Chapter 2: Consultation and Coordination With the Public and Others

Scoping and Public Involvement

Scoping and public involvement are vital components of federal planning and were given considerable attention during development of this CCP. The public received our official notice of intent to prepare an EIS/CCP via the Federal Register, dated May 30, 2002 (Vol. 76, No. 104, page 37852). All public meeting dates and locations, with notes from workshops, are available at Refuge headquarters in Winona, Minnesota or on the planning website: http://www.fws.gov/midwest/planning/uppermiss

All public meetings were video recorded by Refuge staff; recordings were transferred to Digital Video Discs (DVDs) that are stored at headquarters in Winona, Minnesota. Outreach Plans were compiled prior to an interagency coordination meeting in January 2004 and before public release of the Draft EIS/CCP in May 2005. These plans identified immediate issues, facts, communication goals, key messages, interested parties, and actions to be taken by Service personnel. Updates to the second plan were made throughout the remainder of the planning process.

Internal Scoping

Internal scoping was conducted between March and June 2002, within each of the four Refuge districts and the Regional Office, with over 350 concern statements recorded. Many of these concerns were repeated at each setting which helped focus on the most important issues. An in-house, 1-day workshop was conducted at a Refuge-wide meeting in January 2004. Refuge staff discussed issues and potential solutions for use in EIS/CCP preparation.

Public Scoping Meetings and Workshops

Ten public scoping meetings, professionally facilitated by Dr. Onnie Byers and Kathy Holzer of the Conservation Breeding Specialist Group, Apple Valley, Minnesota, were attended by 473 citizens during August and September 2002. Citizens expressed 495 comments in response to the question, “What concerns you most about the future of the Refuge?” Approximately 35 additional written comments were received as a result of those meetings.

Upon completion of these public meetings, Refuge staff compiled a series of 12 “Issue Fact Sheets” summarizing major habitat and recreational issues identified by the public. These one-page documents were used as reference materials for public workshops held in Prairie du Chien, Wisconsin; Savanna,
Figure 2: Public Involvement Timeline

Upper Mississippi River National Wildlife and Fish Refuge
Comprehensive Conservation Plan
Public Involvement Timeline

May 30, 2002
Notice of Intent to Prepare CCP Published in Federal Register

August 2002
First CCP Update Mailed

December 2002
Second CCP Update Mailed

January 4 - March 22, 2003
Manager for a Day Workshops Held

March 4, 2003
Closed Area Informational Meeting

June 14, 2003
Closed Area Informational Meeting

July 2003
Third CCP Update Mailed

September 11, 2003
Final 7 Closed Area Meeting

Clinton, IA; Thomson, IL; Dubuque, IA; Lansing, IA;
Prairie du Chien, WI; Stoddard, WI; Brownsville, MN;
Onalaska, WI; Waushara, WI; Winona, MN; Gontorville, WI

Prairie du Chien, WI; Savanna, IL; Winona, MN;
Onalaska, WI; Thomson, IL

Onalaska, WI

Preparation of Draft EIS/CCP

May 1 - August 31, 2005
Draft EIS/CCP Released for 120-day Comment Period

June 13 - July 21, 2005
Public Workshops Held

Winona, MN; Waushara, WI; Prairie du Chien, WI;
Savanna, IL; Stoddard, WI; Onalaska, WI; Lansing, IA;
Creswell, IA; Dubuque, IA

Stoddard, WI; Onalaska, WI; La Crescent, MN;
Lansing, IA; Prairie du Chien, WI; Savanna, IL;
Dubuque, IA; Winona, MN; Waushara, WI

August 24, 2006
Record of Decision Signed
Alternative E Selected

July 11, 2006
Final EIS/CCP Released
Final EIS/CCP Summary Mailed to 4,903 People
Illinois; Winona, Minnesota; and Onalaska, Wisconsin between January and March 2003. Called "Manager for a Day" workshops, citizens were invited to offer potential solutions to the 12 issues referred to above and any other issue they wished to address. These workshops were again facilitated by Dr. Byers and yielded hundreds of ideas and potential solutions from 116 citizen participants.

In anticipation of public concerns about waterfowl hunting and areas closed to waterfowl hunting on the Refuge, we conducted two special "Closed Area Informational Meetings" with the public. The first was in Onalaska, Wisconsin in September 2003, and the second was in Savanna, Illinois in June 2003. Staff made presentations on the history of closed areas, human disturbance issues, and the bioenergetic or food needs of waterfowl. Citizens provided pros and cons of management options in and around closed areas. Total attendance at these meetings was 93.

Public Meetings and Workshops to Review Draft EIS/CCP, Alternatives A-D

The Draft EIS/CCP was released for public review May 1, 2005, for a 120-day comment period ending August 31, 2005 (Notice of Availability published in the Federal Register: Vol. 70, No 81, page 22058). The Refuge hosted 21 public meetings and workshops attended by 2,900 people. Due to high public interest, we announced the intent to issue a new preferred alternative following the comment period to reflect input received. The workshops resulted in 87 workgroup reports with comments or recommendations on major issues. Each report was posted on the Refuge planning website. The Refuge also received 2,516 written comments including comments from the four states involved, the Corps of Engineers, and 40 conservation or recreation-related organizations, and 5 petitions with more than 3,000 signatures.

Public Meetings and Open Houses to Review Preferred Alternative E

A new preferred alternative (Alternative E) was issued as a Supplement to the Draft EIS/CCP on December 5, 2005 (Notice of Availability published in the Federal Register, Vol. 70, No. 232, page 72462). The initial comment period was for 60 days but was extended to 90 days ending on March 6, 2006. Nine open houses/public forums were held in January 2006 to discuss provisions of Alternative E with the public. A total of 888 citizens attended these meetings. The Refuge received 714 written comments on Alternative E from citizens, clubs, organizations, legislators and state and federal agencies.

State and Federal Interagency Meetings

Refuge managers and biologists have worked closely with the departments of natural resources for Illinois, Iowa, Minnesota and Wisconsin and the Corps of Engineers (St. Paul and Rock Island Districts). Throughout the planning process, Refuge personnel have met with State representatives approximately 35 times, in person or via conference calls. An official CCP Interagency Planning Team consisting of State and Corps of Engineers representatives was first convened in December 2001, followed by scoping meetings in May 2002, March 2003, and January 2004. Most representatives also participated in a Wildlife and Habitat Management Review of the refuge in August and October 2002.

Between January and April 2004, Refuge staff conducted briefings for state department of natural resource personnel from the four States and managers of the Rock Island and St. Paul Districts, Corps of Engineers. These briefings involved discussions of issues and management alternatives for the Draft EIS/CCP.

As planning progressed, the Refuge continued to meet with the Interagency Planning Team in person or via conference calls in May 2005, September 2005, February 2006, and May 2006. These meetings provided the agencies further opportunity to exchange ideas regarding proposed management alternatives.
The Refuge provided briefings to the Corps of Engineers and each state department of natural resources after releases of the Draft EIS/CCP in May 2005 and the Supplement in December 2005. Briefings were scheduled after public meetings (see above) in order to integrate public comments into the discussion. These briefings often included PowerPoint presentations of major issues, followed by questions and answers and discussion.

Congressional Briefings and Meetings

In late January 2004 the Refuge conducted three briefings for Congressional and state legislative members and staff. Meetings were held in Savanna, Illinois, Prairie du Chien, Wisconsin, and La Crosse, Wisconsin. Attendees included one state senator from Minnesota and staffers for three U.S. Representatives and three U.S. Senators. In August and November 2005, Refuge Manager Hultman provided a briefing to the Congressional River Advisory Board, sponsored by Congressman Kind (WI). Meetings were also held with Congressman Kind in March and April of 2006. Conference calls were conducted with Congressional Staff in October 2005 and May 2006. In October 2005, two of Senator Coleman’s (MN) staff visited the Refuge to discuss the CCP. In March 2006, Refuge Manager Hultman attended a meeting convened by Congressman Kind to discuss Wisconsin navigability issues. Attendees included legal counsel for Department of the Interior, Wisconsin Department of Natural Resources, and Wisconsin Department of Justice (Attorney General).

Other Meetings

Between 2003 and 2006, briefings and presentations were given to the Upper Mississippi River Conservation Committee, Upper Mississippi River Basin Association, Mississippi River Citizens Commission, Wisconsin Parkway Commission, Minnesota Audubon Society, Mississippi River Air Boaters Association, the La Crosse County (Wisconsin) Conservation Alliance, Winona Civic Association, and several other river community organizations. Topics included the planning process and framework, issues being addressed, and avenues for public involvement and comment.

Newsletters, News Releases and Executive Summaries

Three “CCP Update” newsletters dated August 2002, December 2002, and July 2003, were sent to approximately 2,600 citizens, nongovernmental organizations, media, and legislators during the scoping process. They described who we are, the planning process, proposed completion schedules, potential issues to be addressed in the Draft EIS/CCP, draft Refuge vision and goals, and times and locations of upcoming public meetings. Four news releases were sent to approximately 52 media outlets (newspapers, radio, and TV) during this scoping process. They announced our intent to complete the CCP, meetings, workshops and invited citizen participation.

In May 2005 the Draft EIS/CCP was released for public review and comment. At the same time, an Executive Summary (27 pages) was mailed to over 3,100 individuals, organizations, elected officials, and members of the media. It provided information on the public involvement process, Refuge goals, planning issues, summaries of alternatives and environmental consequences, and tables of project features proposed in the Plan. Several news releases were issued at the same time to announce the release, comment deadlines, and upcoming public meetings.

In December 2005, an Executive Summary of the “Supplement to the Draft Environmental Impact Statement and Comprehensive Conservation Plan, Alternative E: Modified Wildlife and Integrated Public Use” was sent to a mailing list including 2,950 addresses. This document offered information similar to the previous summary, with the addition of foldout maps of each Refuge pool showing management direction under proposed Alternative E. As
with previous executive summaries, news releases were issued at the same time to announce the release, comment deadlines, and upcoming public meetings.

An update of the Final Environmental Impact Statement and Comprehensive Conservation Plan was sent to approximately 4,900 addressees on the current EIS/CCP mailing list.

General

Details of public and agency meetings are available at Refuge headquarters in Winona, Minnesota and on our planning website. Throughout the planning period, 2002-2006, Refuge staff made numerous CCP presentations to a variety of media and audiences, including radio, television, and print media, civic organizations, conservation groups, and other organizations.

Refuge staff provided briefings to the Service’s Regional Office (Region 3, Twin Cities MN) in May 2003, November 2003, February 2005, September 2005, and March 2006. Similar briefings were provided to the Service Director and staff and high-ranking officials of the Department of the Interior, in Washington, D.C. in March 2005 and April 2006.

Cultural Resources and Historic Preservation

Notification of preparation of the CCP and EIS was sent to the federally-recognized tribes and to several county historical societies. In addition, the following listed organizations were notified:

# State Historic Preservation Officer for Illinois, Iowa, Minnesota, and Wisconsin
# Office of the State Archeologist for Iowa, Minnesota, and Wisconsin
# Governor’s Liaison for Indian Affairs in Iowa
# Indian Affairs Council for Minnesota
# Archaeological and historic preservation statewide groups
# The Advisory Council on Historic Preservation
# The FWS Historic Preservation Officer

The CCP will also be sent to each State Historic Preservation Officer and to others who request it.

List of Contacts

The Refuge has contacted the following agencies, organizations, and citizens regarding the CCP.

Elected Federal Officials (18)

U.S. Sen. Richard Durbin (Illinois)
U.S. Sen. Barack Obama (Illinois)
U.S. Sen. Charles Grassley (Iowa)
U.S. Sen. Tom Harkin (Iowa)
U.S. Sen. Norm Coleman (Minnesota)
U.S. Sen. Mark Dayton (Minnesota)
U.S. Sen. Russ Feingold (Wisconsin)
U.S. Sen. Herb Kohl (Wisconsin)
U.S. Rep. Lane Evans (Illinois)
U.S. Rep. Dennis Hastert (Illinois)
U.S. Rep. Tom Latham (Iowa)
U.S. Rep. Gil Gutknecht (Minnesota)
U.S. Rep. Mark Kennedy (Minnesota)
U.S. Rep. Mark Green (Wisconsin)
U.S. Rep. Ron Kind (Wisconsin)

Elected State Officials (36)

State Sen. Denny Jacobs (Illinois)
State Sen. Todd Sieben (Illinois)
State Sen. Mike Connolly (Iowa)
State Sen. E.T. Gaskill (Iowa)
State Sen. Kitty Rehberg (Iowa)
State Sen. Julie Hosch (Iowa)
State Sen. Bryan Sievers (Iowa)
State Sen. Roger Stewart (Iowa)
State Sen. Mark Zieman (Iowa)
State Sen. Bob Kierlin (Minnesota)
State Sen. Steve Murphy (Minnesota)
State Sen. RON BROWN (Wisconsin)
State Sen. Dan Kapanke (Wisconsin)
State Sen. Mark Moyer (Wisconsin)
State Sen. Dale Schultz (Wisconsin)
State Rep. Mike Boland (Illinois)
State Rep. JIM SCAIA (Illinois)
State Rep. Patrick Verschoore (Illinois)
State Rep. Polly Bukta (Iowa)
State Rep. Chuck Gipp (Iowa)
State Rep. Pam Jochem (Iowa)
State Rep. Steven Luken (Iowa)
State Rep. Pat Murphy (Iowa)
State Rep. Steven Olson (Iowa)

State Rep. Polly Bukta (Iowa)
State Rep. Chuck Gipp (Iowa)
State Rep. Pam Jochem (Iowa)
State Rep. Steven Luken (Iowa)
State Rep. Pat Murphy (Iowa)
State Rep. Steven Olson (Iowa)
State Rep. Bob Osterhaus (Iowa)
State Rep. Roger Thomas (Iowa)
State Rep. Gregory Davids (Minnesota)
State Rep. Jerry Dempsey (Minnesota)
State Rep. Gene Pelowski (Minnesota)
State Rep. Steve Sviggum (Minnesota)
State Rep. DuWayne Johnsrud (Wisconsin)
State Rep. Gabe Loeffelholz (Wisconsin)
State Rep. Lee Nerison (Wisconsin)
State Rep. Jennifer Shilling (Wisconsin)
Attorney General Peg Lautenschlager (Wisconsin)

Federal Agencies (8)
U.S. Army Corps of Engineers
U.S. Coast Guard
U.S. Department of Agriculture, Natural Resource Conservation Service
U.S. Department of Interior, U.S. Fish & Wildlife Service
U.S. Department of Interior, U.S. Geological Survey
U.S. Department of Transportation
U.S. Environmental Protection Agency
U.S. Forest Service

Native American Tribes (35)
Bad River Band, Chippewa
Boise Forte Band, Chippewa
Fond du Lac Band, Chippewa
Grand Portage Band, Chippewa
Lac Courte Oreilles Band, Chippewa
Lac du Flambeau, Chippewa
Leech Lake Band, Chippewa
Mille Lacs Band, Chippewa
Red Cliff Band, Chippewa
Red Lake Band, Chippewa
Sandy Lake Band, Chippewa
Sokaogon Chippewa
Devils Lake (Spirit Lake) Sioux
Flandreau Santee Sioux
Lake Brule Sioux
Lowe Sioux MdeWakanton
Prairie Island Sioux
Santee Sioux
Shakopee MdeWakanton Sioux
Sisseton-Wapeton Sioux
Upper Sioux Community
Iowa Tribe of Kansas

Iowa tribe of Oklahoma
Menominee Indian Tribe
Miami Tribe
Stockbridge-Munsee
Peoria Indian Tribe
Citizen Potawatomi
Forest County Potawatomi
Hannahville Indian Community, Potawatomi
Prairie Band of Potawatomi
Sac & Fox Nation of Missouri
Sac & Fox Tribe of the Mississippi
Ho-Chunk Nation
Winnebago Tribe of Nebraska

State Agencies (16)
Iowa Department of Natural Resources
Iowa Historical Society
Iowa Department of Cultural Affairs
Illinois Department of Natural Resources
Illinois Historic Preservation Division
Minnesota Department of Agriculture
Minnesota Department of Natural Resources
Minnesota Department of Transportation
Minnesota Historical Society
Minnesota Pollution Control Agency
Minnesota Water & Soil Resource Board
Wisconsin Department of Natural Resources
Wisconsin Division of Tourism
Wisconsin Department of Transportation
Wisconsin Department of Agriculture, Trade
Wisconsin Historical Society

Cities (23)
Alma, Wisconsin
Brownsville, Minnesota
Cassville Village, Wisconsin
Dubuque, Iowa
Edgewood, Iowa
Elkader, Iowa
Fountain City, Wisconsin
Garnavillo, Iowa
Guttenberg, Iowa
Harper’s Ferry, Iowa
Hokah, Minnesota
La Crescent, Minnesota
La Crosse, Wisconsin
Lansing, Iowa
McGregor, Iowa
Monona, Iowa
New Albin, Iowa

Chapter 2: Consultation and Coordination With the Public and Others
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Onalaska, Wisconsin
Prairie du Chien, Wisconsin
Stoddard, Wisconsin
Trempealeau, Wisconsin
Waukon, Iowa
Winona, Minnesota

Counties (19)
Carroll, Illinois
Jackson, Illinois
JoDaviess, Illinois
Rock Island, Illinois
Whiteside, Illinois
Allamakee, Iowa
Clayton, Iowa
Clinton, Iowa
Dubuque, Iowa
Scott, Iowa
Houston, Minnesota
Wabasha, Minnesota
Winona County, Minnesota
Buffalo, Wisconsin
Crawford, Wisconsin
Grant, Wisconsin
La Crosse, Wisconsin
Trempealeau, Wisconsin
Vernon, Wisconsin

Organizations (262)
American Kennel Club
American Rivers
Animal Protection Institute
Audubon Society
BASSMasters Federation
Blue Goose Alliance
Boy Scouts of America
Defenders of Wildlife
Izaak Walton League of America
National Rifle Association
Sierra Club
The Nature Conservancy
The Wilderness Society
Friends of the Upper Mississippi Refuges
Conservation Organizations and Clubs (96)
Businesses (45)
Schools/Univ. (26)
Libraries (58)
Other Organizations (54)

River Associations and Committees (13)
Lower Mississippi River Conservation Committee
Midwest Area River Coalition 2000
Mississippi River Basin Alliance
Mississippi River Citizen Commission
Mississippi River Interstate Cooperative Research Association
Mississippi River Parkway Commission
Mississippi River Regional Planning Commission
Mississippi River Revival
River Resource Alliance
Upper Mississippi River Basin Association
Upper Mississippi River Congressional Task Force
Upper Mississippi River Conservation Committee
Upper Mississippi Waterway Association

Media (119)
Newspaper (75)
Radio (28)
TV (16)

Citizens (3,907)
Illinois (526)
Iowa (665)
Minnesota (945)
Wisconsin (1,715)
Citizens of Other States (56)