provide the level of detail that the CCP does not. If your objectives are SMART in the CCP, then the step-down plan can contain the rest of the details.
- Strategy is in place to develop the monitoring plan.
- Feel that the objectives need to and will be changed. Meaning that it may be simpler to include these in the step-down plan instead of the CCP because of ease of change.

***Two Main points of this discussion:***

1) Concern about the rigidity of the CCP. Charlie said that there will be a mechanism for changes in the CCP down the road because inevitably there will be new information.

2) There is a concern that the people in this room are not qualified enough to write objectives as specifically as specified in the handbook.

**PLENARY: OBJECTIVES FOR GOAL 1**

***Group 1:***

Alternative 1:

- Question as to how the status quo of grasslands is represented in alternative 1. Doesn't seem to follow what is happening now.
- Under current management don't we use the landscape plan?

- The landscape plan was to bring us to this point. We have to decide as a staff whether we want to include the landscape plan in this process.
- This alternative is supposed to be no change, this objective doesn't follow that.
- If the current management doesn't work then alternative 1 won't meet goal 1.
- There is no natural grassland on the Refuge now, it may be mislabelled on the Marshner map.
- 1800-1850 was there grassland?
- There are openings made of grass that have never been plowed.
- We may need to define how large an area of grass one needs to call it a grassland.

(other alternatives had no comments)

**\*\*NEED TO SCHEDULE A DATE FOR A FOURTH WORKSHOP  
(Feb 25-March 1 –or- March 4-March 8)**

**PLENARY: OBJECTIVES FOR GOAL 4**

***Group 1:***

- Many of these are unmeasurable, therefore not objectives, but goals.
- None of them meet SMART criteria
- Since this is the first time looking at this, they started more broad, these objectives are more conceptual.
- Focus on existing areas, or the creation of new ones?
- Alternative 3 for Existing Natural Areas is closer to SMART criteria, just clarify the wording a little

***Group 2:***

Preface: first looked at the goal, picked out what would relate to it as far as outcomes

- What are the biological foundations for the corridor? What species are you attracting?

(no further comments)

## **FINAL SUMMARY**

### Purpose

Instead of revisiting the purpose now, the work needs to be done by the management of Sherburne. Consider Tom Will's version in appendix.

### Vision

Agreed upon

### Goals

Agreed upon with the exception of the phrase 'contributing to the preservation of this declining ecotype and its associated Service priority species' in goal 1 (see page 32).

### Alternatives

Leave alternatives as they are now, and revisit them at the next workshop. Especially thinking about the need of Alternative 3.

### Objectives

To work on in next meeting

### Strategies

Not addressed here, work on in next meeting



# **Sherburne National Wildlife Refuge Planning Workshop 2**

**October 9-12, 2001  
Elk River, MN**

**FINAL REPORT**

## **Section 7**

**Participants List, Information and  
Answers to Introductory questions**



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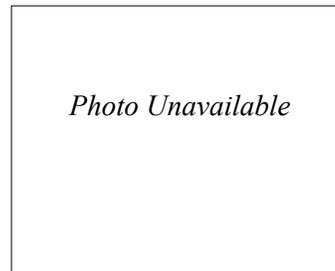


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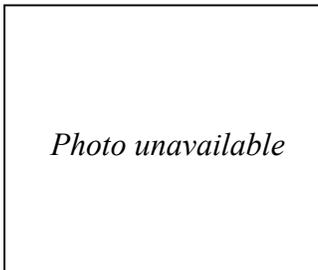
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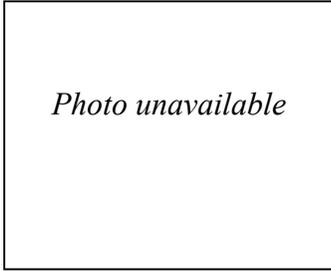
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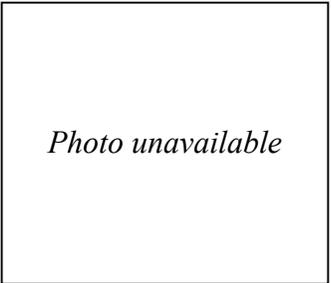
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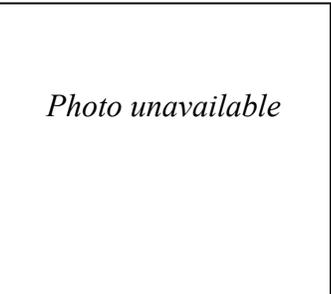


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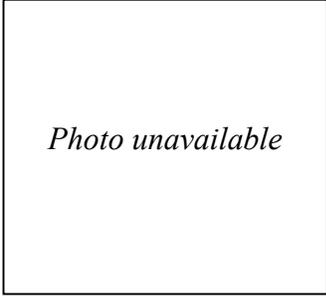
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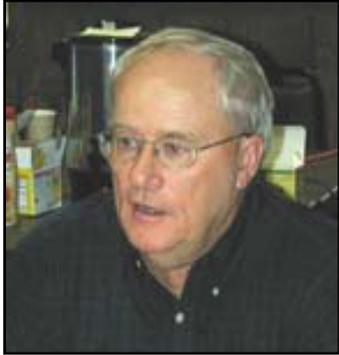
**Ojibwe Tribal Governments**

Curt Kalk  
Commissioner of Natural Resources  
Mille Lacs Band



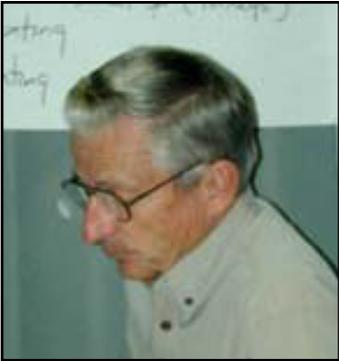
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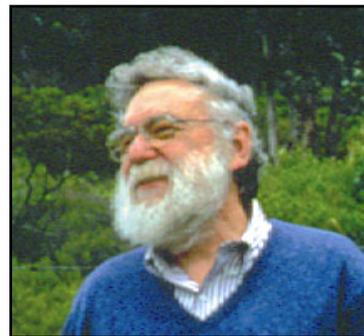


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### **Conservation Breeding Specialist Group**

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**Question 1:** Please provide your contact information and a brief identification of organization, area of expertise, and area of primary interest. Participation in Workshop #1?

1. John Schomaker  
Refuge Planning  
Participant in Workshop 1
2. Tom Larson  
Chief, Ascertainment and Planning  
BHW Federal Building, Ft. Snelling,  
MN 55123  
Interest: wildlife management, public  
participation, planning  
Not a participant in Workshop 1.
3. Nancy Haugen  
Sherburne NWR  
Public Use Specialist  
Plants/wild flowers, volunteer  
organizing, special event planning,  
interpretation, education.
4. R. Nicholas Rowse  
Twin Cities Field Office / USFWS  
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612/725-3548 ext 210  
interests include: ecological services,  
endangered species, wetlands, invasive  
species.  
Participated in Workshop 1
5. Blank
6. Marv Ziner  
Participant in Workshop 1  
Resident of Sherburne, high school  
science/agriculture for 39 years, now  
retired. Leader in Boy Scouts, FAHE,  
DNR volunteer hunter education, FFA  
alumni, Friends of Sherburne NWR.  
Strong background in environmental  
education and interpretation.
7. Lloyd Knutson  
MN DNR Manager, managed a state  
wildlife management area of similar size  
to Sherburne in Anoka and Chisago  
counties for nearly 15 years.
8. Paul Soler  
Sherburne NWR  
Emphasis in healthy ecosystem wildlife
9. Brad Ehlers  
Assistant manager at the Refuge,  
associated with the Refuge since 1987 as  
USFWS employee, 34 years in refuges,  
in field, with USFWS.  
Primary knowledge and experience with  
wetlands-wetland birds.
10. Jim Lawrence  
Retired interested citizen/Professional  
trapper and nuisance control  
Captive population continues to increase  
at the expense of other wildlife
11. Gary Muehlenhardt  
USFWS, Planning; Public management  
Planning
12. Jeanne Holler  
Biologist  
Sherburne NWR
13. Tom Will  
Non-game bird biologist, especially land  
birds; coordination with Partners in  
Flight.  
Participated in Workshop 1

**Question 2:** What is your personal goal for this workshop?

1. To continue to learn new techniques to facilitate CCP planning.
2. Develop diverse, sound, goals and objectives for the Sherburne CCP. Learn more regarding varied opinions regarding direction management should go at Sherburne.
3. To decide goals and objectives for public use program at the Refuge
4. To continue in the development of the Sherburne CCP, providing input on endangered species, wetlands, and other habitats.
5. To provide some meaningful input in the process of developing a logical and workable CCP plan for Sherburne NWR.
6. To provide direction for the Refuge. To train individuals to be wise stewards of our natural resources so lands like Sherburne can be used by present and future generations.
7. To provide input to this planning process to continue the partnerships between the MN DNR and USFWS/Sherburne NWR to achieve common objectives of these two agencies.
8. Ensure the Refuge can function to its fullest extent without being hindered/pressured from its urbanized exterior.
9. Get to the nuts and bolts of planning- shorten process, make decisions, go on with it!
10. To observe the process for the future planning of the Refuge. To present my opinion that the canine predation base in the Refuge be considered for management as part of the future plan.
11. Learn workshop process and offer experience from other planning projects.
12. To continue to learn more about the CCP Planning process, the issues facing Sherburne, and the range of opinion about those issues.
13. To get through process to alternatives; so can see how focus group conformation will be incorporated. Right now, things seem disjunct. I 'd like to see more focus to CCP and think development of alternatives will do this.

**Question 3:** What, in your view, is the primary challenge faced by the Sherburne National Wildlife Refuge in the next 25 years?

1. How to manage refuge resources as Sherburne becomes an island in a developed landscape.
2. Maintaining management options in the face of denser human development around the refuge (fire, hunting, water management, wildlife movement, corridors, etc.)
3. Affect that development in local area will have on wildlife.
4. The rapidly developing area surrounding the refuge presents significant challenge to the refuge. Sherburne is becoming more an urban refuge with increasing visitors, etc.
5. In the face of a rapid population growth in the area, to be an effective wildlife refuge surrounding SNWR, and all of the resulting problems. SNWR will be more of an isolated island of wildlife habitat, and will, in effect, become smaller in size because of development and “intrusions” of various types.
6. Urban Sprawl
7. As the area around Sherburne NWR develops additional issues associated with development (watershed management activities), human population, additional fragmentation will need to be addressed. Also will be pressures from different interests to manage area for different wildlife and plant communities.
8. Encroachment of the surrounding suburbs, Increased use/demands on the Refuge.
9. Managing for maximum migratory bird numbers in a changing to urban county.
10. For a determination to be made as to what the intentions for the Refuge are to be and to determine how to appease all the different interest groups.
11. Change values reflected by a sprawling urban culture, which will surround the Refuge.
12. Urbanization/suburbanization around refuge
13. Maintaining the integrity of a biologically diverse and ecologically functional wildscape in a matrix of urbanization and unfriendly development...and reversing that trend by allowing the wildscape to move outwards. Also, to develop a sound CCP that truly guides future decisions.

**Question 4:** Has any important problem for the conservation planning process been missed in the first workshop? What is it?

1. No.
2. I was not at the first workshop, I do not know of anything that was missed that will not or cannot be developed in the overall planning process.
3. Blank
4. Not that I could determine.
5. I'm not aware of a missed problem.
6. Not that I am aware of.
7. Not at first workshop
8. Possibly the lack of non-professional (non-agency) people at the meeting.
9. There has not been a very good mix of interests represented-by and large, non-FWS people have been pro-public use and preservationist oriented.
10. For a determination to be made as to what the intentions for the Refuge are to be and to determine how to appease all the different interest groups.
11. Was not present.
12. No
13. Can't think of anything.
14. A full discussion of the tradeoffs between habitat-based conservation and management and species-based management – particularly of priority migratory birds (the stated purpose of the refuge).

# **Sherburne National Wildlife Refuge Planning Workshop 2**

**October 9-12, 2001  
Elk River, MN**

**FINAL REPORT**

## **Section 8**

### **Workshop Invitation List**



## Invitation List

---

### U. S. Fish and Wildlife Service (USFWS)

#### Washington D.C. Office

Bob Adamcik  
Liz Bellantoni  
Steve Farrell

#### Regional Office, Region 3

Nita Fuller  
Don Hultman  
Tom Worthington  
Tom Larson  
Jim Mattsson  
Barbara Pardo  
Tom Will  
John Dobrovolny  
John Schomaker  
Jan Eldridge  
Gary Muehlenhardt  
Tom Magnuson  
Mary Mitchell  
Jane Hodgins

#### Sherburne National Wildlife Refuge

Charles Blair  
Jeanne Holler  
Brad Ehlers  
Gary Swanson  
Nancy Haugen  
Paul Soler

#### Agassiz National Wildlife Refuge

Margaret Anderson

#### Ecological Services

Dave Warburton  
Nick Rowse

### U. S. Geological Survey (USGS)

Carl Korschgen  
Sam Droege

David Fulton  
Jason Rohweder  
Kevin Kenow  
Rick Schroeder  
Murry Laubhan  
Dave Hamilton  
Dorothy Anderson

**Tribal Governments of Ojibwe Ceded Territories**

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gaiashkibos  
Thomas Maulson  
Peter Defoe  
Roger McGeshick, Jr  
David Merrill  
Curt Kalk

**Minnesota Department of Natural Resources (MNDNR)**

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Hannah Dunevitz  
Patricia Fowler  
Dave Pauly  
Pam Perry  
Dave Schad  
Lloyd Knudson

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Brian Bensen  
Nancy Riddle

**County Commissioners**

Arne Engstrom  
Terry Nagorski  
Ray Friedl  
Betsy Wergin  
Rachel Leonard

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John Tester  
Bill Berg  
Tom Casey  
Ron Burley  
Judith Hidde  
Mike Niziolek  
Marv Ziner  
Catherine Zimmer

Jim Lawrence

**Non-Governmental Organizations (NGOs)**

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Jennifer Brown

Audubon Society  
Betsy Daub  
Brian Jungels  
John Peck

World Conservation Union (IUCN)

**Conservation Breeding Specialist Group (Facilitators)**

Ulise S. Seal  
Onnie Byers  
Moriya McGovern



# **Sherburne National Wildlife Refuge Planning Workshop 2**

**October 9-12, 2001  
Elk River, MN**

**FINAL REPORT**

**Appendix I**

**Alternative Version  
Refuge Purpose Expository Material**



**Refuge Purpose Expository Material  
Alternate Version (T. Will)  
Friday, October 12**

The legal purpose of a National Wildlife Refuge is derived from the Congressional legislation under which its lands are acquired. Some refuges are established by legislation that addresses them specifically. However, most refuges are established under more general legislation already in existence. Sherburne National Wildlife Refuge was established under the authority of the Migratory Bird Conservation Act (16 U.S.C. 715d). That Act states that lands may be acquired “...for use as an inviolate sanctuary, or for any other management purpose, for migratory birds.”

At the time of the establishment of the Refuge, the U. S. Fish and Wildlife Service chose to focus upon ducks, geese, cranes, and eagles as the primary purpose for establishing Sherburne NWR. In recent years the Service has broadened the scope of interest for the National Wildlife Refuge System through policy and legislation. While not discounting the continued interest in ducks, geese, cranes, and eagles, the Service has recognized the importance of the full diversity of species native to an area in maintaining a healthy environment for all species. Therefore, for this plan, the Refuge purpose is interpreted to include all migratory birds as identified in the Code of Federal Regulations (50 CFR 10.13). This definition encompasses a diversity of migratory birds including such major groups as wading birds, waterfowl, raptors, shorebirds, owls, wood peckers, and songbirds. While the legal Refuge purpose focuses upon migratory birds, the Refuge is also interested in the maintenance of other wildlife native to the area, including such resident species as deer, Blandings Turtles, and Ruffed Grouse. This expanded interest is consistent with the concept that maintenance of the diversity of wildlife native to an area contributes to the stability and health of that ecosystem; while not part of the Refuge Purpose, the interest is reflected in the Refuge goals and objectives.

Region 3 of the Service has produced a list of Resource Conservation Priorities (RCPs)—species of birds and other wildlife which are of concern due to declining population trends, nuisance issues, or recreational importance. The RCP birds are derived in large part from the FWS “Birds of Conservation Concern” (BCC), a listing of species at the national, FWS regional, and North American Bird Conservation Initiative (NABCI) planning region scales that warrant proactive conservation efforts to preempt listing under the Endangered Species Act. The BCC list in turn is heavily dependent on the national and regional priorities of the North American Waterfowl Management Plan, the U.S. Shorebird Conservation Plan, the North American Waterbird Conservation Plan, and the Partners in Flight physiographic area plans, each of which represent the collective wisdom of partnerships of federal agencies, states, and NGOs. RCP non-bird species are derived from information provided by the Service regional divisions of Fisheries and Ecological Services. Consideration of species and habitats most in need of management and conservation attention is intended to assist employees in focusing application of conservation tools, identify research priorities and training needs, prioritizing workloads and opportunities, and developing budgets.

The Refuge purpose authorizes Refuge lands “...for use as an inviolate sanctuary, or for any other management purpose, for migratory birds.” The term ‘inviolate sanctuary’ is often interpreted differently than the Service interprets the term. Some interpret the term as guidance that such an area should receive minimal disturbance and minimal public use or none at all. The Service interpretation of the term places wildlife first when it considers potential management or public use of the land. The health and well being of wildlife and its habitats must be accommodated before considering other uses on the Refuge. This direction is summarized in the Mission statement for the National Wildlife Refuge System: “The mission of the National Wildlife Refuge System is to administer a national network of lands and waters for the conservation, management, and where appropriate, restoration of the fish, wildlife, and plant resources and their habitats within the United States for the benefit of present and future generations of Americans” (National Wildlife Refuge System Improvement Act of 1997).

In consideration of the points enumerated above, the purpose of the Refuge can be paraphrased in this way: “The purpose of Sherburne NWR is to conserve, manage, and where appropriate, restore a diversity of native migratory birds and their habitats in a way that ensures the continuing presence and viability of these populations for the benefit of present and future generations of Americans.”

# **Sherburne National Wildlife Refuge Planning Workshop 2**

**October 9-12, 2001  
Elk River, MN**

**FINAL REPORT**

**Appendix II**

**Opinion Pieces**

