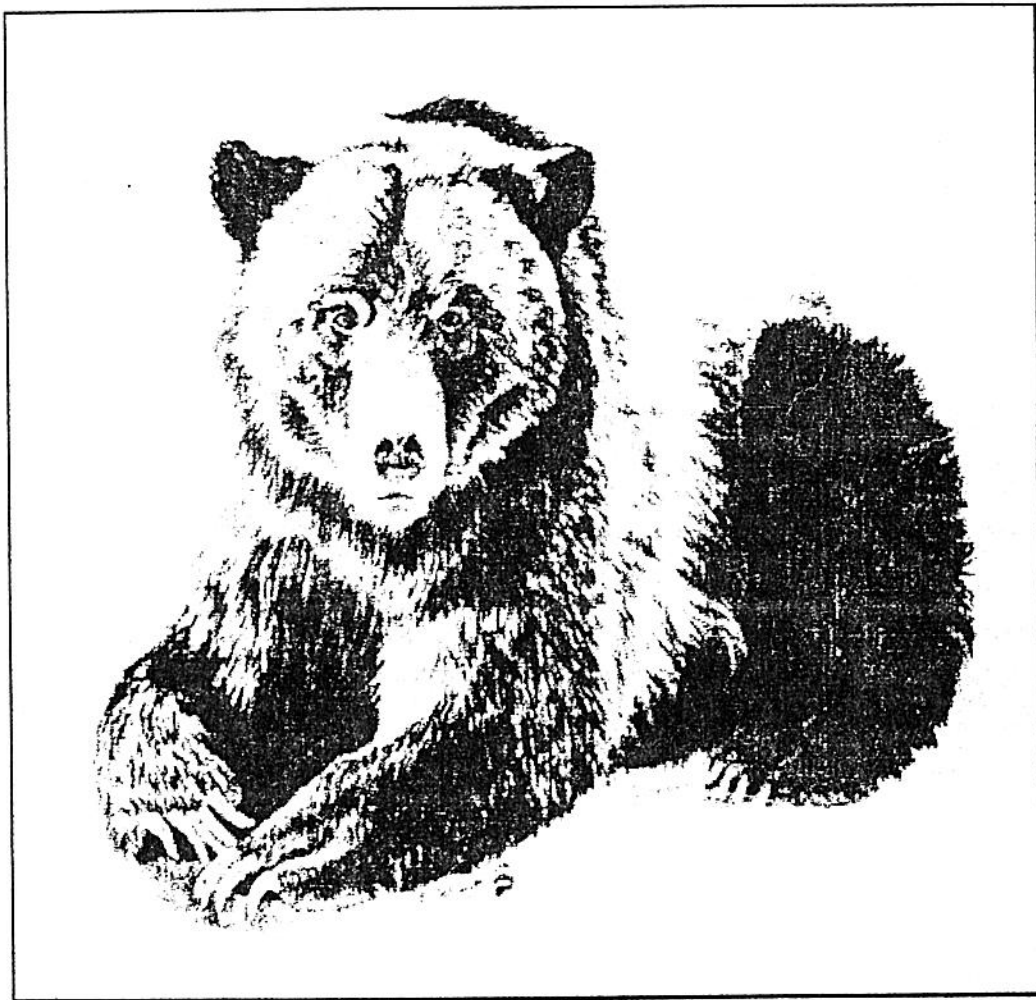


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AN ORGANIZATIONAL REVIEW OF THE INTERAGENCY GRIZZLY BEAR COMMITTEE

An Evaluation of Its Effectiveness and Efficiency

Final Report



Prepared By:

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INTRODUCTION

The Interagency Grizzly Bear Committee (IGBC) was conceived in 1983 by a number of federal agency personnel as a means to coordinate recovery of the grizzly bear (*Ursus arctos*). Prior to its formulation, bear recovery was proceeding as a loosely organized effort by the states of Wyoming, Montana, Idaho and Washington, with more emphasis by the United States Forest Service, National Park Service and the United States Fish and Wildlife Service.

In 1983, the work of the Interagency Grizzly Bear Study Team, federal agencies and the state agencies involved had already conceived ecosystem planning, augmentation of existing populations, reintroduction of bears into unoccupied habitats and means to address mortality. Much of this work was part of the 1982 Grizzly Bear Recovery Plan and provided the impetus for agencies to begin to work together and coordinate activities on behalf of the bear. To encourage participation and commitment, a formal Memorandum of Agreement was signed by the Secretaries of Interior and Agriculture and the Governors of the affected states. The MOA specifically charges the group to "coordinate their management and research actions to the greatest extent possible to insure the best utilization of available resources and prevent duplication of effort."

The IGBC was designed to engage top level decision makers in establishment of a coordinated approach to recover grizzly bears through policy and procedures adopted by each member agency. The implementation of these policy and procedures is assigned to each respective ecosystem subcommittee and the research and information and education subcommittees.

From 1983 to the present, the IGBC has endured numerous successes and setbacks due to litigation, changing participation, political intervention and the lack of a shared vision with some of its constituents. More importantly, grizzly bears have achieved a significant increase in overall numbers and have gained prominence as a species deserving of national attention. Land management practices have changed significantly particularly on National Forest lands to preserve important bear habitats and public education has greatly reduced bear mortality from habituation to human foods and refuse. Increasing human encroachment in bear habitat and increasing human use of existing habitats continues to create opportunities for conflict and subsequently bear mortality.

The IGBC has yet to meet its stated goal of bear recovery. However, the organization is actively engaged in developing conservation strategies that encompass the biological and regulatory prescriptions necessary for reclassification of at least two populations of bears. Some populations of bears remain far behind these success stories, but significant progress is being made.

The following report is intended to provide the IGBC with an evaluation of its effectiveness and efficiency as an organization. The report is based upon a current critique by its members and past members and a review of ancillary influences obtained from agency files. In planning circles it is a common axiom that "it is difficult to know

where we are going until we know where we have been." We intend to review where the organization has been and provide the IGBC with recommendations on how to become more effective and efficient as they and the grizzly bear move into the next century.

Although not stated in any documents we reviewed, there was a strong feeling by many current and past members that the IGBC was intended to prevent the extinction of the grizzly bear in its remaining habitat in the coterminous United States. That having been accomplished, the organization finds itself in a different role of attempting to manage, maintain and improve populations in the face of a disparity of competing interests. In other words, how does the IGBC adapt its role from one of preventing declines of grizzly bears to one of managing improving populations? We believe this report will identify the adaptations necessary to fulfill both roles while improving the operation and continuing successes of the IGBC.

SITUATION ASSESSMENT

Historical

The grizzly bear was listed as a threatened species in the coterminous United States under the Endangered Species Act of 1973. Upon completion of a Recovery Plan for the grizzly bear in 1982, the IGBC was formed to implement the Plan and coordinate research and management activities of the affected states and federal agencies.

Initial work of the committee focused primarily on determining population status of bears within the various ecosystems and identifying probable causes for decline. Population estimates were difficult to determine from existing information and there was considerable disagreement as to what population estimates could be derived from existing data sets.

Human-induced mortality was identified as the most likely cause for population declines as was habitat loss and fragmentation. Human-caused mortality from poaching and management actions associated with livestock depredations, habituation to human foods, conflicts with recreational users and development were identified as primary contributors to declining bear numbers. Habitat losses from human developments, increased recreation, logging, mineral development, highways, and grazing practices were also viewed as detrimental influences on bear populations.

Aside from the need for additional research, the committee also recognized the need for improved public awareness of the plight of the bear. Various independent approaches were used to disseminate information and to educate the public on human impacts to bear survival. These approaches were later formalized through the formation of the Information and Education Subcommittee and intensive efforts to pursue a wide array of venues for informing and educating a local and national audience.

National environmental legislation greatly influenced the IGBC's ability to accomplish its task of bear recovery. Beginning in 1969 with the passage of the National Environmental Policy Act, numerous other laws governing management of the nation's federal lands, federal land planning and amendments to the Endangered Species Act greatly influenced federal land policy and management. Similarly, state wildlife agencies recognized the need to diversify their respective political bases through more active involvement in the management of threatened and endangered species and other non-game species.

Legal challenges to a variety of federal agency actions perceived as having negative impacts to the bear or its habitat had many impacts on bear recovery. Although many viewed resolution of these legal challenges as favorable to the bear, many others (including agency personnel) feared that local public opinion was being galvanized against the bear. Loss of grazing permits, closing of lumber mills and reduced access for mineral exploration and recreation had the potential to greatly compromise local economies.

With adoption of the new Recovery Plan in 1992, and subsequent legal challenges to the document, bear recovery as it relates to population trends and habitat requirements were once again the subject of great debate within both public and governmental organizations. The timing of the legal challenge coincided with efforts to prepare conservation strategies for delisting populations in two ecosystems and forced the IGBC to revisit recovery goals and hence, the likelihood of delisting in the near future.

From 1983 to present, IGBC agencies have greatly reduced human-caused grizzly bear mortality. Research has demonstrated that bears and bear habitat can be monitored with some accuracy. Bears have demonstrated remarkable resiliency to population stresses, habitat modification and human-caused mortality. Bears have begun to re-colonize historical habitats and traditional land use practices have been modified to accommodate both bears and people. Augmentation of existing populations shows significant promise as does reintroduction of bears into formally occupied habitats.

Public awareness about bear related issues has greatly increased. Information and education (I and E) efforts coupled with outreach programs to local communities and industries have eliminated much of the mortality associated with sanitation sites and back country food storage. Much remains to be done. However, the IGBC has made tremendous strides in adapting human needs to the needs of the bear.

Organization

The IGBC Executive Committee consists of representatives from the following agencies:

- Regional Director, Region 6, USFWS
- Regional Director, Denver, NPS
- Regional Foresters, Regions 1, 2 and 4, USFS
- State Director, Montana, BLM
- Provincial Wildlife Agency Representative, British Columbia, Canada
- Provincial Wildlife Agency Representative, Alberta, Canada
- Provincial Forestry Agency Representative, British Columbia, Canada
- State Wildlife Agency Director, Montana
- State Wildlife Agency Director, Wyoming
- State Wildlife Agency Director, Idaho
- State Wildlife Agency Director, Washington

Chairpersons for the Executive Committee are elected to two-year terms with the chair alternating between state and federal agencies. Provincial representatives serving as chairperson is not clear although these representatives have not occupied the chair since 1983.

Advisors to the Executive Committee include the following agency representatives:

Grizzly Bear Recovery Coordinator, USFWS
 National Grizzly Bear Habitat Coordinator, USFS
 Executive Assistant, IGBC
 Representative, USGS, NBS
 Regional Forester, Region 6, USFS
 Regional Director, Region 1, USFWS

Subcommittees are formed for each ecosystem in addition to a research and information and education subcommittee. Subcommittees of agency managers are in place for the following ecosystems:

North Cascades
 Bitterroot
 Selkirk/Cabinet-Yaak
 Yellowstone
 Northern Continental Divide

Chairpersons are elected by members of the subcommittee and serve two year terms. Subcommittees have representatives from all affected agencies represented on the Executive Committee with the exception of the Selkirk/Cabinet-Yaak Subcommittee. The representative for the state of Idaho on this subcommittee is an industry person appointed by the Governor. However, subcommittee representatives are normally Forest Supervisors, Park Superintendents, State BLM Directors, State USFWS Supervisors, and Regional Managers of the States. Personnel from each agency directly involved with management of bears and bear habitat are normally in attendance as advisors to the subcommittees as are the Recovery Coordinator, Habitat Coordinator and Executive Assistant.

Membership within the IGBC Executive Committee has changed over time primarily in response to increased recovery efforts in the North Cascades Ecosystem. Additionally, the North Cascades, Bitterroots and Selkirk/Cabinet-Yaaks were once identified as the Northwest Ecosystems but have subsequently been divided into three respective ecosystems to better focus efforts, research and resources.

External Influences

- **Litigation** – Court challenges to a variety of federal land-use practices, mineral leasing, highway building, grazing leases and facilities development have influenced IGBC's ability to implement agreements between member agencies. Bears have often been the basis for legal action and their status has caused many interests to question the IGBC's commitment to bear recovery and other interests to use the bear as an impediment to economic development and jobs. These challenges are filed by both conservation and commodity interests and have

created innumerable delays for meeting management targets and cause diversion of precious financial and personnel resources to meet litigant's demands.

- **Funding** – The IGBC has no funding base but instead relies on contributions by member agencies to fund projects and the position of the Executive Assistant. Agency budgets have declined as has availability of funds under ESA as more and more species compete for monies. Lack of funding has substantially limited the organization's ability to address research needs, I and E needs, and management-related work for the bear.
- **Emphasis** – As population trends for the grizzly bear have improved, emphasis on funding the bear program has declined. New imperiled species such as the gray wolf, northern goshawk, lynx and wolverine has impacted funding availability for all species and may have shifted emphasis away from the grizzly bear. Delisting delays have caused some agencies and political interests to become frustrated and shift their respective emphasis to other species. This trend will likely continue as more species are listed in the future.
- **Public Interests** – As the plight of the grizzly bear attained national status, many national non-governmental organizations demonstrated an increasing interest in the activities of state and federal agencies and the IGBC. The desires of these groups often contrast sharply with local organizations that are more economically driven and therefore interested in preservation of the status quo. These "local versus national" conflicts often create political pressures on resource managers that may compromise bear recovery activities.
- **Leadership** – Changes in national leadership and political direction influence program management and implementation for grizzly bear recovery. Since its inception, participating agencies have had to conform overall management direction and implementation to serve a diversity of political views at both the state and national levels. This compromises the ability of the IGBC to maintain consistency and credibility with some publics.
- **Cooperation** – The timber and transportation industries, local governments and private individuals have entered into a number of agreements to protect bear habitat, remove attractants and embrace a number of restrictions to aid with recovery of the bear. Outfitters and back country organizations have used self policing activities and enforcement assistance from federal agencies to prevent conflicts between bears and recreational users and hunters. Many of these activities are the result of the IGBC's public information and education programs and the commitment of these groups to bear recovery.
- **Agency Missions and Authorities** – Some member agencies within the IGBC have adapted agency management philosophies and policies to better reflect the mission of the IGBC. Agencies have attempted to provide a united front with regards to IGBC platforms and this has increased IGBC effectiveness.

Biological Factors

As with most conservation biology issues, opinions differ on the relative numbers of bears needed for existing populations to persist through time. Similarly, there is a difference of opinion regarding the past, present and future numbers of bears based upon existing data. Habitat requirements including habitat values and effectiveness and threshold values for this information continue to generate debate both within and outside the scientific community. Several factors continue to fuel this dialogue as described below:

- **Current Population Status** – Solitary predators occupying mountainous and heavily timbered habitats are difficult to monitor. Present monitoring techniques assume that monitoring of adult females with cubs of the year over time can provide a fairly reliable estimate of the minimum number of females and a minimum number of individuals can then be calculated from that estimate. Use of radio telemetry to monitor these females also provides information on the number of cubs per litter, survivorship, sex ratios of cubs, movements, home range size and location and habitat choices.

Interested individuals have argued that these estimates are too high or too low depending upon their particular frame of reference. Providing minimum estimates also tends to confuse publics who believe bear numbers are increasing and are simply being under-reported. Population estimates used to calculate allowable annual mortality has also been challenged in a variety of circles.

Grizzly bear population viability based upon minimum viable population sizes has been calculated by some authors. These estimates have caused some individuals to question why recovery goals for population size are at some level below these calculated population sizes. In recovery areas that establish desired population sizes that are well below minimum viability estimates, these problems are compounded.

The IGBC has proposed a significant list of research approaches to obtain population estimates using less intrusive means. DNA analysis of hair samples and other approaches show considerable promise but the logistics and cost of this research currently prohibits its implementation.

- **Mortality** – Human-caused mortality has long been cited as one of the primary causes of grizzly bear population decline. Although some causes of mortality have been eliminated or greatly reduced, mortality remains a consistent impediment to more rapid bear recovery. Other traditional human uses of grizzly bear habitat (e.g., big game hunting) remain primary sources of mortality for

bears. In the fall, grizzly bear habitat is occupied by large numbers of armed hunters whose kills are sometimes "claimed" by bears..

Some people question the validity of mortality estimates claiming they are grossly under-reported. Conversely, other groups and agencies question the validity of mortality estimates as being over-reported. In both cases, the ability to estimate total mortality depends on extrapolations from known mortality and these extrapolations may constantly be questioned.

Because human-caused mortality occurs when humans come in contact with bears, it has been difficult for the IGBC to manage mortality without managing people. Road closures, restrictions on black bear hunting, bear baiting, area closures and other restrictions places the bear and the IGBC in a conflict situation with other traditional uses of bear habitat.

- **Habitat** – Grizzly bears require fairly large amounts of habitat even at very low grizzly bear densities. Many disputes have occurred over member agencies efforts to protect adequate acres of bear habitat and providing adequate protection to habitat. Logging, grazing, roads, oil and gas exploration, minerals development and infrastructure developments are viewed by many as incompatible with maintenance of bear habitat values. Many efforts have been made to quantify habitat through the use of Cumulative Effects Modeling and other approaches.

Human encroachment into linkage zones and dispersal corridors has fragmented much of the existing habitat and attempts to regulate these developments that occur on predominately private lands has had mixed results.

Many conservation groups are concerned that re-colonization of historical habitats (many of which are classified as Management Situation 3, 4 or 5- *See Appendices for Management Situation descriptions*) has caused management agencies to ignore the needs of the bear rather than adjusting Management Situation lines to accommodate the presence of bears. Local groups are concerned that the presence of bears in these areas will result in more regulatory burdens and restrictions and further impact local economies.

- **Management Actions** – Removing bears using lethal means was historically used as an acceptable approach for dealing with problem bears. Due to the need to reduce mortality, this method has been used with much less frequency in favor of relocation, proactive management options, and a variety of aversive conditioning methodologies.

Bear removal by lethal means remains as an alternative to managers but has been increasingly opposed by conservation interests in favor of removing the human conflict prior to removal of the bear. This has caused numerous conflicts with livestock operators, lodge owners and other competing uses within bear habitat.

Relocation of bears into wilderness areas and National Parks has met with mixed results. Although sometimes successful, relocations can become problematic in poor food years when there are more nuisance bears to be relocated than areas available to receive them.

- **Supplemental Feeding** – The long history of grizzly bear use of human dump facilities within Yellowstone National Park forced a long debate over the advisability of supplementally feeding bears to reduce mortality and conflicts with humans. Many years of increasing bear numbers without supplemental feeding seems to have put this issue to rest.

Public Education Efforts

The IGBC has focused a great deal of effort to inform and educate publics and user groups on grizzly bear needs. Public understanding of agency plans to recover the bear may exceed that for any other species in the region. Publications such as "Grizzly Tracks" and individual publications and information dissemination programs by member agencies has kept the public informed and apprised of bear related issues and efforts.

The IGBC was much more involved in public involvement efforts in the early and late 1980s. Town meetings and focus groups were used with much more regularity than is currently practiced. A return to this approach is often cited as a need by various interests and member agencies themselves.

Congressional briefings are conducted each year by an ad hoc group from the IGBC. This has been very beneficial for keeping Congressional officials and staffers apprised of the previous years activities and future plans.

Research

Research efforts by member agencies, independent researchers and the Interagency Grizzly Bear Study Team have been intensive in the area of bear life history, habitat requirements, effects of human activities on bears, methods for dealing with nuisance bears, mortality, and population assessment and distribution. The Interagency Grizzly Bear Study Team has conducted numerous investigations within the Yellowstone Ecosystem and state and federal agencies have funded independent research in virtually every facet of bear biology.

The IGBST was formed to provide needed research on grizzly bears primarily within the Yellowstone Ecosystem. The team has historically served this function through the National Park Service but has since been relocated to the National Biological Service within the United States Geological Survey of the Department of Interior.

The scope of research conducted outside of the Yellowstone Ecosystem may be a cause for concern. Because the IGBST has focused most of its efforts with the YE, other

ecosystems may discover significant data gaps when those populations are eventually proposed for reclassification.

Effectiveness

The IGBC has been very effective coordinating agency efforts in research and management and implementation of the Grizzly Bear Recovery Plan. Though not often cited, the Interagency Grizzly Bear Guidelines have been used extensively by member agencies to clarify roles, coordinate action and provide guidance to achieving coordination and communication protocols.

As stated previously, the IGBC has facilitated bringing grizzly bear populations from a precipitous decline to a level that is now worthy of "guarded optimism" as described by Dr. Dick Knight, former lead researcher for the IGBST. Mortality is within acceptable limits, recruitment is improving and survivorship of adult females greatly improved. Generally speaking, resource management practices have been adapted to meet the needs of the bear and public acceptance of these practices is much improved. The presence of bears well outside of designated recovery areas and the distribution of adult females with young all indicate that the conditions necessary for recovery of some bear populations exist.

Protection of key habitats and enhancement of degraded habitats has proceeded much more quickly under IGBC guidance and coordination. This component, particularly the availability of existing habitats to support recovered populations, is still hotly disputed by some groups. However, the IGBC and its land management agencies are statutorily limited from regulating most uses on private lands and the political will to preclude all other activities in bear habitat does not currently exist. Perhaps one of the most compelling arguments for IGBC effectiveness is its success in demonstrating and convincing publics that grizzly bears and most traditional uses can be compatible.

Organizational Efficiency

From an organizational perspective, the IGBC lacks efficiency due to the geographical scope of its programs and the complexities of technical issues it must often confront. Participation of key decision makers from each agency is often lacking and members change frequently as agencies reassign personnel.

The IGBC meets once a year in Denver (winter meeting), once a year in conjunction with the Wildlife Management Institute's North American Wildlife and Natural Resource Conference (usually in March), and once a year in "grizzly country" (summer meeting). Meeting agendas are best described as ambitious with little time for adequate discussion among members. Informational items occupy a significant portion of the agenda and the immediacy of some decisions allows little time for visioning and planning.

The use of an Executive Assistant allows for more rapid responses by members for information or decision needs but the position has been vacant twice for long periods and

this has impacted efficiency. As currently described, the EA position make lack sufficient decision making or leadership authority to allow the position to function effectively. We will discuss this issue more thoroughly in the *Organizational Review* section of the report.

Meetings are held as open meetings but there is little opportunity for public input and discussion. This is due mostly to the necessity of addressing all agenda items within the allocated time, but often leaves the public believing they have no voice or input into the discussions.

The remainder of this report will deal specifically with addressing efficiency and effectiveness of IGBC as an interagency organization.

ORGANIZATIONAL REVIEW

This organizational review is based upon interviews with current and former IGBC executive committee and subcommittee members. Interviews were conducted over a period of several months to accommodate schedules of agency personnel. The interviews allowed for establishment of elements and trends within the organizational structure that influence its effectiveness and efficiency. All responses reported here will be anonymous as indicated during the interview. The candor and honesty shown in these responses is appreciated by the consultants.

Members were fairly consistent in their opinions on a variety of topics discussed in the interview. There was little difference of opinion between members who were affiliated with IGBC beginning in 1983 and those whose participation is much more recent.

Responses differed between state and federal agencies as did responses between federal agencies with differing missions and responsibilities. However, it should be noted that any criticisms were generally constructive and given in an effort to accentuate perceived problems that should be addressed.

The questionnaire was designed to highlight eight elements of the organizational structure of IGBC that would likely influence its effectiveness and efficiency. Each of these elements is discussed in some detail below.

Organizational Elements

Purpose and Mission

Respondents generally agreed on the purpose and mission of IGBC, i.e., the coordination of the management and recovery of the grizzly bear. The perceived ability of the IGBC to meet its intended purpose varied among some members. The different opinions often reflect the complexity of the issues involved, the difference between recovery and actual delisting, and the differing mandates (real or perceived) of member agencies.

Interestingly, all agencies agreed with the purpose and mission of IGBC and believed that IGBC had been very successful in its attempts to accomplish its stated purpose and mission. Many believe that agency missions have conformed to the IGBC mission, albeit reluctantly at first, and that member agencies are now more closely aligned with one another than has been earlier. It is also important to note that this alignment has improved relationships between agencies on other issues not related to bear recovery.

Repeated turnover in membership on IGBC was mentioned several times as a cause for changing perceptions and commitment to the IGBC's purpose and mission. Attrition, transfers, and delegation to representatives without sufficient decision making authority further complicates this problem.

Some members believe that many decisions have been delayed or their implementation questioned when the appropriate decision makers are not present. A lack of attendance by the appropriate decision makers has occurred throughout the history of the organization and is one we will address in our recommendations.

Effectiveness and Efficiency

Members agree that the IGBC has been effective. However, this effectiveness has been poorly communicated to both internal and external customers. Effectiveness is often questioned by many disparate interests associated with bear recovery. These interests often respond through political or legal intervention and have greatly hindered efforts to both recover grizzly bears and showcase IGBC successes.

As discussed in the situation assessment, the IGBC has done a remarkable job in light of the bear populations and habitat conditions that existed in 1983. However, many believe that recovery should have been declared earlier and the bear delisted some time ago. Others believe that the IGBC has failed to eliminate human-caused mortality, that degradation of available habitats continues in spite of IGBC efforts and that current recovery goals are much too conservative. Obviously, communicating the organization's successes without understating the many obstacles to bear recovery in all ecosystems is a difficult task.

Most members agree that IGBC is not as efficient as it could be. Some members believe that the inefficiency is predisposed given the complexity of issues, number of members and the perception by some that government is generally inefficient when compared to the private sector. Others commented that the Executive Committee and its meetings cause this inefficiency through a lack of organizational structure, discipline and candor.

Several members stressed the need for an Executive Director position for IGBC that would have expanded duties over the existing Executive Assistant position. Members felt the EA position had functioned well but a contracted position with sole responsibility for coordination, communication, information dissemination, budgeting and administrative functions could greatly improve the IGBC's efficiency.

The Executive Assistant could act more in the context of an Executive Director for the organization. If granted sufficient decision making authority (with the concurrence of the Executive Committee), decisions could be made more expeditiously and continuity and accountability would be assured. Similarly, as membership changes the need for "institutional memory" would be preserved. Each member of the IGBC has agency responsibilities that precludes significant involvement in daily IGBC activities. An Executive Director could be granted those responsibilities and allow the organization to improve its effectiveness.

The scope of the IGBC's mission, the geographical area involved and coordination between four states, two Canadian provinces and ten distinct offices within the federal government is not an easy task. Limitations of personnel and fiscal resources limits the

ability of members to meet with any frequency. A lack of protocols and decision making structure limits the efficiency of the organization. These items will be addressed in the recommendations section.

Decision Making

Most people agreed that current decision making authority is adequate. As one person put it, "IGBC has authority when they agree but there is no authority when they disagree." The obvious approach then is to achieve consensus such that agreement is translated into specific authority. While we do not intend to provide a treatise on collaborative decision making, the IGBC should recognize that the consensus approach they have used for the past 15 years is widely recognized as the best available decision making tool for public policy decisions.

Members also agreed that the formulation of IGBC was not intended to subvert existing authorities of member agencies. These shared authorities can "soften" hard edges by recognizing other authorities and pursuing actions that do not offend or challenge differing authorities. Discussion of issues either within IGBC meetings or outside of formal meetings tends to be sensitive to the needs of all member agencies and therefore affords more opportunities for agreement.

Members generally agreed that decisions are disseminated efficiently and are effectively implemented. Executive Committee members were very complimentary of Subcommittee efforts to implement decisions. At least one member noted that issues resolution and subsequent decisions often do not translate well between the Executive Committee and Subcommittees. Specifically, issues that are encountered at the ecosystem level are often elevated to the Executive Committee and are not policy level decisions. Likewise, policy level decisions are often difficult to interpret and implement at the ecosystem level.

Communications

Opinions on communication within IGBC, between IGBC and subcommittees and between Executive Committee members and field managers vary widely. Based upon our observations, this has less to do with communication protocols than other underlying issues associated with well communicated goals, objectives and prioritization of those elements. Essentially, there is no "feedback loop" within the IGBC to evaluate how a decision or directive was implemented. Similarly, without clearly defined goals and objectives there is no way to evaluate the success of a particular effort or change in management direction. Often communication effectiveness can better be characterized as communicating purpose and accountability.

Communication within subcommittees is represented as being very good. It is apparent that subcommittees tend to communicate frequently and candidly between members. It is also important to note that subcommittee members have regular contact with interested publics and are much more likely to be sensitive to their concerns. Communication

between Executive Committee members was often characterized as too infrequent and sporadic. Members also recognized a problem of too much information trying to be communicated at formal meetings with little other information exchange being present between meetings. The structure and agendas for Executive Committee meetings was cited as problematic for improving communication. We will discuss a number of ways to address this problem in the next section of the report.

Another issue that was raised during discussion of communication was the failure of the IGBC to establish better communication with public interests. The lack of adequate citizen involvement in IGBC decision making and policy development has created a communication gap that limits the IGBC's effectiveness and efficiency. The success of the Bitterroot reintroduction proposal was representative of improved effectiveness through more public involvement.

Past members believe that much of IGBC's early successes were related to concerted efforts to create relationships with local interests. Informal meetings with all interests in locations throughout the ecosystem that are well publicized and designed to receive public input were believed to be essential to improving communications.

Budget

Few members were complimentary of the existing process to assess member agencies for projects and/or positions without the use of standard budgeting protocols and prioritization. Some agreement exists to allow member agencies to allocate funds for IGBC through their budget processes, construct a budget for IGBC based on these allocations and prioritize expenditures based upon IGBC goals and objectives.

Another issue raised was the lack of accountability under the existing process for members who promise contributions but do not provide those funds. Some believe the problem is associated with an ineffective billing process. Whatever the cause, other agencies often feel obligated to make up the difference once the project or program has been initiated.

Obligation of funds to the IGBC by each member agency to create a fixed source of monies for projects was not endorsed by all members.

Subcommittees

Ecosystem subcommittees generally received a great deal of praise for their efforts in accomplishing bear recovery. These subcommittees are viewed as doing very well and suffer only when leadership and commitment influences their effectiveness. Members view the subcommittees as the real "meat" of IGBC. Interviews revealed that establishment of priorities at the Executive Committee level would improve subcommittee function. Members of both the Executive Committee and subcommittees believed subcommittees would benefit from goals and objectives to be established for

each ecosystem. As with the Executive Committee, subcommittees would then have some criteria to evaluate their progress over time.

The I&E Subcommittee received a great many accolades for their efforts to educate users and publics on compatible activities in bear country. These efforts have reduced bear mortalities and management actions for habituated bears. Members also believe the Information and Education function has greatly improved public perceptions about bears and bear recovery. Through the efforts of the I and E subcommittee, the problems associated with bear recovery have received national attention. The efforts of individual agency efforts were also widely recognized and problems noted with the failure of the subcommittee to seek some agency's involvement.

The role and continued existence of the Research Subcommittee was questioned by many members. Numerous references exist within IGBC files regarding the function and necessity of the Research Subcommittee. Because IGBC lacks funding for IGBC prescribed research in most years, it was believed that Subcommittee reviews of research initiated by other agencies or institutions was inappropriate. However, historically the Subcommittee has had considerable input and influence on proposed projects to insure, where possible, that research was consistent with IGBC needs.

In our view, the Research Subcommittee generally suffers from a lack of monies to fund identified research and a general reluctance by member agencies to fund sociological and cultural impediments to grizzly bear recovery and management.

Conflicting Authorities

Members believe that disparate authorities generally encourage greater discussion and concession among member agencies and therefore create better agreements. Problems do occur, but recognition of differing missions, authorities, policies and politics can generally create better decisions.

State members generally believe that confusion exists among the public and conservation community regarding authority and responsibility. Particularly in the case of bear depredations on livestock, states have broad responsibilities to remove offending animals. However, the authority to take such an action does not reside with the state alone.

Participation and Commitment

Most members cited statutory responsibility and public pressure as driving their participation and commitment to IGBC. Members believe the public has an expectation that the IGBC's member agencies will eventually recover and delist the bear. Most publics believe that a delisted bear population will relax regulatory restrictions and allow many traditional uses of bear habitat to return. All agencies have specific legislative language that dictates their involvement in grizzly bear management.

Delisting issues have caused some agencies to question their continued participation and commitment to IGBC. As revenues and appropriations to natural resource agencies continue to decline, it has become increasingly difficult to justify and commit resources to programs that are not strongly supported by agency constituents. Additionally, state and federal wildlife agencies have had to prioritize expenditures between a number of threatened and endangered species that compete for scant resources.

National and local politics greatly influence member participation. Nationally, a very strong conservation community continues to influence the level of participation of federal agencies in bear recovery and resolution of conflicts that are detrimental to bears. Conversely, local politics often influence local agency managers to make decisions that are often viewed as adverse by some national organizations.

Assignment of personnel without the appropriate level of decision making authority to the IGBC Executive Committee and subcommittees is viewed by many as detrimental to the organization's function. Similarly, appointing non-agency persons to subcommittees was viewed negatively by some members. The IGBC was conceived as a means to utilize executive leadership in the development and implementation of decisions necessary to coordinate the recovery of the bear. Without the necessary level of authority involved in the organization's decisions, the credibility and overall commitment of the organization is questioned by some of its members.

AN ANALYSIS OF ORGANIZATIONAL ACCOMPLISHMENTS

The public and other affected interests expect and deserve an accounting by their public officials of how well programs are functioning and if those programs are achieving their stated purpose. Corporations report to their stockholders via annual reports, agencies likewise generally publish a report showing annual accomplishments and an accounting of activities for the preceding year. The IGBC should adopt a similar format. "Grizzly Tracks" has accomplished some of this purpose, but a more targeted report should be made available to local, state and federal appointed and elected officials, non-governmental organizations and the media.

The USFWS annually prepares a video and reports on migratory waterfowl flight forecasts that is reproduced throughout the country in both print and electronic media. We can attest that there is seldom anyone with an interest in waterfowl who does not have a strict accounting of the status of waterfowl as a result of using this approach. Similarly, internet sites offer an excellent forum for presentation of information, maps, video clips and interactive data assemblage. We recommend that IGBC explore the use of an annual report, video and internet site for dissemination of information on their accomplishments.

IGBC accomplishments are many. When the organization was formed in 1983, early meetings focused the work of member agencies on assessing current populations and habitat, obtain a scientifically defensible means for monitoring population trends, reduce human-caused mortality, and protect important habitat. Once these needs were met, the IGBC could begin recovering populations in each ecosystem.

Habitat Assessment

The IGBC is currently attempting to recover bears in five separate ecosystems. Each ecosystem has undergone an exhaustive review of habitat values and determinations have been made that existing habitat can support recovery goals established in the Recovery Plan. The development of Cumulative Effects Modeling continues and the model has been tested with much success for evaluating habitat values and effectiveness. The model allows managers to evaluate areas and improve habitat effectiveness by removing activities or uses that reduce overall habitat effectiveness.

Research has shown that habitat varies widely between ecosystems and that bears can adapt to a variety of habitat types provided that energy and security needs can be met and human-caused mortality managed. Research has also shown that some food sources deserve added protection (moths, white bark pine, spawning trout, etc.) because bears are disproportionately dependent on these scarce resources.

The impact of land uses such as roads, timber practices, recreational developments and minerals exploration and development has been well documented. Those activities that can be mitigated or adapted to minimize impacts to bears have been well described and implemented.

By some accounting, nearly 38,000 square miles of grizzly bear habitat is currently protected within the coterminous United States. To put this into perspective, this is an area equal to 12 Yellowstone National Parks.

Population Assessment

As discussed in the situation assessment, populations of bears have been assessed in all five ecosystems using a variety of non-intrusive techniques including radio telemetry, remote cameras, DNA analyses of hair and scat, and monitoring of adult females with cubs of the year. Minimum population estimates are computed on an annual basis based upon the minimum number of sows with cubs of the year, known survivorship data and other data.

Bear populations within the two largest ecosystems, the Yellowstone and Northern Continental Divide, are stable within the NCDE and increasing within the YE. Monitoring methodology has been standardized and long term trends indicate populations within the YE may soon reach recovery levels. The plan to reintroduce bears into the Bitterroot ecosystem is proceeding slowly, but the FWS is currently reviewing comments on the DEIS and proposed rule. The preferred alternative has yet to be selected and the ability to move forward with a plan will depend on available funding.

Mortality

Human-caused grizzly bear mortality remains a problem in all ecosystems but it has been sharply reduced in all areas. Mortality as a proportion of the total population is well below long term trends. Mortality from poaching, management removals, and habituation to human foods is significantly below historical levels. Food storage regulations, public education, improved sanitation procedures and prosecution of violators has reduced mortality and allowed populations to recover much more quickly.

Bears do continue to die from human causes. Hunters continue to kill bears in self defense or as a result of bears claiming hunter killed carcasses. As recreational use of back country sites increases, so does the potential for conflict and bear mortality.

IGBC agencies are to be commended for their efforts to remove the potential for conflict and a concerted effort to inform and educate users of practices that minimize conflict with bears.

Habitat Protection

Land use practices that can negatively impact grizzly bear habitat have been greatly reduced. Timber harvests have been reduced, road densities reduced, grazing practices adjusted, temporary closures enforced to protect seasonal use by bears and host of other practices have been implemented. Most of this has been done while maintaining multiple use of these areas while maintaining habitat effectiveness and value.

The fires of 1988 and natural recovery of previously impacted areas have begun to "make the pie bigger" when evaluating available habitat. Habitat conditions outside of recovery areas have been maintained sufficiently to allow expansion of bears into these previously vacant areas.

Federal land management agencies and the IGBC have been regularly criticized for not doing more to protect bear habitat. It is important to note that all agencies have attempted to achieve a balance and compatibility of uses such that bear populations can recover with sufficient habitat availability while maintaining, where possible, other important human uses of the area. Without this approach, member agencies would simply appease one interest while offending another. The improving bear populations, improved public support for bears, and maintenance of most traditional uses of bear habitat are testimony to the proper application of this approach.

Meeting Requirements of the Endangered Species Act

Simply put, the Endangered Species Act requires implementing agencies to prevent species extinctions and promote their recovery. The IGBC has succeeded in preventing extinction of the grizzly bear and recovery is occurring where populations existed prior to formulation of the Committee. Decisions to augment existing populations and reintroduce bears in areas that historically supported populations are well within the requirements of the Act.

Numerous legal actions have been filed challenging the Fish and Wildlife Service and federal land management agencies to impose more restrictions on themselves and others in the name of bear recovery. Most notable of these challenges was an attempt by several conservation groups to require the Fish and Wildlife Service to revise the Recovery Plan completed in 1994. Although the judge agreed with some of the allegations of the plaintiffs in this case, the court found that the Service was meeting the requirements of the Act.

The Act requires the Secretary of Interior to correct impacts to a species that caused it to be listed, including:

- Destruction, modification or curtailment of its habitat
- Over-utilization
- Disease or predation
- Inadequacy of existing regulatory mechanisms
- Natural or man-made factors affecting its existence

In the case of the bear, these issues have been specifically addressed through agency actions and those of the IGBC since 1983.

Biological recovery of a species like the grizzly bear is a lengthy process. Political recovery is proving to take even longer. Bears have extremely low reproductive rates and even under ideal conditions their rate of increase is small. To assume that the IGBC has

not met the requirements of the ESA because bears are not yet politically recovered, one would have to ignore these basics of bear biology.

RECOMMENDATIONS FOR IMPROVING THE IGBC'S EFFECTIVENESS AND EFFICIENCY

The following recommendations were derived from member interviews and our own experience with similar groups and functions with varying levels of success. We have focused our recommendations on the trends established in the progress report with some additions.

Structure

We concur with the members that the current structure of IGBC is adequate. However, we would offer several recommendations to improve the operational structure.

1. Subcommittee chairs should serve as non-voting members of the executive committee during their terms. The chairpersons should be used as technical advisors to the executive committee much like the USFWS and USFS coordinators. Although this occurs now, their role should be expanded as described below.
2. IGBC meetings should be preceded by a meeting of technical staff and chaired by the Executive Assistant. These meetings would be used to brief staff of technical issues, agenda items for information purposes, items requiring action, and those subjects that should be discussed with staff prior to the executive committee meeting. Staffers could then brief and prepare their respective executive committee members prior to meetings and promote discussion between members before the meeting.
3. The Executive Assistant position has functioned well and needs to be maintained. The IGBC should explore the possibility of contracting for this position to reduce total cost and increase flexibility of the position to interact with the chairperson and other members. Position responsibilities and authority should be evaluated to insure the person can facilitate, guide, communicate and coordinate the activities of the executive committee and subcommittees. Other references to the Executive Assistant in this report should be examined to expand the position's decision making authority and ability to improve organizational communications.
4. IGBC meetings should be structured such that all informational items that come to the group at the beginning of each meeting. Action items and decision items should occupy the most time on the agenda with sufficient time allowed for discussion and exploration. Occasionally, the IGBC would benefit from the services of an independent or agency facilitator to cause participants to examine issues in more detail and to achieve a higher level of comfort with their decisions.
5. IGBC meetings should be structured to allow publics to provide input and allow members to answer questions.
6. Locations of summer meetings should be chosen to accommodate better attendance by interested publics. When possible, an evening informational meeting should be

held to allow publics to provide input and allow members to answer questions.

Purpose and Mission

The recommendations on this element are focused not on changing the purpose or mission of IGBC, but rather communicating this purpose through establishment of goals and objectives.

1. The IGBC should engage in an open planning exercise to establish goals and measurable outcomes for grizzly bear recovery over the next five years. Subcommittees should then develop objectives for each subcommittee or ecosystem that address the executive committee's goals. Outputs that can be measured will be assigned to each objective and strategies developed to meet the stated objective.
2. The IGBC should prepare a report on an annual basis that discusses its work and accomplishments with regard to goal achievement and allow interested publics to evaluate its effectiveness.

Effectiveness

Any organization's effectiveness is often measured by how well they have achieved their stated purpose. However, if a public organization is successful in meeting all their desired outcomes but the public is not aware of their achievements, they will likely be subjected to critical scrutiny. This allows the critics to tell the story and places the organization into a position of reacting to bad press rather than proactively telling their story. We believe this is the case with the IGBC.

1. The Information and Education subcommittee should be charged with developing a marketing strategy to begin providing information on IGBC accomplishments. Initial attempts to secure a national spokesperson such as General Schwarzkopf should be pursued with some vigor to not only achieve support for bear recovery but the bear recovery efforts of the IGBC.
2. The IGBC should prepare an annual report of its accomplishments.
3. The IGBC should identify an agency spokesperson (or the Executive Assistant) who can portray activities in an accurate, credible light, attend special interest meetings, and maintain liaison with local and national media.
4. The IGBC should review other recommendations within this analysis and determine program elements that are not effective and begin immediately to prepare plans on how those elements will be addressed. If external influences identified in the situation analysis are responsible for limiting effectiveness, these should be noted and addressed.

The purpose of this recommendation is to allow the IGBC to create a prioritized task outline for addressing recommendations. Specific assignments, timelines and milestones should be established to prevent the report from being ``shelved.' Additionally, the task outline will allow publics to monitor the organization's response to the report.

Efficiency

It is doubtful, as pointed out by members, that any governmental entity can be truly efficient. As we have discussed previously, this is particularly true of the IGBC with its large and diverse membership, geographical scope and the weight of the issues they are addressing. We have identified several recommendations that could improve organizational efficiency.

1. The IGBC currently suffers from a lack of time at its meetings to adequately address many of the issues it chooses to confront. The IGBC should utilize standing committees of IGBC members to evaluate and analyze substantive issues in some detail before they are brought to the executive committee. We recommend the following standing committees:

- Governance (policy and political issues)
- Legal issues
- Habitat (state, federal, and corporate land management)
- Depredation
- Recovery and Management (conservation strategies, rule promulgation, etc.)

Standing committees would be delegated the authority to appoint non-members from Tribal, public and private organizations to their groups to assist with recommendation development and to test decisions. An alternative approach has been developed by the Bitterroots Ecosystem Subcommittee as a draft Operating Procedures. These procedures are included in the Appendix.

2. Due to the large number of new members on the IGBC, a non-public meeting should be scheduled to allow discussion of pertinent issues with as much candor and openness as needed. An independent facilitator may be necessary to allow members to gain a better understanding of respective positions, needs and frustrations. These meetings would avoid any decision making or subsequent action by the Executive Committee.
3. IGBC meetings should be scheduled and locations chosen that encourage public participation. Public involvement in decision making is the only logical means to obtain public acceptance. When public participation includes potential litigants, decisions should be framed as recommendations to the implementing agency.

For example, if management direction for Management Situation 2 is being recommended for change, the group should discuss the changes and possible impacts. A letter can then be drafted by the IGBC to the implementing agency

heads for a final decision. This approach would allow discussion and action without compromising the decision making authority (and therefore the potential for litigation) of the implementing agency(s).

4. The chairperson, vice-chair, and Executive Assistant of the IGBC need to assume more responsibility for agenda development and discussion. Many items that currently occupy IGBC agendas require some development of the issue by a standing committee or other body before they come to the executive committee. Failure to address these issues in this way results in delayed decisions and inefficiency.
5. Those items that can be covered by simple dissemination of information, should not occupy IGBC agendas.

Decision Making

Interviews revealed satisfaction with how decisions are made and implemented. We would point out that although we agree with the member's assessment, there is a significant lack of monitoring and evaluating the results of decisions. As pointed out in the *Organizational Review*, too many decisions are made without the benefit of prior briefings and discussions. Decisions may be made without the benefit of having decision makers at the table or decisions are avoided because these people are not present. Many of the problems identified in our analysis relate directly to a failure of the IGBC to "blow its horn."

1. IGBC should periodically evaluate decisions through an ad hoc group of members and affected interests to characterize the impacts of decisions and report these results to interested publics. Evaluations can also provide the Executive Committee with assurances that decisions are being implemented. The Executive Assistant could report the evaluations through news releases and other media. Current approaches often cite improving populations and habitat but fail to attribute the 'effect' to the 'cause.'
2. Utilizing elements of other recommendations, Executive Committee members should be thoroughly briefed by their agency's staff and the technical staff prior to each IGBC meeting. The briefings should be used to ensure members are privy to all relevant information and that issues are framed in the context of bear recovery.
3. The IGBC should develop a 'decision tree' for use by subcommittees to determine those issues that should be elevated to the executive committee and to allow action on those that are best made at the subcommittee level and subsequently reported.
4. Representatives of each subcommittee should meet periodically to formulate policy and issues questions that should be elevated to the Executive Committee for clarification, discussion and decisions.

5. Meetings between the IGBC and the full membership of each subcommittee should be conducted to facilitate communication with subcommittees and to prevent disconnects between decisions and their implementation.

Communications

The IGBC has a remarkable record communicating the needs of the grizzly bear to the public and special interests. Its record for communicating the need for its actions is less laudable. Throughout the other recommendations we have offered a number of internal communication improvements that we will not reiterate here. Our primary recommendations here are for improving communications with the IGBC's constituents.

1. The IGBC should assist with the development of a citizen's working group for each ecosystem modeled after the Bitterroot group. These groups would be made up of representatives from various interest groups within the ecosystem and would serve as advisors and focus groups to test support for decisions or management actions. A representative from these groups would travel with the subcommittee chairperson to IGBC meetings.
2. The IGBC should develop an annual report of the organization's work and accomplishments for the preceding year. IGBC and member agency goals, objectives and strategies should be stated with an accounting of expected and realized outcomes and outputs.
3. The IGBC should create a web site linked to the existing web sites of member agencies for providing updates, news releases, annual reports and other information of interest to the public.
4. Public question and answer meetings should be held throughout the ecosystems when possible to allow executive committee members to interact with interested publics. If necessary, use the services of a moderator/facilitator to take questions from the audience and select an IGBC member to respond. Our purpose here is to personalize the IGBC for the public.
5. Allow the Executive Assistant sufficient latitude to attend meetings of local community groups, commodity groups, conservation groups and other gatherings to present information and answer questions regarding bear recovery.
6. In addition to congressional briefings, arrange similar meetings with the governors of each state and the legislative leadership or responsible committee membership.
7. Develop close working relationships between the IGBC and local and national media.

Budgeting and Staffing

The IGBC must develop a means for securing a permanent source of funding to undertake priority projects. The IGBC and its member agencies currently expend a great deal of money relating to bear recovery and management. The amount of this money that is actually allocated to IGBC sanctioned projects is relatively small in comparison.

The IGBC has been very successful receiving outside funding from the National Fish and Wildlife Foundation, academic institutions, private industry, foundations and member agencies for a host of projects. As an example, from 1987-1993 there were 25 projects funded totaling nearly \$614,000. However, this represents a small fraction of those needs identified that were not funded due to a lack of available funds.

By 1990, it was estimated that the IGBC and its members were expending \$3.6 million annually on bear recovery excluding private contributions. Estimates for current activities place this amount at \$5-6 million. To our knowledge, a needs assessment that would characterize funding levels and funding needs has not been constructed for grizzly bear recovery. This is included in our recommendations.

1. The IGBC should initiate a needs assessment, with input from subcommittees, addressing funding needs for all agencies for the period FY99 - FY03. The needs assessment should include an analysis of opportunities to pool funds and reduce overall costs to each agency. The needs assessment should also include a bear recovery budget, logically prioritized and assembled using individual agency authorizations for each fiscal year. This budget can then be used, based upon appropriations, to determine those activities within available funds that should be pursued by member agencies. Finally, the assessment should compare agency expenditures against IGBC priorities to determine how much consistency exists between agency expenditures and IGBC priorities.
2. The IGBC should develop an annual operating fund from member agency contributions that can fund the Executive Assistant position and a minimum of \$100,000 in annual projects. Project selection should be based upon IGBC established priorities and should be accomplished through a ``forced choice' protocol that establishes project attributes when compared to all other projects submitted for consideration. Agency contributions should be established under a Memorandum of Agreement that remains valid and enforceable for 5 years. Funds could reside within a special account established by the member agencies and the National Fish and Wildlife Foundation. Funds could be managed much the way member agencies of the Flyway Councils administer their funding sources.
3. Agency budget requests and the development of an informal budget for all agency funds directed at bear recovery should be directly related to established goals, objectives and strategies. Establishment of goals, objectives and strategies are discussed in accompanying recommendations within this report.
4. The use of promotional items and other fund raising tools should be used only to

supplement and not fund bear recovery. Agency budgets must be the primary source of funding for bear recovery.

5. The IGBC should establish minimum funding levels for both research and management. Ecosystems currently slated for reclassification efforts should focus research efforts on management needs and less on bear life history work.
6. To minimize budget impacts on all member agencies, each ecosystem should incorporate the use of management teams made up of state and federal personnel. Members of the teams could respond to nuisance bear complaints, livestock depredations and bear mortalities to reduce commitments of individual agency resources. Management teams should be formed for each bear management unit within each ecosystem. Funding of these teams should be established by committing personnel resources, equipment and time as opposed to actual monetary allocations. Work schedules and response protocols would need to be established to ensure equitability between agencies and agency commitments.
7. The IGBC should take a lead role in disseminating information to the public and special interest groups on the annual expenditures of its member agencies to accomplish bear recovery.
8. The Executive Assistant should be responsible for all budget-related activities including monitoring and reporting of expenditures for the IGBC.

Subcommittees

Subcommittees are viewed by the IGBC's members as the most successful element of the organization's activities. We agree that the function of the subcommittees holds many lessons that could be applied to the executive committee. With guidance from the executive committee, their performance could be enhanced.

1. Subcommittees should be delegated the authority to form citizen working groups described previously.
2. Subcommittee chairpersons should serve as technical staff to the IGBC during their meetings and be responsible for meeting among themselves to elevate policy and issue decisions to the executive committee.
3. The Research subcommittee should have its role expanded to review existing research and provide recommendations as to how those findings should be applied to management. Previous efforts to prioritize research efforts should be revisited and emphasis placed on social and cultural aspects of achieving bear recovery.
4. Subcommittees need to address IGBC goals through formulation of objectives and strategies necessary to address those goals in each ecosystem. The Executive Committee should articulate a succinct set of goals that can be measured through

program outcomes. The subcommittees can then use these goals to define objectives and strategies that address population management, habitat management, research and socioeconomic issues.

5. Subcommittees need to evaluate and monitor IGBC decisions and report to the executive committee on a regular basis.

Conflicting Authorities

Our review indicated this element has been addressed very well by the IGBC and its members. The one issue that surfaced - authority versus responsibility - offers an opportunity for recommendations. The current Interagency Grizzly Bear Guidelines are fairly rigid and require some revision consistent with conventional applications of adaptive management.

1. The IGBC should appoint a working group to review the Interagency Grizzly Bear Guidelines. The purpose of this review would be to examine opportunities for incorporation of adaptive management prescriptions to address chronic nuisance bear complaints, livestock depredations, and conflicts arising from bear colonization of new areas. These approaches would extend greater decision making authority to appropriate agencies when extenuating circumstances require actions that can be adapted to a specific problem. State and federal agencies have broad experience in designing these types of management responses.
2. Management teams within each Bear Management Unit would develop adaptive management strategies consistent with the working group for each Bear Management Unit.

Participation and Commitment

The IGBC has been fortunate to have the level of commitment that it has enjoyed for the past 15 years. Similarly, the amount of time that has passed without substantive efforts to delist the bear have caused some members to question their continued participation. This is particularly true in the face of declining revenues and a plethora of other species demanding agency time and resources.

Participation of the 'right' people with sufficient decision making authority is problematic within any collaborative effort. Often, it is not the position of the person assigned the role as much as it is a perception that leaders, by their absence, have not committed to the process. This seems to be the case when looking at participation within IGBC. We offer the following recommendations:

1. The IGBC, through the establishment of goals, objectives and strategies and a conscientious effort to reach those goals could do much to alleviate the concerns of participating agencies that their efforts will never be rewarded. If an eventual reclassification of the bear in some ecosystems is the intent, that intent should be

stated and goals established to insure that it occurs within an agreed-upon time frame.

2. An introspective effort to identify funding needs and agency allocations, establishment of a bear recovery budget that recognizes all agency commitments and providing more opportunities for pooled funding to alleviate budget demands, could improve commitment and participation. In the absence of this approach, members will always question if their contributions are necessary or likely to produce progress on bear recovery.
3. Those agency heads who choose not to participate on the IGBC should appoint by letter to the sitting IGBC chairperson, a replacement who has been delegated all decision making authority needed to represent their agency.
4. The IGBC should establish a mentoring and orientation protocol for new members to allow them to become well apprised of IGBC activities, roles, issues and history prior to their attendance at meetings.
5. The IGBC should facilitate meetings between support staff in advance of formal meetings to allow staff to discuss and become informed on relevant issues and subsequently brief their respective executive committee member.

Additional Reviews

We offer these recommendations to the IGBC as a means to select those suggestions they find most beneficial and to develop a schedule for their implementation. We also recognize and suggest that to be most successful, the IGBC should continue this review by conducting a similar set of interviews with the organization's customers. Gathering input from conservation groups, commodity interests, recreational users and others would provide the IGBC with a very helpful perspective of conforming its activities to the needs of its constituents.

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