

Comprehensive Conservation Planning

FAST FACTS

Out & About



Collaborative Planning Workshops

Can the public help write portions of the CCP?

BY MIKE MARXEN

In conservation planning, there are a few simple “truths.” The first is that most knowledge about a piece of land is not published; it is held in the hearts and minds of people who have lived there or studied it. Second, most people who care about a piece of land, or the wildlife and plants that inhabit it, feel they already know how it should be managed in the future. These truths were defined by the Conservation Breeding Specialist Group (CBSG), a non-profit group of the World Conservation Union heavily involved in international conservation planning.

In 2002/2003, the CCP team at the Hanford Reach National Monument collaborated with CBSG to pilot a workshop process for involving the public in CCP development. Hanford was chosen because of its complex issues and strong community interest.

At Hanford, CBSG organized a series of three workshops, each building on the product of the one before. Opportunities for meaningful input and face-to-face dialogue with agency staff are often limited in traditional planning. By contrast, CBSG workshops are based on

discussion groups and follow a consensus-building process in which all interested stakeholders participate with Service staff. Each CBSG workshop is open to the public, and is three days long, spaced three to four months apart—providing ample opportunity for communication.

In the first CBSG workshop, participants from over 25 stakeholder interests explored key Monument issues and began to craft recommendations for a management vision and goals. The group included landowners, agencies, Tribes, businesses, scientific experts, recreationists, and others. During the second and third workshops the group refined goals, identified alternatives for future management, and created detailed objectives for reaching the goals.

To develop the vision statement, the facilitator asked each participant to record on a six-decade timeline what was happening in the world, at Hanford, and in their personal lives. It was a profound experience for the group to see this timeline created using their collective knowledge and diverse perspectives. It prepared the



JENNIFER WEISEL/USFWS

A Hanford Reach workshop participant shares ideas by placing sticky notes on a map.

group to work creatively and cooperatively and produce a long-term vision, in writing, for the Monument.

Participants liked the format and content of the workshops. They felt that their voices were heard and their participation made a difference. Commitment was strong; most of the initial participants returned and new people joined in the second and third workshops. Files generated by the working groups were consolidated and printed each day. A draft report was issued within a week after each workshop. The Service made presentations, shared perspectives, and most important, spent quality time with the participants.

The CBSG process provides the Service with an effective tool designed to actively involve stakeholders during the formulation phase of the plan. Some editing of products was necessary in subsequent steps, but most language and concepts developed in the workshops have been carried

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- In 1997, Congress passed the National Wildlife Refuge System Improvement Act, requiring all national wildlife refuges to complete a Comprehensive Conservation Plan (CCP) by 2012 with public involvement.

In Region 1

- CCPs must be completed for more than 110 refuges. To date, the region has completed final CCPs for 9, and soon to be 11, refuges.
- CCP teams are currently preparing for the release of, or are reviewing public comments on, draft CCPs for 12 refuges.
- The largest CCP/EIS belongs to Stillwater, weighing in at 10 pounds.
- The smallest CCP belongs to Antioch Dunes, weighing in at less than 1 pound.
- The greatest number of public comments and written communications received is 1,727, at Nisqually NWR.
- The greatest number of attendees at an open house/public meeting was 220, at Nisqually NWR.

UPCOMING THEMES

- WINTER: Outreach Then and Now
- SPRING: Environmental Education

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Out&About

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Case Studies
Outreach
Accomplishments
Trainings & Workshops
Announcements
Q & A
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Finding Common Ground

State rejects – then helps advance – Stillwater CCP

BY ROBERT M. BUNDY AND DON C. DELONG, JR.

DONNA WITHERS/USFWS



DEAL DANKERS/USFWS VOLUNTEER

Following the planning template, we held meetings, met with interested parties and felt we had completed effective scoping. Then, just prior to public release of our draft CCP-EIS, the regional administrator for the Nevada Division of Wildlife (NDOW) called to explain that they were discontinuing further consultation. He told us their concerns would be expressed in public comments and that several other stakeholders would be declaring their opposition to the “preferred” plan.

The state then submitted 250 comments which, when combined with the overall 1,052 comments received from 52 organizations, painted a fairly bleak picture of future Service-community relationships, let alone the timely completion of the planning process. The question became, should we force an unpopular Service preferred alternative or should we restore communication with the state and develop a new, mutually-supported alternative?

“Still-no-water” was the name jokingly used by the local community and, as it implies, water rights and availability were by far the primary concern. At the heart of the state’s

rejection of the CCP were lingering misunderstandings about 1990 legislation NDOW and other cooperators helped to pass that allowed the refuge to acquire much-needed water rights. The legislation brought water to the refuge, and new purposes, such as maintaining natural biological diversity. The new purposes, and more recent Service mandates such as placing wildlife first, were considerably different than the refuge’s 1948 establishing authority, which provided for public shooting, livestock grazing, muskrat trapping, and wildlife conservation. Clearly, our challenge required education about the 1990 legislation’s purposes and Service policies — which could only begin after constructive dialogue was restored.

To offer “the olive branch,” the planning team attended the next meeting of the Nevada Game Commission, and presented the Service’s preferred alternative in its entirety—to no avail. Public testimony paralleled written comments we had received and the commission both chastised and reminded the Service of the long-term cooperative process that led to purchasing water for the refuge.

With Service support, NDOW formed and facilitated a working group, comprised of key stakeholders, to discuss creative solutions to resolve concerns largely related to hunting opportunity and access issues. The working group provided the agenda and invited the participants, creating fertile ground for grass-roots discussions.

One of our roles with this group was to educate. We provided copies of existing and draft Service policies and other materials for participants to review prior to each discussion. After giving participants a chance to study the directives, a range of solutions was explored and the Service agreed to incorporate all working group recommendations that received unanimous (including Service) support into a new preferred alternative.

The group met ten times over a seven-month period, resulting in several modifications to our public use recommendations. We listened and tried to balance community concerns with Service policies to redirect this unexpected turn of events into a win for all involved. And we all persevered, believing in a process that earned trust, yielded a renewed level of cooperation, and produced a newly structured alternative that was widely supported in the May 2002 release of the final EIS. ●

Robert M. Bundy is the refuge manager at Bear Lake National Wildlife Refuge and Don DeLong, Jr. was project manager at National Elk Refuge/Grand Teton National Park Bison & Elk Management Plan EIS. Both worked on the Stillwater NWR CCP.

BILL HENRY/USFWS

The Whats and Whys of CCPs

Division Chief shares insights about planning process

BY JEANNE CLARK

Comprehensive Conservation Plans (CCPs) are required at every refuge. This interview provides basic information about CCPs and perspectives from Chuck Houghten, chief of the Division of Refuge Planning.

JC: *What is a Comprehensive Conservation Plan?*

CH: Basically, it's a Refuge Management Plan that is developed using a systematic process involving the public and other agencies. Goals, objectives, and strategies provide management direction for fish and wildlife conservation, as well as compatible wildlife-dependent recreation and other uses.

JC: *Why are CCPs needed and how are they used?*

CH: A CCP provides important information about a refuge's history, purposes, and authorities. They offer an opportunity to resolve longstanding user conflicts, change management direction, or confirm existing management programs. CCPs help people understand the reasons for management actions and decisions. They also facilitate long-term refuge management continuity and provide support and rationale for budget requests.

JC: *How has planning changed over the years?*

CH: Prior to the NWRS Improvement Act, plans were not really required and there wasn't a consistent approach across the Refuge System. Now, refuge planning policy and CCP training programs are in place, we prepare outreach plans, and use consistent approaches throughout

the system. The quality of the plans, and support for them, is a lot better.

JC: *What are the most important outreach lessons you have learned?*

CH: Be prepared, do good preplanning, including developing a good outreach plan; this will save time and effort down the road. Be organized and take advantage of the expertise available in External Affairs, Refuge Planning, and other offices. Think through what you will do in a public setting, for example, if you hold a meeting and someone tries to take control of the meeting.

establish the San Diego NWR that involved a huge project area and lots of landowners and stakeholders. We developed a concept plan, included the media, made accommodations for large public meetings, and did dry runs to be sure we had what we needed. We also talked about the refuge and its importance to the San Diego area on a live television news show. We were a little awed it turned out so well. So, don't be afraid to try something new if you think it through.

JC: *What is the biggest challenge of CCP outreach?*



JC: *What is your best outreach experience?*

CH: I've had many. Outreach was critical in closing Kesterson Reservoir in the mid 1980s, and with implementing predator control efforts at the Seal Beach NWR in the early 1990s. The stakeholder workshops at Hanford Reach are another great recent example. (See Collaborative Planning Workshops, page 1).

JC: *What is the greatest outreach risk you have taken and how did it work out?*

CH: We were doing a Land Protection Plan in the mid 1990s to

CH: Finding balance and being efficient. We are working to streamline the process and to get all these plans done. We need to do effective outreach to inform the public and gain their support or consent. We need to have a good sense of timing, like knowing what groups need to be contacted at key points in the process. The good news is that we have a number of successes and experienced staff in planning and the field who can help. ●

Jeanne Clark is the editor of Out & About.

Mark Pelz, Planning/CNO, orients visitors attending a public meeting at Desert NWR.

Workshops, meetings, and other gatherings provide different avenues for public involvement.

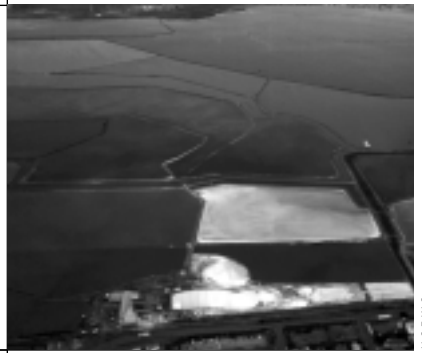
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Choices at South San Diego Bay

Engaging partners early to reduce controversy

BY VICKI TOUCHSTONE



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Stakeholders learned about the nesting needs of California least terns using the salt ponds.

For over thirty years, the local community has actively sought permanent protection for the wildlife resources in South San Diego Bay. This investment has produced an informed public with a strong interest in the future management of the recently established South San Diego Bay Unit of San Diego Bay NWR. Restoration of the refuge's active solar salt ponds, in particular, has spurred the public's interest.

When the CCP team began to explore options regarding how best to manage the salt ponds, it seemed appropriate to actively engage the public in formulating

1,000 acres of coastal wetlands. This habitat undoubtedly sustained an even greater diversity and abundance of migratory birds, as well as the now endangered light-footed clapper rail.

The public has expressed a range of opinions concerning the future of the salt ponds. Some view restoration as an opportunity to enhance habitat values, while others worry that changes could harm foraging and nesting birds. Analysis has shown that the salt ponds provide the greatest opportunity for restoring a portion of the bay's once extensive coastal wetlands. Consequently, our goal has been to identify restoration alternatives that would improve habitat quality and address the public's many concerns. The vehicle for accomplishing this win-win scenario has been outreach. The team:

- Held a series of workshops where various restoration options were discussed, refined, and reduced to four restoration alternatives;
- Posted the workshop presentations on the CCP website to solicit additional input;
- Invited interested members of the biological community to participate in a portion of the refuge's wildlife and habitat field review;
- Coordinated with representatives of several state and federal agencies concerning various restoration activities, such as pond breaching; and
- Involved interested stakeholders in topical forums to discuss issues, such as maintaining brine invertebrates in the absence of salt production.

Meeting participants benefited from seeing aerial photos and maps of the salt ponds.

These are some of the many CCP outreach tools available for developing alternatives that incorporate public and stakeholder concerns. Outreach helped us establish and maintain a comfortable forum in which participants could openly express their opinions and freely ask questions of those with differing points of view. From this dialogue we identified conditions within the salt ponds that should be retained with all of the action alternatives to benefit migratory birds. We also gained a clearer understanding of the uncertainties expressed by some about restoration, which proved beneficial in developing our discussion of environmental consequences.

Conducting an extensive outreach program can take a significant commitment of time on the part of the CCP team and the public. By spending this time early in the process, you can avoid long delays later, particularly for CCPs with issues that spark the attention of the local community. Whether our outreach efforts will ultimately reduce or even avoid controversy is yet to be seen, but we can say with confidence that this process has dramatically increased the community's awareness of the refuge and its extensive resources. It is also helping the public gain a better understanding of how the various preferred alternatives fit into the refuge's bigger management picture. ●

Vicki Touchstone is a refuge planner at San Diego NWR Complex.



BEV KUCK

Brine shrimp found in the salt ponds provide prey for a variety of migratory birds.

restoration options. This enabled us to achieve an open dialogue with interested stakeholders regarding the potential benefits and shortcomings of restoring the ponds. The success of this approach—and its benefit to wildlife—is directly related to the community's desire to be involved and the CCP team's commitment to be responsive to their comments.

The salt ponds in San Diego Bay have been in production for over a century. They provide foraging and resting opportunities for tens of thousands of migratory birds and nesting areas for the endangered California least tern, threatened western snowy plover, and six species of seabirds. Historically, this area had more than

Tips for Public Scoping

Establishing a credible and open process

BY JACKIE FERRIER

For refugees embarking on their CCP, the words “public scoping” evoke everything from friendly head-nodding to gut-wrenching groans. While public involvement is challenging, it is also the foundation for establishing a credible and open decision-making process that builds trust and strengthens relationships with partners and the community. Effective scoping can stimulate interest in the CCP, identify issues, and provide the public with an understanding of the system’s mission and policies, and a refuge’s purposes. Although there is no “one size fits all” approach for scoping, here are some ideas that may help.

Define your Audience

It is important to recognize who will be directly and indirectly affected by your CCP. Your outreach plan should include a list of refuge supporters, partners, other agencies, and neighbors. It should include your “opponents,” as well. Internal scoping is also vital, so include your entire refuge staff, volunteers and people from appropriate Service programs.

Spread the Word

Craft strategies to reach your target audiences. There are a huge range of outreach tools available, including news releases, newspaper advertisements, personal invitations to meetings, phone calls, planning updates, radio announcements, websites, interviews with media, and refuge tours. Place information in coffee shops, restaurants, sporting goods stores, and other places willing to share it. Tailor special methods for communicating with local agencies, whether

it’s phone calls, written updates, tours, or presentations.


Use presentations and written materials to educate the public about the Service, the System, the refuge, and the CCP process. Help them to understand that the refuge is an important asset to the community’s quality of life, and there are important decisions to be made. Be proactive. During scoping meetings, actively listen to their questions and concerns. If your project covers a large physical area, consider having meetings at several locations on convenient dates and times to reach the broadest audiences.

Gather Their Comments

Provide a variety of ways for your audiences to be heard. At meetings capture oral comments by taking minutes or listing them on easels. Easel pads are popular because participants can see what is recorded and fine tune it until it conveys their concern. Distribute comment cards so people can write down their thoughts. Invite them to send letters or emails. Some refuges have created “Issue Workbooks” to solicit, capture, and consolidate public input on key issues.

Provide Feedback

Let your audiences know what will be done with their comments and how they fit into the planning process. Use a variety of outreach tools, from updates to website postings, to keep them informed about CCP progress and future opportunities for participation. A scoping report consolidates input received and outlines the issues, concerns and opportunities to be

addressed in your CCP. You should also document issues outside the scope of the CCP. With scoping complete you are ready to generate management actions and alternatives, the next step in your CCP process. 

Jackie Ferrier is a refuge planner at Sacramento National Wildlife Refuge Complex. Photos by Steve Emmons/USFWS.

Public Involvement Primer

Listen – Listen more and explain or defend less. Put aside your own views.

Be Open – Engage in regular communication. Ensure that planning and decision processes are transparent. Accept both technical and values input.

Be Honest – Tell the truth and be credible.

Be Fair – Give everyone the same opportunities to participate, be represented in decision making and have access to decision makers. Make reasonable schedules and deadlines.

Ask for help – Know your strengths and weaknesses. Have a “bail out” agreement with colleagues to get help when you need it.

Build relationships – Reach out to your audiences and partners with sensitivity, humor, patience, and understanding.

Prepare – Focus on process and content. Know your audiences. Expect to deal with the legacy of public frustration about past government decisions.

Adapt – Continually evaluate your outreach plan and revise as necessary. Expect surprises and mistakes and be willing to learn from them.

Facilitators – Use them when needed and appropriate.

Big Toolbox – Have lots of communication and public participation tools in the box and tailor them for your audiences.

Provided by Susan Saul, outreach specialist in External Affairs in the Regional Office.



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Presentations by refuge staff helped educate the public about the Service, refuge, and CCP process.

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Informative planning updates provide consistent information and keep interested stakeholders well-informed.

Meet Field Notable Lisa Langelier

Little Pend Oreille shaped by her skills and leadership

BY JEANNE CLARK



BARBARA RASCH/USFWS

Imagine moving to Washington to manage a national wildlife refuge that had been run by the state for almost three decades. You don't have a staff or know the terrain or the community—and are beginning refuge planning in one year.

Despite these odds, Lisa Langelier was excited about taking the helm as refuge manager of Little Pend Oreille National Wildlife Refuge in northeastern Washington. Maybe after spending five years dodging raptors' beaks and talons at The Peregrine Fund's World Center for Birds of Prey in Idaho and then tackling challenges at Rocky Mountain Arsenal NWR, a job at a remote forest refuge seemed tame.

After finishing her Masters degree in wildlife management at the University of Idaho/Moscow and short jobs with the Service and Washington Department of Game, Langelier moved to Boise to work for The Peregrine Fund. One of her charges was to develop their education program. "A lot of wildlife work doesn't mean much," she says, "unless we create new advocates for wildlife." She followed her convictions and joined the Service, building an education program at the Rocky Mountain Arsenal NWR, and later helping to start their CCP.

By then the wheels were turning to draw Langelier back north. In 1994, the Service resumed on the ground management of Little Pend Oreille NWR. "I had one year to get to know the refuge, start building a staff, and learn about the community before we began one of the Pacific Region's first CCPs," recalls Langelier. "After so many years of state

management, we needed ownership of the refuge, so the planning process made sense. We also needed to resolve many incompatible uses and bring the refuge into compliance with Refuge System policies."

Langelier's brand of leadership has relied heavily on outreach. She was the primary point of contact for all stakeholders, from Congressional offices and the media to the U.S. Air Force and local Cattlemen's Association. With staff she highly regards, Langelier softened the edges of a contentious CCP process and built support for what was essentially a new refuge.

LISA LANGELIER/USFWS



The CCP dealt with winter recreation access issues.

She recalls three particularly tough compatibility issues. "First, we had to deal with the Air Force, which had used the refuge for survival training for 30 years. They understood why training was not compatible, agreed to a five-year phase out, and have relocated training off of the refuge."

Snowmobiling was challenging because it occurred unrestricted for some time, and the draft CCP proposed

to eliminate it. "Despite our outreach efforts," says Langelier, "a previously-unknown snowmobile group spoke out during presentation of our draft CCP." The refuge listened, reevaluated, and ended up allowing access to a popular snowmobiling area adjacent to the refuge via a multiple-use road running through the refuge.

"The grazing issue was even more difficult," says Langelier. "We met with the cattlemen, altered our plan from immediately stopping grazing to a five-year phase-out program. The final CCP allows use of grazing—as a tool to meet wildlife and habitat needs. "We are at the end of the five-year period, and the issue is heating up again." She understands what the cattlemen want, but now has an approved CCP to support management direction.

The results of Langelier's dedication, leadership, and commitment to outreach speak for themselves. A controversial CCP process has helped build community ties. The refuge is making many habitat and public use improvements. "One of my most important achievements," she feels, "may be the Friends of Little Pend Oreille NWR." After the CCP, Langelier collected a small group of supporters willing to start a Friends group. She has nurtured it into a large organization responsible for many significant achievements. "During our CCP meetings, there were many times that we, at the refuge, felt alone. The Friends are providing a vital bridge to the community. It is a pleasure to have the support of these dedicated people." ●

Jeanne Clark is editor of Out & About.



Above, Lisa Langelier, Refuge Manager of Little Pend Oreille NWR. Top right, McDowell Lake.

USFWS

Revitalizing a Refuge Identity

CCP process changes way community relates to refuge

BY LISA LANGELIER

Comprehensive conservation planning relies on the refuge staff's knowledge of the landscape and their existing ties with the community. Little Pend Oreille National Wildlife Refuge (LPO) was established by President Franklin Roosevelt in 1939, so extensive refuge data should have been available, right? Wrong! Planning at this forested Washington refuge began in July 1995, just one year after the Service resumed on-site management of a refuge that had been run by the Washington Department of Game for the previous 28 years.

Although some old refuge boundary signs remained, evidence that LPO was a part of the National Wildlife Refuge System had vanished during our absence. To bring the refuge to current Refuge System standards, we had to understand our stakeholders' concerns and expectations and learn how and why the refuge was important to them. When we resumed LPO management, I promised we would only make changes in existing activities through a planning process that involved them.

During the five years that followed, we held regular internal briefings and tours. We convened five meetings with stakeholders, including congressional staffers. We invited the public to give comments at five meetings or open houses. We gave programs at meetings held by the Chamber of Commerce, Rotary Club, County Commissioners, and other interest groups. They also read about planning progress in six updates and through media coverage.

Our outreach sometimes generated contentious discussions; but the

process proved to be an indispensable two-way street, allowing us to hear from our community and teach them about national wildlife refuges.

We tackled a lot. We wanted to increase opportunities for quality hunting, wildlife observation, interpretation, photography, and environmental education, changes that were not controversial. But the community was also used to unlimited access to the refuge and our plan included a lot of limitations. We proposed to eliminate livestock grazing that lacked wildlife habitat objectives, discontinue incompatible Air Force Survival School training, reduce the number of entrances by almost half, curtail camping in riparian areas, limit snowmobile use, designate a popular fishing area as catch-and-release, develop an equestrian plan to define use areas, and more.

The Record of Decision for this 40,198-acre refuge was signed in May 2000. While some still opposed the changes formalized in our plan, they understood the reasons for them and had been offered numerous opportunities to participate in the process.

These efforts to involve the community and build a new understanding of how refuges are managed paid off as we began to implement our CCP. Our neighbors understand why we are thinning overstocked forests and returning fire to forest ecosystems. They appreciate that we are trying to improve how we take care of our visitors. Some have also stepped forward to help.

After the CCP, I pulled together a small group who supported the refuge's goals. They have become one



JERRY CLINE/USFWS

of our most important post-CCP accomplishments—the Friends of Little Pend Oreille NWR.

The Friends are helping to realize many CCP objectives. They started an environmental education program, created a calendar using refuge images, and are planning a nature trail. Friends-sponsored events, including refuge walks, forums, and screenings of the documentary, *Winged Migration*, have exposed many new people to our refuge. The Friends have also helped provide award-winning booths at the Stevens County Fair and host a summer Centennial celebration, wildlife stamp

Lisa Langelier surveys the forested refuge landscape she came to manage in 1994.

LISA LANGELIER/USFWS



event, and Habitat for Birds bird house contest. The Friends newsletter continues to be one our best outreach tools.

In just a few years, our core group of seven has grown to over 100 members. With their help we have been able to provide more opportunities for refuge visitors, build new relationships, and become more visible in the community. Now, instead of visiting the local bowling alley, second graders can enjoy an educational hike on the refuge led by the staff and its Friends. ●

Friends of Little Pend Oreille offer extensive support and receive a guided hike to Mill Butte.

Lisa Langelier is the project leader at Little Pend Oreille National Wildlife Refuge.

Announcements

Rachel Carson Would Be Proud

The Fish and Wildlife Service's Sense of Wonder award, named in the spirit of Rachel Carson, recognizes visionary leadership in the fields of interpretation and environmental education. Region 1 has named Ann Bell as the regional nominee for this national award; the recipient will be recognized at the National Association of Interpretation conference November 16–20.

Ann is the senior outdoor recreation planner in the Pacific Islands Division of External Affairs and Visitor Services in Honolulu, Hawaii. She used her energy, creativity and leadership over the past three years to create, nurture, fund, and implement every aspect of *Navigating Change*—an environmental education partnership linking private organizations and agencies to raise awareness and motivate people to change their attitudes and better care for the islands and ocean resources.

The region is not short on visionaries. Also considered were Steve Bouffard/Minidoka NWR; Corky Broaddus, Susan Fawfaw and Patti Leonard/Leavenworth NFH; Callie Le'au Courtright/Desert NWR; and Sandy Rancourt/Turnbull NWR.

State of the News Media, 2004

This inaugural and unprecedented study evaluates all aspects of American journalism—newspapers, radio, television, Internet, and magazines. The report offers insights on the increasingly fragmented news business, audiences, and public attitudes. For example, did you know that the public is increasingly receiving news from the Internet and radio news sources, while print media and TV news continue to decline? Or that 90 percent of Americans listen to the radio daily? All the more reason for an outreach plan to pitch your news worthy stories. Find out more at

<http://www.stateofthenewsmedia.org/index.asp>.

MOU with Outdoor Channel

The Outdoor Channel promotes fishing, hunting and shooting sports with programming designed to appeal to “traditional sportsmen.” The cable channel focuses on family activities; see a complete listing at www.outdoorchannel.com. The Outdoor Channel will provide a weekly time slot beginning next January for a show tentatively titled *Fish & Wildlife Journal*. In return, the Service promises to provide a list of story ideas quarterly. Project leaders are encouraged to submit story ideas that include hunting, fishing or action-oriented wildlife management related to hunting and fishing. If you have a story idea, please submit fisheries topics to Amy Gaskill, 503/231-6874, and all other ideas to Susan Saul, 503/872-2728.

Salmon Spawn Future Biologists

Twenty-five inner city high school students and faculty from Benson High School in Portland, Oregon, had a chance to learn about the Service and career opportunities in fisheries at Warm Springs National Fish Hatchery. Before the visit, their biology instructor used educational materials from the Service to teach about fish of the Northwest to complement the school's science curriculum.

The Division of Diversity and Civil Rights then arranged an all-day hatchery field trip for the science students, who learned about fish biology, toured the hatchery, and then tried their hand at harvesting spring run Chinook salmon. The day was capped with dancing and drumming demonstrations by a dance troupe from the Confederated Tribes of Warm Springs, and included a chance for the students to join in the dancing.

RESOURCES

The NWRS Improvement Act of 1997 (Public Law 105-75) requires CCP development. See <http://refuges.fws.gov/policyMakers/mandates/HR1420/index.html>.

Comprehensive Conservation Planning

(Service Manual 602 FW 1 and 3) provides policy guidance for development of CCPs at <http://policy.fws.gov/602fw3.html>.

Draft and final CCPs are available at the NCTC Library at http://library.fws.gov/ccps_region.htm.

The Region 1 Refuge Planning website is at <http://pacific.fws.gov/planning>. It includes a wealth of resources, such as the *Writing Refuge Management Goals and Objectives: The Handbook*. The GIS and Mapping Branch (503/231-6196) can direct you to data sources for the basic maps needed for every CCP.

The Region 1 Native American Affairs web page is at <http://pacific.fws.gov/ea/tribal/default.htm>.

The Service's Federal Advisory Committee webpage is at <http://pdm.fws.gov/advcom.html>.

The Citizen's Wildlife Refuge Planning

Handbook, by Defenders of Wildlife, helps people understand how they can be involved in CCP development at <http://www.defenders.org/habitat/refugeplan.html>.

The National Outreach Strategy describes the Service's national communications strategy at <http://sii.fws.gov/outreach/strategy.htm>.

A Handbook for Outreach is a one-stop reference with policies, guidance, and tips for working with others. See <http://sii.fwd.gov/outreach/handbook.pdf>.

A Field Guide to Outreach takes the user step-by-step through the elements of an outreach plan. See <http://pacific.fws.gov/ea/Images/flguid.pdf>.

The Public Meeting Survival Guide offers a workbook approach to planning a public meeting. Contact External Affairs.

For more CCP resources, contact the Division of Refuge Planning at 503/231-2096.

Shaping Your Outreach Strategies

Adapt your approach to fulfill expectations

BY LESLIE LEW AND MIKE MARXEN



USFWS



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Scientists were asked to suggest management options for Antioch Dunes NWR.

Every CCP includes one process for creating technical solutions to management problems and another process for developing an informed public. Each requires a strategy for keeping the technical and public processes in sync.

When shaping your public outreach plan, you need to anticipate what the public might say and how they might respond to the information you provide. This knowledge will help you select suitable strategies that can lead to informed consent. Since every refuge is different, you must select and adapt the most effective techniques for your local situations and needs.

For example, Antioch Dunes NWR is a small urban refuge largely devoted to endangered species. The planning team distributed a planning update offering to hold a public meeting; however, none was requested. Instead, we personally contacted nearly 35 scientists, our primary constituents, to solicit their ideas for refuge management. This generated the information we were seeking and engaged a key group of stakeholders.

By contrast, at San Joaquin River NWR, interest was so intense that the planning team held quarterly public forums. The public could meet with the refuge manager on any topic,

including the CCP. These meetings clearly built relationships and trust with the community and the local congressional office.

At Nisqually NWR, landowners within a proposed boundary expansion needed specific information. One of the landowners offered to host a small meeting in his barn and invited the refuge manager to discuss the CCP with his neighbors. The refuge manager was able to put to rest many of their concerns.

In other cases, you may wish to bring multiple user groups together or perhaps hold a series of issue-specific workshops to get feedback on problems and potential solutions. The key to a successful outreach program is to select strategies for engaging the public that will facilitate acceptance of your CCP. ●

Leslie Lew is a refuge planner in the California/Nevada Refuge Planning Office. Mike Marxen is the Pacific Northwest CCP Team Leader.

Above, A volunteer helps with native plant revegetation at Antioch Dunes NWR. Left, Lange's metalmark butterfly.

Getting the Public Involved

Perspective of a national conservation group

BY NOAH MATSON

From the perspective of a national conservation organization, the Refuge Improvement Act created one of the first system-wide opportunities for substantive public involvement in managing our national wildlife refuges—the Comprehensive Conservation Plan.

So how do you get the public excited about a process that could take over two years? In order to determine what kind of outreach is necessary to kindle this flame, you have to know who “the public” is for your refuge—and how to reach them.

The public is different for each refuge, and so are their expectations about the planning process. The public includes national conservation groups, the CARE groups, Friends group, and volunteers. The public may be millions of people nationwide for a refuge with public issues, such as Arctic NWR, or it can be student researchers or a few landowners who adjoin a refuge.

Many of these audiences are unfamiliar with federal planning and the NEPA process. To help citizens wade through this often confusing landscape, Defenders published *The Citizen's Wildlife Refuge Planning Handbook*. The *Handbook* walks readers through each step of the CCP and NEPA process, offering advice about what to look for at each stage and suggesting ways for them to become involved. Many refuges have distributed the *Citizen's Handbook* at their planning meetings and have found them to be a valuable planning resource. Copies are free and can be obtained by contacting me at nmatson@defenders.org or view it online at <http://www.defenders.org/habitat/refugeplan.html>. ●

Noah Matson is the director of the Public Lands Program at Defenders of Wildlife.

REVISED AND EXPANDED

THE
CITIZEN'S
WILDLIFE
REFUGE
PLANNING
HANDBOOK



You can receive free copies of this helpful planning handbook to provide to the public.

Involving the Tribes

Early coordination with Tribes is encouraged

BY MARK PELZ AND SCOTT AIKIN

USFWS



The Tribes helped the refuge identify and protect petroglyphs and other refuge resources.

DICK BIRGER/USFWS



On site tribal tours provided a meaningful two way exchange of information.

Sometimes, big refuges must confront large-sized challenges. At Desert National Wildlife Refuge Complex, the refuge staff and planners faced the daunting task of trying to engage more than 18 Tribes spread over four states in the planning process. A number of laws mandate federal agencies to coordinate with Tribes when planning projects; as a result, the Tribes are often inundated with competing requests to participate in meetings and review documents.

To date, Desert's staff and planners have organized three successful meetings and two site visits for tribal representatives. Though the scale of involvement is smaller at most refuges, the realities of arranging participation may be similar. Here are some tips from Desert's experience:

- Find the right contact for each Tribe and make sure you don't miss any Tribes. Scott Aikin, Native American liaison for the Pacific Region, is a great source for tribal contacts. Tribal liaisons and archeologists with other federal agencies may also have useful suggestions.
- Be persistent. Sending a letter is not enough. Follow up with a phone call to the Tribal Chairperson or their department directors. Consider making a presentation for the Tribal Council and/or staff.
- Plan a refuge site visit for tribal representatives. This can expose Tribe members to the refuge and its issues. During the visit, tribal members can identify sites and/or landscape features that are sacred and discuss issues that are important to the Tribe.

- Tap into existing tribal forums or organizations in your area. Some groups include several Tribes that are already working together on land management or resource issues. This can streamline communication and save time required to consult with individual Tribes.
- Document the government-to-government consultation process and include it in the administrative record.

Understanding Tribal Treaties and Rights

When working through the CCP process, it is important to understand whether the affected Tribes have existing treaty rights. These congressionally-approved agreements may recognize specific rights that involve refuge uses, such as hunting, fishing, gathering, or pasturing, that are held by a Tribe on specific lands historically associated with that Tribe. Tribes that don't have treaty rights still have existing rights through the National Historic Preservation Act, Section 106 process, Archeological Resources Protection Act, and Native American Graves Protection and Repatriation Act.

We have a mandated responsibility to consult and coordinate with Tribes that may be affected by our projects. Do your homework regarding tribal rights to ensure that you understand these issues and how they relate to your CCP. Visit <http://pacific.fws.gov/ea/tribal> for information or for guidance contact Scott Aikin at 503/231-6123.

Mark Pelz is a refuge planner in the California-Nevada Refuge Planning Office. Scott Aikin is the Native American affairs liaison in External Affairs in the Regional Office.

UPCOMING EVENTS

SEPTEMBER

25

National Hunting and Fishing Day

WHERE: National

CONTACT: National Shooting Sports Foundation
203/426-1320

25

Nisqually Watershed Festival

WHERE: Olympia, WA

CONTACT: Sheila McCartan
360/753-9467

25-26

Spring Creek NFH Visitors Weekend

WHERE: Underwood, WA

CONTACT: Spring Creek NFH
509/493-1730

OCTOBER

10-16

National Wildlife Refuge Week

WHERE: Nationwide

CONTACT: Susan Saul
503/872-2728

8-10

5th Annual Bird Fest

WHERE: Ridgefield, WA

CONTACT: 360/887-9495
<http://ridgefieldfriends.org/birdfesthome.htm>

16

Return of the Salmon Festival

WHERE: Anderson, CA

CONTACT: Coleman NFH
530/365-8622

11-12

American River Salmon Festival

WHERE: Rancho Cordova, CA

CONTACT: 916/358-2353
www.salmonfestival.net

NOVEMBER

20

Youth Hunt Day

WHERE: Ridgefield, WA

CONTACT: 360/887-9495
<http://ridgefieldrefuges.fws.gov/SpecEvents.htm>

UPCOMING TRAINING

NOVEMBER

16-19

AND MARCH
21-25, 2005

Refuge Comprehensive Conservation Planning Course

CONTACT: NCTC, <https://otis.fws.gov/>

NEPA Training

CONTACT: NCTC, <https://otis.fws.gov/> or The Shipley Group, <http://www.shipleyenviro.com/pages/envhome.html>

Institute for Participatory Management and Planning 2004

WHERE: California during 2004

CONTACT: <http://www.ipmp-bleiker.com>

FEBRUARY

28

THROUGH
MARCH
4, 2005

The Cispus Workshop: Training in People-Centered Natural Resource Management

WHERE: Randle, WA.

CONTACT: Susan Saul, 503/872-2728, Tony Faast, 503/231-6233, or www.reo.gov/cispus

Inreach Vital for CCPs

Other Service programs can support your planning process

BY GLENN FREDERICK AND VICKI TOUCHSTONE

Refuges have much to gain from comprehensive conservation planning. Other Service programs can offer expertise and help in creating an integrated and supported CCP. Here are two examples.

Columbia Gorge Refuges

Wildlife refuges on the Columbia River play a critical role in the life cycle of native species of fish, including many federally listed species. Before the CCP



VICKI TOUCHSTONE/USFWS

Cross-program coordination helped Caspian terns at San Diego Bay NWR.

process began at Pierce, Franz Lake, and Steigerwald Lake national wildlife refuges, the Columbia River Fisheries Program Office (CRFPO) was already working with these refuges to monitor, protect, and restore habitat for native fish. It was a natural progression for the CRFPO to serve as a member of the extended CCP team. The CRFPO assisted by:

- Reviewing existing fisheries plans and providing recommendations regarding how the CCP can advance the goals and objectives of these plans;
- Writing the affected environment section on fish;
- Completing a report on the results of an extensive analysis of watershed conditions and health for a major watershed of Steigerwald Lake NWR;

- Drafting issue statements and project descriptions and reviewing drafts; and
- Coordinating analysis of potential fisheries projects with the refuge staff and other agencies (e.g., Corps of Engineers, Washington Department of Fish and Wildlife).

San Diego Bay National Wildlife Refuge

Cross-program coordination has been an integral part of the CCP process for the Sweetwater Marsh and South San Diego Bay units of the San Diego Bay NWR. Representatives from the Coastal Program and Ecological Services have been so committed to the process that they participate as members of the core CCP team.

A focus of the CCP planning has been to protect isolated coastal habitats and identify feasible locations for habitat restoration. The Coastal Program in Ecological Services' Habitat Conservation Division has provided expertise and significant funding needed to develop and evaluate restoration plans for the solar salt ponds in San Diego Bay. The Endangered Species Division has assisted with endangered species planning. The Environmental Contaminants Division has reviewed contamination issues related to habitat and species protection. Representatives from these divisions have also participated in public workshops, helped to develop alternatives, and prepared and/or reviewed sections of the preliminary CCP document.

It is difficult to imagine preparing such a comprehensive document without the assistance of other Service

Collaborative Planning

CONTINUED FROM PAGE 1

through into the Hanford Draft CCP/EIS. With opportunity for dialogue and understanding, workshop members felt ownership in the process and products of each meeting. Effective collaboration is essential to long-term CCP success. ●

Are collaborative planning workshops for you?

Regions 1, 3, and 4 have piloted the CBSG process on three different refuges. The Washington Office provided half the funds for these initial efforts. Costs range from \$10,000 to \$12,000 per workshop. The process is effective with large CCP efforts, where interest groups are concentrated primarily in one location. Refuge staff involvement is extensive. Other refuges can use CBSG services and techniques. For information, contact Onnie Byers, CBSG Executive Officer, located at the Minnesota Zoo, 952/997-9800.

Mike Marxen is the Pacific Northwest CCP team leader located at the Tualatin River National Wildlife Refuge. Watermark photo on page 1 by Ron Crouse.

USFWS



Hanford Reach workshop participants helped write objectives to meet management goals.

USFWS



programs. Cross-coordination provides significant benefits to the refuge and gives participating programs opportunities to implement their own projects or recommendations into the scope of the CCP. These are sound reasons for making sure that inreach is part of your planning process. ●

Glenn Frederick is a refuge planner at the Pacific Northwest CCP Planning Office. Vicki Touchstone is a refuge planner at San Diego National Wildlife Refuge Complex.

The Columbia River Fisheries Office provided help with Columbia Gorge chum salmon during the CCP process.

Courting the News Media

Tours sustain interest over lengthy planning process

BY RON CROUSE AND SUSAN SAUL



DAVID BLACKETER/USFWS

RON CROUSE/USFWS



Top right, Tri Cities Herald reporter Anna King interviews Corey Krzan, a YCC enrollee at Hanford Reach National Monument. Above, The White Bluffs of the Columbia River.

Reporters can be your best outreach allies when it comes to a long, detailed planning process, provided you establish a comfortable working relationship from the beginning.

Hanford Reach National Monument has several issues that keep reporters focused on our CCP process. As we plan for a 195,000-acre National Monument surrounding the largest toxic waste Superfund site in the world, issues in the spotlight include visitor use and access, wildfire, and a transient elk herd with a taste for winter wheat.

Early in the CCP process, we established connections with the media, compiling an extensive list of newspaper, television, and radio contacts. With every workshop, public scoping event, and Federal Advisory Committee

meeting, we distributed public service announcements to promote media coverage and public participation. We organized field trips with the local editorial board members.

But there were times when little occurred that was newsworthy. To hold the media's attention as planning rolled on, we had to do more than wait for reporters to call.

We invited one local reporter on an in-depth Monument tour, so she could get a "behind the scenes" view of the planning process and issues of concern from "those in the know." That simple, one-day effort was followed by invitations to cover various field research projects and environmental education offerings, which increased her knowledge of the Monument. Those invites

achieved more accurate news stories and were instrumental in developing the reporter's sense of ownership in the Monument. Her questions helped focus our message about how the CCP will affect the public and why they should care.

Good media coverage has generated a well-informed constituency and built support for the Monument. Our initial efforts to create strong ties with reporters have paid off, and they now look forward to our stories and interest in the CCP remains strong. ●

Ron Crouse is an information and education specialist at Hanford Reach National Monument.

Susan Saul is an outreach specialist in External Affairs in the Regional Office.

WHAT'S NEW?

Discover Wildlife: California brochure: This new guide to refuges in California is the first in a series that eventually will include every state in the Pacific Region. The *Discover Wildlife* series, which replaces the old *Pacific Region Visitor Directory* booklet, includes a large color coded map showing every refuge in the state and text providing contact information, directions, and wildlife, habitat and recreation information.

Welcome Alex Pitts: Alexandra Pitts has brought her talents to the CNO as Assistant Manager of External Affairs. Prior to moving west, she served as chief of the Service's D.C. Office of Congressional and Legislative Affairs for six years. She brings extensive experience working with industry, Members of Congress, congressional committees, and non-governmental organizations.

Interagency Recreation Pass: Seven state and federal agencies in Washington and Oregon, including the Service, are now collectively offering a convenient day-use recreation pass that is honored at the majority of agency sites in the

two states. The fees from purchases of the annual Washington & Oregon Recreation Pass will help pay for the operation and maintenance of recreation facilities and services at sites where the pass is sold. See www.naturew.org for more information.

Recreation Pass Sales Helps Refuges: Four refuge complexes sell both the Golden Eagle Passport and the Washington & Oregon Recreation Pass: Washington Maritime, Klamath Basin, Nisqually and Turnbull. Klamath Basin NWR Complex takes credit cards and sells passes over the phone (530/667-2231). The \$65 fee for the Golden Eagle Passport goes to the refuge selling the pass.

EE Training Online: A new nine-week online course entitled "Applied Environmental Education Program Evaluation" will be offered October 11– December 13, 2004 through the University of Wisconsin-Stevens Point. The course is designed to assist environmental educators and natural resource professionals in evaluating their education programs. Register online for OUT8W02 through NCTC at <https://otis.fws.gov> or contact Georgia Jeppesen for information at 304/876-7388.

Outdoor recreation continues to grow: The outdoor recreation population has grown larger, younger, and become more dedicated over a six-year study period, according to the Outdoor Industry Association. Learn more at www.outdoorindustry.org.