

Appendix C: Conceptual Management Plan

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C.1 Introduction

Early in 2010, the U.S. Fish and Wildlife Service (FWS, Service) began to study the merits of establishing a national wildlife refuge (NWR, refuge) along the border of Wisconsin and Illinois. The proposed Hackmatack NWR was presented as a tool to connect the disparate dots of conserved land in southeast Wisconsin and northeast Illinois into a cohesive picture of landscape-level conservation. The concept is to create a new refuge that forms the nucleus of a regional conservation identity. A core conserved area owned and managed by the Service as a refuge would anchor this conservation initiative. Its far-reaching ecological and social impact would come from extensive partnerships with the many public and private landowners committed to furthering conservation in the region.

For years, conservation organizations across the greater Chicago metropolitan area have worked to identify key lands for conservation, open space, and greenways. At the heart of their work lies a vision of sustainable communities that value and nurture healthy ecosystems, recreational opportunities close to home, and vibrant economies. In portions of McHenry and Lake Counties in Illinois and Walworth, Racine, and Kenosha Counties in Wisconsin, a coalition of residents saw an opportunity to take a big step toward that vision.

The initial Study Area encompassed 350,000 acres. The proposed Refuge would ultimately improve or restore over 12,000 acres of drained wetland basins, historic prairie, and forest habitats; and it would conserve habitat corridors between protected parcels so that the region functions ecologically as an interconnected whole.

This document, the final Conceptual Management Plan (CMP), provides further detail on the Service's preferred action and how the lands identified therein would be administered should a refuge be established.

C.2 Purpose of Conceptual Management Plan

The Hackmatack NWR Environmental Assessment (EA) examines the feasibility of establishing a refuge in McHenry County, Illinois and Walworth County, Wisconsin. In Chapter 3 of the EA, three alternatives are described and considered for a potential refuge, with Alternative C (Cores and Corridors) presented as the Service's preferred action. This alternative will not be implemented until it has been officially reviewed and authorized.

If approved, Alternative C, the “Cores and Corridors” alternative, would link and expand upon existing conservation areas to benefit migratory birds and endangered species. The larger block sizes associated with the cores would provide sufficient habitat for nesting grassland birds and waterfowl that are sensitive to fragmented habitat and edges. The corridors would assist terrestrial migration of small mammals, herptiles, and plants that may be impacted by a changing climate (see chapter 2 of the EA).

Land protection methods for the conservation core areas (12,019 acres) would include acquisition, conservation easement, and Non-Governmental Organizations (NGOs)/private opportunities aimed at creating contiguous natural habitat. The conservation corridors would connect the cores primarily through use of partnership efforts and to a lesser degree with full acquisition. Specific, narrow corridors can't be identified at this time as detailed land status and partnerships would determine the ultimate siting. However, a continuous corridor of a minimum of 600 feet wide would be considered complete.

The establishment of a refuge would bring new visibility and destination for local school groups and others wanting to learn about the natural environment. Initially, the Refuge land base will be small and the opportunities for onsite outdoor classroom locations may be limited. However, each of the Refuge alternatives envisions a connecting corridor between core Refuge units and/or existing conservation lands. The establishment of recreational trails along these corridors could be an ideal method to get students out into the environment.

The Service developed this CMP to describe the management direction for a proposed Hackmatack NWR, as defined in Alternative C, and outline possible interim habitat management priorities and compatible public uses on newly acquired lands, should a refuge be approved. The activities described in this CMP will direct the pursuit and management of land acquisitions, conservation easements, and other land interests until a Comprehensive Conservation Plan (CCP) is developed. By Service policy, a CCP must be developed within 15 years of the actual establishment of the Refuge (i.e., acquisition of first land parcel). Any major changes in the activities described in this CMP, any new activities, and our development of the CCP would be subject to public review and comment in accordance with the provisions of Service refuge planning policy (602 FW 1, 2 and 3) and Service and U.S. Department of the Interior policy implementing the National Environmental Policy Act (NEPA) of 1969 (Department of Interior Manual 516, Appendix 1).

C.3 Mission of the Service and the Refuge System

The mission of the Service is working with others to conserve, protect, and enhance fish, wildlife, and plants and their habitats for the continuing benefit of the American people. As part of the Department of the Interior, the Service manages all refuges within the National Wildlife Refuge System (NWRS, Refuge System), as well as 66 national fish hatcheries, 78 ecological services field stations, and 64 fish and wildlife assistance offices. The agency also enforces federal wildlife laws, honors international treaties, assists foreign governments in their conservation efforts, and oversees the Wildlife and Sport Fish Restoration Program (formerly known as Federal Assistance), which distributes hundreds of millions of dollars from excise taxes on fishing and hunting equipment to state fish and wildlife agencies.

The mission of the Refuge System is to administer a national network of lands and waters for the conservation, management, and, where appropriate, restoration of the fish, wildlife, and plant resources and their habitats within the United States for the benefit of present and future generations of Americans. The Refuge System now comprises over 150 million acres of public land and waters on 555 refuges and wetland management districts. More than 40 million visitors each year participate in such outdoor pursuits as hunting, fishing, wildlife observation and photography, and environmental education and

interpretation on refuge lands. Lands acquired through conservation easements, partnerships, etc. are managed as part of the Refuge System.

C.4 Laws Guiding the Refuge System

A number of laws, policies, and regulations, including the following, govern our acquisition and management of land in the proposed Hackmatack NWR.

National Wildlife Refuge System Improvement Act of 1997 (Refuge Improvement Act). This act guides the development and operation of the Refuge System. It clearly identifies the mission of the Refuge System, requires the Secretary of the Interior to maintain the biological integrity, diversity and environmental health of refuge lands, mandates a “wildlife first” policy on refuges, and requires comprehensive conservation planning. It also designates six wildlife-dependent recreational uses as priority public uses of the Refuge System: hunting, fishing, wildlife observation and photography, and environmental education and interpretation. This act amended the National Wildlife Refuge System Administration Act of 1966, which continues to serve as the parent legislation for the Refuge System.

National Wildlife Refuge System Administration Act of 1966. This act defines the Refuge System, including refuges, areas for the protection and conservation of fish and wildlife threatened with extinction, wildlife ranges, wildlife management areas, and waterfowl production areas. It also authorizes the Secretary of the Interior to permit any use of an area, provided the use is compatible with the major purposes for establishing the area.

Migratory Bird Treaty Act of 1918. The Migratory Bird Treaty Act protects all migratory birds and their parts (including eggs, nests, and feathers) from illegal trade. The Migratory Bird Treaty Act is a domestic law that acknowledges the United States' involvement in four international conventions (with Canada, Japan, Mexico, and Russia) for the protection of a shared migratory bird resource. The bird resource is considered shared because these birds migrate between countries at some point during their annual life cycle.

Endangered Species Act (ESA) of 1973 (as amended). This act directs all federal agencies to participate in endangered species conservation by protecting endangered and threatened species and restoring them to a secure status in the wild. Section 7 of the act charges federal agencies to aid in the conservation of species listed as threatened or endangered under the ESA, and requires federal agencies to ensure that their activities will not jeopardize the continued existence of ESA-listed species or adversely modify designated, critical habitats.

National Environmental Policy Act of 1969 (NEPA). NEPA requires that all federal agencies consult fully with the public in planning any action that may significantly affect the quality of the human or natural environment. The final EA that this document accompanies is formatted to assist the Service in complying with NEPA if the proposed Refuge moves forward.

Land and Water Conservation Act (LWCF). The LWCF uses monies from certain user fees, the proceeds from the disposal of surplus federal property, the federal tax on motor boat fuels, and oil and gas lease revenues (primarily outer Continental Shelf oil monies) to fund matching grants to states for outdoor recreation projects and to fund land acquisition for various federal agencies.

Migratory Bird Conservation Act of 1929. The Migratory Bird Conservation Act provides for the acquisition of suitable habitats for use as migratory bird refuges, and the administration, maintenance, and development of these areas, under the administration of the Secretary of the Interior.

Archeological Resources Protection Act of 1979 (ARPA). ARPA provides protection for archeological resources on public lands by prohibiting the “excavation, removal, damage or defacing of any archeological resource located on public or Indian lands,” and sets up criminal penalties for those acts. It also encourages the increased cooperation and exchange of information between governmental authorities, the professional archeological community, and private individuals having archeological resources or data obtained before 1979.

National Historic Preservation Act of 1966 (NHPA). NHPA requires all federal agencies to consider the effects of their undertaking on properties meeting criteria for the National Register of Historic Places and ensures that historic preservation fully integrates into the ongoing programs and missions of federal agencies.

C.5 Purpose of Establishment and Land Acquisition Authority

Refuge lands can be acquired under various legislative and administrative authorities for specified purposes. Land acquisition for the proposed Hackmatack NWR would be authorized by the Migratory Bird Conservation Act of 1929, the Refuge Recreation Act of 1962, the Fish and Wildlife Act of 1956, and the Emergency Wetland Resources Act of 1986.

The purposes of a refuge are derived from the legislative authorities under which it was established. The purposes guide the long-term management of the refuge, prioritize future land acquisition, and play a key role in determining the compatibility of proposed public uses. The purposes of the Hackmatack NWR as proposed in the EA would include:

“for any other management purpose, for migratory birds....” 16 U.S.C. §715d (Migratory Bird Conservation Act), and

“the conservation of the wetlands of the Nation in order to maintain the public benefits they provide and to help fulfill international obligations contained in various migratory bird treaties and conventions ...” 16 U.S.C. §3901(b), 100 Stat. 3583 (Emergency Wetlands Resources Act of 1986),

“for the development, advancement, management, conservation, and protection of fish and wildlife resources” 16 U.S.C. 742a et seq. (Fish and Wildlife Act of 1956).

“and land, or interests therein, which are suitable for-- (1) incidental fish and wildlife-oriented recreational development, (2) the protection of natural resources,(3) the conservation of endangered species or threatened species listed by the Secretary pursuant to section 1533 of this title, or (4) carrying out two or more of the purposes set forth in paragraphs (1) through (3) of this section...” 16 U.S.C. §460(k), (Refuge Recreation Act, as amended).

C.6 Goals of Hackmatack NWR

Goals for the proposed Hackmatack NWR were developed within the framework of the Refuge System’s mission statement, the Refuge Improvement Act, the Refuge’s primary purposes, and other Service policy and directives. The goals are intentionally broad statements that describe desired future conditions. They guide the management of the Refuge in the interim period and the development of management objectives and strategies for the CCP. The goals are to:

- Protect and enhance habitats for federal trust species and species of management concern, with special emphasis on grassland-dependent migratory birds and protection of wetlands and grasslands.
- Create opportunities for hunting, fishing, wildlife observation and photography, and environmental education and interpretation, while promoting activities that complement the purposes of the Refuge and other protected lands in the region.
- Promote science, education, and research through partnerships to inform land management decisions and encourage continued responsible stewardship of the natural resources of the Hackmatack NWR.

C.7 Refuge Management

The following section describes in general terms the approach and philosophy that the Service proposes to apply to the future Hackmatack NWR during the Refuge development phase. Priorities for management during this interim period would include: habitat restoration, monitoring and inventory of migratory birds, unique plant communities, and building community support.

Management, recruitment, and protection of migratory birds

The landscape composition around the proposed Refuge presents a great opportunity to make significant contributions to the conservation of grassland birds. Grasslands throughout the physiographic area are being significantly degraded by succession and through colonization of these areas by invasive plant species. The expansion of fast spreading invasive species and natural woody vegetation into grassland habitats very quickly makes these habitats unsuitable for grassland bird species. A well planned and organized invasive species control program would be crucial to grassland management, as well as management of the other habitats at the proposed Refuge.

Management of forested upland habitat and forested wetland habitats would support nesting interior-forest-dwelling birds of concern. Non-forested wetland habitat would provide spring and fall migratory waterfowl and shorebird habitat. The Hackmatack NWR area presently contains a patchwork of wetlands and grasslands, which, if connected, could greatly enhance habitat for these species of conservation concern.

Fish and wildlife-dependent recreational opportunities

The Refuge Improvement Act establishes six priority public uses on refuges. Those priority uses depend on the presence, or the expectation of the presence of wildlife. These uses are: hunting, fishing, wildlife observation and photography, and environmental education and interpretation. Although these priority uses must receive our consideration in planning for public use, they also must be compatible with the purpose for which the Refuge was established and the mission of the Refuge System. Compatibility determinations, which evaluate the impacts of the use in the context of species or habitats, aid in making those decisions. As lands are acquired in the Hackmatack NWR, compatibility determinations would be used to decide the public use opportunities that may be permitted.

Public use opportunities contribute to the long-term protection of wildlife resources by promoting understanding, appreciation, and support for wildlife conservation. The six priority public uses would be accommodated where they do not have a significant negative impact on wildlife. All the proposed public use activities are contingent upon availability of staff and funding to develop and implement these programs. Refuge staff would promote opportunities for volunteers and develop community appreciation

and public support for the Refuge. They would work with school districts and teachers to develop an environmental education program featuring unique species or communities at the Refuge. The Refuge Manager would open newly acquired lands for hunting if they can biologically, ecologically, and safely accommodate hunting within state guidelines. Newly acquired lands that traditionally have been hunted would remain open until the planning process is completed. Before closing any newly acquired lands, the Service would complete a separate public review process.

An increase in public use would result from the new trails, parking areas, fishing access, interpretive overlooks, and observation platforms that would be a part of the preferred action. The Service would allow public access for day use on most of the newly acquired lands. Any hunting on the Refuge would be based on the Illinois and Wisconsin hunting seasons and be consistent with the Refuge's Annual Hunt Plan.

The Refuge also would provide interpretive and environmental education programs and increase partnership opportunities to interpret the Refuge and the watershed. The plans for increased public use opportunities may cause concern for Refuge neighbors due to the perception that new visitors to the Hackmatack NWR may have adverse impacts on privacy, traffic, frequency of trespass on non-Refuge owned lands, etc. The Service evaluates impacts of public uses, not only to wildlife, but also to neighboring landowners and the local community. This "good neighbor policy" strives to avoid such potential conflicts by careful placement of public use areas and trails, clear posting of Refuge boundaries, open communication with our Refuge neighbors, and a Refuge-based law enforcement presence. In the absence of a Refuge law enforcement officer, cooperative agreements with local and state police and conservation officers help to eliminate such conflicts.

Appropriate Refuge Uses Policy

The initial decision-making process a refuge manager follows when first considering whether or not to allow a proposed use on a refuge involves an evaluation of the appropriateness of a given activity on a refuge. The refuge manager must find a use to be appropriate before undertaking a compatibility review of the use. If a proposed use is not found to be appropriate, the refuge will not allow the use and will not prepare a compatibility determination. By screening out proposed uses that are not appropriate to the refuge, the refuge manager avoids unnecessary compatibility reviews. By following the process for finding the appropriateness of a use, the refuge manager strengthens and fulfills the Refuge System mission.

Compatibility and Priority Uses

Throughout the remainder of this document the reader will be introduced to the terms "compatibility" and "compatible use(s)." A compatible use is a proposed or existing wildlife-dependent recreational use or any other use of a refuge that, based on sound professional judgment, will not materially interfere with or detract from the fulfillment of the Refuge System mission or the purposes of the refuge. The refuge manager would not initiate or permit a new use of a refuge or expand, renew, or extend an existing use unless it has been determined that the use is consistent with the mission of the Refuge System and the purposes of each specific refuge. Further, the same use may be deemed compatible on some refuges but not others due to refuge-specific differences.

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determinations, which evaluate the impacts of a use that has been determined to be appropriate in the context of species or habitats, aid in making those decisions. As lands are acquired for the Hackmatack NWR, compatibility determinations would be used to decide what public use opportunities are compatible and can be permitted.

Public use opportunities contribute to the long-term protection of wildlife resources by promoting understanding, appreciation and support for wildlife conservation. The six priority public uses will be accommodated where they do not have a significant negative impact on wildlife. All the proposed public use activities are contingent upon availability of staff and funding to develop and implement these programs. The Refuge will promote opportunities for volunteers and develop community appreciation and public support for the Refuge. Refuge staff would work with school districts and teachers to develop an environmental education program featuring unique species or communities at the Refuge.

Other Uses and Limitations

In addition to the priority uses described above, many other uses may also be determined to be appropriate and compatible with management of the Refuge. Some examples of these types of uses from other refuges include: cross-country skiing, berry picking, stargazing, haying, grazing of livestock, collection of edible wild plants for personal use, furbearer management, etc. The site-specific conditions and wildlife resources at each refuge will dictate the additional uses that may be permitted. Since these conditions vary from refuge to refuge, particular uses may be permitted at one refuge and precluded at another.

Although a refuge use may be both appropriate and compatible, the Refuge Manager retains the authority to prohibit or modify the use if potential conflicts are perceived. For example, on some occasions, two appropriate and compatible uses may interfere with each other. In these situations, even though both uses are appropriate and compatible, the Refuge Manager may need to limit or entirely restrict one of the uses in order to provide the greatest benefit to refuge resources and the public. For proposed uses that might develop after the preparation of this document, the Refuge would apply the same procedure outlined above to make an appropriateness finding without additional public review and comment. If a proposed use is determined to be appropriate, a determination of whether or not the use is compatible will be made and will include an opportunity for public involvement in the decision making process.

C.8 Administration

The proposed Refuge may be managed as a stand-alone refuge or as part of a refuge complex. Generally, a stand-alone refuge has a dedicated staff and equipment and is managed locally. As part of a complex, the Hackmatack NWR would likely have less onsite staff and would share staff and equipment with one or more other refuges. Sometimes, a refuge initially is part of a complex, but as it grows in size and complexity, it is then separated to become a “stand-alone” refuge. Under the “complex” scenario, the refuge staff of another refuge would have the responsibility for managing the newly established refuge. The Horicon NWR, based in Mayville, Wisconsin, would be the closest and most likely station to initially manage the new Hackmatack NWR properties.

During the startup period, the Service would seek funding to station staff onsite. Staff likely consisting of a refuge manager, wildlife biologist, and maintenance worker would be phased in at that time. In the long-term, the Service’s Midwest Regional Office would evaluate the need for additional full-time staff based on management needs, project loads, public use activities, etc. and could move forward with providing additional staff when justified. The ability to fill staff positions would depend on availability of funds.

Facilities

Because no actual lands have been acquired as of yet, it is difficult to discuss specifics of facilities and improvements that may be appropriate to effectively manage the Refuge. This document will discuss general approaches adopted by the Service elsewhere when establishing a new refuge. The following are a few likely future facilities and guidelines for management.

No new facilities are proposed for the Refuge at this time. Initially, a Refuge headquarters/visitor contact station may be established through the adaptive reuse of buildings potentially acquired through land acquisition (e.g., a farm house or rural residence). A pole building or barn may be used for equipment storage. In the long-term, the Service would establish permanent facilities in or near the Hackmatack NWR through new construction or reuse of existing structures for use as a Refuge administrative office and maintenance shop.

Small gravel parking areas may be constructed in some areas to provide for adequate and safe parking of vehicles in potential public use areas. The installation and use of lighting will take into account the impact of light pollution.

The proposed Hackmatack NWR has good access via state and local roads. Existing access roads on acquired properties would be evaluated for use depending on access needs, presence of sensitive species and/or habitats, public use, and other potential future needs. Some roads may be retained and improved while others may be abandoned and removed. Legal access to inholdings and homes would be maintained.

Other potential future onsite improvements, including additional trails, improved access roads, observation platforms, photography blinds, etc. may be discussed in a future CCP. The construction of new facilities or conversion of existing structures are contingent upon availability of funds and acquisition of appropriate land.

Where facility construction, operation, or maintenance may conflict with the conservation of federally-listed, endangered, or threatened species, appropriate measures (e.g., buffers, seasonal restrictions, etc.) will be identified and implemented to avoid adverse effects. This will be done in consultation with the Service's Endangered Species Program.

Generally, public use areas would be open from dawn to dusk and wildlife sanctuary areas would be seasonally closed to the public and others (except emergency, police, and fire response). Special Use Permits would be issued to researchers, educational groups, etc. on an as needed basis providing that the activities are compatible with Refuge management goals and contribute to biological survey or baseline data needs.

Funding

Refuge staff would maintain a current inventory of management needs in the Service Maintenance Management System and Refuge Operating Needs System databases and update their costs and priorities annually. Those databases provide a mechanism for each unit of the Refuge System to identify its essential staffing, mission-critical projects, and major needs and form a realistic assessment of the funding needed to meet each station's goals, objectives, and strategies.

Staffing

As mentioned above, the staffing situation on refuges is based on a number of factors including refuge size and complexity, proximity to other refuges, and funding. Based on these and other factors, the proposed Refuge may be managed as a stand-alone refuge or as a unit of a refuge complex. A stand-alone refuge has a dedicated staff and equipment and is managed locally, whereas a unit of a complexed refuge would share staff and equipment with other refuge units. At this time it is difficult to delineate staffing specifics for the proposed Hackmatack NWR because of uncertainties associated with the refuge's size, complexity, resource issues, funding, etc.

In general, the staffing strategy for the proposed Hackmatack NWR would include several new positions to be established. A refuge manager would provide direction and supervision for all activities, and ensure the effective oversight and community outreach for the successful management of acquisitions, easements, and perhaps a cooperative "private lands" program. A wildlife biologist would assist in delivering the full range of wildlife conservation and restoration projects on public land, provide technical assistance, assist in the restoration and management of new acquisitions, and monitor and inventory wildlife and habitat use and condition. A maintenance worker/engineering equipment operator position would assist in meeting the maintenance and heavy equipment work obligations of the Refuge. In the long-term, the Service's Midwest Regional Office would evaluate the need for additional full-time staff based on management needs, project loads, and public use activities.

Partnerships

Public and private partnerships will be essential to the success of the future management of the Refuge. Primary management responsibility of specific Refuge parcels could be conducted through formal cooperative agreements with the State of Illinois and the State of Wisconsin or with county government conservation agencies. The McHenry County Conservation District in particular could be a very active partner in providing land management assistance.

Public use areas of the Refuge would be open to the public year-round from dawn to dusk. The Refuge may restrict access at times because of the incompatibility of a use, concerns about human safety, or illegal activities and law enforcement investigations. Staff would establish formal, cooperative agreements with local law enforcement departments and the county sheriff and state police, to provide protection, enforcement, and appropriate law enforcement response. The Refuge would also establish fire suppression agreements with local volunteer fire departments to coordinate fire suppression activities. The Service's Fire Management Program would also be actively involved in this regard.

The Service recognizes the inability of any one organization to solve the problems of habitat fragmentation and land acquisition. Therefore, the Service would work to combine efforts with those of many partners, such as The Nature Conservancy, Friends of Hackmatack, McHenry County Conservation District, Openlands, the Trust for Public Land, Ducks Unlimited, Illinois Audubon Society, Wisconsin DNR, Illinois DNR, Natural Resource Conservation Service, township governments, as well as numerous other partners yet to be identified. Staff would also look for opportunities to work with farmers and landowners to manage the land in ways that benefit the goals and interests of the Refuge and its neighbors.

Acquisition Management

Protection of lands would be accomplished through acquisition (about 75 percent of the acres) and establishment of conservation easements (about 25 percent of the acres). See Appendix A, Land Protection Plan for details about the boundary for the proposed Hackmatack NWR. Working with others, the Service delineated 12,000 acres of biologically significant land in the proposed Hackmatack NWR.

The Service plans to acquire land in several core units and along corridors that connect conservation lands.

Operations and Planning

Refuges are managed according to an annual work plan (AWP) that summarizes goals and objectives of the upcoming year. Specific actions for on-the-ground work such as operation procedures, wildlife inventories, habitat management, public use, etc. are covered in detail in refuge-specific management plans. An AWP may generally state, for example, that 150 acres of invasive plant species will be controlled on the Refuge, setting a target and goal for invasive species management. The Invasive Species Management Plan would provide more detail, such as various species to be controlled, location of invasive species, control methods, timing of control, monitoring of effectiveness of the application, re-treating areas, monitoring, etc.

Long-term planning, outlined earlier, includes the preparation of a CCP. A CCP describes the desired future conditions of a refuge and provides long-range guidance and management direction to achieve the purposes of the refuge. A CCP is consistent with and helps fulfill the mission of the Refuge System and acts to maintain and, where appropriate, restore the ecological integrity of each refuge and the Refuge System. The National Wildlife Refuge System Improvement Act of 1997 mandates that the Service write CCPs for all refuges and reevaluate them every 15 years or as needed. NEPA mandates that Refuge staff and planners incorporate, as appropriate, either an environmental assessment or an Environmental Impact Statement in the CCP to satisfy NEPA requirements. The planning project provides a unique opportunity for the Service to involve individuals and local communities in the long-term management of the Refuge.

C.9 Conclusion

Should the Refuge proposal go forward, the Service and the Refuge System will work toward the biological, cultural, and public use goals that have been outlined herein. Partnerships with landowners, neighbors, conservation organizations, and local, county, state, and other federal government agencies are a crucial component of a successful Hackmatack NWR.