

## BOB MARSHALL WILDERNESS COMPLEX PUBLIC PARTICIPATION SURVEY

About 20 years ago, as we were in the midst of the LAC planning process, one of my graduate students, Joe Ashor carried out this survey. I am duplicating this to see how, if at all, things may have changed. The information you provide will be treated as confidential and used for analysis purposes only. As you may recall, there were initially three primary component groups participating in the process – Managers, researchers and specialists, and citizen representatives. Please indicate below which group best represents your affiliation.

Managers       Researchers and Specialists       Citizen Representative

1. Over the last five years, about how many of the public meetings dealing with the Bob Marshall Wilderness have you attended? (check one)

this is my first meeting

2 – 3 meetings

4 or more meetings

2. Were you a member of the original LAC task force that met during the early to mid 1980s?

Yes

No

3. To what extent do you feel the following has occurred (circle one)

The citizen representatives have clearly conveyed their concerns about management in the Bob Marshall Wilderness Complex.	Always	Most of the time	Sometimes	Never
All participants in the planning process have been kept informed about the progress being made.	Always	Most of the time	Sometimes	Never
The meetings and discussions have been representative of the diversity of viewpoints involved in wilderness management	Always	Most of the time	Sometimes	Never
The meetings have been oriented toward learning about the public's, managers, and scientific knowledge	Always	Most of the time	Sometimes	Never
The meetings have lead to more trusting relationships between managers and the public	Always	Most of the time	Sometimes	Never

4. How well do each of the following statements describe your feelings about the planning for the Bob Marshall Wilderness Complex that has taken place?

IMPORTANT NOTE: The phrase “task force” and “all participants” in the following statements refers to planner/coordinators, managers, researchers and citizen representatives.

Please circle one answer for each statement

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
Knowledge gained about the LAC process from others on the task force has better enabled me to be a more effective participant.	SA	A	N	D	SD
Mutual learning about most aspects of the planning process has occurred among task force members.	SA	A	N	D	SD
I feel my views have been readily accepted by the diverse makeup of individuals on the task force.	SA	A	N	D	SD
Comments in all meetings by all participants were in most cases conveyed sincerely and in good faith.	SA	A	N	D	SD
All parties involved in the planning process have for the most part accepted the differing viewpoints of others.	SA	A	N	D	SD
The concerns of the citizen representatives have been effectively incorporated into management.	SA	A	N	D	SD
There is a shared interest and commitment among all parties involved in the planning process to produce a plan that addresses recreation management problems in the Bob Marshall wilderness complex.	SA	A	N	D	SD
A relationship of mutual obligation and reciprocal “give and take” exists among the different members of the public	SA	A	N	D	SD
There has been an adequate representation of all interests at all major meetings where comments were gathered and ideas shared.	SA	A	N	D	SD
Comments in all meetings by all participants were in most cases conveyed in an open manner.	SA	A	N	D	SD
All participants involved in the planning process have for the most part accepted the right of others to express opposing views.	SA	A	N	D	SD
The citizen representatives have been able to set their own objectives for the plan <u>thus far</u> , and pursue them effectively.	SA	A	N	D	SD

	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly disagree
Citizen representatives, other concerned publics and users of the Bob Marshall Wilderness Complex are able to plan for themselves.	SA	A	N	D	SD
The planning process <u>thus far</u> has been responsive and able to take into account a variety of specialized interests, needs and values of groups affected by its actions.	SA	A	N	D	SD
The planning process <u>thus far</u> has been able to develop viable alternatives to new problem situations.	SA	A	N	D	SD
The most important aspect of these meetings is building better relationships between managers and the public	SA	A	N	D	SD
The planning process <u>thus far</u> has inspired loyalty among the members of the task force.	SA	A	N	D	SD
The planning process <u>thus far</u> has been capable of mobilizing popular support for its actions.	SA	A	N	D	SD
My personal knowledge of the Bob Marshall Wilderness Complex has been utilized in the planning process.	SA	A	N	D	SD
I have come to feel a sense of responsibility for the BMWC	SA	A	N	D	SD
I have learned a great deal about other people's views from attending the public meetings	SA	A	N	D	SD
I know a lot more about the BMWC as a result of these meetings	SA	A	N	D	SD
I have learned to listen to both sides of an issue before coming to a decision on my own as a result of these meetings	SA	A	N	D	SD
The most important result of these meetings is the written plan for the BMWC					

5. What do you feel have been the overall successes or failures of these public meetings?

<u>Success:</u>	<u>Failures:</u>
1.	1.
2.	2.
3.	3.

6. The chances of implementing and carrying out a management system such as LAC are....

-Circle one-

Highly likely	Likely	Neutral	Unlikely	Highly unlikely
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Please indicate why you feel the way you do on the above question.

Thank you very much. Your participation in this survey is greatly appreciated!

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 The University of Montana  
 Missoula, Montana 59812

# NEW FOREST PLANNING REGULATIONS

CWS

4/1/05

- The new planning regulations were signed in late December of 2004, and published in the Federal Register roughly a week later, in 2005. We are officially referring to them as the 2004 Regulations.
- These new regulations do not change the way we manage the Forests; however, they do substantially change the way we document our planning process, and the ways in which we hold ourselves accountable for the results of our Forest management actions.
- Because forest plans will focus entirely on strategic direction for the future, they will not make any commitments to on-the-ground project actions
- The new regulations provide a combination of accountability with flexibility. Accountability comes in the form of:
  - (1) Desired Conditions for specific geographic locations,
  - (2) Objectives with measurable outcomes and specific accomplishment time frames, and
  - (3) a Monitoring Program that provides for corrective actions if measured outcomes indicate that we are significantly deviating from our path toward the Desired Conditions.

Flexibility comes with the ability to deviate from otherwise binding environmental protection Guidelines if we can demonstrate how conditions justify that deviation, and how the replacement measures also meet the environmental protection intent of the original guideline.

- In addition to on-going public dialogue, we will release a draft plan for a 90-day public comment period before completing the final plan. We will also provide a 30-day period for people who disagree with our final plan to file formal Objections. The final decision will be made after any Objectives have been considered and resolved by the Regional Forester.
- In May will begin a public dialogue on the rough mapping of our preferred future conditions for the three revision Forests. We fully expect there will be changes as various groups and individuals debate the pros and cons of our preferred option and share their concerns.
- Details of our public involvement program will be posted on our web site as they become available.

Here is our projected timeline for the remaining part of the plan revision process:

<b>Release Mapping of Preferred Option for Public Consideration</b>	<b>Late May, 2005</b>
<b>Interactive Public Discussion</b>	<b>May through August 2005</b>
<b>Release Draft Plans and Begin 90-Day Public Comment Period</b>	<b>October 2005</b>
<b>Release Final Plans and Begin 30-Day Public Objection Period</b>	<b>May 1, 2006</b>
<b>Begin Process of Resolving any Objections Raised</b>	<b>June 1, 2006</b>
<b>Issue Decisions and Final Plans Upon Resolution of Objections</b>	

## Timeline for WMPZ Forest Plan Revision If 2004 Planning Rule is Followed

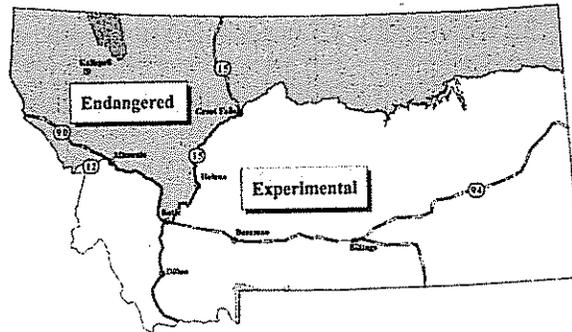
Phase	Task	Date
<b>Transition</b>	Identify Preferred Option/Preferred Alternative - 3 Forest Lead Teams	February 25, 2005
	Confirm Preferred Option with Regional Forester	March 14, 2005
	Complete New Management Area map of Preferred Option	March 31, 2005
	Regional Forester Decision about the New Planning Rule	April 7, 2005
	Continue internal and external education about the new planning rule	March - July, 2005
<b>Work with the public to discuss and refine our proposal</b>	Release completed portions of Forest Plan Chapter 1-Vision, along with NOI, Management Area map & descriptions, for public discussion	May 15, 2005
	Establish Initial EMS Strategy	July 1, 2005
	Release completed portions of Forest Plan Chapter-2 Strategy, for public discussion (includes Objectives and Suitability)	July 15, 2005
	Suggested Changes to Forest Plan due back from forests	September 1, 2005
<b>90 Day Review Period</b>	Update Draft Forest Plan based on changes identified and release for 90 public review, along with other plan documents such as guidelines and monitoring	October 15, 2005
	Comment period ends	January 15, 2006
<b>Final Plan</b>	Complete response to comments	March 15, 2006
	Finalize and release Plan and CE Begin 30 day objection period	May 1, 2006
<b>Decision</b>	End objection period	June 1, 2006
	Try to Resolve Objections, Take instructions from Reviewing Official, adjust the Plan, and issue a decision	

# The State of Wolf Conservation and Management in Montana

## Overview and Current Status

Gray wolves are listed under the federal Endangered Species Act and recovery efforts in Montana, Idaho, and Wyoming have been led primarily by U.S. Fish and Wildlife Service (USFWS) since the mid-1980s.

- State of Montana contains portions of three different federal recovery areas, but for all practical purposes, Montana has two legal designations: experimental across southern Montana and endangered<sup>1</sup> across northern Montana (Figure 1).
- The northern Rockies wolf population met the biological recovery goal in 2002 due to natural recolonization in northwest Montana and active reintroduction efforts.
- Prior to delisting, the states of Montana, Idaho, and Wyoming need to have approved management plans and matching state laws that assure maintenance of the recovered population.



**Figure 1. Wolf Management Areas while still classified under the federal Endangered Species Act. Recent judicial ruling reclassified wolves across northern Montana from "threatened" to "endangered."<sup>1</sup>**

Montana completed the Gray Wolf Conservation and Management Plan outlining how wolves would be managed upon delisting, completed September 2003

- Montana Wolf Management Advisory Council
- The overall themes of the council's work and the foundations of the Montana plan are to allow wolves to find their place within Montana's complex biological, social, economic, and political landscape, manage wolves like other wildlife, address conflicts where and when they occur, and meet the needs of wolves and people

In January 2004, USFWS approved state plans from Montana and Idaho, but rejected Wyoming's plan. USFWS delayed delisting.

Federal funding available through special congressional appropriation and directly from USFWS – federal fiscal years 2004 and 2005. Funding in future years expected.

1. Wolves were listed as "endangered" from 1974 until April 1, 2003, when they were reclassified as "threatened." At the same time, USFWS adopted more flexible regulations. That federal decision was challenged in court. The judge issued a ruling on January 31, 2005. See cross reference bottom of page 2.

Because Montana's plan has a stamp of approval, Montana will be taking advantage of the opportunity to increase state participation despite the Wyoming impasse and the fact that wolves still listed under the federal Act. FWP and USFWS working on the details of a cooperative agreement.

- FWP will begin implementing as much of the state plan as possible within the guidelines of the federal regulations.
- FWP will take the lead in day to day wolf monitoring, working with private landowners, doing public outreach, and working with USDA Wildlife Services to resolve wolf-livestock conflicts
- FWP staff are based in Kalispell, Dillon, Bozeman, Helena, and Red Lodge

Montana is now bringing its expertise and resources to the ground where people are living, working, and recreating on a landscape that now supports a recovered wolf population.

State of Idaho is doing the same. Wyoming still in court and on the sidelines.

### ***Wolf Numbers and Distribution***

Montana had a minimum of about 153 wolves and 15 breeding pairs at the end of 2004 (Figure 2 and 3).

- Montana has the fewest wolves of any of the three states due to the combination of agency control, illegal human-caused mortality, disease, and lack of a "core" protected area (national park or large, remote back country area with good ungulate habitat and where there is limited interaction between wolves and people)
- Most packs in Montana use or cross private lands at some time or another.

Gray wolves generally occur in western Montana, but wolves could show up anywhere, owing to dispersal distances up to 500 miles (Figure 4).

Montana wolves periodically disperse to Canada and *vice versa* (Figure 5).

Wolves in the northern Rockies tri-state area are well distributed and dispersal has been documented in all directions (Figure 6).

Wolf population numbers and the number of confirmed livestock losses for the tri-state area are shown in Tables 4b and 5b, respectively. Tables are taken from the Rocky Mountain Wolf Recovery 2003 Annual Report. (See <http://westerngraywolf.fws.gov>).

### ***Recent Developments, Litigation<sup>1</sup>***

Wyoming sued USFWS over rejection of its plan. Wyoming lost round one and appeals the case.

New regulations for the experimental area across southern Montana took effect Monday February 7, 2005. This new regulation has three parts.

1. Private citizens and agencies will have additional flexibility to defend private property and resolve wolf-livestock conflicts. This is a positive development since most wolf-livestock interactions in Montana occur in southwest Montana in the counties surrounding Yellowstone National Park.
2. Montana and Idaho can take on additional responsibility in southern Montana. And in Idaho south of I-90.
3. The increased flexibility will not be available in Wyoming since the new regulations only apply in states with USFWS-approved management plans. Wyoming will still use the 1994 rules.

A judge's ruling<sup>1</sup> on January 31, 2005 removes the additional flexibility to address wolf-livestock conflicts in northwest Montana and northern Idaho that had been available since April 1, 2003. The ruling changed classification from "threatened" to "endangered." New regulations for the experimental area are not affected.

- no harassment or defense of livestock by private citizens if wolves are harassing or attacking livestock (i.e. no firearms to haze wolves by private citizens)
- no written permits available to private landowners to harass or kill wolves on private property
- report wolf-livestock incidents to FWP and WS
- FWP and WS staff available to visit landowners and share information about wolves in the area with each other

### ***FWP Role and Activities***

Despite the listed status, Montana is prepared to move forward with assuming as much management authority as FWS can delegate.

FWP has field specialists in Kalispell, Dillon, Red Lodge and Bozeman. They are responsible for all wolf capture and population monitoring, public outreach, and working with affected landowners. See FWP Wolf Program Contact List and accompanying map.

FWP wolf staff will also coordinate activities with local land management agencies and also work to share information between agencies.

Wolf reports and observations should be directed to the nearest wolf management specialist, the Regional Headquarters, or to Carolyn Sime in Helena and she will pass it along.

FWP is still actively working on the delisting conundrum and asking some tough policy level questions.

FWP will be working with USDA WS to address and resolve wolf-livestock conflicts. USFWS will continue to be involved behind the scenes to make sure FWP stays within federal guidelines.

FWP Wolf Plan and Amended Record of Decision available:  
<http://fwp.state.mt.us/wildthings/tande/wolf.html>.

USFWS 2004 Annual Wolf Recovery Report and weekly updates available:  
<http://westerngraywolf.fws.gov>

Figure 2. Gray wolf population trend in the State of Montana, 1979-2004.

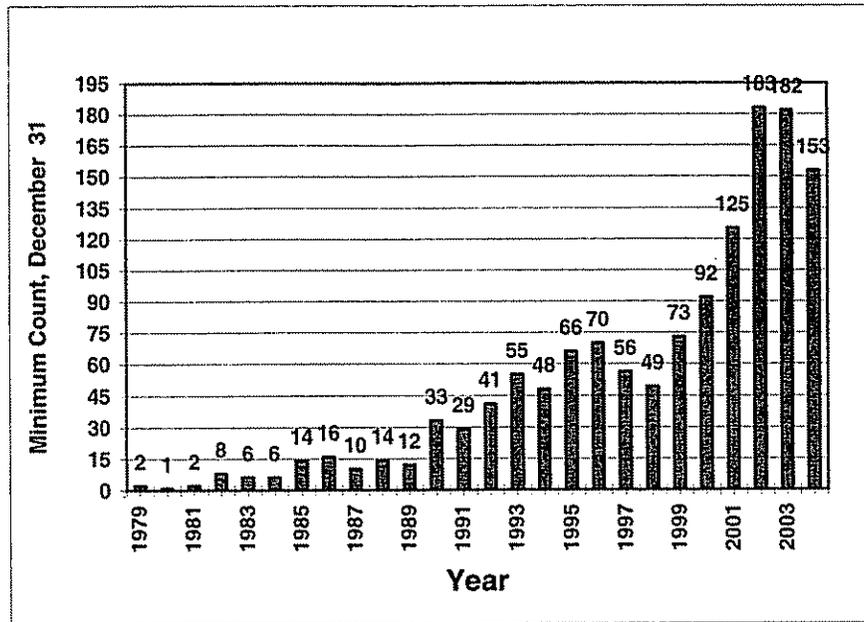


Figure 3. Gray wolf population trends by state boundaries, 1979-2004.

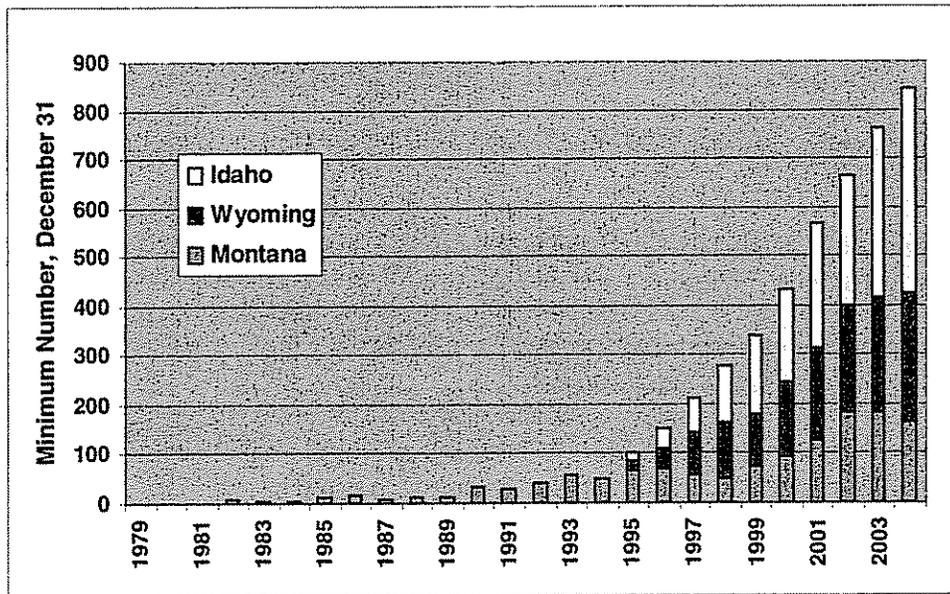
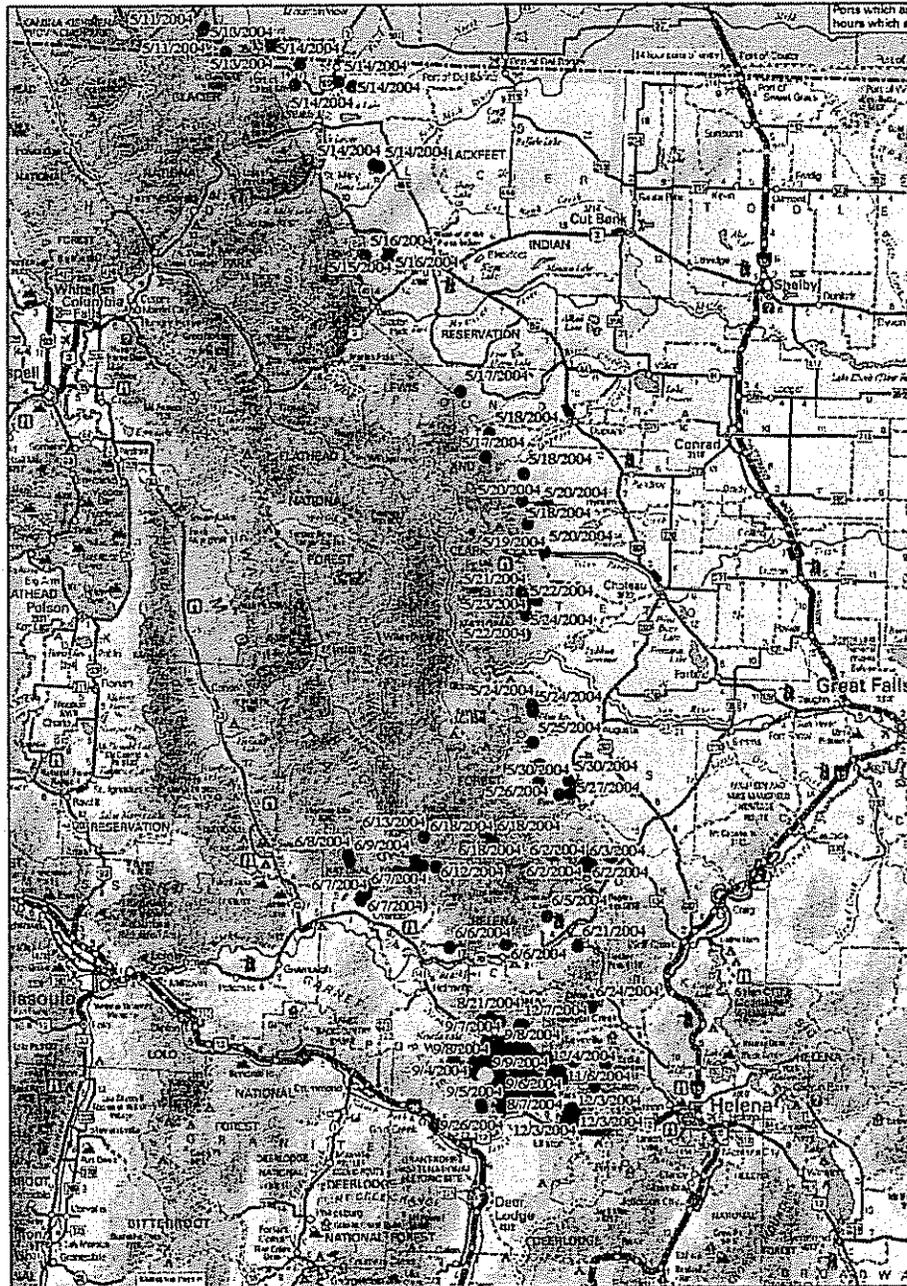


Figure 4. Approximate distribution of documented wolf packs in the State of Montana, as of December 2004. Small circles indicate packs for which not much information is available.

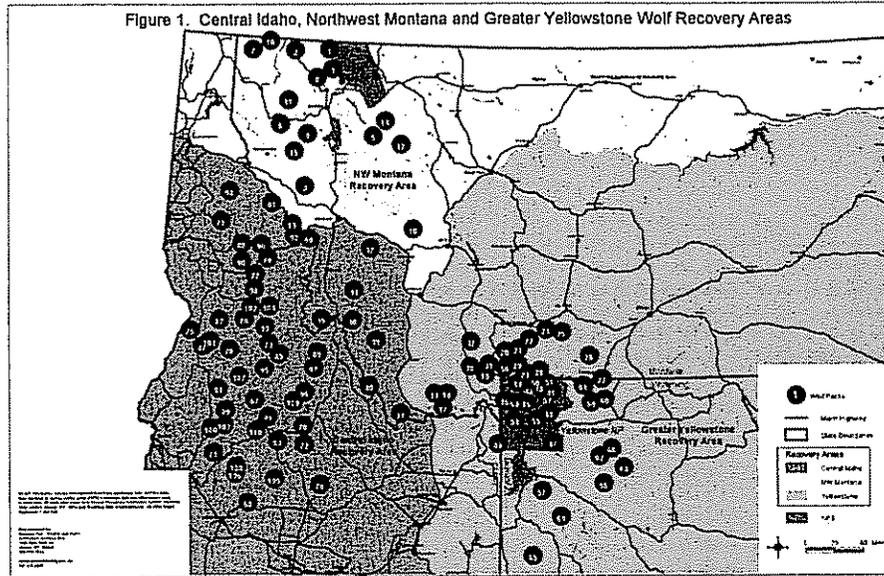
See separate handout.

Figure 5. Route of a two-year old male wolf that dispersed into Montana after leaving its home pack near Calgary Alberta. It settled west of Helena in an area thought to have a resident single female wolf. This animal was monitored using a satellite-based radio-telemetry collar. Yellow point indicates last known location.

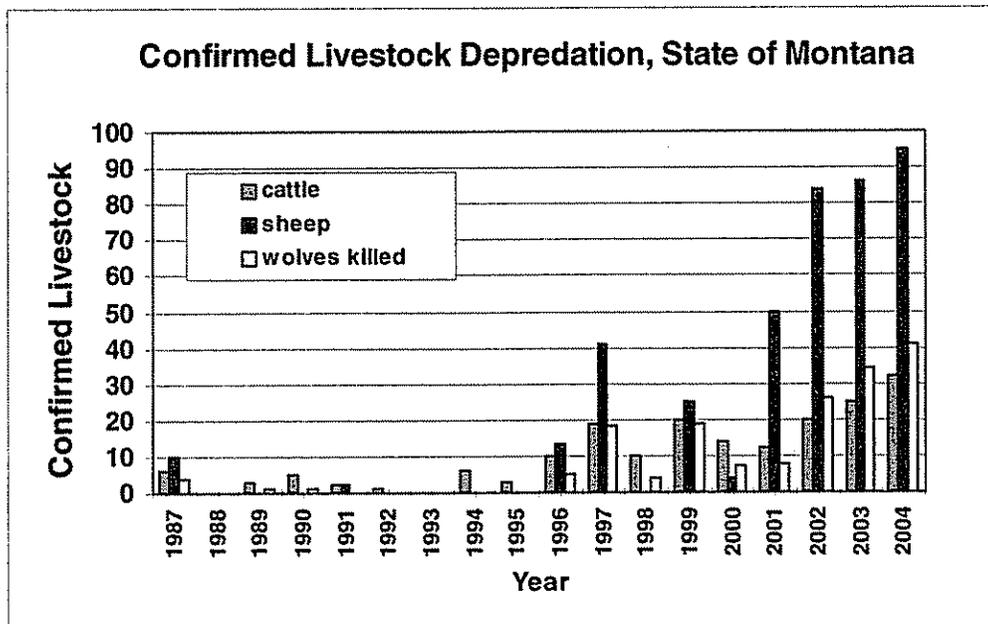
Canada Wolf Movements, May - December 2004



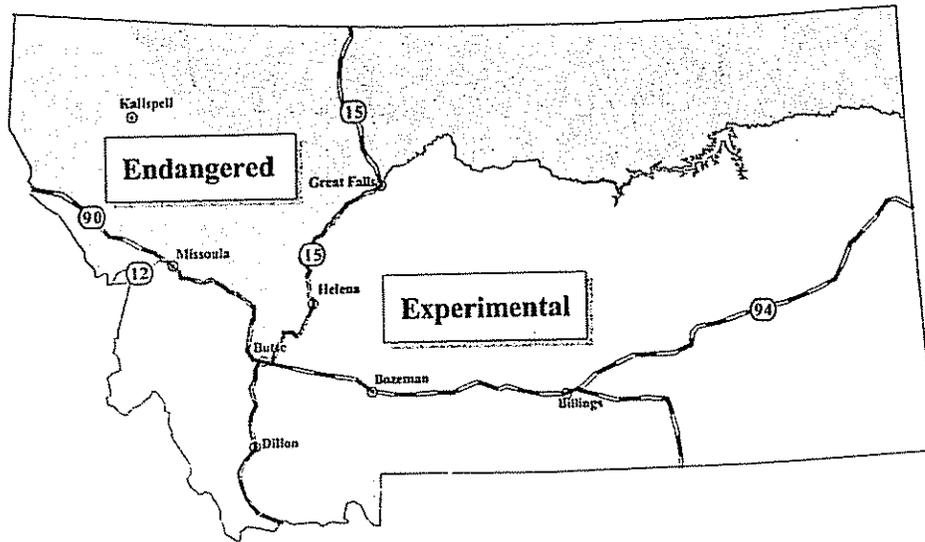
**Figure 6. Approximate distribution of documented wolf packs across the northern Rockies, as of December 2004. Map is considered draft until release of the FWS Annual Report.**



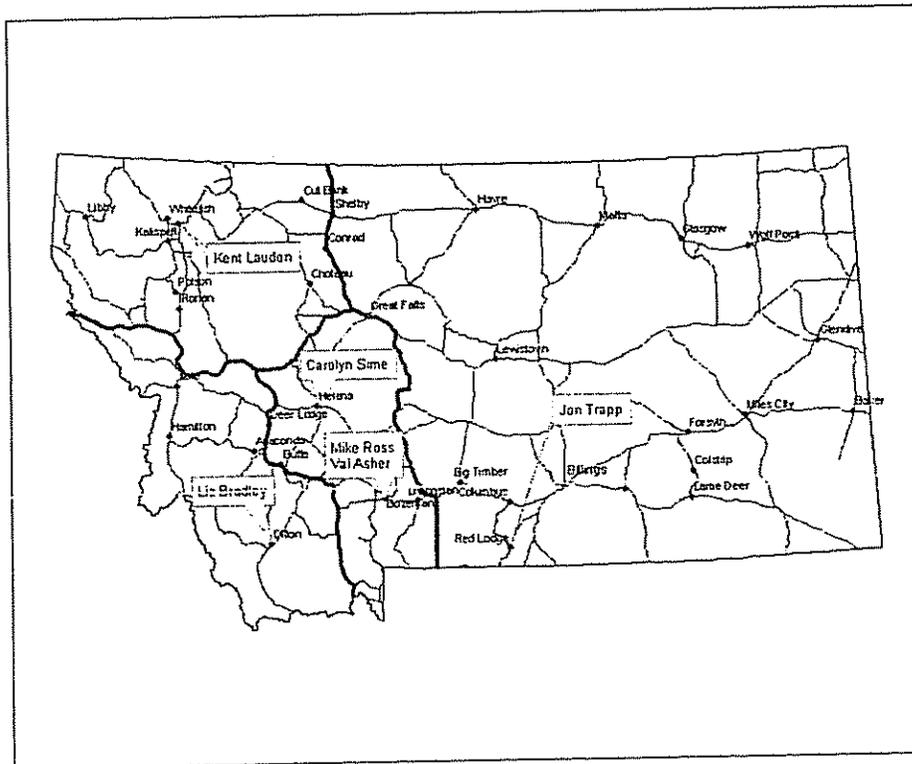
**Table 5b. Northern Rocky Mountain States: Confirmed wolf depredation and wolf management, 1987-2004. Data are considered draft until release of the FWS Annual Report.**



# Montana Wolf Management Area Map



# FWP Wolf Program Staff and Location



## **FWP Wolf Program:**

Carolyn A. Sime  
Gray Wolf Coordinator  
Montana Fish, Wildlife & Parks  
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(406) 556-8501 fax  
[valasher@montana.net](mailto:valasher@montana.net)

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406-994-4090 fax  
[mross@montana.edu](mailto:mross@montana.edu)

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## **USDA Wildlife Services:**

(to request an investigation of injured or dead livestock)

Larry Handegard  
USDA WS State Director  
PO Box 1938  
Billings, MT 59103  
(406) 657-6464 (w)  
(406) 860-0966 (c)  
(406) 628-8422 (h)

Kraig Glazier  
USDA WS West District Supervisor  
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Helena, MT 59604  
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(406) 439-5943 (c)  
(406) 458-6413 (h)

Jim Hoover  
USDA WS East District Supervisor  
Columbus, MT  
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(406) 780-1485 (c)  
(406) 322-5872 (h)

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## **U.S. Fish and Wildlife Service:**

Ed Bangs  
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