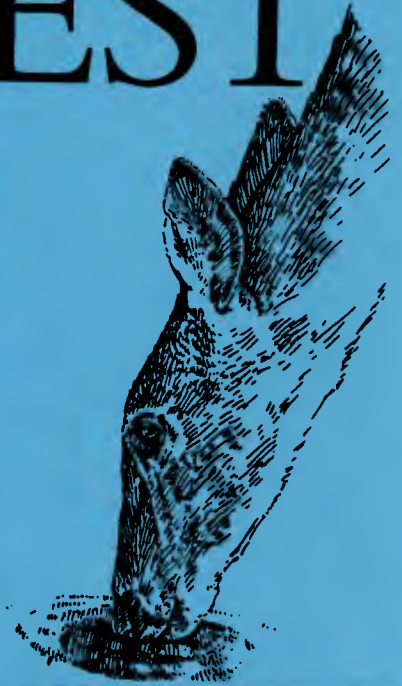


ASSOCIATION OF MIDWEST FISH AND WILDLIFE AGENCIES



61ST ANNUAL MEETING PROCEEDINGS



July 10-12, 1994 ♦ Aspen Lodge ♦ Estes Park, Colorado

Association of
Midwest Fish & Wildlife Agencies

ANNUAL MEETING

July 10-11, 1994

Aspen Lodge
Estes Park, Colorado

Hosted by
Colorado Division of Wildlife

Association Meeting Places and Dates

1. Des Moines, Iowa	1934	32. Toronto, Ontario	1965
2. St. Paul, Minnesota	1935	33. Wichita, Kansas	1966
3. Madison, Wisconsin	1936	34. Des Moines, Iowa	1967
4. Sioux Falls, South Dakota	1937	35. Chicago, Illinois	1968
5. Omaha, Nebraska	1938	36. St. Louis, Missouri	1969
6. Madison, Wisconsin	1939	37. Winnipeg, Manitoba	1970
7. Mason City, Iowa	1940	38. Aspen, Colorado	1971
8. St. Louis, Missouri	1941	39. Wichita, Kansas	1972
9. Duluth, Minnesota	1942	40. Bismarck, North Dakota	1973
10. Fox Lake, Illinois	1943	41. Duluth, Minnesota	1974
11. Bismarck, North Dakota	1944	42. Traverse City, Michigan	1975
12. Indianapolis, Indiana	1945	43. Rapid City, South Dakota	1976
13. Rapid City, South Dakota	1946	44. Lincoln, Nebraska	1977
14. Roscommon, Michigan	1947	45. Milwaukee, Wisconsin	1978
15. Put-in-Bay, Ohio	1948	46. Nashville, Indiana	1979
16. Lincoln, Nebraska	1949	47. Columbus, Ohio	1980
17. Milwaukee, Wisconsin	1950	48. Des Moines, Iowa	1981
18. Wichita, Kansas	1951	49. Springfield, Illinois	1982
19. Des Moines, Iowa	1952	50. Lexington, Kentucky	1983
20. Dorset, Ontario	1953	51. Hannibal, Missouri	1984
21. St. Louis, Missouri	1954	52. Wichita, Kansas	1985
22. Estes Park, Colorado	1955	53. Vail, Colorado	1986
23. Springfield, Illinois	1956	54. Winnipeg, Manitoba	1987
24. Park Rapids, Minnesota	1957	55. Bismarck, North Dakota	1988
25. Bismarck, North Dakota	1958	56. Duluth, Minnesota	1989
26. West Lafayette, Indiana	1959	57. Grand Rapids, Michigan	1990
27. Rapid City, South Dakota	1960	58. Rapid City, South Dakota	1991
28. Higgins Lake, Michigan	1961	59. Green Bay, Wisconsin	1992
29. Omaha, Nebraska	1962	60. Ashland, Nebraska	1993
30. Columbus, Ohio	1963	61. Estes Park, Colorado	1994
31. Milwaukee, Wisconsin	1964		

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61st Annual Meeting of the Association of Midwest

Fish and Wildlife Agencies

July 10-11, 1994

AGENDA

SUNDAY -- JULY 10

- 1-5 p.m. Registration
- 4-5 p.m. AMFWA Executive Committee Meeting
- 6-8 p.m. President's Reception -- Lakeview Room

MONDAY -- JULY 11

- 6:15 a.m. Continental Breakfast
- 7-11:30 a.m. Field Trip-Managing Wildlife In and Around
Rocky Mountain National Park
- 11:30 a.m. LUNCH -- Aspen Lodge
- 1:00 p.m. Call to Order -- *Bruce McCloskey, AMFWA President*
Welcome -- *Perry Olson, Director, Colorado Division of Wildlife*
Louis Swift, Colorado Wildlife Commissioner
- 1:15 p.m. Interactive Wildlife Information System -- *Rob Molloy, Sr.*
Systems Analyst, Colorado Division of Wildlife

AFTERNOON SESSION: Changing Times in Wildlife Management --
Moderator: **Walt Graul**, Colorado Division of Wildlife

- 1:30 p.m. Must We Shoot Elk to Save Nature: A New Turn on an Old
Screw -- *Bruce Gill, Wildlife Research Leader, Colorado*
Division of Wildlife
- 2:15 p.m. Owl Mountain Biodiversity Project -- *Steve Porter, Wildlife*
Biologist, Colorado Division of Wildlife
- 3:00 p.m. BREAK
- 3:15 p.m. What Are We Learning from Human Dimension Studies in Controversial
Wildlife Situations -- *Daniel J. Decker, Cornell University*

4:30 p.m. ADJOURN

6:00 p.m. Hayrides, Social Hour, BBQ Dinner, Evening Entertainment --
Cowboy Style -- Aspen Lodge

TUESDAY -- JULY 11

7:00 a.m. Breakfast -- Aspen Lodge

8:00 a.m. Business Meeting
Committee Reports
IAFWA Activities Report

Old Business

Report from Ad Hoc Committee on additional AMFWA Committees
Report on AMFWA attorney's meeting
Report from AMFWA Law Enforcement Committee
Report from AMFWA Private Lands Committee

10:00 a.m. BREAK

10:15 a.m. New Business
State Reports--each state allowed 5 minutes to briefly update
members on topics of mutual interest.

USFWS Reports

IAFWA Report

CITES--Conference of the Parties

Watchable Wildlife in Colorado

12:00 p.m. ADJOURN

LUNCH -- Aspen Lodge

61ST ANNUAL MEETING
July 12, 1994
Business Meeting Agenda/Minutes

- I. Call to Order and Roll Call
- II. President's Remarks
- III. Approval of Minutes from 1993 Meeting & Special Meeting, Lake Placid, NY
- IV. Treasurer's Report
- V. Committee Reports
 - Executive
 - Audit
 - Resolutions
 - Nominating/Awards
- VI. Old Business
 - a. Report from Ad Hoc Committee on additional AMFWA Committees
 - b. Report on AMFWA attorney's meeting
 - c. Report from AMFWA Law Enforcement Committee
 - d. Report from AMFWA Private Lands Committee
- VII. New Business
 - a. State Reports--each state allowed 5 minutes to briefly update members on topics of mutual interest.
 - b. Report on Fish and Wildlife Service Region 6 - Ralph Morgenweck, Regional Director
 - c. Report on Fish and Wildlife Service Region 3 - Sam Marler, Regional Director
 - d. IAFWA Report & CITES- Conference of the Parties Report
 - e. Watchable Wildlife in Colorado
- VIII. Passing of the Gavel
- IX. Adjourn

Business Meeting

The Association of Midwest Fish and Wildlife Agencies met at Estes Park, Colorado, July 10-12, 1994. President Bruce McCloskey from Colorado called the meeting to order at 8:10 a.m.

Bruce McCloskey, President called roll and the following members were present: Bruce McCloskey, Colorado; Jeff Ver Steeg, Illinois; Gary Doxtater, Indiana; Al Farris, Iowa; Ted Ensley, Kansas; Tom Young, Kentucky; George Burgoyne, Michigan; Dick Hassinger, Minnesota; Ken Babcock, Missouri; Rex Amack, Nebraska; Keith Trego, North Dakota; Dick Pierce, Ohio; Doug Hansen, South Dakota; Steve Miller, Wisconsin. Members absent were: Manitoba; Saskatchewan; Ontario.

Minutes of the 60th Annual Meeting held in Ashland, Nebraska were reviewed.

Motion by Al Farris, (IA), seconded by Steve Miller, (WI) to approve the minutes. Motion carried.

Minutes of the Association of Midwest Fish and Wildlife Agencies meeting held at the International Association of Fish and Wildlife Agencies in Lake Placid, New York on September 10, 1993, were reviewed.

Motion by Ken Babcock (MO), seconded by Jeff Ver Steeg (IL) to approve the minutes. Motion carried.

Joe Kramer (KS), Secretary/Treasurer, presented the financial report. Mr. Kramer stated the balance as of December 31, 1993, was \$14,818.06. A copy of the financial report is attached.

Motion by Rex Amack (NE), seconded by Keith Trego (ND), to approve the financial report. Motion carried.

Keith Trego (ND) presented the Executive Committee Report. Discussion centered around working relationships between the states and the U.S. Fish and Wildlife Service. A letter is being drafted addressed the Director Mollie Beattie requesting her participation in a meeting with the Executive Committee of the AMFWA. The letter will be finalized upon adjournment and forwarded to Director Beattie.

Jeff Ver Steeg (IL) presented the Audit Committee Report. Mr. Ver Steeg was assisted in this endeavor by Tom Young (KY) and Doug Hansen (SD).

Motion by Dick Pierce (OH), seconded by Doug Hansen (SD), to accept the Audit Committee Report. Motion carried.

Al Farris (IA) distributed draft resolutions prepared by the Resolutions Committee for consideration. Resolutions for consideration were: Federal Advisory Committee Act;

Extension of the Conservation Reserve Program; Administrative Actions to Improve Implementation of Endangered Species Act; Rotenone Program; Thank you to State of Colorado.

Motion by Al Farris (IA), seconded by George Burgoyne (MI), to accept the resolutions as recommended. Motion carried. (Resolutions attached)

Nominating/Awards Committee

Gary Doxtater (IN) gave the Nominating/Awards Committee Report. Committee recommendations are: Jeff Ver Steeg (IL), President for 1994-95 and Joe Kramer (KS), Secretary Treasurer.

Motion by George Burgoyne (MI), seconded by Steve Miller (WI) to accept the recommendation of the Nominating/Awards Committee for President and Secretary Treasurer. Motion carried.

President's Remarks

President Bruce McCloskey welcomed everyone to the 1994 annual meeting and especially Gary Doxtater, new Director of the Division of Fish and Wildlife in Indiana. Mr. McCloskey also expressed his appreciation to Jeff Ver Steeg with his able assistance on changes in the By-Laws for the Association. Mr. McCloskey thanked Joe Kramer for his past and continued assistance with the Treasurer activities.

Mr. McCloskey suggested having an Executive Committee meeting sometime mid-year, perhaps in January or February, to address issues of concern to the Association.

Old Business

Steve Miller (WI) presented the report of the Ad Hoc Committee on Technical Committees. The report contains the following recommendations:

- 1. A working group of staff should be assembled to develop a recommended organization, mission and specific responsibilities for two new committees: one for endangered resources, and one for biodiversity and ecosystem management.**

Motion by Babcock (MO), seconded by Ensley (KS) to adopt recommendation #1. Motion carried.

It is expected a committee would be appointed by Jeff Ver Steeg which would report to the AMFWA a year from now on forming committees and what their charges should be. It was the consensus of AMFWA members present there should be two committees. There will be one working group to explore the possibility of two working technical committees.

2. **At this time, the Midwest should not move ahead with formally incorporating other existing working groups as technical committees. The Association should first ensure the committees in Recommendation 1 are formed and operating. As an alternative, the Association should request existing working groups to present a report at the annual meeting.**

Trego (ND) recommended the AMFWA members put together a list of working groups and what relationship they have with AMFWA before the September meeting of the IAFWA. President McCloskey will compile a list if everyone will send their list by July 31, with dates and locations of meetings.

Motion by Farris (IA), seconded by Hansen (SD) to adopt recommendation #2.
Motion carried.

3. **Improve communications with the Midwest Law Enforcement Association. There should be a report presented at the annual meeting in order to keep Midwest Directors up to date on the issues and activities of this Association.**

Motion by Babcock (MO), seconded by Pierce (OH) to adopt recommendation #3.
Motion carried.

McCloskey distributed and discussed a brief summary report of the Association of Fish and Game Law Enforcement Officers (AMFGLEO) which outlined activities and achievements of the group.

4. **All existing working groups should be made aware of the role the Midwest Association can play in assisting them to advance various issues and positions they develop. During the next year, a representative from the Midwest Association should attend each of the various working group meetings and make a presentation to the staff attending on what the AMFWA is, its relationship to the International and the role the AMFWA can play in helping a committee or working group achieve its objectives.**

Motion by Burgoyne (MI), seconded by Doxtater (IN) to adopt recommendation #4.
Motion carried.

President McCloskey then abolished the Ad Hoc Committee on Technical Committees and commended them on a job well done.

AMFWA Attorney's Meeting

President McCloskey distributed a report provided by the Legal Committee which consists of attorneys from the Midwest states representing AMFWA agencies. Colorado hosted the May 31-June 2, 1994 meeting. Mr. McCloskey expressed a need for better participation in this group. A request was made for more information on Lois Witte's presentation on legal and policy issues of endangered species, biodiversity and bear baiting practices as related to the

national forests. Mr. McCloskey will request a follow up memo from Larry DeClaire, Colorado's Assistant Attorney General, on the Witte presentation.

AMFWA Private Lands Committee

Doxtater (IN) advised there is a private lands meeting in Indiana in two weeks (July 25). It was consensus direction to this committee should be that they meet prior to the annual meeting of the AMFWA.

1995 Farm Bill

Farris (IA) briefly discussed the Conservation Reserve Program (CRP), WRP conservation compliance and sodbuster/swamp buster, integrated set aside programs which will be a part of the farm bill. The next draft will be out to committee members a month before the September meeting. The Wildlife Management Institute (WMI) proposes to crank up an effort to come up with regional targets for objectives with CRP using state field staff to develop a position on CRP.

Motion by Trego (ND), seconded by Babcock (MO) to ask the President to send a letter to WMI collectively expressing AMFWA's concerns about potential if this is the proposed strategy, logistics, etc., and that work should be routed through the IAFWA Habitat Committee. It should be made clear the states are not going to participate until they have an agreement on what the process is and what the results will be.
Motion carried.

State Reports

President McCloskey asked everyone to submit a one page report to him for inclusion in the proceedings. Copies should also be forwarded to member states.

Watchable Wildlife

Bob Hernbrode, Colorado's Watchable Wildlife Coordinator, briefly discussed Colorado's program and then set up a video to run during break.

Meeting recessed at 10:40 a.m. and reconvened at 11:10 a.m.

IAFWA Report

Max Peterson, Executive Vice President of the International Association of Fish and Wildlife Agencies briefly discussed issues of concern to states. These were as follows:

- Boat safety funding dropped from budget. The dollars were put back in so states will continue to get appropriation.
- Numerous bills to divert P-R funds and make P-R funds available for trauma victims.

- Refuge EIS is being looked at by the Department of Interior.
- Proposed ban on lead and other fish sinkers. There are isolated incidents where there might be a problem.
- Reauthorization of Endangered Species Act. At the present time it is still in Congress.
- Reauthorization of Clean Water Act is also still in Congress.
- Reauthorization of North American Wetland Conservation Act was reported out.
- Wildlife diversity (nongame funding) issue. States will be getting a Source Book (kit) to use to organize support groups within the states on nongame funding. There will be follow up at the watchable wildlife conference in October. It is recommended in addition to the watchable wildlife person attending that meeting, the states should have a policy level individual in attendance.
- 1995 Farm Bill - CRP.
- Federal budget - several items have been zeroed out.
- Federal Advisory Committee continues to be a problem.
- Harvest information program going reasonably well. A fairly detailed workshop may be needed to bring everyone up to speed.
- Arkansas has an 8% sales tax on the ballot. Several associations have taken steps to see Arkansas has some funding to facilitate information dissemination. The Western and Southeastern Associations have contributed to this cause.
- International Convention on Biodiversity has agreement ready.
- Convention on International Trade and Endangered Species in Florida in November.
- European Community Fur Ban.
- ISO Standards committee is working on standardization of traps.
- International Union for Conservation of Nature (IUCN) is working on very important statement on sustainable use.
- North American Waterfowl Protocol amendment--final EIS was just published July 7. It parallels pretty closely what the International Association Ad Hoc Committee recommended. This is a good example of the Service working with an association.

- International annual meeting in Bismarck. There will be a Director's orientation session and anyone that would like to participate should do so.

Noreen Clough, Acting Deputy Director, U.S. Fish and Wildlife Service advised she is attending this meeting to listen. There is a need to improve communication and she has committed to get a meeting with Director Mollie Beattie. She spoke briefly on several issues.

- Refuge EIS - will probably be 6-8 months before this is finalized.
- Federal Aid EIS - The USFWS has heard the states and it is not going to be alternative #2. As soon as the decision is made, Ms. Clough will be notifying all states.
- Ecosystem approach to management. Feedback is needed from the states.
- Hunting on refuges. It has been the intent of the USFWS to close refuges. The Regions have been asked to put together a list of activities and what it is costing to operate the refuges.

Sam Marler, Regional Director of Region 3 USFWS, presented information on Region activities.

John Christian, Deputy Director, gave brief updates on activities concerning federal aid and other grants within the Region.

Ralph Morgenweck, Regional Director of Region 6 USFWS, briefly discussed items of mutual interest with the states. Mr. Morgenweck advised the federal government is downsizing and the Department of Interior has bought out about 3,000 employees. Mr. Morgenweck discussed contaminants on wildlife, the refuge EIS and endangered species.

Responsive Management--The AMFWA needs to select a new member to represent the Association on the Responsive Management Board. The term has expired for Colorado's representative Steve Bissell. If anyone has a staff person that is interested, they should let Bruce McCloskey know.

Colorado Wildlife Commissioner, Rebecca Frank, requested an announcement be made that states will be receiving a letter soon from the International Survey on Becoming an Outdoors Woman. Everyone should give their attention to this survey when it arrives.

Farris (IA) advised he reviewed the Federal Register notice of July 1 and has revised the Administrative Actions To Improve Implementation of the Endangered Species Act Resolution accordingly with an additional Whereas.

Moved by Sheets (NE), seconded by Miller (WI) to adopt the amendment to the resolution entitled Administrative Actions To Improve Implementation of the

Endangered Species Act. Motion carried.

President Bruce McCloskey presented Rex Amack (NE) with his outgoing plaque from last year.

President McCloskey passed the gavel to incoming President Jeff Ver Steeg (IL), who then presented the past president plaque to Mr. McCloskey.

Motion by Miller (WI), seconded by Young (KY) that the 61st Annual Meeting of the Association of Midwest Fish and Wildlife Agencies adjourn at 12:50 p.m.

Bruce L. McCloskey, President

REPORT OF THE TREASURER

<i>Balance of assets brought forward from 1992.....</i>	<i>\$14,150.15</i>
<i>Total receipts for the business year 1993, including dues from 14 members and interest on cash management/checking accounts.....</i>	<i>\$ 1,678.17</i>
<i>Total expenditures for Nebraska conference.....</i>	<i>\$ 500.00</i>
<i>Association advance to Colorado.....</i>	<i>\$ 500.00</i>
<i>Cost of checks for checking account.....</i>	<i>\$ 10.26</i>
<i>Status of the Association's funds at close of business for year 1993.....</i>	<i>\$14,818.06</i>
<i>Balance of the 1993 checking account forwarded to the 1994 account.....</i>	<i>\$ 6,719.47</i>
<i>Plus figure not deposited until 1994.....</i>	<i>\$ 200.00</i>
<i>Balance of the 1993 cash management account forward to 1994 account....</i>	<i>\$ 7,898.59</i>

The official Association financial ledger showing receipts and expenditures has been made available to the Audit Committee.

Joe Kramer, Treasurer (1993)

**TREASURER'S REPORT
1993 Transactions**

<i>Total assets beginning January 1, 1993</i>	<i>\$14,150.15</i>
<i>Receipts 1993:</i>	
<i>Annual dues.....</i>	<i>\$1,400.00</i>
<i>Int. on Cash Mgt. and Chkg Account....</i>	<i>278.17</i>
<i>Total available assets</i>	<i><u>\$15,828.32</u></i>
<i>Disbursements for 1993:</i>	
<i>Charge for checks.....</i>	<i>10.26</i>
<i>Association payment to Nebraska.....</i>	<i>500.00</i>
<i>Association advance to Colorado.....</i>	<i><u>500.00</u></i>
	<i>(1,010.26)</i>
<i>Net Assets, December 31, 1993</i>	<i><u>\$14,818.06</u></i>
<i>Accounting of Assets, December 31, 1993:</i>	
<i>Cash in checking account.....</i>	<i>6,719.47</i>
<i>Checks not deposited until 1994.....</i>	<i>200.00</i>
<i>Cash Mgt. Acct. No. 1212990-4750.....</i>	<i><u>7,898.59</u></i>
	<i><u>\$14,818.06</u></i>

RESOLUTIONS

PRESENTATIONS

STATE REPORTS

ASSOCIATION OF MIDWEST FISH AND WILDLIFE AGENCIES

RESOLUTION

FEDERAL ADVISORY COMMITTEE ACT

WHEREAS, during the past two decades congressional enactments have vested in federal agencies authorities concerning certain species and uses of fish and wildlife over which the several states have legal mandates and broad trustee and police powers; and

WHEREAS, except for the 1972 Marine Mammal Protection Act which has preempted completely state authority for certain marine mammals, state jurisdiction is not diminished by the existence of federal authority under other congressional enactments (e.g., endangered and threatened species, anadromous fish, migratory birds); and

WHEREAS, on national forests and on Bureau of Land Management administered lands, land use administration authority is vested in federal land managers while authority relating to wildlife management including the taking of fish and wildlife on such lands has been reserved expressly by Congress in the several states; and

WHEREAS, the several states retain significant authorities and responsibilities for the management of resident fish and wildlife species within their respective borders; and

WHEREAS, by virtue of express congressional reservation, state jurisdiction with respect to taking of fish and wildlife is also concurrent on units of the National Wildlife Refuge System and the National Recreation Area System; and

WHEREAS, despite concurrent state authority and the express congressional mandate to the Secretary of the Interior in section 6(a) of the Endangered Species Act to cooperate with the states to the maximum extent practical in implementing the Act, the U.S. District Court in New Mexico has held that a review team established by the U.S. Fish and Wildlife Service to examine the biological status of the Mexican spotted owl was convened in violation of the Federal Advisory Committee Act, 5 U.S.C. App. 2, because the review team included a state biologist; and

WHEREAS, despite concurrent state authority and the express desire of Congress that the Forest Service make greater use of state fish and wildlife agency expertise on interdisciplinary teams convened under the National Forest Management Act, U.S. Department of Agriculture legal advisors cite the Federal Advisory Committee Act to bar participation by state biologists on forest plan interdisciplinary teams; and

WHEREAS, cooperative endeavors between federal and state agencies which share jurisdiction with respect to fish and wildlife resources are expressly contemplated by Congress and are manifestly essential to the working of the federal system, and the Federal Advisory Committee Act was not intended to curtail such activities.

NOW, THEREFORE, BE IT RESOLVED that the Association of Midwest Fish and Wildlife Agencies urges the Secretary of Interior, the Secretary of Agriculture, the Secretary of Commerce, and the Administrator of the Environmental Protection Agency to reaffirm congressional intent by issuing directives or secretarial orders to their respective department directors that interdisciplinary teams or other groups established or utilized for the protection and management of fish and wildlife resources include officers, employees or authorized representatives of the federal government and the affected state fish and wildlife agencies;

BE IT FURTHER RESOLVED that the Association of Midwest Fish and Wildlife Agencies will work concurrently to secure changes in the federal law clarifying congressional direction if administrative solutions are not feasible or permanent.

Adopted in Convention
Estes Park, Colorado
July 12, 1994

ASSOCIATION OF MIDWEST FISH AND WILDLIFE AGENCIES

RESOLUTION

EXTENSION OF THE CONSERVATION RESERVE PROGRAM

WHEREAS, the original contracts of the Conservation Reserve Program are slated to expire in 1995; and

WHEREAS, the Conservation Reserve Program is providing broad benefits to many wildlife species across the country; and

WHEREAS, the Conservation Reserve Program is providing many other soil, water, and recreation benefits; and

WHEREAS, the Conservation Reserve Program has provided much needed stability to the largely farm based economy of the Great Plains.

NOW, THEREFORE, BE IT RESOLVED that the Association of Midwest Fish and Wildlife Agencies supports the extension of the Conservation Reserve Program or establishment of a similar land retirement program that maintains or expands fish and wildlife benefits.

BE IT FURTHER RESOLVED that the Association of Midwest Fish and Wildlife Agencies supports the concept of perpetual easements provided they are offered as one of several options including those which are currently available to landowners.

BE IT FINALLY RESOLVED that the Association of Midwest Fish and Wildlife Agencies reaffirms its support of full implementation of State Technical Committees in order to provide better local oversight and input into the practices and procedures of the Conservation Reserve Program and other important elements of the Food Security Act Farm Program.

Adopted in Convention
Estes Park, Colorado
July 12, 1994

ASSOCIATION OF MIDWEST FISH AND WILDLIFE AGENCIES

RESOLUTION

ROTENONE PROGRAM

WHEREAS, rotenone has been a valuable tool in fisheries management for the past 45 years, and the need for rotenone will continue in the foreseeable future; and

WHEREAS, rotenone is essential for controlling fish diseases, eradicating unwanted and harmful exotic fishes, restoring threatened and endangered species of fish, maintaining productive sport fisheries, reclaiming aquatic habitats, and quantifying fishing populations and communities; and

WHEREAS, the use of rotenone in fisheries management is increasingly a concern to some organizations, the regulatory requirements for registering and using rotenone are becoming more complex, and these trends are expected to continue and represent challenges to the continued use of rotenone; and

WHEREAS, state and federal fisheries management agencies use rotenone and consequently share in the responsibility of guaranteeing its availability in the future; and

WHEREAS, this shared responsibility suggests that a program be developed to gain consensus and promote the best practices of fish and wildlife management among agencies; and

WHEREAS, failure to develop and implement a program may result in the eventual loss of rotenone as a viable tool in fisheries management.

NOW, THEREFORE, BE IT RESOLVED that the Association of Midwest Fish and Wildlife Agencies supports rotenone use in fisheries management, and recommends that, a program be established in the American Fisheries Society with state involvement to include developing and implementing guidelines for appropriate and effective uses, proactive long-term strategies for continued use, innovative funding mechanisms for financing activities necessary to maintain use, mechanisms for working in partnership with regulatory agencies and environmental organizations, and developing mechanisms for information transfer on issues related to the use of rotenone.

Adopted in Convention
Estes Park, Colorado
July 12, 1994

ASSOCIATION OF MIDWEST FISH AND WILDLIFE AGENCIES

RESOLUTION

ADMINISTRATIVE ACTIONS TO IMPROVE IMPLEMENTATION OF THE ENDANGERED SPECIES ACT

WHEREAS, the administrative implementation of the federal Endangered Species Act could be substantially improved to better involve and expand the roles of the several states for the benefit of threatened and endangered species; and

WHEREAS, both the Association of Midwest Fish and Wildlife Agencies and the International Association of Fish and Wildlife Agencies have agreed that many of the concerns of the state should be addressed administratively; and

WHEREAS, correcting administrative deficiencies could reduce the need to amend the Act during reauthorization; and

WHEREAS, the Director of the U.S. Fish and Wildlife Service has issued Policy Directive Number 64 requiring the staff of the U.S. Fish and Wildlife Service to work closely with the state fish and wildlife agencies in implementing all appropriate actions of the Act; and

WHEREAS, Federal Register notice of July 1, 1994 page 32474 entitled "Endangered and Threatened Wildlife and Plants: Notice of Interagency Cooperative Policy Regarding the Role of State Agencies in Endangered Species Act Activities" recognizes the broad trustee and police powers of states over fish, wildlife and plants and their habitats and proposes to utilize state expertise and information in the prelisting, listing, and recovery of threatened and endangered species.

NOW, THEREFORE, BE IT RESOLVED that the Association of Midwest Fish and Wildlife Agencies requests the President of the International Association of Fish and Wildlife Agencies create a Working Group under the Threatened and Endangered Species Committee of that organization, with a charge to work closely and actively with federal officials at the national level to effect beneficial administrative changes to improve implementation of the Act prior to reauthorization.

Adopted in Convention
Estes Park, Colorado
July 12, 1994

ASSOCIATION OF MIDWEST FISH AND WILDLIFE AGENCIES

RESOLUTION

THANK YOU TO COLORADO

WHEREAS, the great state of Colorado provided a spectacular meeting location in the grandeur of the Rocky Mountains; and

WHEREAS, the Colorado Division of Wildlife provided an extremely educational and provocative program; and

WHEREAS, the staff of the Colorado Division of Wildlife have been gracious and informative hosts;

NOW, THEREFORE, BE IT RESOLVED that the Association of Midwest Fish and Wildlife Agencies assembled this 12th day of July in Estes Park, Colorado thanks and acknowledges the Colorado Division of Wildlife for hosting the 61st annual meeting of the Association in such an exemplary manner.

Adopted in Convention
Estes Park, Colorado
July 12, 1994

MUST WE SHOOT ELK TO SAVE NATURE? A NEW TURN ON AN OLD SCREW

R. B. Gill

In a recent article with a similar title, Dr. Jared Diamond raised the following issues: a) no natural area in this country is "natural" if it infers freedom from the influences of humans; b) habitat fragmentation has left us with preserves which represent small islands of former ecosystems; c) laissez faire management of these natural islands will lead to decreased biodiversity; and d) the natural agents pushing these systems toward decreasing diversity are unmanaged populations of large herbivores - deer in particular.

The central theme of this paper is that Diamond's observations are symptomatic of a much larger and more pervasive issue in American natural resource management - the political struggle between those who would protect nature from humans so as to preserve it and those who would enhance nature through management so as to enjoy it. This protectionism vs. utilitarianism struggle to dominate American natural resource management philosophy and policy is not new. It has its roots in the humanitarian vs. conservation struggle that erupted more than a century ago. Until we resolve this fundamental issue, natural resource management policy will continue to be plagued with inconsistencies.

Natural resource management in the National Park Service is both a metaphor and a case history of the consequences of this dichotomous tension. The "natural regulation" policy for large herbivore management was a consequence of the negative public reaction to culling operations of the late sixties. But natural regulation has stimulated yet another controversy about the consequences of unregulated herbivore populations on biodiversity.

Recent advances in wildlife contraception technology promise to provide natural area managers with an alternative to culling to manage larger herbivore populations. However, new technology will not resolve fundamental ideological issues. These can be resolved only by revamping the policy decision process by democratizing it. Democracy works best when an informed, concerned citizenry is directly involved in decisions that affect the quality of their lives. An informed citizenry depends upon widespread knowledge about the critical issues. One way widespread knowledge can be effected is to involve citizens in the evaluation of policy decisions through "citizen scientist" programs. Citizen scientist programs, as Leopold observed, marry the 3 ingredients essential to increased public awareness: science, education, and recreation.



OWL MOUNTAIN PARTNERSHIP

Community-Based, Community-Led Land Stewardship

The Owl Mountain Partnership started out as a grant awarded to the Colorado Division of Wildlife's North Park Habitat Partnership Program to incorporate into their charge of resolving livestock/big game conflicts. Over time it evolved into an Ecosystem Management prototype to bring governmental resource management agencies to the table with landowners and communities in addressing multi-resource conflicts over large landscapes of public and private ownerships. The concept of managing for sustainable land health from the community level, with special emphasis on the agricultural sector, has been with us since the time of Aldo Leopold but not really tested on a large scale until recently. It is this concept that provides the foundation for the Owl Mountain Partnership.

Ecosystem management has multiple definitions depending primarily on a person's interests and perspectives. For many, including resource agencies and environmentalists, it represents a new model for future land management. But for others, including private landowners and those living in resource dependent rural communities, it is perceived as a major threat to their continued lifestyles in terms of additional environmental legislation, continued loss of private property rights, and reductions in consumptive resource uses that will have negative impacts on their local economies (i.e. timber, mining, grazing). The Owl Mountain Partnership hopes to dispel these (mis)perceptions in terms of defining ecosystem management as sustaining/enhancing the social, cultural, and economical needs of a community as well as the associated environment.

Our process, by definition, is to experiment with empowering local communities to manage the lands upon which they live and use in a responsible manner. Continued use of natural resources to protect local economic bases is promoted as long as principles of land health and stewardship are followed. This requires that communities accept the tremendous responsibility of educating themselves on the science, the legislation, and the politics of proper resource management. The primary role of government will be to provide the technical information needed to implement the process as well as providing information on the current framework of laws, regulations and policies. Continued new legislation mandated down from upper level government should be reduced as communities begin to meet the responsibilities of proper land stewardship on their own. We believe an adequate legislative framework already exists to deal with proper resource management. Additional legislation is not only very expensive, but also has proven extremely counter-productive in dealing with land management in the past, especially with the private sector.

By working together to manage entire ecosystems of multiple ownerships for health and sustainability, individual species within them, including man, should prosper. Ecosystem management requires that human communities shift their thinking towards living in balance with natural systems. It requires that government agencies restructure themselves and

learn how to listen to the needs of the people who are most closely associated with the lands upon which they live. Total government commitment from the very start is required. Agencies must learn to be more flexible in the implementation of their policies and regulations, and to learn how to work together with communities on common goals and objectives. This not only promotes economy and efficiency, but also provides the framework necessary to rebuild the trust that is currently so lacking in government. All of this, of course, will not happen overnight, but is mandatory if any attempt at ecosystem management is to be successful.

We must realize that the key to overall land health lies with much more than just the nation's public lands. It depends more on responsible landowners who are motivated from both a personal (moral and ethical) standpoint as well as from the need to make a living. Government must learn to develop sound incentive programs for private land owners that promote healthy, sustainable, long-term management. It must be shown that agriculture not only provides food, shelter and clothing for our nation, it also provides the bulk of the nations open space and wildlife habitat resources. When farmers and ranchers go out of business, wildlife is the ultimate loser as these lands are usually subdivided for development or the water is sold away from the land.

The Owl Mountain Partnership has come a long way but has much further to go. We are moving forward, slowly, in a dense fog of varying concepts and philosophies further thickened by changing paradigms, politics, egos, turf, distrust of government, misperceptions, and economics as well as the ethical and moral responsibilities of land management. At this point, slow is okay, as time is needed for governments and communities to learn how to work together; and communities must learn how to accept the responsibility of managing their lands. Success depends entirely on the ability to show how communities can benefit by using the principles of Ecosystem Management to manage their resources.

Finally, many feel we are dealing with a totally new concept of land management. Nothing could be further from the truth. Ecosystem management has its roots in the Sandhills of Wisconsin dating back to the 30's and 40's. It began as a man's dream to instill a land ethic into the American Public in a time when most were not yet ready for it. We are slowly beginning to see the real values of this philosophy, but many changes must still occur. We are re-inventing the way government does business. We are re-building trust back into government. We are on the right track. The challenge is tremendous, but not unsurmountable.

As a wildlife biologist, one thing is very clear. If we are successful, our wildlife populations will come out as one of the winners as healthy land management reflects itself in terms of healthy, diverse wildlife populations.

Stephen H. Porter
Wildlife Biologist, Colorado Division of Wildlife
Project Manager, Owl Mountain Partnership

What Are We Learning from Human Dimensions Studies in Controversial Wildlife Situations?

Some Observations and Comments

Dr. Dan Decker, Cornell University

Wildlife management has always been attended by some degree of controversy, but contemporary wildlife management seems to be challenged with more controversial situations than ever. This trend of increasing frequent controversy over wildlife policy and practice traces back to about 1970. The extent and magnitude of public controversy over wildlife management has been greater during the last 20 years of professional wildlife management in North America than during the preceding 40 years. Not unrelated, the last 20 years has been a period of growing public interest in wildlife and increased public expectation of participation in government decision making.

In part because of these trends a new specialization termed the "human dimensions" of wildlife management has emerged in the wildlife profession over the same period. *This specialization is dedicated to identifying what people think and do regarding wildlife, understanding why, and incorporating that knowledge into wildlife management decision making.* Human dimensions inquiry about controversial wildlife situations is devoted to illuminating human beliefs, attitudes, values and behaviors; clarifying for managers the role of these human traits in the controversy; suggesting ways to diminish or avoid nonproductive public discourse and interference in management while promoting meaningful, effective public input to decision making; and identifying strategies for determining or influencing public acceptance of policy processes and management approaches.

Specific studies of controversial wildlife situations can be useful individually, but the evaluation of patterns of findings and general human responses in wildlife controversies may reveal the most useful insights for the future. The question that is the assigned title of this presentation suggests agency leaders' interest in these more general kinds of insights. These can fall into 2 categories: (1) what we have learned about wildlife controversies, and (2) what we have learned about wildlife managers'/policy makers' use of human dimensions inquiry. This dichotomy will serve as an organizing theme for my presentation. Results of human dimensions studies in specific controversies will be reported only to illustrate the broad points being made; no attempt will be made to exhaustively review the human dimensions research literature on controversies in wildlife management. The following is a mixture of facts, opinions and theses based on my 20 years of observations and experiences. My main purpose is to share ideas and stimulate discussion, not to offer definitive principles of human dimensions in wildlife controversies--though some of the notions presented seem so pervasive as to approach "principle" status. In the limited remaining space permitted for this summary I will simply present some of my key assertions as points for discussion, rather than attempt detailed explanations and arguments.

What Have We Learned About Wildlife Controversies?

1. Most wildlife management controversies involve multiple issues; they seldom have a single issue focus. Particular stakeholder groups often attempt to convince the public of the primacy of *their* issue. Wildlife agencies can ensure that all issues, and therefore all relevant stakeholder views, are articulated by using human dimensions research to identify, describe and estimate the prevalence and importance placed on each issue by the publics surveyed.
2. Many people develop their opinions about wildlife issues based on vague information, not personal experience or in-depth knowledge, and in the event they gain personal experience or exposure to credible information they easily change their opinions. Even people with strong positive opinions about wildlife, if these are formed in the absence of experience, can be expected to change given negative personal experiences with wildlife, such as motor vehicle accidents, real or perceived disease threats, economic damage incurred, or nuisance problems that exceed acceptance capacity.
3. Most people exhibit the following hierarchy of responses to wildlife problems: tolerance/acceptance of (a) nuisance is greater than of (b) negative economic or esthetic impacts which is greater than of (c) threats to health and safety. Tolerance threshold levels differ for different people depending on their perceptions of their stake, which is based on their attitudes, beliefs, situations and experiences.
4. Lay people representing stakeholder interests are capable of understanding wildlife management situations and consequences of various management options if presented with adequate information, and can develop reasonable recommendations. Concerns about too much public influence are not warranted in well-managed citizen participation processes.
5. Agencies that appear to the public to represent or consider only selected stakeholder positions in a controversy lose credibility with the public in the long run. This presents a conundrum for agencies with commissions appointed by law to represent particular public sectors when not all sectors are represented or where inherent bias is evident in numbers of commission members representing particular allied interests.
6. Most citizens will often accept, based on experience or compelling information, the notion that some wildlife populations or individuals need to be managed or controlled (i.e., most people aren't animal rights extremists), but they may vary widely in their beliefs about how management should be achieved (i.e., may express animal welfare concerns that are not accepting of a pat "hunt 'em" solution proposal). How agencies deal with this will be a major determinant in how broadly they will be supported by the public in the future.

What Have We Learned About Agency Use of Human Dimensions Inquiry

1. The traditional culture of the wildlife management profession is an impediment to use of human dimensions information because findings of human dimensions studies compete with and sometimes contradict managers' own opinions. Managers now have to acknowledge the extent to which their own values influence their "professional" judgments.

2. An overall trend is occurring where most agencies have moved from being simply "receptive," sometimes selectively, to public input (i.e., listening when contacted), to being "inquisitive" (i.e., actively seeking input via surveys and other mechanisms), and in many states being "transactional" with a broader array of stakeholders (i.e., to interact with more stakeholders and to organize and manage interactions between them).
3. A philosophical shift toward "customer service and product" orientation, when carried to the extreme, combined with well designed and executed human dimensions inquiries that can yield "consumer preferences" with great precision, is creating a tendency that should be of great concern among agency leaders--some managers who have either become weary of being "beat up" by the public or are overwhelmed by the breadth and diversity of stakeholder interests, needs and preferences that they must try to synthesize, are inadvertently abrogating their professional responsibility by using public opinion surveys as surrogate referenda.
4. Agencies are prone to overusing, without adequate conceptual or application evaluation, public involvement and social research techniques that seem to work and with which they become familiar and comfortable, even though better or more appropriate methods may be warranted by the situation of interest.
5. Planned use of integrated educational communications as part of a broader wildlife management strategy typically does not occur. Most communication or I&E talent and effort in wildlife agencies is used either independently or at best reactively, not proactively, thus effectiveness in achieving overall agency program goals is hindered by this disconnect.
6. More effort needs to be made to evaluate the application of human dimensions information in wildlife management programs. Some questions needing attention include: Is the information applied well? Is the information in its most useful form? Do concepts need refinement? Have decision makers found ways to weigh various stakeholder interests?
7. The wildlife management enterprise can no longer be the sole domain of wildlife biologists. We sorely need people in the profession who have specific, extensive training in applied social sciences directed at wildlife management as partners on management teams.
8. We need to ensure that human dimensions researchers have sufficient understanding of wildlife management so they are both effective in obtaining information needed for planning and decision making and are sensitive to the impact their research activities and output can have on the management environment in which they operate. Human dimensions researchers must have a sense of responsibility for their words and deeds, recognize that they are part of the wildlife profession, not neutral observers, and share the professional ethics and responsibilities expected of all wildlife professionals.
9. "Good" human dimensions information does not make management or policy decisions easier, but it should help make them better. I know of no instances where the availability of human dimensions information has simplified decision making, but decisions typically have been considered "better" by both managers and stakeholders--except in cases where human dimensions information was apparently ignored without reason, causing political backlash.



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STATE OF COLORADO

DEPARTMENT OF LAW

OFFICE OF THE ATTORNEY GENERAL

July 7, 1994

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TO: State Directors
Association of Midwest Fish & Wildlife Agencies

THRU: Bruce McCloskey
Deputy Director
Colorado Division of Wildlife

FROM: Larry DeClaire, Sr Assistant Attorney General
Julie Wrend, Assistant Attorney General *gw*
Natural Resources Section
Colorado Attorney Generals Office

RE: Report concerning meeting of Legal Committee

On May 31-June 2, 1994 the Legal Committee of the Association of Midwest Fish and Wildlife Agencies met in Estes Park, Colorado at the Aspen Lodge. Attorneys from five of the member states attended. In attendance were:

COLORADO: Julie Wrend, Larry DeClaire,
& Meg Hittinger (Legal Asst.)
Colorado Attorney General's Office

ILLINOIS: Jack Price
Illinois Dept. of Conservation

KANSAS: Rogers Brazier and Thomas Kirkes
Kansas Dept. of Parks & Wildlife

MISSOURI: Jane A. Smith
Missouri Dept. of Conservation

WISCONSIN: Jim Christensen
Dept. of Natural Resources

IAFWA: Paul A. Linzini
Internat'l Assoc. of Fish & Wildlife Agencies

May 31

A roundtable discussion was held. Topics included:

Takings legislation, exotic wildlife and game ranching issues, Fair labor Standards Act, Animal Rights Actions, and the Endangered Species Act.

Numerous state legislatures, as well as Congress, have been considering legislation requiring assessment of the regulatory takings aspects of various government actions and/or requirements for compensation. Such legislation was considered in 1994 in Colorado, Kansas, Missouri, and Wisconsin. A bill was passed in Kansas (SB 293), but vetoed by the governor. Two bills were passed by the Missouri legislature and signed by the governor June 3rd (SB 558 & HB1099).

The State of Wyoming Game and Fish Commission secured a decision from the U.S. Court of Appeals for the 10th Judicial Circuit holding that Wyoming's game wardens are professionals and therefore exempt from payment of overtime under the federal Fair Labor Standards Act. The decision notes that Wyoming's officers--much like Colorado's--do work requiring advanced knowledge in the field of biological science and exercise independent discretion and judgement (unlike some states like Nebraska and Montana where duties are basically law enforcement). The decision resulted in the U.S. Department of labor dropping a substantially identical enforcement action against the Colorado Division of Wildlife. Reich v Wyoming, 993 F.2d 739 (10th Cir. 1993).

Various informational materials were exchanged on problems encountered dealing with exotic wildlife. Colorado recently secured two favorable decisions: Colorado Division of Wildlife v. Cox, 843 P.2d 662 (Colo. App. 1993), defendant's red deer, Barbary Sheep and ibex constitute public nuisance subject to abatement; Hawkins v. Colorado Division of Wildlife, upholding regulatory ban on importation of exotic wildlife against a commerce clause challenge (not published, but copies available on request and see similar decisions in Pacific Northwest Venison Producers v. Rich, 20 F.3d 1008 (9th Cir. 1994) and Dorrance v. McCarthy, 957 F.2d 761 (10 Cir. 1992)).

June 1

The group toured Rocky Mountain National Park and the City of Estes Park. District Wildlife Manager Rick Spowart showed participants elk on residential property in the city and issues of game damage liability were discussed. U.S. National Park Service biologists discussed issues of state vs federal jurisdiction, re-

served water rights, and game management within and near the park.

At the afternoon session Lois Witte, Deputy Regional Council for the U.S. Department of Agriculture discussed legal and policy issues of endangered species, biodiversity and bear baiting practices as related to the national forests.

Paul Linzini, Legal Counsel for the International Association of Fish and Wildlife Agencies, discussed wildlife issues of national and international scope. They included S1526, the Indian Fish and Wildlife Resources Management Act (pending legislation); evolving federal policy on use of bait in national forests; National Forest Management Act litigation; amendment of the Federal Advisory Committee Act; the Alaska National Interest Lands Conservation Act; the Biodiversity and Bonn Conventions; EEC Regulation No. 3254/91; and Migratory Bird Protocol.

June 2

Colorado Assistant Attorney General Steve Sims addressed the use of expert witnesses in litigation concerning escaped exotic wildlife; and Rick Kahn of the Colorado Division of Wildlife gave a companion presentation on dealing with the significant problems caused by exotic wildlife (e.g., escape, habitat destruction, species competition, spread of disease, interbreeding).

Larry DeClaire discussed the First Amendment and separation of church and state legal issues connected with Pope John Paul II's 1993 visit to Colorado and defense of a pending law suit brought by the Freedom from Religion Foundation challenging the constitutionality of the issuance of permits and expenditures by state and local entities in connection with the World Youth Day events. Cherry Creek State Park manager Carolyn Armstrong gave a presentation discussing how the state parks agency dealt with these issues, liability concerns, and the practical problems of preserving natural and recreational resources while hosting half a million World Youth Day participants at the park.

COMMENTS AND RECOMENDATIONS

Beside the benefit of participating in the discussions and tour, the attendees exchanged legal and scientific information, including legal briefs, reported cases, legislation, and practical "war stories." Despite the fact that this was the third annual meet-

State Directors

Page 4

ing of the Legal Committee, only five of the seventeen member states and provinces sent representatives this year. We've learned we deal with many similar legal issues and have benefited by sharing our experiences. The states and provinces that did not attend were provided copies of the materials exchanged and discussed at the meeting. The "networking" facilitated by these conferences can be very helpful. We'd greatly appreciate the benefit of additional states' and provinces' participation.

The Legal Committee decided that the location of its annual meeting should be coordinated with the annual Directors' meeting.

Finally, if any of the Directors would like more information, or any materials compiled for this year's meeting, we would be happy to provide them.

AG Alpha No. DOWLegalComm
AG File No. ENR9400074

Alberta
Canadian
Wildlife Service
Colorado
Illinois
Indiana
Iowa
Kansas
Kentucky
Manitoba
Michigan
Minnesota



Missouri
Montana
Nebraska
North Dakota
Northwest Territories
Ohio
Ontario
Saskatchewan
South Dakota
Wisconsin
U.S.
Fish and Wildlife Service

June 29, 1994

ASSOCIATION OF MIDWEST FISH AND GAME LAW ENFORCEMENT OFFICERS

The following is a brief summary of the AMFGLEO.

The AMFGLEO was originally chartered in 1944 at Lincoln, Nebraska. The AMFGLEO has met every year taking turns in different states or provinces. The meetings have been beneficial to the member agencies and as a result of the interest in protecting the North American wildlife heritage, the AMFGLEO has become the lead group among wildlife agencies to develop and maintain training that benefits the resource, the citizens of both countries and the respective wildlife agencies field personnel.

The AMFGLEO was instrumental in establishing the national wildlife enforcement officers training coordinators meeting (recently held in Minneapolis, MN. July 1994).

The AMFGLEO initiated the Midwest Covert Investigator Training Seminar which meets annually in the spring. This meeting is attended by investigators from across the United States and Canada. The 1994 meeting was held in St. Paul, MN. The 1995 session is scheduled for Iowa and the 1996 session is tentatively scheduled for Ontario.

The AMFGLEO developed and sells the Wildlife Forensic Enforcement Manual to interested states, provinces and individual officers, private citizens, attorneys, colleges and universities. Over 6000 copies have been sold to date.

The AMFGLEO has supported wildlife enforcement research through grants from our treasury.

The AMFGLEO has provided financial support for the National Anti-Poaching Foundation.

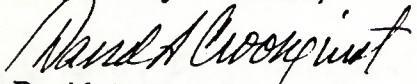
The AMFGLEO meets annually during the week after June 10. The sessions are designed to allow field personnel and Law Enforcement staff to learn about new issues in wildlife enforcement, discuss items of mutual interest and develop and maintain contacts that facilitate interstate and international investigations of resource violations.

The AMFGLEO has standing committees that survey the member agencies and present reports

on training issues, legislation and forensics. The AMFGLEO also recognizes the officer of the year in the member agencies and may develop resolutions about issues effecting wildlife law enforcement.

Attached are copies of the AMFGLEO by-laws, agenda's for the past two meetings and the meeting locations for the next two years. We would welcome your attendance at any of our meetings. Please feel free to contact me if you have any questions.

Respectfully submitted,



David A. Croonquist, Executive Secretary, AMFGLEO
Assistant Chief - Operations
Colorado Division of Wildlife
6060 Broadway,
Denver, Colorado 80216
(303)291-7216

DATE: July 27, 1994
TO: Association of Midwest Fish and Wildlife Agencies Directors
FROM: Steve Miller
SUBJECT: Wisconsin Report

It was great to meet with you all in Estes Park! Bruce and his staff did a marvelous job hosting the meeting, and the setting was hard to beat!

As you know, the Wisconsin Department of Natural Resources is a very large Mega-DNR that has responsibility not only for fish and wildlife but also for all of the environmental protection and environmental regulation in Wisconsin. As such, we are a complicated agency and get involved in a wide variety of issues. Our policy making Natural Resources Board and our Department Secretary bounce from establishing rules governing gasoline pump emissions to setting deer quotas and everything in between. My Division is one of four in the agency and we deal with the programs for parks, forestry, fisheries, wildlife, endangered resources, research and land management.

We always seem to have a number of hot issues and collectively our staff is always keeping us abreast of the emerging issues in resource management. Some of the major items I want to share with you follow.

The Future of Hunting and Fishing: This has become a major area of focus for us. Our new Secretary, George Meyer, made this one of his top eleven priorities. One aspect of this project was to develop a Department strategy for promoting the learning of hunting, fishing and trapping skills. I've attached the report on this subject. Two other aspects, which are still in development, are assessing the level and quality of science based knowledge used in hunting and fishing programs, and evaluating the public acceptance and ethics of hunting and fishing. Thus far, we have received strong support from hunters and anglers for more visibly promoting hunting and fishing than the agency has done in the past.

Land Use: This is another major issue for our Secretary and Department. I have also enclosed a draft report on this subject. The role of DNR in addressing this issue has been simmering for many years. Our Secretary wants to seriously address this issue and asked the Department to produce a document that takes an internal, staff level, look at the issue. Wisconsin is experiencing a building boom and its apparent to many that some major decisions need to be made soon that will affect future open space and wildlife habitat. We will now be sharing this report and its ideas around the state and this will be a controversial issue for us.

SFR Promotion: Our Fisheries Bureau has been very active in trying to inform key manufacturers, politicians and user groups about how SFR funds are used. The enclosed "Investment Report" is their latest effort. This document will be primarily distributed to national and state elected officials, key sportsmens' groups, manufacturers, retailers and the press. I've also enclosed a two page flyer that is provided to every license buyer at the point of license issuance.

Habitat Conservation Plan for Karner Blue Butterfly: The Karner was listed as a federally endangered species around a year ago. This has major implications for our forest products industry and landowners over a large part of Wisconsin. We embarked on a process where WDNR will apply for an incidental take permit for the entire state. We are putting together a large consortium of affected parties to work on the HCP with us. This is a very ambitious project, but we hope it will provide for a much more holistic approach to restoring this endangered species and protecting its habitat in ways that are compatible with the many land uses in its range.

Biodiversity and Ecosystem Management: We are in the process of completing a major statewide analysis and report on biodiversity in Wisconsin. The report has been in draft form for over a year and we have held many discussions about it around the state. We currently have considerable controversy over management of our state forests and how biodiversity concepts should be incorporated. The report is due for completion in January 1995, and will be the basis for developing an implementation program and our approach to ecosystem management.

A number of other issues you may want to know about are:

- * We are experiencing some serious funding problems. License revenues are not keeping up with expenditures. Plus, all state agencies are being asked to plan for up to 10% permanent cuts in order to help fund more state aid to local school districts. This resulted from legislative action to remove two thirds of the costs of schools from the property tax.
- * Work force diversity is a major priority for us. We are having trouble finding the number of qualified minorities we'd like to see in our programs.
- * The use of Total Quality Management processes are being infused into our existing management system. There is a fair amount of healthy skepticism about this, but the TQM aspects of being more customer focused and of correcting process problems are attractive to most staff. We are doing a lot of training in this area.
- * We continue to have a very active land acquisition program. Each year we acquire nearly 20,000 acres and we continue to be well funded to do this using bonding money.

**REPORT OF
MISSOURI DEPARTMENT OF CONSERVATION INITIATIVES
PRESENTED TO THE ASSOCIATION OF
MIDWEST FISH & WILDLIFE AGENCIES
JULY 1994**

The Missouri Department of Conservation, like most other natural resource management agencies, is developing strategies for implementing ecosystem approaches to fish, forest, and wildlife management. In 1992, Director Jerry J. Presley and Forest Service Supervisor Eric Morse (U.S. Forest Service) assembled a team of scientists representing state and federal agencies and academia who prepared a report entitled "The Biodiversity of Missouri" that reviewed our state's natural history and provided recommendations for managing fish, forest, and wildlife resources in a more holistic fashion. This report has been the basis upon which we have proceeded to meet the challenges of ecosystem management in Missouri. Specific ongoing activities influenced by the recommendations from this report are:

Strategic and Operational Planning - We utilize a comprehensive management system in conducting Department business and are nearing completion of an update of our Strategic Plan to cover 1996-2000. Divisions within the Department have initiated development of operational plans in response to strategic direction. These plans will be driven by ecosystem-based concepts.

Coordinated Resource Management (CRM) is an interagency approach to better integrate natural resource management among state/federal agencies and better consolidate public and private land management initiatives. This effort will have a major public participation component, will be regionalized based upon natural divisions of the state, and will be a principal avenue for achieving goals and objectives established in strategic/operational plans.

Missouri Resource Assessment Project (MORAP) is an interagency effort to expand the federal GAP analysis initiative in Missouri to provide a GIS system that fulfills the objectives of GAP but provides more definitive information to drive CRM and other resource planning projects. Many existing resource data bases will ultimately be consolidated through this effort and a statewide ecological classification system will be developed. Hopefully, MORAP will become the source of information for all land and resource management interests.

Integrated Management System (IMS) is the approach our agency has chosen to link program planning, budgeting, and evaluation. With the functional areas outlined in our Strategic Plan as a basis, we are developing IMS so that program/project costs and outputs can be tracked.

Other more specific activities underway in Missouri include the following:

- We plan to pilot a point-of-sale (POS) distribution system for hunting and fishing permits in 1995 with a goal of full implementation by 1996.

- Wildlife confinement continues to be an issue in Missouri. We recently have implemented new regulations for large felines, canids, bears, venomous reptiles, primates, etc., and currently are addressing the growing interest in fox/coyote running pens.
- Our agency continues to struggle with the desire to simplify hunting and fishing regulations at a time when pressures are increasing and our knowledge about the need for site specific rules are supported by research findings.
- Workforce diversity is a priority for our agency.
- We spend more and more of our time and resources trying to avoid or defend litigation.
- Increasing public awareness/involvement in conservation issues is a current challenge.
- Conservation education/interpretation are areas of special emphasis.

The one-eighth of one percent sales tax currently accounts for nearly two-thirds of our revenue. Those funds enable us to continue strong hunting and fishing programs and deliver a wide range of non-traditional opportunities. But, the revenues generated by the tax draws increasing attention from other interests with funding problems. During the next few months we anticipate some of the strongest efforts to divert those funds since the tax initiative passed in 1976. It will take a constitutional amendment to accomplish that.

We continue to enjoy wide public support for conservation in Missouri. We have a dedicated staff who are excited about the conservation challenges and who are leading our agency into a new era of fish, forest, and wildlife management.

TO: AMFWA Member Agencies

FROM: Keith Trego, Deputy Director, North Dakota Game and Fish Dept. *Keith*

SUBJECT: 1994 North Dakota Report

DATE: July 29, 1994

I enjoyed seeing all of you in Estes Park. I felt we had a productive meeting, dealing with some critical resource leadership issues. These are challenging times for all of us.

Following is a brief rundown of current high priority issues and activities of the North Dakota Game and Fish Department:

YOUTH OPPORTUNITIES

We are currently placing emphasis on enhancing youth opportunities to utilize the outdoors in many ways, with special emphasis on hunting and fishing. Several youth hunting and fishing license fees have been reduced and more reductions are being sought. We have scheduled a special "youth only" deer season for this fall (1994) as well as a special opportunity for youth to hunt Canada geese in some of our closed Canada areas. The future of many of our programs hinges on the successful recruitment of youth into outdoor pursuits. We're all waging a marketing battle with a myriad of other recreation choices available to today's youth. When fish and wildlife agencies stop thinking of the term "marketing" as profanity we'll be half way there.

ENVIRONMENTAL EDUCATION AND AWARENESS

We've expanded our outreach programs intended to reach both youth and adult audiences. Last year (1993) we began a Pathways to Fishing project at the North Dakota State Fair which included education as well as an actual fishing experience made possible by the development of a fishing pond on the fair grounds. In 1994 we expanded the educational facilities, improved the fishing pond and added a set of Pathways to Hunting activities including actual pellet gun shooting. In 1993 we ran approximately 2000 youth through the Pathways facility. On the opening Saturday of the 1994 State Fair we ran over 1000 youth through the facility on one day! It has been successful beyond our wildest

dreams and is the hit of the fair with extensive media coverage including live broadcasts by local sports shows in addition to the "hands on" experience provided to all who stop by.

STRATEGIC PLANNING

We began a strategic planning effort in 1990, producing our first strategic plan in 1992. During the past year we have been implementing a cost tracking system as part of our operational planning phase. At the present time work on the cost tracking system continues and we are beginning an update of our strategic plan.

LICENSING

We are scheduled to go "on line" with the Harvest Information Program (HIP) in 1997. For the past year we have had an internal licensing committee working on HIP planning as well as reviewing our total licensing system looking for efficiencies, better customer service and more prompt access to licensing data for surveys and reports. As new techniques and technology become more refined we may explore use of credit cards for license purchases, computerized point of sale data collection, phone license sales, etc.

LIVE FOX/COYOTE ISSUE

Capture and movement of live fox and coyotes from northern states to states in the south and south east for use in hound coursing pens has become a major issue of controversy in North Dakota. Activists associated with the national humane movement have been generating opposition to our practice of allowing export and at least one national humane group has been involved to the point of threatening to bring suit against the state of North Dakota if we do not prohibit the practice. The course of events surrounding this issue are somewhat ironic in that: 1) Most of the perceived problems occur in importing states where hound coursing pens are legal and, 2) North Dakota strictly regulates the taking of fox and coyote from the wild (both are classified as furbearers) and has spent more time working on fair, humane regulations for live taking and transport than any other state we're aware of. Yet with all this, we seem to have become the battle ground for this issue. As a result of the issues yet to be resolved in this area I recently sent a letter to 11 other states asking them to meet with us and our Attorney General's office when they are in Bismarck for IAFWA so we can jointly address the concerns being raised about this practice.

CONSERVATION RESERVE PROGRAM (CRP)

Continuation of the CRP has been and remains our number 1 short term 39

management goal. CRP has meant more to our state (and many other states) in terms of enhanced wildlife populations and improved fisheries through reduced soil erosion and related improvements in water quality than any agriculture or wildlife program that has existed. We remain convinced that collectively utilizing the knowledge gained from the existing program we can develop a continued program that is both cheaper and better than what presently exists.

NATIVE AMERICAN ISSUES

The past year has seen large amounts of time spent on both local and national issues dealing with Native American rights regarding hunting, fishing and related jurisdictional issues. We have worked long and hard to protect the state's interests from a Congressional proposal to transfer land from Corps of Engineers projects in the Dakotas to tribes and continue to work on a host of local access and jurisdictional issues. We have also worked closely with Gary Taylor at IAFWA on several pieces of national legislation that have the potential to negatively alter the relationship between tribes, states and the federal government on resource regulatory issues. This is a growing area of activity and I expect North Dakota and many other states can plan to spend increasing amounts of time dealing with Indian jurisdictional issues.

WATERFOWL MANAGEMENT

The management of migratory waterfowl and the recruitment of duck hunters after several years of drought and declining duck populations has been high on our priority list. Simplification of regulations has received much of our attention and we have visited at length with several states to put together some workable strategies for the 1994 flyway committee meetings.

1994 IAFWA MEETING IN BISMARCK

We are looking forward to hosting the 1994 IAFWA meeting in Bismarck. Several staff members attended the 1993 annual meeting in Lake Placid and have been busy since their return planning the 1994 meeting and coordinating needs with member agencies all over the country. Many of our staff members are involved in one or more implementation committees for IAFWA. If there is anything any of you need for IAFWA committee work, other business logistics for the upcoming meeting, or simply to make your time here in Bismarck more productive and enjoyable let me know. We want you to leave Bismarck happy that you have been here and anxious to return.



1993-94 Report to the Association of Midwest Fish & Wildlife Agencies
OHIO

Ohio passed legislation in November, 1994 to permit dove hunting following an 18-year absence of this season.

Enhancement of wetland habitats continued to be a top priority with more than 1,600 acres affected in nine separate projects. Since 1989, Ohio has restored, enhanced or protected more than 12,000 acres of wetlands.

Land acquisitions also remain a top priority. The Ohio Division of Wildlife has purchased a total of 1,851 acres of inholdings at existing wildlife areas and was the recipient of 560 additional acres of donated land.

Another record year was seen in the bald eagle restoration project with a high of 26 breeding pairs of eagles present. A total of 92 eaglets have been hatched and fledged during the 1992-94 period.

The peregrine falcon restoration project also remained successful with the hatching and fledging of ten falcon chicks in nests located in Cleveland (4), Columbus (3) and Toledo (3).

Ohio increased its limit to three deer which may be taken during the 1994-95 hunting season and sold more than 3,000 Urban Deer Permits which allow for the harvest of an antlerless deer within any of the five newly established urban deer zones. Another record deer harvest is expected.

A record 526 wild turkeys were trapped and relocated for the first time to new release areas in northwest and central Ohio. The spring, 1994 turkey harvest of 9,098 birds represented the 17th consecutive record harvest and was an increase of 22 percent over 1993.

The Division of Wildlife has worked in cooperation with Ohio State University to track the movement of paddlefish in the Scioto and Ohio rivers. During the first year of this multi-year study radio transmitters were implanted in 15 paddlefish and their movements were followed by weekly aerial surveys.

The Ohio River Recreational Use Survey was completed along 250 river miles. It will provide the first comprehensive assessment of the Ohio River fishery since a Supreme Court ruling extended Ohio's ownership of the river.

In a joint fisheries management and enforcement effort with Kentucky and West Virginia, fishing regulations on the Ohio river were unified with those in both states and implemented in 1994.

A state-of-the art turkey hunting simulator training system was developed in cooperation with the National Wild Turkey Federation and U.S. Fish and Wildlife Service. The system is an adaptation of the Firearms Training System (F.A.T.S.) used to train law enforcement officer and military personnel.

Ohio hosted its first "Becoming An Outdoors Woman" weekend workshop that was attended by 101 participants. A second workshop is scheduled for May, 1995.

A model Project WILD school site was developed on the Delaware Wildlife Area to demonstrate habitat improvement projects for school sites.

Project WILD leadership and advanced leadership workshops were again held and attracted a total of nearly 100 participants.

Ohio initiated the use of biological control agents to retard the abundance and distribution of purple loosestrife.

The first of a series of pooled wetland mitigation construction projects was completed at the Hebron State Fish hatchery in cooperation with the newly formed Ohio Wetland Foundation.

Eight Division of Wildlife personnel were appointed or elected to represent Ohio on 15 national and regional committees and organizations.

The Division of Wildlife completed its new Strategic Management Plan that will guide the division through the year 2000.

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