

Appendix A-3

Planning Models

- A-3 a. Director's Memorandum, "Outreach Planning for Significant Decisions"
- A-3 b. Region 1 10-Step Model Process ("Field Guide to Outreach")
- A-3 c. Region 5 7-Step Model Process ("Region 5 Outreach Workbook")
- A-3 d. Region 7 7-Step Model Outreach Checklist Worksheet ("Region 7 Outreach Report")



United States Department of the Interior

FISH AND WILDLIFE SERVICE
Washington, D.C. 20240

Memorandum

To: Service Directorate

From: Director 

Subject: Outreach Plans for Significant Decisions

Since becoming Director, I have observed firsthand the continuing high level of public interest that is generated by Fish and Wildlife Service programs. The public cares deeply about our wildlife heritage, but unless we take the time to explain our actions, we can miss opportunities to engage and inform the public and may inadvertently increase the potential for misunderstanding. Fish and wildlife resources will benefit if our public communications are clearly, timely, and delivered to the interested audiences.

Hence, this is a reminder that all significant policy and decision documents must now contain completed outreach plans before they reach the Director's office. We discussed this policy in draft at the July directorate meeting, and many of your comments have been incorporated into this final memorandum. These requirements will be formalized by incorporating them in the Service manual where appropriate.

The decision regarding whether an action is "significant," and requiring an outreach plan, is made by the responsible Regional Director or, for actions originating in the Washington Office, by the program Assistant Director and the Assistant Director -- External Affairs.

In determining whether a policy or decision is "significant," it is important to consider the anticipated level of public response, either from news media, elected officials, or affected communities and interest groups. You should consider whether the action has the potential to generate positive public interest and support, as well as whether it may be controversial.

Clearly each member of the Directorate will have to exercise his or her independent judgment as to whether an action is significant. If there is any question whether an outreach plan is required, please contact the Assistant Director -- External Affairs for guidance and advice.

Outreach plans are required for all endangered species regulations, (e.g. listing, reclassification, delisting documents etc). The extent of the outreach that should be conducted, however, should be in keeping with the anticipated level of public interest in the announcement. Some endangered species packages will require extensive outreach, while others will require

A package of material is enclosed to assist in the development of outreach plans. This package includes the following:

1. Flow charts for documents originating in Regions and the Washington Office
2. Sample forms of:
 - Transmittal Sheet
 - Outreach Plan Summary
 - Key Contact Table
3. Example of an Outreach Plan (wolf announcement)

In order to make this process easier for employees developing outreach plans, the outreach format will be provided to all Regions through a computer file in the near future.

The Service has an obligation to notify interested parties and affected members of the public about its actions. That obligation extends not just to those we expect to support us, but also to those who may not agree with our decisions. Improving our communication with the public will strengthen our conservation efforts. I have made a personal commitment to improve communication and outreach from the Director's office, and I expect all of you to make that same commitment by planning and implementing effective outreach to maximize support of the Service's conservation mission.

Attachments

notifications only to local areas and officials or a few interested parties.

Other policies or decisions for which you should consider the need for outreach may include: high-profile recovery plans; species reintroductions; controversial land acquisitions; major refuge comprehensive conservation plans; actions to control predators or migratory bird populations; issues affecting public access to hunting, fishing, or other outdoor recreation; contaminant issues with visible loss of species or potential to generate human health concerns; major natural resource damage assessment settlements; actions involving large expenditures of funds; scientific information or reports presenting major findings about the status of species or ecosystems; and other significant new policies or policy changes.

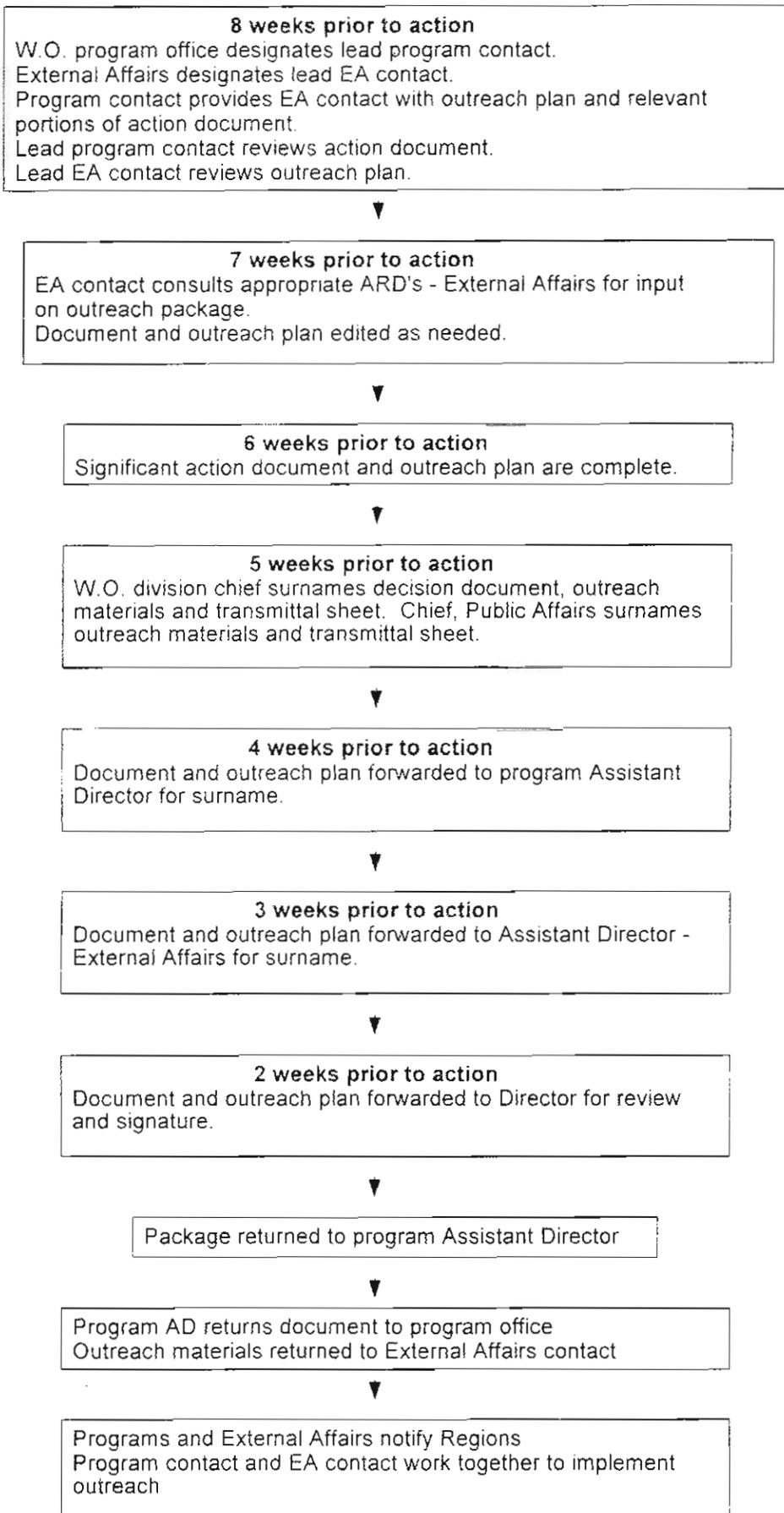
In situations where the Service is not the action agency but has made recommendations to, conducted studies for, or is in scientific disagreement with another agency, you should consider the need for outreach strictly on a case-by-case basis if you think it is necessary to explain our position.

Major law enforcement cases may also require outreach. Because of the sensitivity of these cases, outreach planning should be closely coordinated between External Affairs and Law Enforcement, in consultation with appropriate Justice Department officials. These individuals are responsible for ensuring that necessary internal and external notifications on law enforcement cases take place at the appropriate time.

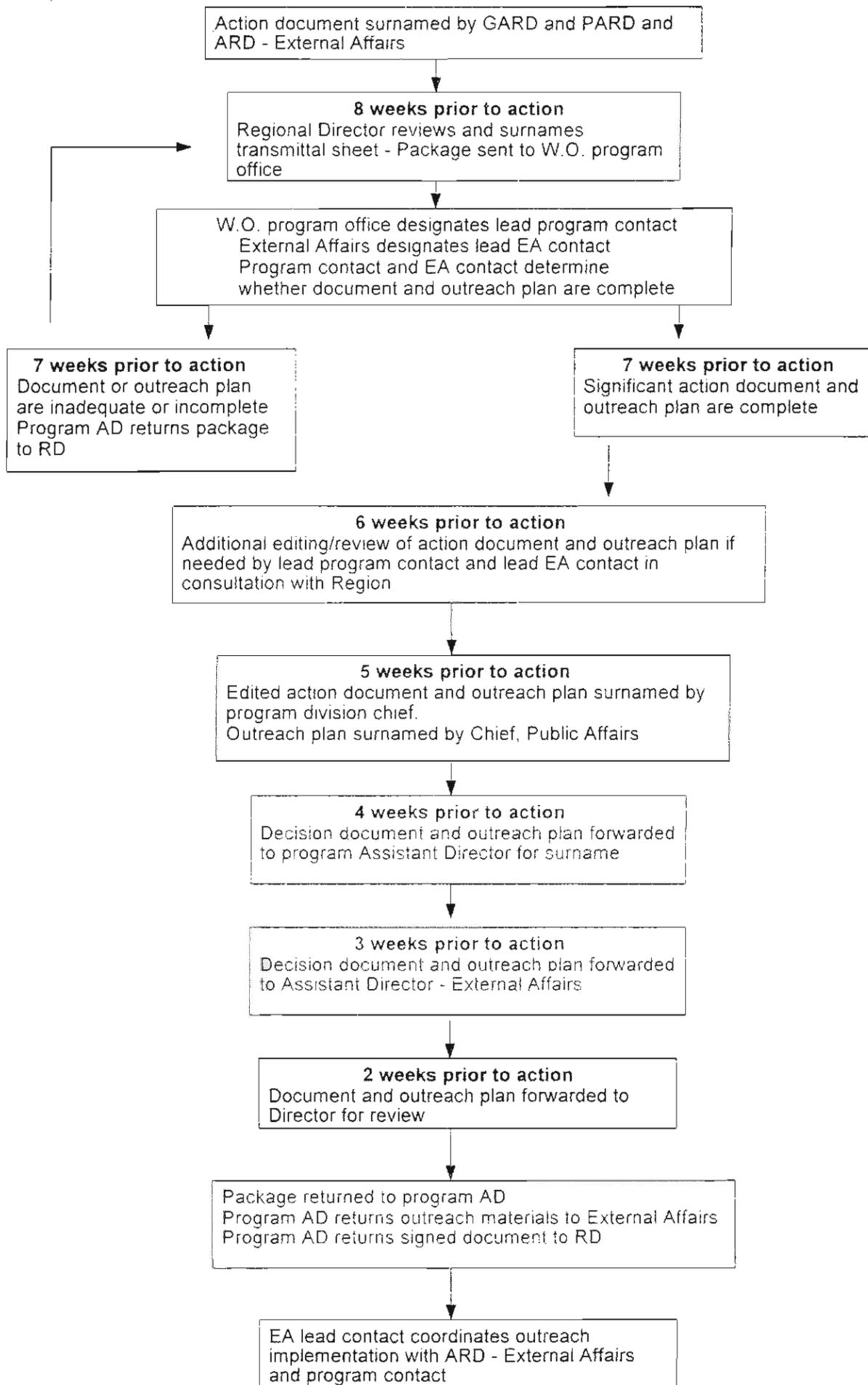
Based on our experience with outreach for endangered species issues, we have established a deadline of 8 weeks prior to an action for decision documents and outreach plans to be received in the Washington Office for review and surname. Obviously, some crisis situations will not allow for this time frame; we will make every effort to expedite clearance of outreach plans for crisis situations. In addition, some decisions -- such as migratory bird hunting regulations -- are made on a much shorter time frame. In those instances, however, we still know that outreach will be needed and we can begin well ahead of time to prepare some of the required materials.

Outreach plans must be surnamed by the appropriate Geographic and Program Assistant Regional Director and the Assistant Regional Director for External Affairs before being signed by the Regional Director. In Washington, outreach plans must be surnamed by program division chiefs and the chief of Public Affairs before being signed by the program Assistant Director and the Assistant Director for External Affairs. Significant decision documents received by the Assistant Directors without surnamed, completed outreach plans will be returned to the Region or division for completion of the outreach plan.

**SIGNIFICANT ACTION DOCUMENT/OUTREACH PLAN
FLOW CHART FOR DOCUMENTS ORIGINATING IN WASHINGTON**



SIGNIFICANT ACTION DOCUMENT/OUTREACH PLAN FLOW CHART FOR DOCUMENTS ORIGINATING IN REGIONS



**TRANSMITTAL SHEET
FOR DECISION DOCUMENTS**

Document Title: _____

The document being transmitted is:

_____ A SIGNIFICANT ACTION* requiring an Outreach Plan. This package includes the following mandatory items:

1. Outreach Plan Summary
2. Press Release
3. Key contact table

The following OPTIONAL items are included as needed:

1. Fact Sheets
2. Question and answer sheet
3. Maps
4. Talking points or speech
5. Charts
6. Chronology
7. Event agenda

_____ Not A SIGNIFICANT ACTION, therefore not requiring an outreach plan.

I am submitting this document no later than 8 weeks prior to the planned announcement date/Federal Register publication date.

Regional/Assistant Director

Date

*A significant policy or decision document, including all endangered species listing documents, and other policies or decisions expected to generate significant interest from the news media, elected officials, or affected communities and interest groups.

OUTREACH PLAN SUMMARY

Issue: (state issue in one or two sentences)		
Basic Facts About The Issue:		
Communication Goals:		
Message:		
Interested Parties:		
Key Date:		
Strategy:		
Materials	<u>Yes/No</u>	<u>Prepared By</u>
Required:		
Press release		
Fact sheet		
Question and answer		
Key contact table		
Optional:		
Talking points		
Speeches		
Chronology		
Charts		
Maps		
Photos		
Video		

OUTREACH PLAN EXAMPLE
(Wolf Reclassification Announcement)

Outreach Plan for the Wolf Reclassification

Issue: (state issue in one or two sentences)

The Service intends to propose reclassifying or delisting some wolf populations.

Basic Facts About The Issue:

1. The Service is reviewing the recovery status of gray wolf populations in the U.S.
2. The Service plans to develop and publish a proposed rule on this topic sometime this winter, and to solicit extensive public comment.
3. Wolf populations in the Great Lakes region (Minnesota, Wisconsin, Michigan) exceed recovery goals. Delisting may be appropriate for wolves in the Midwest and portions of the East.
4. Naturally occurring Rocky Mountain wolves are increasing and may warrant reclassification from “endangered” to the less-restrictive “threatened” status.
5. Wolves reintroduced to Yellowstone National Park and Idaho are classified as experimental, non-essential. Special rules for these wolves will remain in effect.
6. The Northeast offers the most remaining potential for gray wolf recovery. Wolves there continue to need the protection of the Endangered Species Act. The Service will consider whether reclassification to “threatened” might be appropriate to further recovery efforts.
7. Important conservation measures have been taken for Mexican wolves but they have not yet recovered enough to be delisted or reclassified.
8. The status of the red wolf will not change. It remains listed as “endangered” except where it has been reintroduced and is classified as a non-essential, experimental population.

Communication Goals:

1. Advise partners that we are considering this action and solicit their input.
2. Ensure that partners are not surprised by a premature news announcement.
3. Clarify the details of this complicated administrative announcement for those who wish to comment/participate.
4. Demonstrate that wolf recovery is a success story, showing that endangered species can be conserved and restored.
5. Ensure accurate news stories.

Message:

Wolves are recovering thanks to determined conservation efforts and public support. Some populations may be eligible for delisting or reclassification under the Endangered Species Act. A formal proposal and public comment period will be announced later this year.

Interested Parties:

State fish and wildlife agencies; Tribes; conservation groups; farmers and ranchers; other Federal agencies; Members of Congress; news media; many members of the public.

Key Date:

June 29, 1998 (tentative)

Strategy:

1. Provide advance notice to potential partners including States, Tribes, and others. Make calls to partners a day or two before press announcement. Brief Members of Congress, conservation groups, and others the same day as announcement.
2. Hold major news event with Secretary Babbitt at a location in Minnesota where the media can film captive wolves. Event will include Secretary Babbitt, Director Clark, director of the State Department of Natural Resources, and a Tribal representative (to be identified).

<u>Materials</u>	<u>Yes/No</u>	<u>Prepared By</u>
Press release	Yes	Burton/Durham
Fact sheets	Yes	Parham
Talking points	Yes	Parham/Johnston
Speeches	Yes	TBD
Charts	No	
Maps	No	
Photos	Yes	Rieben
Videos	Yes	Rieben

WOLF
KEY CONTACT TABLE*

Name of Office to be Contacted	Name/Title of Contact	Address	Phone & Fax	Method of Contact	FWS Contact (Name/Office)	Contact Date
MEMBERS OF CONGRESS:						
Senator Larry Craig	Missy Gulsto	304 North 8 th Street Room 149 Boise, Idaho 83702	(208)342-7983 & (208)343-2438	Phone/Fax	Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River Basin Office	
Senator Dirk Kempthorne	Buzz Fawcett	304 North 8 th Street Room 338 Boise, Idaho 83702	(202)224-6142 & (202)224-5893	Phone/Fax	Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River Basin Office	
Congressman Mike Crapo	Lee Hathaway	304 North 8 th Street Room 325 Boise, Idaho 83702	(202)225-5531 & (202)225-8216	Phone/Fax	Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River Basin Office	
Congressman Helen Chenoweth	Judy Boylo	304 North 8 th Street Room 454 Boise, Idaho 83702	(208)336-9831 & (208)336-9891	Phone/Fax	Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River Basin Office	
STATE GOVERNMENT Office of the Governor: Phil Batt	Jason Kreizenbeck	State Capitol Statehouse Mail Boise, Idaho 83720	(208)334-2100 & (503)334-2175	Phone/Fax	Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River Basin Office	
State Senate: Laird Noh State Senator Chairman, Natural Resources		3442 Addison Avenue East Kimberly, Idaho 83341		Mail	Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River Basin Office	
State House of Representatives: Golden Linford State Representative Agriculture & Natural Resources		2120 West 4200 South Pocatello, Idaho 83440		Mail	Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River Basin Office	

* This example is not a complete list of the contacts for the wolf announcement; it is an excerpt from the original Wolf Key Contact Table which included more than 125 contacts

KEY CONTACT TABLE*

Organization	Name/Title of Contact	Address	Phone & Fax	Method of Contact	FWS Contact (Name/Office)	Contact Date
Idaho Department of Transportation	Dwight M. Bower Director	P.O. Box 7129 Boise, Idaho 83707-1129	(208) 334-8000 & (208) 334-3858	Fax	Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River Basin Office	
Idaho Department of Water Resources	Karl J. Dreher Director	1301 North Orchard Boise, Idaho 83706	(208) 327-7910 & (208) 327-7866	Fax	Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River	
Northwest Power Planning Council	Mike Fields Rayola Jacobson	Statehouse Mall 450 West State Street Boise, Idaho 83720	(208) 334-6970 &	Mail	Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River Basin Office	
FEDERAL AGENCIES						
Bureau of Land Management	Martha Hahn State Director	1387 South Vinnell Way Boise, Idaho 83709	(208) 373-4000 & (208) 373-4005	Phone/Fax	Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River Basin Office	
Bureau of Reclamation	John Keyes Regional Director	1150 North Curtis Road Boise, Idaho 83706-1234	(208) 378-5020 & (208) 378-9562	Mail	Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River Basin Office	
U.S. Fish and Wildlife Service Idaho Fishery resource Office	Bill Miller	P.O. Box 18 Ahsahka, Idaho 83520	(208) 476-7242 & (208) 476-7228		Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River Basin Office	
Boise National Forest	Dave Rittenhouse Forest Supervisor	1249 South Vinnell Way Boise, Idaho 83709	(208) 373-4100 & (208) 373-4111	Fax	Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River Basin Office	
Caribou National Forest	Jerry Reese Acting Forest Supervisor	250 South 4 th Avenue, Federal Building, Suite 294 Pocatello, Idaho 83201	(208) 236-7500 & (208) 236-7503	Fax	Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River Basin Office	

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WOLF
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Organization	Name/Title of Contact	Address	Phone & Fax	Method of Contact	FWS Contact (Name/Office)	Contact Date
Clearwater National Forest	James Caswell Forest Supervisor	12730 Highway 12 Oronogo, Idaho 83544	(208) 476-4541 & (208) 476-8329	Fax	Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River Basin Office	
Nez Perce National Forest	Coy Jemmett Forest Supervisor	Route 2, Box 475 Grangeville, Idaho 83530	(208) 983-1950 & (208) 983-4099	Fax	Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River Basin Office	
Payette National Forest	Dave Alexander Forest Supervisor	P.O. Box 1026 McCall, Idaho 83638	(208) 634-0700 & (208) 634-0744 808-4805	Fax	Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River Basin Office	
Salmon-Challis National Forest	George Matzjko Forest Supervisor	P.O. Box 729 Salmon, Idaho 83467	(208) 756-2215 & (208) 756-5151	Fax	Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River Basin Office	
Sawtooth National Forest	William LaVere Forest Supervisor	2647 Kimberly Road East Twin Falls, Idaho 83301	(208) 737-3200 & (208) 737-3236	Fax	Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River Basin Office	
Natural Resource Conservation Service	Liana Kiger State Conservationist	Blackeagle Business Center Blue Heron Center 9173 West Barnes Drive Boise, Idaho 83709	(208) 378-5700 & (208) 378-5735	Fax	Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River Basin Office	
NATIVE AMERICAN TRIBES						
Coeur d'Alene Tribe	Ernest Stensgar Chairman	850 A Street P.O. Box 408 Plummer, Idaho 83851	(208) 686-5901 & (208) 686-8600	Fax	Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River Basin Office	

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Organization	Name/Title of Contact	Address	Phone & Fax	Method of Contact	FWS Contact (Name/Office)	Contact Date
Kootenai Tribe of Idaho	Gary Aitken Chairman, Tribal Council	County Road 38A P.O. Box 1269 Bonanza Ferry, Idaho 83805	(208) 267-3519 & (208) 267-2960	Fax	Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River Basin Office	
Nez Perce Tribe of Idaho	Samuel Pemney Chairman, Tribal Executive Committee	P.O. Box 365 Lapwai Idaho 83540	(208) 843-2253 & (208) 843-7354	Fax	Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River Basin Office	
Shoshone-Bannock Tribe- Idaho	Arnold Apensy Chairman, Fort Hall Business Council	P.O. Box 306 Fort Hall, Idaho 83203	(208) 238-3804 & (208) 237-9736	Fax	Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River Basin Office	
CONSERVATION ORGANIZATIONS:						
Alliance for the Wild Rockies	Din Smith	1714 Heron Street Boise, Idaho 83705		Mail	Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River Basin Office	
Idaho Conservation League	John McCarthy	P.O. Box 844 Boise, Idaho 83701	(208) 345-6933 & (208) 344-0344	Mail	Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River Basin Office	
Idaho Rivers United	Liz Paul	P.O. Box 633 Boise, Idaho 83701	(208) 343-7481	Mail	Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River Basin Office	
The Nature Conservancy	Patricia Klahr	P.O. Box 64 Sun Valley, Idaho 83333		Mail	Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River Basin Office	
Trout Unlimited	Dr. Floyd Pantelli	2976 Greentree Lane Idaho Falls, Idaho 83401		Mail	Bob Ruesink, Steve Duke, Sam Lohr, Carol Wanstrom/Snake River Basin Office	

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NEWS

from the U.S. Fish and Wildlife Service

June 29, 1998

Ken Burton 202-208-5657

Georgia Parham 312-334-4261, ext.203

Hugh Vickery 202-208-5634

GRAY WOLVES MAKING A STRONG COMEBACK;
U.S. FISH AND WILDLIFE SERVICE TAKING A NEW LOOK AT THEIR STATUS

Once hunted nearly to extinction, the gray wolf has rebounded so well in the lower 48 states that the Interior Department's U.S. Fish and Wildlife Service will take a new look at the wolf's status under the Endangered Species Act to determine if any of the populations warrant delisting or reclassification, Secretary Bruce Babbitt announced today during a news conference at the Wildlife Science Center in Forest Lake, Minnesota.

"Few animals have ever haunted our dreams or fired our imaginations more than the wolf," said Secretary Babbitt. "Unfortunately, by the early part of this century, man had almost exterminated the wolf from the lower 48 states. Now, in Minnesota and elsewhere, the recovery of the wolf is becoming an impressive conservation success story and a gift to future generations. I believe it's time to stand back and take a close look at wolf populations throughout the country and to carefully consider if all of the wolves still need the same level of special protection under the Endangered Species Act."

"The Fish and Wildlife Service is taking steps to review the gray wolf's current status and to consider delisting or reclassifying specific wolf populations where appropriate," said Service Director Jamie Rappaport Clark.

Clark said that after consultation with states, Tribes, and others involved in wolf conservation and management, the Service will prepare an official proposal, which it plans to publish in the Federal Register this winter. The proposal will include a lengthy public comment period. Changes in the wolf's legal status are not likely to occur before 1999.

Gray wolves in the Midwest and portions of the East could potentially be removed from the endangered species list. There are an estimated 2,500 gray wolves in the Great Lakes area, primarily in Minnesota, Michigan, and Wisconsin, which exceeds the number established as the recovery goal set for the species in this region. If the wolf were delisted, the states and Native American Tribes would assume responsibility for wolf management and conservation.

In the Rocky Mountains, there are approximately 235 wolves. This includes naturally occurring wolves in northwest Montana, numbering about 85, and reintroduced wolves in Yellowstone

National Park and central Idaho, which now total about 150. The reintroduced wolves have been nearly doubling their population annually. Rocky Mountain wolves are all listed as "endangered," but the reintroduced population is considered an "experimental, non-essential population" which enables more flexible management activities. Clark said that Rocky Mountain wolves could all potentially be reclassified from endangered to the less dire status of "threatened." If this occurred, the special rules for managing the reintroduced wolves would remain in place.

Wolf conservation and recovery in the Southwest took a major step forward this spring when captive-bred Mexican wolves were reintroduced to restore their populations in Arizona and New Mexico. Mexican wolves have not yet reached recovery goals and are not being considered for delisting or reclassification.

There is potential for wolf recovery in some areas of the Northeast where suitable habitat and prey species remain. The Service is considering what the appropriate classification for wolves in the Northeast should be, in view of the possible recovery potential there, and will be consulting with its conservation partners in particular on this issue. Clark said it appears likely that continued protection under the Endangered Species Act will be necessary for wolves in portions of the Northeast.

Clark attributed the wolf's comeback to a combination of scientific research, conservation and management programs, and education efforts that helped increase public understanding of wolves. Successful reintroduction and management programs greatly accelerated wolf recovery in the Rocky Mountains. Restoration of wolf prey species such as deer, elk, and moose; science-based management; and habitat and legal protection all have allowed gray wolf populations to greatly expand their numbers and distribution.

Clark praised states, Native American Tribes, private organizations, and individuals who have worked together as partners to promote wolf recovery. "Together, we have developed innovative methods to reduce impacts to the livestock industry. One very successful program is administered by Defenders of Wildlife, which compensates ranchers for livestock that are proven wolf kills. We have also used the flexibility in the Endangered Species Act to allow us to manage wolves more effectively as populations rebounded," Clark said.

If a species' status under the Endangered Species Act is changed to either endangered or threatened, the species remains under Federal protection. If wolves are removed from the list, management then becomes the responsibility of the state or Native American Tribe where the population is located. However, the

Service monitors delisted populations for at least 5 years following removal from the list and provides technical assistance or other management guidance, if requested.

"This program is like an emergency room and a recovery ward in a hospital. Once the patient's trauma is past and recovery is progressing well, it's time for the patient to get on with life," Babbitt said. "We are at that point with some of our wolf populations. Our goal is not to keep them in the hospital indefinitely. Perpetual protection is not the goal; seeing species reach the point that they can survive in the wild, on their own, is."

Red wolves, which have been reintroduced to eastern Tennessee and North Carolina, would not be affected by the review, nor would wolves in Alaska, which have never been Federally listed as endangered or threatened.

Before the arrival of European settlers, wolves ranged widely across the continent. Gray wolves were found throughout most of the United States, Canada, and Mexico, with red wolves primarily inhabiting the southeastern United States.

In the United States, wolves were killed not only by individual settlers, fur traders, or hunters, but also subjected to organized government predator-control efforts. By the late 1920s, wolves were eradicated from the Rocky Mountains. Gray wolves in the East were virtually eliminated with the exception of several hundred animals in Minnesota. Mexican wolves also vanished from the wild in the southwestern United States. The last remaining red wolves were removed from the wild for captive breeding in the 1970s; they survive in the wild today only through reintroduction programs.

The gray wolf was among the first species to be officially considered endangered under the first Federal endangered species law in 1967. Currently, it is listed as endangered throughout its historic range in the lower 48 states, except in Minnesota where it is listed as threatened. (An endangered species is considered to be in danger of extinction; a threatened species is one that is likely to become endangered.) Reintroduced populations such as those in Yellowstone and central Idaho and Arizona are listed as "non-essential, experimental," which permits more flexible management for those populations.

The Fish and Wildlife Service posts information about the various gray wolf populations at graywolfmail@mail.fws.gov, <http://www.r6.fws.gov/wolf>, <http://www.ifw2es.fws.gov/wolf/>, and <http://www.fws.gov/r3pao/wolf/> on the Internet. Individuals and organizations wanting to be placed on the Service's mailing list to obtain updates on the wolf's status can write U.S. Fish and

Wildlife Service, Gray Wolf Review, 1 Federal Drive, Fort Snelling, MN 55111-4056 or use either the <http://www.fws.gov/r3pao/wolf/> or graywolfmail@mail.fws.gov Internet address. Individuals may also call the Service's gray wolf information line at 612-713-7337.

The U.S. Fish and Wildlife Service is the principal Federal agency responsible for conserving, protecting, and enhancing fish and wildlife and their habitats for the continuing benefit of the American people. The Service's nearly 93 million acres include 514 national wildlife refuges, 78 ecological services field stations, 66 national fish hatcheries, 50 wildlife coordination areas, and 38 wetland management districts with waterfowl production areas.

The agency enforces Federal wildlife laws, manages migratory bird populations, restores nationally significant fisheries, conserves and restores wildlife habitat such as wetlands, administers the Endangered Species Act, and helps foreign governments with their conservation efforts. It also oversees the Federal Aid program that distributes Federal excise taxes on fishing and hunting equipment to state wildlife agencies. This program is a cornerstone of the Nation's wildlife management efforts, funding fish and wildlife restoration, boating access, hunter education, shooting ranges, and related projects across America.



Wolves in North America



Before the arrival of European settlers, wolves ranged widely across the continent, from coast to coast and from Canada to Mexico. Two species are found in North America, the gray wolf, with its various subspecies, and the red wolf. Historically, gray wolves were found throughout most of the United States, Canada, and Mexico, with red wolves primarily inhabiting the southeastern United States.

Wolves play an important role as predator in the ecosystems they inhabit. They feed primarily on large mammals, such as deer and elk, removing sick and injured animals from the populations. They are highly social, living in packs and hunting and raising young cooperatively.

As the country was settled, native prey species dropped and numbers of domestic animals increased. The belief by settlers that wolves endangered livestock prompted efforts to eradicate wolves throughout their range. In the United States, large-scale predator control programs were carried out, with wolves hunted and killed nearly to extinction.

By the middle of the 20th century, few wolves existed in the Lower 48 states. Only several hundred gray wolves in

Minnesota remained, with a few red wolves and an occasional gray wolf reported. Both the Mexican gray wolf and the red wolf were eventually completely eliminated in the wild, and prior to recent reintroduction efforts, existed only in captivity.

Gray wolves in the Lower 48 states now number about 2,600, with more than 2,000 of them estimated in Minnesota. Currently all wolves in the Lower 48 states, with the exception of gray wolves in Minnesota, are listed as endangered under the Endangered Species Act. Minnesota wolves are listed as threatened.

Recovery plans have been developed for wolves in various parts of the country, with the goal of ultimately removing the wolf from the list of endangered and threatened species. The recovery plans identify the population levels and distribution that would be necessary for the species to be considered recovered. When recovery criteria are reached, the Service then reviews the population status to determine if reclassification or delisting is appropriate. Recovery criteria differ from population to population depending on the threats to the species, the connectivity of the population to other wolf populations, and local ecological circumstances.

Gray wolves in the eastern United States

Gray wolves in the eastern part of the United States were virtually eliminated from the landscape, with the exception of animals in northern Minnesota. Protection under the Endangered Species Act has allowed this population to grow, and it is now estimated at 2,000 to 2,200 animals. In addition, wolves have returned to Michigan and Wisconsin, and these populations total about 260 animals. Gray wolves are listed as threatened in Minnesota and endangered elsewhere. Because wolf populations are nearing recovery goals for the area around the

Great Lakes, the U.S. Fish and Wildlife Service is examining options for changing the status of the wolf in that region. In Minnesota, numbers are increasing, and measures to assist livestock owners who suffer losses to wolves are being increasingly implemented. In Michigan and Wisconsin, wolf numbers are nearing the point that reclassification to the less-serious "threatened" may be possible soon.

Outside the Great Lakes area, gray wolves are almost non-existent. Two animals which may have been wolves were killed recently in Maine; state managers continue to monitor for evidence of wolves in the northeast.

Wolves in the Rocky Mountains

Probably the most well-known wolf recovery effort was the reintroduction of wolves to Yellowstone National Park and central Idaho in 1995 and 1996. After an absence of more than 50 years, wolves returned when the U.S. Fish and Wildlife Service brought wild-trapped Canadian gray wolves to the park and to the Frank Church River of No Return Wilderness Area in Idaho. The goal was to speed up the recovery progress of wolves in the Rocky Mountain region, where wolves had been eliminated in the late 1920's.

Wolves were released as family groups in Yellowstone and individually in central Idaho. The program has been extremely successful, with wolves in both areas forming packs and reproducing. There are now an estimated 90 wolves in Yellowstone, and about 70 wolves in central Idaho. Coupled with natural recovery occurring in northwestern Montana (where there are approximately 75 wolves), the reintroduction program has boosted wolf recovery progress in the Rocky Mountain region.

Wolves in the Rocky Mountain region listed as endangered, but those in Yellowstone and central Idaho reclassification areas are designated as "n

experimental" populations. This gives managers and local residents greater flexibility in dealing with wolf issues than would be possible if the animals remained fully endangered.

On December 12, 1997, the U.S. District Court in Wyoming made a ruling on three individual lawsuits involving the reintroduction of gray wolves in the Rocky Mountains. The result of the court's decision was that, because fully protected endangered wolves could wander into the reintroduction area, the non-essential, experimental designation for wolves in the area was unlawful. The court ordered that the non-native wolves and their offspring be removed, but the judge deferred his decision pending appeal. In February 1998, the U.S. Department of Justice filed a notice of appeal with the Tenth Circuit Court in Denver. Until the Appellate Court rules on this issue, the Service will continue to manage the non-essential, experimental wolf populations as provided for in the special rule.

Mexican gray wolves

Mexican gray wolves, called Mexican wolves or lobos, were once common through western Texas, southern New Mexico, central Arizona, and northern Mexico. By the early 1900's, however, growing numbers of livestock in the region and fewer and fewer natural prey species resulted in increasing numbers of livestock losses to wolves. Intensive control efforts were largely successful in eradicating Mexican wolves by the middle of this century. Since then a few wolves were caught and killed: the last confirmed wild Mexican wolf was reported in the United States in 1970 and in Mexico in 1980.

Mexican wolves were listed as endangered in 1976, and a joint recovery effort with Mexico began. Using animals captured in Mexico in 1977, a captive breeding population was established. These animals are the foundation of the recovery effort

for Mexican wolves. A total of 32 captive breeding facilities in the United States and Mexico are contributing to recovery efforts. Wolves that are candidates for reintroduction undergo a "pre-acclimation" period at Sevilleta National Wildlife Refuge in New Mexico and other remote facilities. This helps foster behavior and characteristics that enhance their ability to survive in the wild.

In 1998, 11 Mexican wolves were transferred to remote sites in Apache National Forest, the first in the wild in almost three decades. After undergoing acclimation in large enclosures for several weeks, the wolves are to be released to disperse in a 7,000-square-mile recovery area, comprised of Apache and Gila National Forests in Arizona and New Mexico. As with wolves reintroduced in Yellowstone and central Idaho, these Mexican wolves are designated "non-essential, experimental" to allow more flexibility in management.

The recovery goal for Mexican wolves is to maintain the captive breeding program while establishing a self-sustaining wild population of at least 100 animals in the species' historic range.

Wolves in Alaska and Canada

Gray wolves in Alaska and Canada have never reached the point that protection under the Endangered Species Act is necessary. In Alaska, the state manages wolves, which number 6,000 to 8,000 animals. Similarly, Canada's 50,000 gray wolves are managed by provincial governments and are not considered endangered or threatened.

Red Wolves

Red wolves once ranged throughout the southeastern United States. As with gray wolves, fear of conflict between red wolves and human activities resulted in eradication efforts. As red wolf numbers declined, the remaining animals in the wild were removed to zoos and other facilities to save the species. By 1980, the red wolf existed only in captivity, with a

Western Great Lakes States	
Michigan	112*
Minnesota	2200
Wisconsin	148
*Does not include 24 wolves on Isle Royale	
Western States	
Yellowstone (Idaho/Wyoming)	70
Northwest Montana	75
Central Idaho	90
Arizona/New Mexico (Mexican wolf)	11

founder population of 14 animals.

Captive breeding efforts were successful, and red wolves have returned to the wild. The first reintroduction was made in 1987 at Alligator River National Wildlife Refuge in North Carolina. In 1991 and 1992, initial efforts were made to reestablish red wolves in the Southern Appalachians in Great Smoky Mountain National Park.

There are now approximately 300 red wolves in existence, about 80 of these animals in the wild. The remainder are part of captive breeding efforts at 36 facilities and three island propagation projects. Recovery goals for the red wolf call for a total 550 animals, including at least 220 in the wild.

For more information about the status of wolves, contact one of the U.S. Fish and Wildlife Service offices listed below or the Service's homepage at www.fws.gov

(Eastern United States)
U.S. Fish and Wildlife Service
Bishop Henry Whipple Building
1 Federal Drive
Ft. Snelling, MN 55111-4056

(Rocky Mountain region)
U.S. Fish and Wildlife Service
100 North Park, Room 320
Helena, Montana 59601

(Mexican Wolves)
U.S. Fish and Wildlife Service
P.O. Box 1306
Albuquerque, New Mexico 87103

(Red Wolves)
U.S. Fish and Wildlife Service
160 Zillicoa Street
Asheville, North Carolina 8710

Questions and Answers about Gray Wolves in North America

POPULATION STATUS

What is the historical range of the gray wolf in the contiguous United States?

Before the arrival of European settlers, wolves ranged widely across the continent, from coast to coast and from Canada into Mexico. Two species were found in North America: the gray wolf lived throughout most of the United States, Canada, and Mexico, and the red wolf lived only in the southeastern United States.

What are the current population designations of the gray wolf in the United States?

The Fish and Wildlife Service currently manages the recovery of three distinct populations of gray wolf by addressing 3 recovery units (The Eastern, Northern Rocky Mountain, and Mexican gray wolf). The Eastern gray wolf population is centered in the western Great Lake States of Minnesota, Michigan, and Wisconsin. The population boundary of the Eastern gray wolf also stretches through virtually the entire East, however, wolf recovery is not considered feasible in most portions of this densely populated area. The Northern Rocky Mountain gray wolf population consists of two re-introduced populations of wolves in Wyoming (Yellowstone) and Idaho, and naturally-occurring wolves in Montana, and Northern Idaho and individuals in the North Cascades Mountains of Washington. The potential recovery boundary also includes Oregon, Washington, Utah, and Colorado. The Mexican gray wolf population, which was recently re-introduced into Arizona, includes most of southeastern Arizona, southern New Mexico and west Texas within its potential recovery boundary. The Service is also considering the recovery potential of additional populations in the northeastern states that could include New York and Maine, and possibly Vermont and New Hampshire, as well the re-introduction of wolves to the Olympic Peninsula of Western Washington.

How many wild wolves are there currently in individual states?

Eastern Gray Wolf

Michigan - Upper Peninsula	140
- Isle Royale	14
Minnesota	over 2000
Wisconsin	180

Northern Rocky Mountain Gray Wolf

Yellowstone (Idaho/Wyoming/Montana)	85
Northwest Montana	75
Central Idaho	75

Mexican Gray Wolf

Arizona	11 - released, 7 - current, 6/98
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How are population estimates made for wolves?

Biologists monitor wolves and make population estimates using a combination of techniques. The primary methods are radio-telemetry, surveys for sign (tracks, scat, and snow urinations), and incidental observations. With radio telemetry, biologists attach a radio-signal transmitting collar to at least one individual in a pack. That wolf is subsequently located from an airplane or by a ground station; the number of wolves that are traveling with it are counted, and the pack's territory can be accurately mapped.

Because of the expense, it is not feasible to radio-collar a wolf in every pack, so population trend surveys are also conducted. Trend surveys are based on ground and aerial tracking for sign in snow; counting visits to scent stations; counting packs by simulating howling to get a response; interviewing hunters, trappers, and resource professionals; and studying and mapping trends in livestock depredations.

Because of the size and expanding distribution of the Minnesota population, the Minnesota DNR uses these techniques and a population model. Their population model used the 1988-89 survey results, new estimates of wolf range, recruitment, and mortality and provided the 1996 estimate of 2,000 to 2,200 wolves state-wide.

What is the status of wolf recovery for the Eastern gray wolf, the Northern Rocky Mountain gray wolf, and the Mexican gray wolf?

Naturally-occurring, wild gray wolf populations are found currently in the Great Lakes states of Michigan, Wisconsin, Minnesota, and also in northwestern Montana and Northern Idaho. Reintroduced experimental populations occur in Montana, Idaho, Wyoming, and Arizona.

The Service has reintroduced wolves into areas with the greatest potential to sustain wild wolves. The overall goal of Service recovery programs is to recover gray wolves to the extent that they are no longer threatened with extinction in the lower 48 States. Because of high human population densities in many states, particularly in the East, some states that historically supported wolf populations are no longer suitable for wolf recovery.

► Eastern Gray Wolf

The Minnesota Department of Natural Resources estimates the state wolf population at greater than 2,000. That agency is currently repeating an extensive wolf survey that was conducted in 1989. The State is also developing a state wolf management plan that will dictate how the wolf will be managed in Minnesota if and when the wolf is delisted.

After extirpation, wolves re-established themselves in Wisconsin during the late 1970's as a result of wolves dispersing from Minnesota. The Wisconsin DNR has monitored the wolf population since 1979. During the mid-1980's wolf numbers in Wisconsin declined due to an epidemic of canine parvo virus. An experimental vaccine was developed, but it was never administered to wild wolves because the population apparently developed some degree of natural immunity. Wisconsin DNR has provided wolf population estimates (late

winter counts) annually for 1995 through 1998. Counts of 83, 99, 148, and 180 wolves have been recorded comprising 18, 28, 32, and 47 packs, respectively. The Wisconsin DNR is preparing a state management plan for the wolf.

As wolves began re-establishing themselves in northern Wisconsin, the Michigan Department of Natural Resources began reporting single wolf occurrences at various locations in the Upper Peninsula of Michigan. In the late 1980's a wolf pair was verified and these wolves produced pups in 1991. Since that time wolf packs spread throughout the Upper Peninsula, with immigration from both Wisconsin and Ontario. The Michigan DNR annually monitors the wolf population and estimates that 80, 116, 112, and 140 wolves occurred in the Upper Peninsula during late winter counts in 1995, 1996, 1997, and 1998, respectively. The Michigan DNR completed a state wolf management plan that recommends maintaining an Upper Peninsula wolf population of 300 to 500 animals.

Isle Royale, also a part of Michigan, has had an isolated population of gray wolves for about 50 years. Wolves are believed to have walked across frozen Lake Superior to the island from the Canadian shoreline in the winter of 1948-49. Since then, their numbers have fluctuated greatly due to a variety of factors, such as disease, the availability of moose—their chief prey on the island, and possibly a high degree of inbreeding. Their numbers peaked at 50 in 1980 and had fallen to a low of 11 in 1982. In the late winter of 1997-98 there were 14 wolves on Isle Royale. Due to the isolated nature and small size of the population, it is not considered to be numerically significant to the recovery of the gray wolf.

The 1992 Recovery Plan for the eastern timberwolf (=eastern gray wolf) identified the Adirondack Park in upstate New York and two areas in New England as "areas with re-establishment possibilities." However, barriers such as the St. Lawrence River, separate Canadian wolf populations further north from suitable habitat in the northeastern states (Maine and New York) so that natural recolonization is unlikely. Defenders of Wildlife, a private conservation organization, has started an investigation of the biological potential and societal acceptance of restoring wolves to New York. Public opinion surveys are also on-going in Maine.

➤ Northern Rocky Mountain Gray Wolves

Wild-trapped Canadian gray wolves were first released in Yellowstone National Park and in the Frank Church River of No Return Wilderness Area in Idaho in 1995 and have done very well. Family groups of wolves were released in Yellowstone and individuals were released in central Idaho. An estimated 85 wolves now live in the Yellowstone area and about 75 wolves in central Idaho. Additionally, wolves are naturally recovering in northwestern Montana where there are about 75 wolves. Those wolves re-established themselves after natural emigration from Canada into Montana. There is also evidence of re-colonization of Northern Idaho and individual wolves in the North Cascades Mountain of Washington emigrating from Canada.

➤ Mexican Gray Wolves

A captive breeding program has been established with 39 captive breeding facilities in the United States and Mexico contributing to recovery. Eleven wolves were transferred to remote sites in Apache National Forest beginning in January 1998. After undergoing acclimation in large enclosures for several weeks, the wolves were released in late March to disperse in a 7,000-square-mile recovery area. That area includes the Apache and Gila National Forests in Arizona and New Mexico. In early May one male wolf was shot and killed by a camper. The wolf's mate and two young females that dispersed from their packs have been returned to captivity. Seven Mexican wolves remain in the wild and more releases are planned.

What is happening with the idea of restoring gray wolves to the northeastern US?

The Northern Forest Ecosystem is a 26 million acre forested area from the Adirondack Mountains of New York east through most of Maine. contains suitable gray wolf habitat and lies within the historical range of the gray wolf. Although two animals believed to be wolves were found in Maine during the 1990's, no breeding wolf population is known to occur there today. Suitable wolf habitat exists in Maine and possibly in Adirondack Park in New York. A suitable donor population for re-stocking wolves in the northeast may exist in eastern Canada. Significant progress by private conservation groups have helped to develop interest in wolf recovery in those areas. This private effort includes a habitat suitability study that is assessing the feasibility of establishing a viable wolf population in the Northeast. The Service is considering options for a recovery strategy in that area, including the protection of naturally-occurring wolves that migrate from Canada.

What is happening with the idea of reintroducing wolves to the Olympic Peninsula?

The Service has been asked to consider the feasibility of reintroducing wolves to the Olympic Peninsula of Washington. Wolves were native to the area but were extirpated by the 1930's. Currently the Service, in cooperation with state, federal and tribal agencies in the area, is conducting scientific studies of the area to determine the feasibility of such an action.

What is the extent of wolf depredation*?

- Michigan (1991 thru May 1998): 4 calves, 1 dog.
- Wisconsin (1991 thru May 1998): 29 calves killed (plus 1 injured), 9 sheep, 140 turkeys, 2 chickens, and 19 dogs (plus 0 injured).
- Minnesota (1991 thru 1997): 467 cattle, 6 horses, 3 pigs, 177 sheep, 4 goats, 7 geese, 2 ducks, 30 chickens, 4749 turkeys, 59 dogs and \$242,040 in compensation paid.
- Northwest Montana (1987 thru May 1998): 55 cattle, 42 sheep, 5 dogs and \$30,820 paid.
- Idaho (1995 thru May 1998): 5 cattle, 53 sheep, 4 dogs and \$8,946 paid.
- Yellowstone area (1995 thru May 1998): 6 cattle, 80 sheep, 4 dog and \$17,719 paid.
- Arizona (1998): 1 miniature horse (attacked but not killed), 1 dog and \$267 paid.

* For perspective to total livestock losses, the following information was taken from the National Agricultural Statistics Service, Agricultural Statistics Board, U.S. Department of Agriculture:

- Approximately 4.3 million cattle and calves died from all causes in 1995.
- 4.2 million head were lost to weather, health, theft, poison, and other causes
- All predators accounted for 117,400 cattle or 2.7 percent of the total lost (most by coyote)
- Approximately 370,000 sheep and lambs were lost to predators or 40 percent of all losses (most by coyote)
- About 60 percent of all sheep and lamb losses were due to weather, health, theft and other causes.

Why are wolves killed to protect livestock when the species is endangered?

In Minnesota, the 1978 reclassification of the wolf from endangered to threatened allowed the publication of a special rule (under Section 4(d) of the Act) that allows lethal control of depredating wolves by authorized government trappers. In Wisconsin and Michigan, where wolves are listed as endangered, lethal control is illegal. The wolves re-introduced in the northern Rockies and in Arizona are designated as non-essential, experimental populations. Because of this designation, lethal control of depredating wolves is legal.

Lethal control is used because it generally is difficult to successfully translocate a "problem" wolf. Such animals may resume their depredating habits at the new location, may return to their former home range, or may be killed by resident wolves at the translocation site. Additionally, euthanizing trapped wolves is significantly quicker and far less expensive than translocation, allowing depredation control activities to be carried out more quickly so other wolves do not learn to prey on livestock, and can be accomplished with a relatively small budget.

How is the Service considering gray wolf taxonomy in its review?

The Service's approach to listing and recovering the gray wolf has changed as knowledge and views about the taxonomy changed. Originally, four subspecies of gray wolf were listed as endangered in seven states. However, in 1978 that protection was broadened to list all gray wolves (at the full species level) in the conterminous 48 states and Mexico as endangered, except in Minnesota where they were reclassified to threatened status. Debate over wolf taxonomy continues in the scientific literature. The Service has determined that for purposes of wolf conservation under the ESA, a geographical focus for recovery purposes results in practical solutions for re-establishing wolf populations and is the proper focus for the Service's efforts.

ENDANGERED SPECIES ACT PROCESS

Why were wolves added to the Federal Endangered Species list if there were large populations of them in Canada and Alaska?

The Endangered Species Act defines "species" as a species, subspecies, or distinct population segment of a vertebrate species. The ability to list and separately protect individual populations

provides the flexibility to use the Act's conservation measures selectively for populations of a species that are currently in trouble while leaving other, healthy populations of the same species unregulated. The Service may recognize an international boundary for a population where a significant difference occurs in the management, status, or exploitation of a species. Avoiding the extirpation of significant local populations of a species is important because a series of such local extirpations frequently leads to endangerment of the species as a whole. Also populations can be important because of the aesthetic, ecological, recreational, and other values such populations provide in their localities. In the case of the gray wolf, the species was extirpated from all the "Lower 48 States", except for several hundred wolves in northeastern Minnesota, at the time it was listed as endangered.

What is the current Federal designation for gray wolves in the United States?

The species "gray wolf (*Canis lupus*)" is federally designated as threatened in Minnesota and endangered in the remaining lower 48 states. The gray wolf is also listed as endangered in Mexico. However, the re-introduced wolves in the northern Rocky Mountains and in Arizona and New Mexico are designated as non-essential, experimental populations, which lessens some of the protections normally afforded to endangered animals. Wolves in northwest Montana and Northern Idaho have naturally immigrated from Canada and are fully protected as endangered.

What is the difference between "threatened" and "endangered" and "non-essential, experimental?"

The definitions of endangered and threatened are:

Endangered: Any species which is in danger of extinction throughout all or a significant portion of its range.

Threatened: Any species which is likely to become an endangered species within the foreseeable future throughout all or a significant portion of its range.

Non-essential, experimental: A reintroduced population believed not to be essential for the survival of the species, but important for its full recovery and eventual removal from the endangered and threatened list. These populations are treated as "threatened" species except that the Act's Section 7 regulations (requiring consultation to reduce adverse impacts from Federal actions) do not apply (except when the species occurs within National Parks or National Wildlife Refuges) and critical habitat cannot be designated.

The Endangered Species Act recognizes that "threatened" species may not need all the protections that "endangered" species do. Therefore, special rules can be developed for threatened species which allow greater flexibility in management, as long as the increased flexibility will promote the conservation of the species. This special rule process is authorized under section 4(d) of the Endangered Species Act. It is such a special rule that allows designated Federal or State authorities to kill wolves which prey on domestic animals in Minnesota.

What is the Service's goal for the gray wolf?

The Service's goal for the gray wolf is to increase its numbers and distribution to the extent that protection of the Endangered Species Act is no longer necessary. Protection of the Act will no longer be needed when the conterminous U.S. populations of gray wolves are viable for the foreseeable future.

Specific objectives for ensuring viable populations into the foreseeable future are identified in the recovery plans.

- Eastern Timber Wolf (=Eastern Gray Wolf Population)
 - The Minnesota population must be stable or growing and its continued survival assured.
 - A second population outside of Minnesota and Isle Royale must be re-established, having at least 100 wolves in late winter if located within 100 miles of the Minnesota wolf population or having at least 200 wolves if located beyond that distance.
 - Maintain the above-mentioned population levels (in the population outside of Minnesota) for five consecutive years (that is, for six annual wolf surveys).
 - A Wisconsin-Michigan population of 100 is considered viable because continued immigration of Minnesota wolves will supplement it demographically and genetically for the foreseeable future.

- Northern Rocky Mountain Gray Wolf
 - Ten breeding pairs in each of three recovery areas for three years
 - The recovery areas are northwestern Montana, central Idaho, and the Yellowstone Ecosystem

- Mexican gray wolf
 - Maintain the captive breeding program while establishing a self-sustaining wild population of at least 100 animals in the species' historic range. This recovery objective is currently under review

What is a "viable population"?

Viable means that the population will continue to breed and maintain itself over time (i.e., the number of young produced is equal to or greater than the number that die). A viable population must be sufficiently large to prevent genetic problems such as inbreeding. The population must also be large enough and distributed across a large enough area that catastrophic events such as disease or severe weather will not likely eliminate the entire population.

What is meant by "recovery," "reclassification," and "delisting?"

- *Recovery* is the goal of the Endangered Species Act. Recovery is a process of management and protection of a species so that its population(s) can increase and expand and/or the factors threatening it have been significantly reduced. When a species has been

“recovered” it means that the species’ population is strong enough that protection under the Endangered Species Act is no longer needed.

- ▶ *Delisting* is taking a species off the list of threatened and endangered species when the population has recovered. Delisting is a formal rulemaking process that requires publication of a proposal to delist in the *Federal Register*, followed by a public comment period. Then information received during the public comment period is reviewed and a decision is made whether to delist, and the decision is published in the *Federal Register*.
- ▶ *Reclassification* is a process of changing the status of a listed species from endangered to threatened or vice versa. It is a formal rulemaking process that requires that a proposal to reclassify be published in the *Federal Register* followed by a public comment period. Information received during the public comment is then evaluated and a determination on whether to reclassify, or not, is made and published.

How were the reclassification and recovery (i.e., delisting) criteria for the wolf developed?

Recovery criteria for the wolf were developed by members of each recovery team, who are wolf experts or representatives of agencies managing wolf habitat. The recovery teams considered many factors including: their personal knowledge of the species, the amount of habitat available, the quality of the habitat, whether populations are isolated, data on the population dynamics of the species, and data on minimum viable population size. Using this information, the team developed criteria that, when reached, would indicate that the species is healthy enough to be reclassified from endangered to threatened. They also developed recovery criteria that would indicate when protections of the Endangered Species Act are no longer needed. The wolf recovery criteria focus on numbers of wolves, numbers of populations, distribution of populations, and the likelihood of adequate future management capability. The Service will evaluate how well the wolf has met the recovery criteria, but also of critical importance, how the wolf’s status currently relates to the five factors in section 4, which the ESA directs the Service to evaluate in making listing determinations.

What will happen when the wolf numbers and distribution meet the reclassification or delisting criteria identified in the recovery plan?

When a species approaches or achieves its reclassification or delisting criteria the Service begins a review of the species’ biological status to determine if a change should be made in its federal protective status. The Service looks at the criteria in the recovery plan, as well as the five listing factors identified in the Endangered Species Act.

If the wolf has met reclassification and/or delisting criteria does the Service have to reclassify and/or delist ?

Reaching the reclassification and delisting criteria is a trigger for the Fish and Wildlife Service to evaluate whether reclassification or delisting of the wolf from endangered to threatened is appropriate. The action of reclassification and delisting is a formal process that includes

publishing a proposal to reclassify or delist in the Federal Register, opening a public comment period, holding public hearings if requested, reviewing all data including any new data provided during the comment period, and then making a decision. The final decision is published in the Federal Register.

How will the Fish and Wildlife Service determine if reclassifying and/or delisting the wolf is appropriate?

The reclassification and delisting criteria spelled out in the recovery plan are a yardstick used to measure whether the species is no longer endangered or threatened. But those criteria are not the only yardstick. The Endangered Species Act identifies five factors that the Fish and Wildlife Service will consider to determine if listing, reclassification, and/or delisting is appropriate:

1. threats to, or actual destruction of, the habitat needed by the species;
2. threats from the over-use of the species for commercial, recreational, scientific, or educational purposes;
3. threats from disease or predation;
4. the amount of protection of the species or its habitat provided by other laws and regulations; and
5. any other natural or manmade factors affecting the continued existence of the species.

In effect, the achievement of the Recovery Plan's delisting criteria triggers the Service to formally re-evaluate the species' in terms of these five factors. This evaluation includes an assessment of whether these factors are likely to increase and re-endanger the wolf if it is delisted.

How will the Service reclassify/delist the wolf?

The process by which a species is listed as endangered or threatened, and eventually reclassified or delisted, is called a rulemaking. The Federal rulemaking process is designed to promote public input into the decision-making process, and to provide an explanation of the decision when it is announced. For Endangered Species Act listings, reclassifications, and delistings, the rule-making process has a minimum of four steps:

- The U.S. Fish and Wildlife Service (Service) publishes a proposal in the *Federal Register* which describes the proposed change and the rationale behind it. This proposal is publicized in a variety of ways to ensure that all interested individuals and organizations are aware of it. It is the policy of the Service to solicit the expert opinion of independent specialists regarding the scientific or commercial data in proposed listings.
- A subsequent public comment period of at least 60 days provides an opportunity for any interested party to provide data or other comments relevant to the proposed action. If requested, the Service will hold one or more public hearing to receive oral comments.
- After the public comment period has closed the Service reviews all new data and

comments received during the comment period and reconsiders the proposed action. Alternate actions or modifications of the proposal are also considered.

- The final decision is published in the *Federal Register*, announcing the effective date of the action. In some cases the final decision may be to withdraw the proposed action or to adopt a modified version of the proposed action. A final decision on the wolf would be made within one year of the publication of the proposed rule.

What is a 4(d) rule for a threatened species, and how could such a rule be applied to the wolf?

Endangered species are provided the full protections of the Act (these protections are described in Section 9 of the Act). However, threatened species can be provided the full protections under Section 9 or the Service can develop special rules (under section 4(d) of the Act) that are less restrictive and allow for more flexibility in management, including reintroduced wolves, as long as there is a demonstrated conservation benefit. A 4(d) rule was published for the wolf in Minnesota that allows lethal control of depredating wolves by government personnel in most of MN to reduce conflicts with domestic animals. This control program minimizes the number of wolves that would otherwise be illegally killed by individuals believing they have no recourse but to "take things into their own hands."

How will Native American Tribes be involved in the delisting process and in the management of wolves following delisting?

Native American Tribes will be contacted by the Service to discuss the strategy as the proposal is being developed, and will be contacted again following the proposal's publication in the *Federal Register*. The Service realizes that the wolf has a special place in the culture and traditions of many Native Americans, and we will consider those unique values during the delisting and reclassification process. Additionally, following delisting, a number of tribes will gain management authority for wolves within reservation boundaries, and also may want to become involved in wolf management on off-reservation treaty lands. The Service will be discussing these issues with the appropriate Native American leaders, as well.

How will the Service ensure a "viable" population after delisting?

A species cannot be removed from the list of Endangered Species until and unless the continued population viability of the species is ensured. If the Service proposes to delist the wolf, it will include an assessment of whether the five factors that cause endangerment are likely to increase their negative impacts and re-endanger the wolf if it is delisted.

For the wolf, "assurance of continued viability" means that each state with significant wolf numbers must have a management plan that ensures continued viability of its wolf population. It is the responsibility of the people of those states, usually through the State wildlife agencies, to decide exactly how they are going to manage their wolf population. Similarly, wolves on tribal lands will be managed under the authority of Native American tribal governments.

As a final insurance mechanism to protect species that might be mistakenly delisted prematurely,

the Act requires that a species be monitored for a minimum of five years after delisting. If monitoring shows that the delisting was premature, the Service can relist the species. If necessary, the Service can even relist the species on an emergency basis, which protects the species as soon as the relisting proposal appears in the *Federal Register*.

What is the Service's schedule for reclassifying and delisting the eastern timber wolf?

Based upon a review of the recovery status of gray wolf populations in the United States, the U.S. Fish and Wildlife Service plans to develop and publish a proposed rule this winter. The proposed rule will receive extensive public review. Additionally, we are continuing to work closely with Native American tribes, the states, and other cooperators to determine the best course of action. Our preliminary review of the information shows that wolf populations are recovering and so we are committed to changing their classification as appropriate. The eastern gray wolf population is nearing the goal for delisting, therefore, the Service will consider proposing that this population be removed from the list of endangered and threatened species. The Northern Rocky Mountain gray wolf population may be proposed for reclassification to threatened since the population is no longer in danger of extinction, and, to facilitate wolf restoration in the Northeast and protect naturally-occurring wolves, consideration will be given to retaining protection as a threatened species. Significant progress was achieved with the Mexican gray wolf earlier this year when it was reintroduced in Arizona, however, it is unlikely that a status change will be appropriate for this most endangered of the gray wolf groups for several years.

How will "problem wolves" (wolves that are killing livestock or dogs) be handled if a wolf population is delisted?

The States, through their state management plans, will determine how "problem wolves" will be handled. If requested to do so by a state, Wildlife Services personnel (of the U.S. Department of Agriculture, Animal and Plant Health Inspection Service) may continue to take the lead in controlling depredating wolves.

What happens if wolf populations decline after the species is delisted?

The delisted wolf populations will be monitored for five years after delisting. If circumstances should change such that the gray wolf appears to again be threatened or endangered, the species can be relisted under either the normal or the emergency listing process if the situation calls for urgent action. Alternatively, a distinct population segment of the gray wolf can be relisted.

How will wolf populations be monitored if it is "delisted?"

The Service will work the States and Native American Tribes to develop monitoring plans. The Endangered Species Act section 6 grants and recovery funding can be used to facilitate these efforts.

What about red wolf recovery?

(The red wolf is not affected by this current review process.) Before the arrival of European settlers, wolves ranged widely across the continent, from coast to coast and from Canada into Mexico. Two species were found in North America: the gray wolf lived throughout most of the United States, Canada, and Mexico, and the red wolf lived only in the southeastern United States. A red wolf recovery plan has been prepared. Current numbers are:

Red Wolf - Southeast

North Carolina	60
Great Smoky Mtn Nat'l Park (Tenn)	15

➤ Red wolves - recovery summary

A captive breeding program has been established with 36 captive breeding facilities in the United States contributing to recovery. A total of 111 red wolves have been released since 1987 in North Carolina, and since 1991 in Great Smoky Mountains National Park. At least 140 pups have been born in the wild in North Carolina since the reintroduction program began, including approximately 90% of the free-ranging wolves currently found there. Low pup survival is one of the main reasons the Service is reevaluating the suitability of the Smoky Mountains Park as a release site.

Specific objectives for ensuring viable populations into the foreseeable future are identified in the recovery plan.

➤ Red wolf

- Maintain a captive population of approximately 350 animals while establishing a self-sustaining, disjunct wild population of approximately 220 animals.

How many wolves are there in Alaska?

Alaska (not protected by ESA) 6,000-8,000

General Wolf Ecology

What types of areas (habitat) do wolves use?

Second only to humans in its adaptation to climate extremes, the gray wolf was equally at home in the deserts of Israel, the deciduous forest of Virginia, and the frozen Arctic of Siberia. Within the Continental U.S., gray wolves formerly ranged from coast to coast and inhabited almost all habitat types: prairie, forest, mountains, and wetlands. Today, they are found in the more remote forested lands of Minnesota, Wisconsin, and Michigan. However, the wolf has expanded in Minnesota and Wisconsin to areas that are a mix of forest and agriculture. Additionally, through natural emigration from Canada and reintroduction efforts, wolves now live in portions of the Rocky Mountains in Idaho, Montana, and Wyoming. The Mexican gray wolf has been reintroduced into the mountains of the Apache National Forest in Arizona.

Do wolves need wilderness areas to survive?

It was thought that wolves were a wilderness species and could only survive there. But the expansion of wolves in Minnesota has shown that they are more adaptable and can tolerate more human disturbance than previously thought. Wolves are expanding into areas once thought incapable of supporting them. Wolves can survive anywhere that there is sufficient food and human tolerance to allow their existence.

Can wolves survive near urban areas?

Whether or not wolves can survive near urban areas is dependent on humans, not wolves. There are areas near and in urban centers that have a sufficient prey base to support wolves. However, wolves are predators and do kill livestock. Also, wolves view domestic dogs as competitors and frequently kill them. Thus, people may not allow wolves to live near urban areas.

How far do wolves travel?

Wolf packs usually hunt within a specific territory. Territories may be as large as 50 square miles or even extend to 1,000 square miles depending on food availability. Wolves often cover large areas to hunt, traveling as far as 30 miles a day. Although they trot along at 5 mph, wolves can attain speeds as high as 45 mph.

Most wolves disperse from the pack that they were born into by age 3. Dispersing wolves have traveled as far as 550 miles.

What do wolves eat?

Within the Great Lakes region, wolves eat mainly white-tailed deer but they also eat moose, beaver, snowshoe hare, and other animals. In the Rocky Mountains, wolves eat elk, mule deer, beaver, and other small mammals. Wolves even eat some insects, nuts, and berries. They may not eat for a week or more but are capable of eating 20 pounds of meat in a single meal.

How many deer do wolves kill?

Within the Great Lakes region, each wolf kills an average of 15 to 19 deer each year in addition to beaver, moose, and other prey.

If wolf numbers get too high will deer be eliminated?

No. The health of the wolf population is dependent on the health of its prey base. In the Great Lakes States, wolves are dependent on deer as their main prey item. If deer numbers go down for a prolonged period, wolf productivity (the number of young produced) and survival would also go down. Thus wolf numbers would decline before their prey could be eliminated.

How do wolves in an area affect deer hunting?

Over time, wolves help to maintain a healthy deer herd by removing old and sick animals. In general, this creates a good hunting environment because numbers of deer tend to stay at or near

carrying capacity. However, when weather events occur that reduce the ability of the habitat to support deer (like high snowfalls, drought, etc.) then wolves will reduce their numbers even further. For example, since wolves have been protected in northern Minnesota, there has been a high and even increasing harvest of deer by hunters since the mid-1970's. But two consecutive hard winters (1995-96 and 1996-97) resulted in reducing the deer herd, which in turn resulted in much lower deer harvests. Likely, wolves were accountable for a portion of the lower deer numbers and, in turn, the lower deer harvest.

Do wolves really take the old, young, sick, and weak deer?

It is well documented that wolves tend to take mainly prey that are old, young, fat-depleted, starving, or injured. Hunting and killing can be dangerous work for a wolf, in the wild they cannot afford to be injured. So they go after the easiest animals to kill.

Does the presence of wolves affect numbers of animals other than deer?

Yellowstone has provided a good opportunity to document the effect that wolves have on an ecosystem. Within two years of the wolf reintroduction, researchers have found that the wolves have killed half the coyotes in the area, forced elk to become more vigilant and provided many opportunities for scavengers to share their kills. Because there are fewer coyotes, rodents are more plentiful, a boon for predators like hawks and bald eagles, and overall biodiversity has sharply increased.

Do wolves mate for life?

Sometimes. A wolf pair may mate until one dies and then the living mate will find another mate. If the surviving mate is old, it may be supplanted as the alpha animal by a younger wolf.

What is a pack?

The pack is an extended family unit that usually includes a dominant male and female. These animals are referred to as the alpha pair. The pack also has the young wolves that were born that year and sometimes a few older wolves that may or may not be related to the alpha pair.

How many wolves are in a pack?

Pack sizes vary considerably, depending on the size of the wolf population in a particular area and the amount of food available. In the Western Great Lakes, average pack size varies from 4 to 8 during winter with records of up to 16. Pack size can be as high as 30 or more in parts of Canada and Alaska.

What happens to a pack when the alpha male or female are killed?

In a study of a protected population, the death of one or both members of the alpha pair led to dissolution of the pack or the pack survived with existing pack members becoming alpha animals. Packs sometimes adopt unrelated dispersing wolves that can also become alpha members of the pack. When packs dissolved after the death of an alpha animal, new packs formed in those areas.

How long do wolves live?

*Wolf Talking Points for Secretary Babbitt
Minneapolis, June 29, 1998*

- * Ladies and gentlemen, distinguished guests, friends. . .I have one critically important message for everyone today:
- * Wolves are back -- and they're here to stay. You have my word on it.
- * What a historic time this is. What a feeling to be a part of it! In less than two generations -- less than the blink of an eye in the history of this continent -- we have gone from a policy of official extermination to a policy of official salvation. We have nursed the wolf back from the brink. The species has done so well we have reached the point where some populations of wolves may do just fine without our help.
- * Now at this kind of event, this normally would be the place in my remarks where I would tell you with a flourish that after a long, careful review, we have arrived at a decision. But what we do here today is a little unusual. There has been no decision. We haven't published anything in the Federal Register. What we're really doing is sharing some good news with the American people. That good news is that many of the wolves seem to be doing so well that I have asked the Fish and Wildlife Service to take a new look at all of our wolf populations, to re-examine our fullest range of options and report back to me this Fall. Specifically, I have asked the Service:
 - * To look at the classification of our wolf populations to see if those classed as endangered should be changed to threatened.
 - * To look at the largest wolf population in the Lower 48 states, in the Great Lakes area, and determine if those wolves should be removed from the endangered species list, altogether.
 - * To look at the whole historic range of the wolf in the Lower 48 states, and determine if there is any suitable, unoccupied wolf habitat left that might give us new options in the future.

-more-

-2

- * I want to make it clear that nothing will change overnight. Or tomorrow. Or even in the next few weeks or months. Rather, I want to find out if we SHOULD be making changes. That's really what this is about.
- * These animals -- all animals -- got here without our help. God saw to it that this planet was teeming with life long, long before humankind came along. And our faith tells us that a creator that cared enough to create people, cared enough to create other forms of life. All of those life forms are precious; all of them have a right to be here. All are part of His plan.
- * We have learned through the years how better to care for the life around us; we have also learned that wildlife management does not mean wildlife extermination. If the gray wolf population in the Great Lakes area comes off the endangered species list, we know that the states and Native American tribes will do a good job with local management -- because they have been involved in good management for years.
- * To those who might ask if we are interfering with the balance of nature, I would reply that we need only look at the Endangered Species Act: that law was enacted precisely because we did interfere with the balance of nature -- in the wrong way. It's a law that only seeks to restore balance where it is lacking.
- * It is breathtaking to contemplate that in only a span of 25 years, we have brought creatures like the wolf back from the abyss. It is a sign to the world that the Endangered Species Act works as it was intended to work, that we can now consider removing populations of wolves from the endangered species list.
- * If we can do that -- if all the evidence supports our doing that -- then we can all take an enormous measure of pride in the satisfaction of knowing that our best really was our best, and then we can say that this truly was one of the Endangered Species Act's finest hours.

*Wolf Talking Points for Director Clark
Minneapolis, June 29, 1998*

- * My thanks to all of you for joining us here today for what truly is a benchmark moment in the history of both our country and the Endangered Species Act.
- * I feel enormously privileged to be at this place and this time and to be able to talk to you about the successful retrieval of one small piece of the heritage of the United States.
- * It wasn't very long ago at all that most Americans believed the best way to deal with the gray wolf -- or any wolf -- was to kill it. And we were good at it. So good that we came very close to sending the wolf right into extinction.
- * As the Secretary noted, we have turned all of that around in a very, very short time. That's because a few years ago, Americans decided that exterminating these animals was wrong, that they have a place here, that they belong. They are part of the natural order of things.
- * We in the Service are ready to move ahead -- some wolf populations have come back in such a huge way that the Fish and Wildlife Service believes it's time to take a fresh look at all of our wolf populations in the Lower 48 states, to determine if any need to be reclassified, or if others need to remain on the endangered species list altogether.
- * I have had a long and very personal involvement with the wolf and with wolf issues. Of all the animals we are involved with in the endangered species program, I doubt that any other affects the public in such an emotional way. There is probably no other animal that has been credited -- sometimes erroneously -- with such a wide range of abilities, both positive and negative. I can think of no other animal so involved in superstition and folklore. Thanks to Hollywood, even Jack Nicholson has slipped into a wolf's skin.
- * Gratefully, we deal only with the genuine article. They are quite different from legend.
- * There are an enormous number of people and organizations who share the credit for the rebound of the wolf -- Native American tribes, state fish and game agencies, private conservation organizations -- the list is too long for me to recite today.

-more-

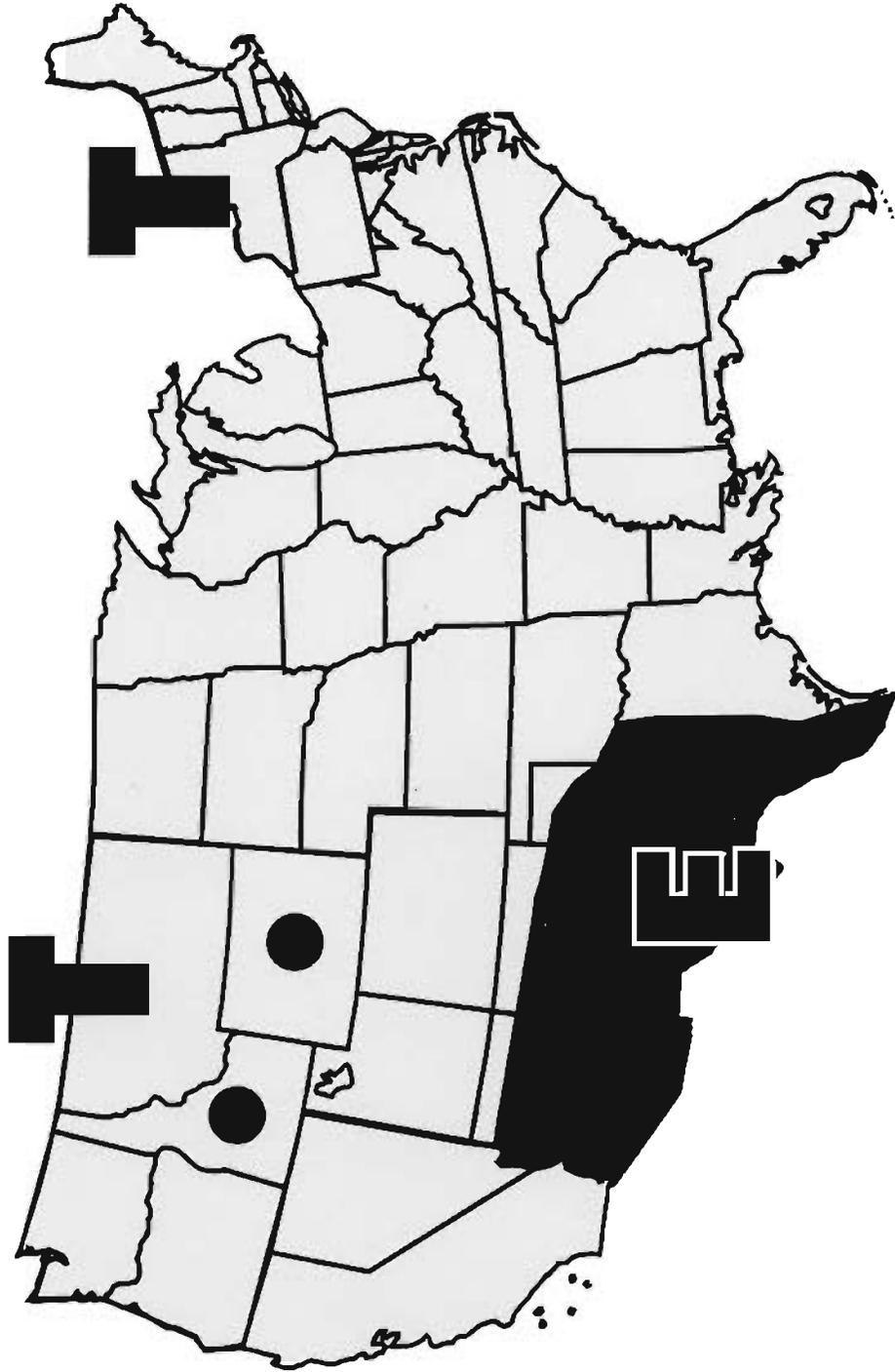
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- * But beyond all of those organizations and agencies, this really is a victory of the American people; they are the ones, 25 years ago, who asked Congress for the Endangered Species Act. They are the ones who had watched our national symbol, the bald eagle, rapidly dwindle in numbers. They are the ones who watched the manatee in Florida float helplessly to their own destruction. They are the ones who watched too many animals headed for certain extinction, and who said, let's do something about this.
- * We have done something about it. The wolf is the proof.
- * The endangered species program is the ambulance that responds to Mother Nature's 9-1-1 calls. We are the emergency room and the recovery room. But we are not a dormitory, nor are we a nursing home. When the patient is healthy and able to survive on its own, it's time to send them on their way. We think it may be that time for the wolf.

Wolf Talking Points for the Region June 29, 1998

- * The U.S. Fish and Wildlife Service has placed a renewed emphasis on delisting and reclassification and is evaluating the status of some two dozen plants and animals on the federal endangered species list. Among those the Service will be considering over the next several months is the gray wolf, now listed as a threatened species in Minnesota and as an endangered species in the other 48 coterminous states.
- * The Service recognizes that recovery efforts for gray wolves in some areas, such as the Great Lakes States (Minnesota, Wisconsin and Michigan) and the Rocky Mountain area (Montana, Idaho and Wyoming), have been extremely successful. Under the newly announced listing priority guidance, the Service is considering a change in the status of the gray wolf populations in most of the eastern United States and in the Rocky Mountains. (The Mexican gray wolf in the southwest is not being considered for any change in status at this time.
- * The process of delisting and reclassification requires careful attention to the best available scientific information and can be a complex and time-consuming undertaking. A key component of any action to change the status of the gray wolf will be the involvement and participation of all interested parties -- states, Native American tribes and the public. The Service fully expects to make periodic announcements on this work as it progresses over the next year and as determinations warrant, and encourages public comment. Input is welcome now and on a continuing basis.
- * Under the Endangered Species Act, the Service's goal is to bring endangered and threatened species back to the point that the protection of the Act is no longer needed. When that point is reached, management responsibility for a species is returned to the appropriate entity - generally a state or Native American tribal natural resources management agency. To ensure the species will survive in the wild in the future, the Service seeks to restore the gray wolf throughout portions of its historic range where recovery is feasible and appropriate.

U.S. Fish & Wildlife Service



● Non-essential experimental population

Region 1 10-Step Model Process (“Field Guide to Outreach”)

You can develop a complete outreach plan by working through these planning steps. Work alone or assemble a team to answer these questions. The sequence of questions is designed to build one answer on another, but you can answer them in any order that works best for you.

1. What is the issue?
2. What are the basic facts about the issue?
3. What are your communication goals?
4. What is the message?
5. Who are the interested parties?
6. Are there any key dates?
7. What materials do you need?
8. What strategies will you use?
9. What is your action plan?
10. How will you evaluate the success of your plan?

Step 1: INITIAL ASSESSMENT— Taking Stock of the Situation

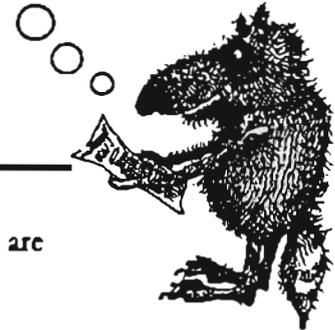
Simply stated, the assessment phase of the process is where you examine all the facts and issues related to your situation. You should explore the history of the issue; identify available resources; research actions that have been taken in the past; and consider the “local climate” generated by the issue. Assessment forms the foundation of your outreach plan.

Use a team approach and involve partners. Harnessing the collective perspectives and wisdom of colleagues, both inside and outside the Service, will improve and balance your assessment. An informal brainstorming session can give your outreach planning a huge jump start. Involve as many staff members as possible, since they each communicate with different audiences. Remember to consider outreach as an opportunity to increase awareness and win support. Look for openings to accentuate the positive.

“The best way to get a good idea is to get a lot of ideas.”

Linus Pauling

Nuts and Bolts



The following questions will help you thoroughly examine the situation you are dealing with:

- What is the issue/situation/problem?
- How far reaching is the issue?
- What are the impacts of this issue on fish and wildlife resources?
- What are the unique aspects (positive and negative) that will influence the situation?
- What are the local opinions concerning this situation?
- Where or from whom will your support and opposition come?
- Who is (or will be) most affected? Have they been (or can they be) included in developing a solution? How?
- Are there partnerships or other cooperative arrangements in place or ones that could be developed?
- What outreach efforts have been used in the past? Did they work? If not, why?
- Does your group have gaps in its expertise, knowledge, or skills?
 - What materials and resources exist to support your efforts? (e.g., funds, staff, volunteers, maps, data, photographs/slides, research findings) Are they being used effectively?
 - Is upper management well informed and supportive of your efforts?
 - Is there effective cross-program cooperation, coordination, and communication related to this issue? If not, why?
 - What are the current and potential socioeconomic impacts of this issue?



August 1995

Tips



- Be thorough during this stage. Gather as much information as you can. Solicit a variety of opinions.
- Don't work in isolation. Involve as many people as you can during the assessment step.
- If possible, have a facilitator conduct your brainstorming sessions.
- Study similar situations in other parts of the State/Region/Nation.
- Be prepared to conduct an assessment every step of the way! As you proceed through different planning phases, you'll find the need to re-visit questions and reassess certain issues.



Leading by Example



Although an assessment was not initially conducted, the Refuge and Assistant Managers met with the Regional Office (Refuges and Wildlife and Office of Public Affairs) during the winter of 1992, to develop a public relations (outreach) strategy aimed at reducing the controversy. Following is a summary of the work that took place during that meeting.

The group first examined the situation — the beach was closed to all public use during the piping plover nesting season, resulting in an irate public that threatened to prevent future closures. The issue was regional in nature, affecting visitors from several states and a regional surf fishing population. However, the issue had the potential to expand its scope of influence to other areas along the Atlantic coast where beaches were also closed for piping plover protection.

The group identified a unique aspect to the situation — that much of the erroneous and inflammatory information was being perpetuated by a former employee of the Refuge. This situation provided the impetus needed for a Friend's group to form. The Friends of Parker River NWR provided support to the Refuge and helped offset the negative and inaccurate campaign being waged by PRRAC.

Local opinion concerning the situation was examined and found to be mixed. For the most part, concerns were tied to the imagined negative economic impact on local business or to additional controls being exerted by government. The group also noted that the Refuge had a large contingent of supporters — those who rallied in favor of the piping plovers; those who enjoyed visiting a less con-

**BIRD
NESTING
AREA**



**PLEASE:
DO NOT PROCEED BEYOND
THIS SIGN.**

**We need your help to avoid
disturbance to nesting birds
occupying this area.**

THANK YOU

gested refuge; and those who favored the intended purpose of a refuge as a place for protection and preservation of wildlife.

Chief supporters of the Refuge included Friends of Parker River NWR, non-beach users, wildlife supporters, State natural resource agencies, birding organizations, and wildlife-oriented congressional representatives. Among the Refuge's major opponents were beach-users, those opposed to government control, local businesses concerned with negative economic impacts, the Chamber of Commerce, PRRAC, and the Massachusetts Beach Buggy Association. In addition, the FWS Washington Office was slow in coming to a strong position of support for the Refuge closure. It should be noted that such delays can severely hamper an outreach effort.



During the Refuge meeting to assess the situation, local schools, beach-users, local businesses, the Chamber of Commerce, and surf fishing enthusiasts were identified as the most affected and most important groups to involve in the process of seeking solutions and alternatives related to the issue and its impacts. The development of partnerships with both the Chamber of Commerce and the Friends Group were identified as outreach activities which could benefit the controversy as well as the needs of both wildlife and people.

Press releases, media interviews, and public meetings had not been effective in reducing the tension. Therefore, the development of an outreach strategy targeting this issue needed to include an examination of audiences and tools that would likely prove successful in delivering appropriate messages. In addition, the group identified a wide variety of materials and resources that were available to the Refuge. They included Regional Office funding; technical expertise from Refuges-North, Technical Services, Endangered Species, and the Regional Public Affairs Office; assistance from outside groups; and lobbying by volunteers and the Friends of Parker River NWR.

Where socioeconomic concerns existed within the community, it was critical for the Refuge to demonstrate ways in which the local economy would remain stable. For instance, the need for a study to examine the community revenue generated by birdwatchers vs. beach users was identified. Finally, it was important for the Refuge to become more integrated into the community and its activities; a distant and more separate relationship could serve neither the needs of wildlife nor the community. A strong commitment to these ideas was reflected in the outreach strategy.

The specifics of the strategy are presented in Steps 2 through 7.



Digging Deeper...

For additional information and assistance related to this step, consult: Appendices 5, 6, 8, and 9.



Step 2: DEVELOP GOAL(S) AND A BROAD MESSAGE-Setting Your Course...

Now that you've reviewed the situation, it's time to decide what needs to be said and done concerning the issue or situation at hand. Do you want to reverse the situation, accelerate it, or achieve some other outcome? What message do you want to convey? A clear goal statement and a message that clearly and concisely expresses the intent of your actions will get your planning effort off to a great start.

Nuts and Bolts



When developing a goal statement, be sure to write it down for everyone to see. Goals should:

- Deal with the big picture
- Be statements that can be visualized
- Be capable of being expressed in general terms to someone else
- Be statements that hold meaning and may appeal to emotions
- Describe the desired outcome



When creating a message, make sure it:

- Addresses the most important concerns.
- Is easily understood and states the message clearly, specifically, and succinctly.
- Conveys the Service perspective on the situation.
- Says what you want your publics to remember.

Tips



- Write it down! It's tempting to skip this phase because it's assumed "everyone already knows what the goals and messages are!" Write your goals and messages down to gain clarity and consensus.
- Keep it simple! "Cut to the chase" when developing statements. Use common language.
- Don't get hung up on perfecting your statements; you can refine them as you go. Perfect the concepts.



Leading by Example



The overall goal of the Parker River NWR outreach strategy was two-fold. Primarily, it was the intent of refuge staff to:

- 1) Keep the beach closure in effect during the piping plover nesting season while continuing to offer quality opportunities for wildlife-oriented public use;
and
- 2) achieve support for the closure from Refuge publics.

The broad message identified by the Parker River NWR outreach strategy group is as follows:

Parker River is one of a system of national wildlife refuges whose primary purpose is to provide, preserve, restore, and manage lands and waters for the needs of wildlife and the continuing benefit of the American people.



Digging Deeper...

For additional information and assistance related to this step, consult: Appendices 5, 8, and 9.



Step 3: IDENTIFY/ANALYZE YOUR AUDIENCES— Know Your Subjects

The key to effective outreach is knowing your audiences. Once you toss the notion of the “general public” and begin to identify specific audiences or groups (such as hunters, birders, politicians, land owners, etc.), you’ll be able to tailor your messages to each group in order to get better results from your outreach efforts. Who has a stake in the outcome? Who has a need to know? Who cares? Who can help? Who can negatively impact your efforts?

Focus on audiences who can most affect the process and audiences who have not yet established a firm position either for or against the issue. Audiences most affected by the issue will greatly impact the outcome—be sure to consider ways to involve them in the outreach process. The success of your outreach will be influenced by the way you identify and approach these audiences.



Nuts and Bolts

Consider the following questions as you develop your list of target audiences:

- Who is most affected (either positively or negatively) by this situation?
- Who has the ability to affect the process or the outcome?
- Who has not yet formed a position on the issue (neutral audiences)?
- Are there potential audiences being missed because your focus is too traditional?
- What community members can assist you in delivering your message?
- What non-target audiences can help carry your message to targeted groups who are difficult to reach?
- Given time, staff, and dollar constraints, where can you get the greatest results for your effort?
- Do you have adequate resources to effectively communicate with your targeted audiences?
- As you examine the wide range of audiences to target, continually ask yourself the question, “What will happen if we don't communicate with this group?”
- Which audiences do you need to approach first and why? Prioritize.



Tips

- If you aren't sure who your audiences are, do some research; consult other groups, organizations, and agencies; conduct a survey; utilize demographic databases; or employ a consultant to help.
- There is no such thing as the general public.
- Be thorough in listing all the involved audiences. Look for subtle forces.
- Thoroughly analyze your audiences. Dig deep. Get to the details.
- Target your audiences carefully. Try to get the best return on your investment.
- Approach each audience as a unique and specialized group.
- Don't always preach to the choir. Although it's comfortable dealing with allies, you need to focus on non-traditional or new audiences including those who could negatively impact your efforts or those who are uncommitted but still open to considering your message.
- Always view yourself, the Service, and your decisions from your targeted publics' perspective.



Leading by Example

Although 18 target audiences were identified at Parker River NWR, the outreach strategy group narrowed its focus to concentrate on five key audiences — non-local beach users, local schools, the Newburyport Chamber of Commerce, congressional representatives, and the local media. The beach users, schools, and chamber of commerce were emphasized because they were most affected by the situation. Congressional representatives were targeted because of their ability to influence the outcome and the local media were identified because good reporting could convey positive messages to all the target audiences.

The other 13 audiences included local beach users, surf fishing enthusiasts, birders, other refuge visitors, refuge volunteers, Parker River NWR Friends Group, Newburyport residents, local officials and conservation commissions, local businesses, outdoor related organizations (Massachusetts Audubon Society, Sandy Point State Reservation Advisory Committee), Commonwealth of Massachusetts (Division of Fisheries and Wildlife, Division of Environmental Management, Natural Heritage and Endangered Species Program), FWS Washington Office, and PRRAC.

Although PRRAC incited much controversy, the Refuge made a conscious choice to direct its outreach in other directions. With knowledge of the individual leading PRRAC, it was believed that any effort specifically directed at the group would result in little change. More benefit could be gained by working closely with and communicating accurate information to other audiences.



Digging Deeper...

For additional information and assistance related to this step, consult: Appendices 3 and 5.



Step 4: DEVELOP AUDIENCE- SPECIFIC MESSAGES AND IDENTIFY DESIRED OUTCOMES – Fine-Tuning Your Course Setting

Now that you've identified your target audiences, it's time to identify your desired outcomes and tailor your message specifically to each group. Consider the needs, attitudes, concerns, and values of each individual audience. Complete this step for each audience, addressing that universal concern, "What's in it for me?"

Nuts and Bolts

Use the information provided in Step 2 to help you identify realistic outcomes and develop relevant messages that are customized to the individual group. To complete this step of the process you must have a good understanding of the group and know how the issue, situation, action or opportunity will affect them.

When listing desired outcomes and creating audience specific messages, ask yourself the following questions:

- What do you want them to KNOW, FEEL, and DO?
- What does this group value? What is most important to them?
- What motivates this group? Do they care about the resource?
- Is this group opposed, supportive, or undecided about the issue?
- Who does this group listen to? Who influences them?
- What is the group's perspective and experience?
- Remember to state desired outcomes and messages and actions in simple, specific terms.



Tips

- Involve targeted audience representatives early in the process.
- Perception is reality. Look beneath the surface and consider perceptions when you're developing audience-specific messages and desired outcomes.
- Use a separate worksheet for each targeted audience so you can add new information and strategies as you plan and implement your outreach efforts.
- Remember the "what's in it for me" angle.

Leading by Example

Under this step, the desired outcomes and subsequent messages were crafted for each target group. The customized messages required that each audience be treated individually and that consideration be given to the uniqueness of each group. Their values and motivations were examined as well as their position on the beach closure and their stake in the outcome. The following “desired outcomes” and “audience-specific messages” represent the outcome of this work. Tools to support the identified outcomes are discussed in Step 5.

AUDIENCE: Non-Local Beach Users

DESIRED OUTCOME: For non-local beach users to cooperate by using other beach areas without resistance.

CUSTOMIZED MESSAGE: The Refuge beach is seasonally closed for protection of nesting piping plovers, a Federally-listed threatened species. There are, however, two other public beaches on Plum Island and several others in the nearby area.

AUDIENCE: Newburyport Chamber of Commerce (NCoC)

DESIRED OUTCOME: For the NCoC to support the closure and other Refuge activities.

CUSTOMIZED MESSAGES:

1. Ecotourism can significantly increase the economic prosperity of Newburyport. A national wildlife refuge is a unique attraction that will draw many Americans and foreign visitors to the area.
2. Studies show that birders contribute more to local economies than do beach users.
3. Many people prefer a wildlife-oriented refuge experience.

AUDIENCE: Local Schools

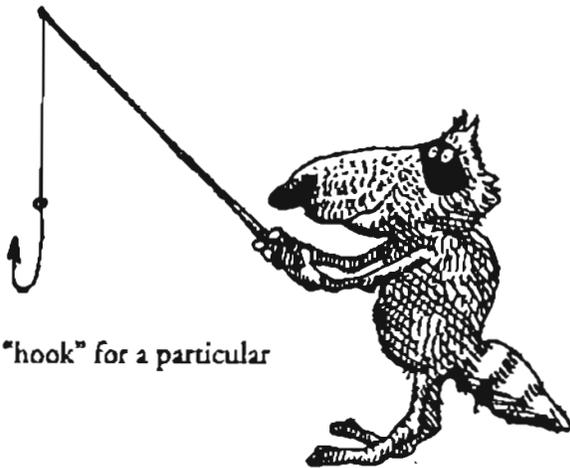
DESIRED OUTCOME: For students to study and become more aware of the piping plover, its habitat needs, and public impacts.

CUSTOMIZED MESSAGE: Parker River NWR is a national wildlife refuge, not a recreational park. Its primary purpose is for wildlife; public use is a secondary activity permitted when compatible.

Step 5: IDENTIFY OUTREACH TOOLS—Using the Instruments of the Trade

You are now ready to devise a way of delivering the message to the target audiences you've selected and prioritized. This step requires you to think in creative ways and consider a large variety of tools. In a very real sense, the messenger is every bit as important as the message, and the success of your effort will often depend on the tool you've selected and its suitability to the audience.

Outreach tools range from traditional brochures to news releases, presentations, exhibits, public meetings, workshops, and computer telecommunication (See Appendix 4 for additional tools). Some tools may be new to you. Don't fret. Through gradual exposure and practice, you will become skilled in using an assortment of tools and approaches. Most importantly, don't shy away from trying something new; a nontraditional tool may provide you with just the right "hook" for a particular audience.

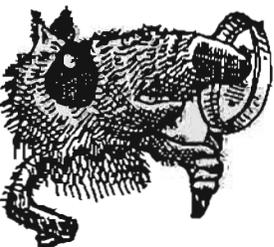


Nuts and Bolts



Determine which tool(s) will be most effective with each of your target audiences. Use all the background information you've gathered on each audience to make these determinations and ask yourself the following questions:

- Does the selected tool(s) suit the intended audience's...
 - ... education level and socioeconomic condition?
 - ... geographic location—(urban, suburban, rural)?
 - ... level of interest in the issue?
 - ... cultural and ethical values?
 - ... attitudes about natural resource issues?
 - ... experience with and/or attitude toward the Service?
 - ... position on the issue/situation: supportive? neutral? opposed? hostile?
 - ... special needs?
- Does the tool suit the issue?
- Is the tool realistic in terms of time-frames; budgets (yours, your partners'); people power (staff, volunteers, partners)?
- Research the tool. Where has it worked effectively? Where has it not worked?
- Is there more than one tool that could (or should) be used?



Tips

- Don't limit yourself to traditional outreach approaches; try new techniques if they hold promise.
- Consult other stations, offices, agencies, organizations, and corporations to learn from their experiences with various outreach tools.
- Don't go it alone. Pool your skills and resources with volunteers and partners.
- The most effective tool isn't always the most expensive.



Leading by Example

A variety of outreach tools were identified to communicate messages to targeted audiences concerning the Parker River NWR seasonal beach closure. Tools were selected based on what was known about a particular audience and the ways in which they obtain information. Following is a list of tools identified for use with the five key Parker River NWR audiences:

AUDIENCE:	Non-Local Beach Users
OUTREACH TOOLS:	<ol style="list-style-type: none">1) information package (aka "disappointment package") to include: a map of Plum Island locating Plum Island public beaches, a handout with directions to public beaches not located on Plum Island, a letter from the Refuge Manager explaining the beach closure and apologizing for inconvenience to visitors, the general Refuge and piping plover brochures, and a Refuge calendar of visitor activities during the closure2) informational and directional signs3) volunteer "plover wardens" stationed at the boundaries of the beach closure to explain and answer questions related to the beach closure4) attendants to staff the Visitor Contact Station and explain the closure, answer questions, and listen to frustrations and complaints of beach users5) taped telephone messages to communicate public beach openings, details about the closure, and information on other recreational and educational opportunities at the refuge

AUDIENCE: Chamber of Commerce

OUTREACH TOOLS:

- 1) briefing for the president of the Newburyport Chamber of Commerce to address concerns and discuss the concept of "ecotourism"
- 2) survey data to demonstrate the economic advantages that might be gained by the seasonal beach closure
- 3) promote the benefits to be gained from having a national wildlife refuge within a community
- 4) partnerships with the Chamber of Commerce on a number of local community events

AUDIENCE: Local Schools

OUTREACH TOOLS: Student Conservation Association volunteer to present educational programs in area schools

AUDIENCE: Congressional Representatives

OUTREACH TOOLS:

- 1) status reports of plover activities and beach openings
- 2) briefing for congressional representatives on ecotourism

AUDIENCE: Local Media

OUTREACH TOOLS:

- 1) weekly updates to the local media on the beach closure and plover
- 2) guided tours of the Refuge for local media
- 3) personal meetings with local media on beach and plover-related issues
- 4) news releases and public service announcements on plover activities, Refuge public use opportunities, and beach closure updates

Digging Deeper...

For additional information and assistance related to this step, consult: Appendices 4, 5, 6, 7, 8, and 9.



Step 6: IMPLEMENT—Putting the Wheels in Motion

This is where the rubber meets the road. It's time to put your efforts to the test! Your success will hinge on how well you manage and carry out your outreach plan. You must devise an effective schedule with realistic timeframes, enlist the help of partners and volunteers, and make assignments to deliver the messages.

Nuts and Bolts



To ensure success with this critical step, consider the following:

- Designate a coordinator (an individual or group) to oversee implementation of the outreach effort
- Revisit your list of partners. Have you missed anyone who could help?
- Identify action items, make task assignments, and set deadlines for completion.
- Establish a schedule (or timeline) for implementing the various outreach efforts.
- Determine what kind of information would be helpful to you in gauging the impacts of your effort.
- Devise a method of evaluation such as the use of evaluation forms, interviews, peer reviews, focus groups, surveys, comment cards, and long or short-term studies to obtain identified information.
- Get your internal ducks in a row. All staff and partners should be advised of the implementation schedule and evaluation methods and should understand how the message will be delivered and what their role will be.
- Document all feedback, both positive and negative.
- Recognize your supporters, partners, and staff with letters of thanks, awards, and publicity.
- Keep your target audiences, staff, and partners updated on program progress, including any changes that may occur.
- Document the implementation process.



Tips



- Make sure that any necessary administrative requirements such as DI-550 Publications Approval Request forms have been submitted (DI-550s are required to produce certain publications. They can be obtained from Public Affairs).



- Maintain and update your mailing and other contact lists regularly.
- Monitor your budget, implementation schedule, and resources carefully to avoid crisis situations.
- Look for media opportunities and other ways to publicize your efforts.

Leading by Example

In order to complete the outreach actions identified for Parker River NWR, the Assistant Refuge Manager was assigned to coordinate the overall implementation of the outreach strategy, including the development of an action plan. For the most part, tasks and actions associated with the seasonal beach closure and plover nesting activities were scheduled for completion during a three month period from January 15, 1992 through April 15, 1992. Staff, volunteers, and supporters were instrumental in implementing the following plan.

Parker River NWR Action Plan		
ACTION ITEM	RESPONSIBLE PERSON	DUE DATE
Develop "Disappointment Package"	Outdoor Recreation Planner (ORP)	2/1/92
Distribute "Disappointment Package"	Gate Attendants	4/1/92
Design and purchase informational and directional signs to identify available beaches on Plum Island	ORP	2/15/92
Install informational and directional signs	Maintenance Staff	3/31/92
Station plover warden volunteers at the boundaries of the beach closure	ORP	4/1/92
Staff the Visitor Contact Station with Refuge Gate Attendants	ORP	4/1/92
Develop slide show and an education program for local students	SCA Volunteer	3/15/92
Respond to visitor inquiries concerning the beach closure	All Staff	Ongoing
Prepare taped telephone message related to public beaches and the seasonal closure	Secretary	4/1/92
Brief Chamber of Commerce president on the closure and ecotourism	Manager & Assistant Manager	3/1/92

Continued from previous page

ACTION ITEM	RESPONSIBLE PERSON	DUE DATE
Brief Friends Group on beach closure and plover nesting activities	Manager & Assistant Manager	Ongoing
Develop a list of current congressional representatives and their local addresses	Assistant Manager	2/10/92
Write or call congressional representatives and local officials concerning their opinions on the seasonal beach closure	Volunteers & Public	Ongoing
Write, call, or visit the FWS Washington Office, congressional representatives, and local officials concerning the seasonal beach closure. Also encourage other organizations/individuals to do the same	Friends of Parker River NWR	Ongoing
Conduct guided tours of the refuge for congressional aides/representatives	Manager & Assistant Manager	Ongoing
Participate on local committee chaired by U.S. congressional aide	Manager	1/15/92



Digging Deeper...

For additional information and assistance related to this step, consult: Appendices 5, 6, 7, 8, and 9.



Step 7: MONITOR, EVALUATE, AND MODIFY— Keeping Your Finger on the Pulse

Now that your outreach effort is “in gear,” don’t drop the ball and move on to your next project. Monitor this effort to see if you’re accomplishing what you set out to do. Evaluate the impacts of your project—are you reaching your target audiences with your intended messages? Are you getting the results you were hoping for? Is there some way you can modify your approach slightly to get even better results?



Evaluation is a critical element that is often overlooked. Evaluation should occur at every step in the outreach planning and implementation process. It will ensure that your outreach efforts are the best they can be.

Nuts and Bolts

To effectively evaluate your activities, consider the following:

- Monitor feedback received through the method of evaluation selected during Step 6.
- Involve staff, volunteers, and partners in monitoring your outreach effort and conducting the evaluation(s).
- Gather all forms of feedback to supplement your formal evaluation(s).
- Modify your approach (if possible) based upon the feedback you receive.
- Document your monitoring and evaluation efforts.

Tips

- **Examine** evaluation methods to ensure that they are effective, practical, and efficient.
- Consider both a short-term and long-term evaluation approach.
- Select or design evaluation methods to best suit your needs.
- **Respond to feedback.** Be prepared to shift gears and modify or change your outreach approach.
- Remember that negative feedback may be especially useful to your efforts.



Leading by Example



Attention was not given to a method of evaluation when Parker River NWR developed their outreach strategy in 1992. From this experience, they now realize the importance of evaluation in order to determine overall effectiveness. All future outreach strategies at this station will incorporate an evaluation component. In later reviewing this effort, several indicators of their success were clearly visible and are provided here as examples of evaluation measures.

EVALUATIVE MEASURE	RESULT
Congressional Inquiries Received	Decreased
Recorded incidents of entry into closed areas of the beach	Decreased
Receipt of letters of support	Increased
Number of inaccurate and/or inflammatory articles in the media	Decreased
Complaints received at the Gate House and Visitor Contact Station	Decreased
Complaints reported to plover wardens by beach users	Decreased
Teacher evaluation responses to the SCA volunteer classroom presentations	Positive
References in the media to Parker River National Wildlife Refuge vs Parker River Reservation or Park	Increased

During 1992, PRRAC continued to oppose the Refuge beach closure and did its best to increase support for its position from local officials and the community at large. In late 1992, shortly after a briefing by Refuge staff, the Newburyport Town Council expressed support for the Refuge beach closure. The tide started to turn when support for the beach closure was finally expressed publicly by community leaders. As a direct result, opposition to the Refuge beach closure diminished significantly in 1993 and was essentially non-existent in 1994.

Cooperation continues today with the Town of Newburyport, the Newburyport Chamber of Commerce, other nearby communities, local environmental organizations, and the Friends Group. PRRAC has lost support and appears to no longer have an influential voice.

This situation demonstrates how public outreach can serve as a valuable tool for solving complex resource problems. At Parker River NWR, strategic outreach was used to initiate positive dialogue and forge cooperative working relationships with the local community, environmental groups, and Refuge visitors.

Refuge Recommendations

In conclusion, the staff at Parker River NWR now recognize that they would initiate the outreach process before announcing the beach closure to the public. It was much more difficult to seek solutions in the midst of a crisis. Managers at that station now realize the best defense is a good offense developed early in the process. They realize now that their difficulties could have been significantly minimized and their time more efficiently spent if they had developed an outreach strategy involving the community and congressional representatives at the outset.

Fortunately, the resource did not take a fatal blow; however, the bad news is that Refuge staff and the Service took unnecessary hits. Nevertheless, there were opportunities to incorporate public recommendations and to educate audiences about the situation, even while the Refuge was embroiled in controversy.

Refuge staff also identified the need to recruit supporters and to continually foster these relationships even during periods of relative calm. Their experience with this issue pointed out the value of working with the media and taking a proactive, not a "business as usual," stance on hot issues.

Thanks to their willingness to share this experience, with its successes and oversights, we can all approach future issues in a more informed and better prepared manner.



Digging Deeper...

For additional information and assistance related to this step, consult: Appendices 5, 7, 8, and 9.



Appendix III: OUTREACH CHECKLIST WORKSHEET

Assessment:

- ▶ State the problem and why action is necessary in one clear, concise sentence.

- ▶ Who does this problem, issue, or situation affect?

- ▶ How does the current problem, issue, or situation affect fish and wildlife resources in Region 7?

Audience(s):

- ▶ Which publics (individuals or groups) can we reach that will have the most influence to make change?

- ▶ What are the concerns, expectations, perceptions, and biases of the audience(s)?

- ▶ Describe the target audience(s) in one clear, concise sentence.

Goal:

- ▶ What is the desired outcome of this outreach activity?

- ▶ How do we want our audience(s) to feel or act as a result of our efforts?

- ▶ State the outreach goal in one clear, concise sentence.

Message:

- ▶ How does this message support our mission statements?

- ▶ What do we want our audience(s) to know/understand?

approval, etc.

Train and encourage Region 7 employees to use outreach, citizen participation, and customer service tools and techniques.

Investigate and recommend elimination or streamlining of unnecessary Service and Departmental approval processes which presently delay and hinder outreach efforts.

Recognize Outreach activities through meaningful rewards.

Publicize outreach success stories.

Identify existing outreach expertise currently within Region 7 staff.

Establish an imaginative, active, and vibrant Region center of outreach expertise.

Designate permanent and ongoing organizational responsibility for outreach with a clear mandate and budget.

-
- ▶ State the main message in one clear, concise sentence. (Make sure it is broad enough to apply to all your selected audiences and includes information most necessary to achieving the mission.)

Tools:

- ▶ Which outreach tools are most appropriate to achieving our goal?

- ▶ Has each audience been addressed?

- ▶ List the tools to be employed in this outreach effort.

Implementation:

- ▶ What personnel, funds, and supplies are needed to implement this outreach effort?

- ▶ What internal and external partners can be involved in this endeavor?

- ▶ What resources will we provide, and what will be provided by our partners?

- ▶ List a schedule for this effort.

- ▶ List a budget for this effort.

Reality check:

- ▶ Does every item listed above contribute to achieving your goal? Can any step be improved?

- ▶ Evaluate the effectiveness of each of the above steps and revise you plan accordingly.
