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- Plan for the management of nongame



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PLAN FOR THE MANAGEMENT OF NONGAME WILDLIFE IN MINNESOTA



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VOLUME I

Nongame Wildlife Program

Staff and Planning Team

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Plan Volumes

Vol. 1 - The Planning Concept - issued 2/83

Vol. 2 - Resource Analysis

Vol. 3 - Problem Analysis

Vol. 4 - Goals and Strategies

Vol. 5 - The Operational Plan

For additional information on the Nongame Wildlife Program

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Plan for the Management of
Nongame Wildlife
in Minnesota

Volume 1 - The Planning Concept

Date: 2/83

Minnesota Department of Natural Resources
Division of Fish and Wildlife
Nongame Wildlife Program
St. Paul, Minnesota

Funded by: Minnesota citizens through their
donations to the Nongame Wildlife Fund.

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PREFACE

The concept of wildlife as a renewable natural resource belonging to all citizens and managed by the government for the benefit of these citizens is a uniquely American idea. During colonial times, wildlife management consisted of governmental restrictions on killing wild animals. These early restrictions were unenforced and largely ignored. Nevertheless, citizen demand for the protection of vanishing wildlife continued to grow. By 1865, the nation's first state game department had been established in California to enforce the hunting laws. In the years which have followed, initial restrictive actions have evolved into the complex field of modern day wildlife management.

The rapidly growing human population's utilization of natural resources continues to generate citizen demand for governmental action to maintain all wildlife. This demand has prompted many state wildlife agencies to broaden their management scope to include more than traditional game species. These expanding efforts now include research and management for endangered species and such wildlife as songbirds, reptiles, and selected invertebrates.

In Minnesota, state authority and responsibility for management of wildlife resides with the Commissioner of the Department of Natural Resources. In 1971, the Department was given specific responsibility for other than game species through the Threatened and Endangered Species Protection Act. In 1977, the Department, responding to the citizens' concerns for all wildlife, created the Nongame Wildlife

Program¹ within the Division of Fish and Wildlife. Most recently, in 1980, the Department's capability to meet its legislative mandate and the citizens' demands was enhanced by the passage of the Minnesota Nongame Wildlife Checkoff law (Minn. Stat. Sec. 290.431 (1981 Sup.)). This law established the nongame wildlife fund which in its first two years had an annual income of over \$500,000. These funds are to be expended for management of the nongame wildlife resource.

In order to provide direction for the expenditure of nongame wildlife fund monies, the Nongame Wildlife Program has initiated the Plan for the Management of Nongame Wildlife in Minnesota which will consist of five volumes: Volume 1 - The Planning Concept, Volume 2 - Resource Assessment, Volume 3 - Problem Analysis, Volume 4 - Goals and Strategies, and Volume 5 - Operational Plan. The planning effort will only be as comprehensive and successful as the input it receives from citizens and involved professionals. Therefore, your ideas and comments on each volume are important.

¹The term "nongame wildlife" includes: all vertebrate fauna not traditionally hunted, fished or trapped; species designated endangered or threatened under Minnesota statute (except the timber wolf); and crustaceans, mollusks, and butterflies.

You are invited to submit your comments on each volume to:

Roger Holmes, Acting Director
Division of Fish and Wildlife
Box 7, Centennial Building
658 Cedar Street
St. Paul, Minnesota 55155

We look forward to hearing from you. Thank you for your participation.

INTRODUCTION

The Nongame Wildlife Program's mission is to protect, preserve, and manage the nongame wildlife resource in Minnesota for the benefit of Minnesota residents and visitors. To provide direction for the program activities, a nongame wildlife management plan is being developed. Incorporation of planning during formation of this new wildlife program provides an opportunity to design an organized course of action based on careful analysis of the resource, yet unbiased by previous actions and attitudes. It also provides the opportunity for continual plan and program re-assessment and evaluation.

The current planning effort will complement plans already developed for management of selected game species, the Division's land acquisition and management program, and the Scientific and Natural Areas Program.

The Plan for the Management of Nongame Wildlife in Minnesota shall be completed by March 1984.

The plan will systematically direct the Nongame Wildlife Program to meet the management needs of the resource and the recreational and educational needs of the people. It will be a complex undertaking. The process may be amended even as the plan is being developed.

PLANNING MANDATE

3 Reasons

Motivation for the planning effort is derived from three sources.

Firstly, nongame program personnel and other concerned individuals have identified the need for a statement of program goals, objectives, priorities and policy. One purpose of the planning effort is to develop such a statement.

Secondly, the 1982 appropriation allowing expenditure of revenues from the nongame wildlife fund requires an annual work outline and semi-annual performance reports submitted to the Legislative Commission on Minnesota Resources for review and approval.

Finally, public Law 96-366, the federal "Fish and Wildlife Conservation Act of 1980" requires a comprehensive plan in order for State programs to qualify for federal funds for nongame species management.

Currently, the U.S. Fish and Wildlife Service is attempting to develop model plans in order to aid the States in meeting the requirements of this Congressional mandate. The Minnesota nongame plan will be designed to qualify for federal cost sharing when funds become available.

PURPOSE AND SCOPE

The purpose of the plan is to define the problems related to the nongame resource and to delineate the course of action needed to resolve the problems and to manage the resource. In order to be effective, the plan must be broad in scope, considering all nongame wildlife and habitats statewide, including endangered and threatened fauna. Management actions will be limited to Minnesota. However, problem analysis and strategy development will require consideration of a species' full biological range, so cooperative actions with other states may be developed.

The Department of Natural Resources, Division of Fish and Wildlife's Section of Wildlife has administrative responsibility for development and implementation of the plan. Planning is being conducted by the Nongame Wildlife Program personnel. Current Nongame Wildlife Program activities may be deleted, curtailed or receive new priority in the final operational plan. Actions designated for other agencies or groups will also be recommended.

The final operational plan will cover two bienniums. Semi-annual progress reports and annual work outlines will be prepared by program personnel. Revision of the plan and monitoring compliance of the Nongame Wildlife Program's activities with the operational plans will be the responsibility of the Director, Division of Fish and Wildlife.

In order to accomplish the planning purpose the following objectives

have been established:

1. Define the nongame wildlife resource.
2. Analyze the past, present, and the future condition of the resource.
3. Identify important nongame wildlife related problems and analyze their causes and consequences.
4. Define the goals of the Nongame Wildlife Program as they relate to the identified problems.
5. Define opportunities and select strategies to resolve the problems and attain program goals.
6. Develop strategies into a plan and establish priorities of action to attain goals and resolve problems.
7. Develop standards to evaluate program effectiveness.
8. Insure public participation in the planning process, public benefit from program actions, and opportunities for volunteer citizen participation in program activities.
9. Establish a procedure to systematically allocate funds, personnel, and equipment among the various program activities to efficiently attain program goals.
10. Establish a procedure and schedule for the periodic review and update of the operational plan, resource assessment and problem analysis.
11. Establish methods to insure consideration of nongame wildlife in resource activities of other private, county, state or federal land management programs.

PLAN OUTLINE

The Nongame Wildlife Program staff will develop the plan with the advice of an Executive Committee and a Technical Advisory Committee comprised of other Department of Natural Resources representatives (Appendix A). The Executive Committee will decide on format, scope, content and direction of the plan. It will also act to assure completion, approval and implementation of the plan.

The purpose of the Technical Advisory Committee shall be to:

- Insure consideration of all important nongame wildlife issues in the planning process.
- Insure consideration of other Division programs and DNR agency interests during plan development.
- Insure coordination of the operational plan with other Division and agency interests.

The planning process will be composed of several steps (Figure 1 and Appendix B). The preplanning step is presented in this document. It includes development of a work schedule, definition of plan scope and selection of a strategy for public participation.

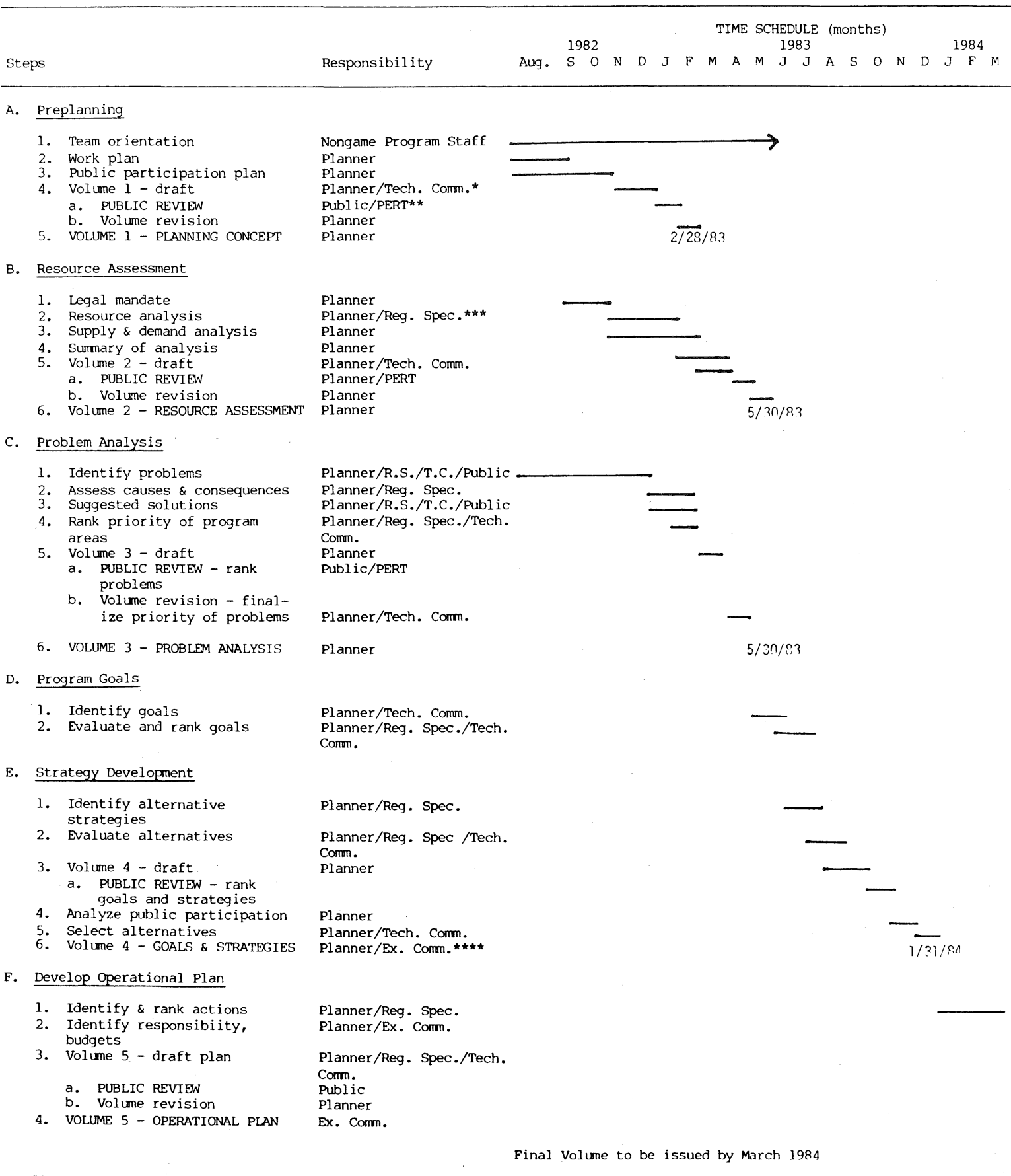
When complete, the Plan for Management of Nongame Wildlife in Minnesota will consist of five volumes:

Volume 1 - The Planning concept: description of the planning process, procedures for public participation and a work schedule.

Volume 2 - Resource Assessment: summary of current and prospective

FIGURE 1

PLANNING SCHEDULE



Final Volume to be issued by March 1984

*Technical Advisory Committee - Tech. Comm. - T.C.
 **Planning and Environmental Review Team - DNR
 ***Regional Nongame Specialists - Reg. Spec. - R.S.
 ****Executive Committee - Exec. Comm.

conditions of the nongame wildlife resource in Minnesota, including assessment of critical habitats, public interest and recreational demand and an analysis of the need for additional basic research and for socio-economic information on resource users.

Volume 3 - Problem Analysis: listing of nongame wildlife management problems compiled from existing sources (agency documents, public workshops) and aggregated into major problem areas. The statement for each problem area will include a brief background discussion. Suggested opportunities to resolve the problems will be presented.

Volume 4 - Goals and Strategies: delineation and ranking of program goals, selection of preferred strategies to resolve major problems, and listing of specific objectives.

Volume 5 - Operational Plan: outline of specific actions, budget and personnel allocations, deadlines, and policy or administrative changes needed to implement the preferred management strategies presented in Volume 4. This volume will contain operational plans for two bienniums.

COORDINATION AND PUBLIC PARTICIPATION

The relationship of the Nongame Wildlife Program to other programs within the Division and throughout the Department of Natural Resources is shown in Figure 2. Coordination of the nongame planning effort with other interested parties is shown in Figure 3. Integration of the plan with other DNR disciplines will be coordinated through the Department's Planning and Environmental Review Team (PERT). The Office of Planning will assist in defining and developing any policies needed to implement the plan.

Public participation in the planning process is essential because Minnesota's citizens "pay the bill" through donations to the nongame wildlife fund. Additionally, a citizenry which is well informed, actively involved in the process of government, and concerned about natural resource utilization is our strongest ally in assuring proper wildlife management. Ultimately, the actions which will most directly insure wildlife's survival will be the natural resource laws adopted at all levels of government. Every action from local zoning ordinances to federal environmental quality guidelines which affect the air, land, or water, also affect wildlife.

Citizen involvement in plan development will be through a network of existing organizations and interested individuals (Figure 3, Appendix C). As each volume of the plan is drafted, copies will be distributed to interested organizations and individuals. Public comments will be solicited on each volume during 30-day public review periods. All

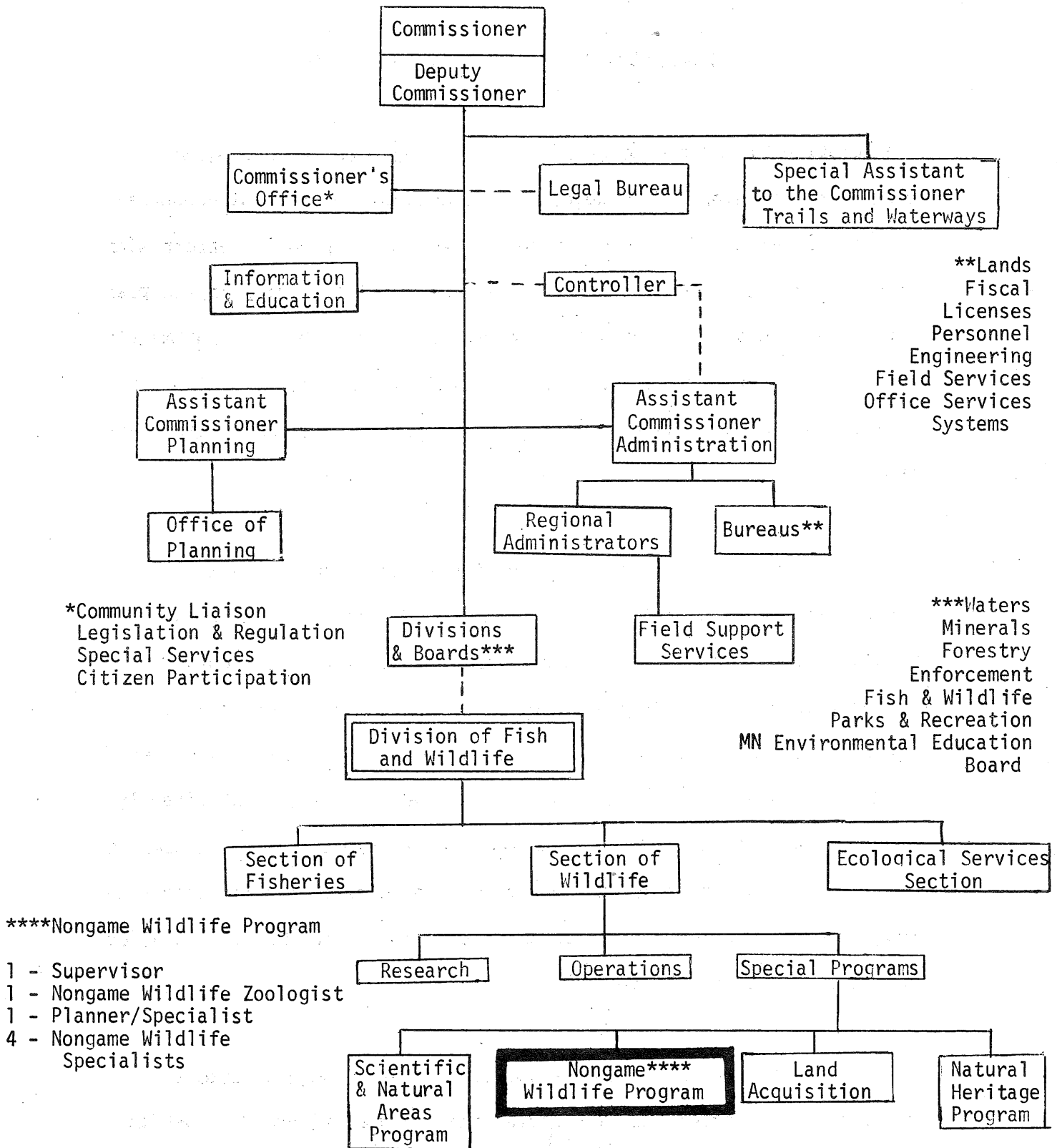


Figure 2. Nongame Wildlife Program in relation to Minnesota Department of Natural Resources-Organization Chart. (Source: Adapted from Minnesota Department of Natural Resources, 1980)

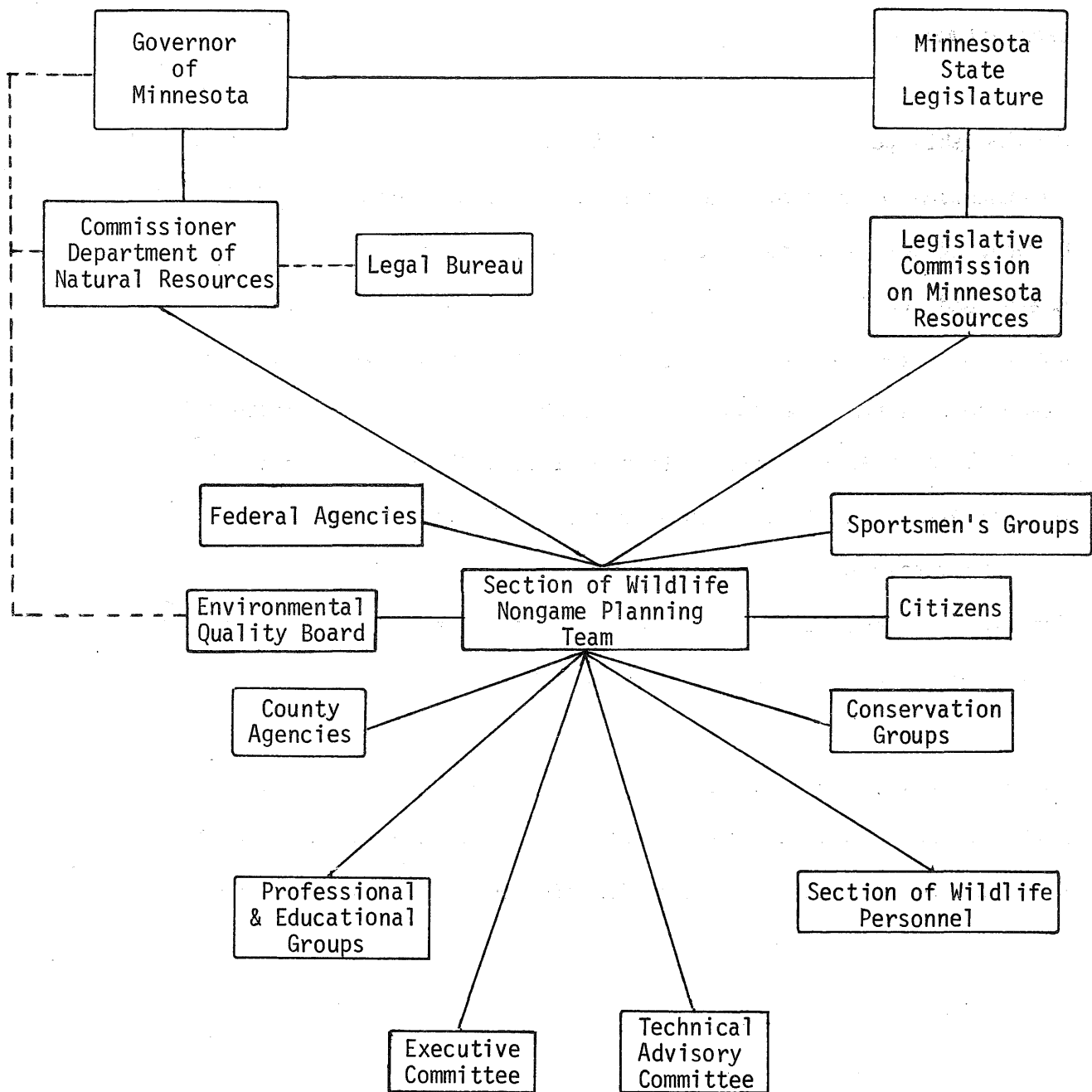


Figure 3. Coordination of nongame program planning process.

comments received will be reviewed. A revised edition of each volume, reflecting public comments, will then be issued as the final version of each volume.

Considerable public input has already been received through a series of 20 statewide workshops. The workshops, co-sponsored by the Minnesota Chapter of The Wildlife Society, Minnesota Environmental Education Board, and the Section of Wildlife, were designed to identify, discuss and rank nongame conservation problems. Potential solutions were also discussed. Input from 150 people who attended the first workshop in St. Paul has been summarized (Pfannmuller, 1981; MN Department of Natural Resources, 1981). This report, combined with input from the 19 outstate meetings, will serve as a basis for the Problem Analysis (Volume 3). Some current program activities were initiated in response to citizen concern expressed at these workshops.

To date, nearly 400 individuals have commented on nongame wildlife problems and solutions. Additional comments are welcome and may be submitted by completing the questionnaire on the inside back cover.

USERS, EXPECTED RESULTS, BENEFITS

The principal beneficiaries of the plan will include: the nongame wildlife of Minnesota; Minnesota residents and visitors who enjoy or benefit from wildlife-related activities, including sportsmen, conservationists, and the 200,000 taxpayers who annually donate to the nongame wildlife fund; and personnel of the Department of Natural Resources and other natural resource professionals. The plan will facilitate the coordination of the program's actions with departmental activities. The public will have concise information on the nongame wildlife resource, program activities, and the future direction of the Nongame Wildlife Program. The plan will insure program continuity despite personnel changes, and it will guide evaluation of the program's effectiveness. It will serve as a justification and explanation of future actions undertaken by the program.

Benefits to the nongame wildlife will include:

- Increased public awareness and appreciation of the role and value of nongame wildlife as a natural resource.
- Increased public appreciation for the complexity of problems impacting the nongame resource.
- Coordination of the efforts in Minnesota to resolve the problems and enhance the status of nongame wildlife.

Benefits to the Department and Division will include:

- Concise definitions of nongame resource problems and management alternatives.
- Establishment of resource policy.

- Establishment of the program's priority of action and standards of performance.

Benefits to the public will include:

- Statement of the program's policy, priorities and operational plans.
- Opportunity to participate in policy formation and program activities.
- Statement of costs and benefits of management actions.
- Standards of accountability for expenditure of nongame wildlife funds.

ACTIVITY SCHEDULE

The plan will be completed by March 1984 and will cover two bienniums, 1985-1988. The plan will be revised in 1988 and cover the 1989-91 and 1991-1993 bienniums. The resource assessment (Volume 2) will be revised in 1988 and every four years thereafter. The problems, goals and strategies (Volumes 3 and 4) will be reviewed every four years and revised as needed. The operational plan (Volume 5) will be reviewed in the second year of each biennium to allow revisions based on new data, progress to date, and any changes in legislative policy or budget constraints.

REFERENCES CITED

Minnesota Department of Natural Resources. 1980. Biennial Report,
1980-81. St. Paul, Minnesota.

Minnesota Department of Natural Resources, 1981. Priorities for
Nongame Conservation in Minnesota. 37 pp.

Pfannmuller, Lee Ann. 1981. Priorities for nongame conservation - the
public response. The Naturalist 34:(4) 11-15.

APPENDIX A

Nongame Program Planning Committees

A. Executive Committee:

Membership: Roger Holmes, Acting Director, Division of Fish and
Wildlife
Carrol Henderson, Nongame Supervisor
Joan Galli, Nongame Planner

B. Technical Advisory Committee:

Membership: Executive Committee members and
Lee Pfannmuller - Nongame Wildlife Program, Zoologist
Blair Joselyn - Section of Wildlife, Research
Supervisor
Roger Johnson - Section of Wildlife - Regional
Wildlife Supervisor
Barbara Coffin - Natural Heritage Program
Bruce Hawkinson - Section of Fisheries
Frank Knoke - Division of Parks
Dave Zumeta - Division of Forestry
Ray Quinn - Minnesota Environmental Education Board
Charlotte Cohn - DNR Office of Planning

C. Public Review Groups:

Membership: Endangered Species Technical Advisory Committee
Commissioner's Advisory Committee on Scientific and
Natural Areas Program
Minnesota Conservation Federation
Minnesota Audubon Council
Minnesota Ornithologist's Union
and other interest groups (see Appendix C).

APPENDIX B

Outline of Planning Process

PREPLANNING - design the planning process

Action A: Develop draft concept document (work plan) describing actions required to complete the plan, methods to ensure public participation, and schedule of planning activities.

RESULT: Review draft of Volume 1 - PLANNING CONCEPT.

Action B: Develop interagency information and participation scheme.

1. Establish interagency communications network and interagency agreements on scope of responsibility.
2. Establish interagency technical review team.
3. Solicit comments from key interagency personnel on draft of Volume 1.

RESULT: Interagency coordination during planning.

Action C: Develop public information and participation scheme.

1. Establish communication network.
2. Identify Public Review Groups.
3. Solicit public comments on draft of Volume 1.

RESULT: Public participation in planning.

Action D: Establish procedure to identify issues and incorporate public comment.

RESULT: Inclusion of public concerns in plan development.

Action E: Revision of concept document to reflect input from Action B₃, and C₃.

RESULT: Volume 1 - PLANNING CONCEPT, final version.

Action F: Secure executive approval of concept document from Division

Director and the Commissioner of Department of Natural Resources.

PREPLANNING PRODUCTS

1. Final version of VOLUME 1 - PLANNING CONCEPT, including work schedule.
2. Establishment of an Executive Committee, Technical Advisory Committee and Public Review Groups.
3. File of persons/organizations involved in planning process.
4. File on public comments/concerns and procedure for incorporation into plan.

PHASE I - Resource assessment and problem analysis.

Action A: Assemble existing data on resource conditions, public interest and attitude, laws, policies, funding, projection of trends in land use and recreational demands, and other relevant information.

RESULT: Data file.

Action B: Conduct assessment of current and prospective resource situation including analysis of informational needs.

RESULT: Review draft of Volume 2 - RESOURCE ASSESSMENT.

Action C: Solicit Technical Advisory Committee and public review and comment on Volume 2.

RESULT: Analysis of comments.

Action D: Revise Volume 2 to reflect comments of Technical Advisory Committee.

Action E: Solicit public review and comment on Volume 2.

RESULT: Volume 2 - RESOURCE ASSESSMENT, final version, revised to

reflect public input.

Action F: Compile list of problems and management concerns from review of public workshop proceedings, comments of DNR personnel and existing reports. Categorize into problem areas, including discussion of cause, consequences and opportunities for resolving problems.

RESULT: Review draft of Volume 3 - PROBLEM ANALYSIS.

Action G: Solicit Technical Advisory Committee review and comment on Volume 3. Establish criteria for ranking problems, include ranking to reflect priority for management action.

RESULT: Analysis of Committee comment and revision of Volume 3.

Action H: Solicit public comment on Volume 3 including ranking of problems.

RESULT: Volume 3 - PROBLEM ANALYSIS, final version, revised to reflect public comment.

PHASE I PRODUCTS

1. RESOURCE ASSESSMENT - VOLUME 2.
2. PROBLEM ANALYSIS - VOLUME 3.

PHASE II - Develop goals and objectives for the Nongame Wildlife Program.

Action A: Develop preliminary statement of Program goals.

RESULT: Interim report on goals.

Action B: Circulate interim report to Technical Advisory Committee and agency personnel for evaluation and ranking of goals.

RESULT: Revised preliminary statement of goals.

Action C: Develop alternative strategies for goal attainment, including

an analysis of their outputs, impact and tradeoffs. Combine with revised list of goals.

RESULT: Review draft of Volume 4 - GOALS AND STRATEGIES.

Action D: Submit review draft of Volume 4 to Technical Committee, agency personnel and PERT for review.

RESULT: Revised review draft of Volume 4.

Action E: Obtain broad public review of Goals and Strategies volume including ranking of goals and delineation of each reviewer's preferred strategies.

RESULT: Analysis of public preference of goals and management strategies.

Action F: Revise strategies document to reflect public input.

RESULT: Volume 4 - GOALS AND STRATEGIES, final version.

PHASE II PRODUCTS

1. GOALS AND STRATEGIES - VOLUME 4.

PHASE III - Develop Nongame Wildlife Program operational plan.

Action A: Allocate responsibility for implementation of strategies among various Division or departmental programs based on resource capabilities, legal authority and budgetary and personnel constraints.

RESULT: Working paper for review by Technical Advisory Committee and public review.

Action B: Based on responsibility defined in A, outline specific actions, deadlines and budgets, assign personnel needed to implement strategies and obtain objectives.

RESULT: Review draft of Volume 5 - OPERATIONAL PLAN.

Action C: Submit draft for Technical Advisory Committee for review.

RESULT: Analysis of review comments and revision of draft.

Action D: Submit plan to public for review and comment.

RESULT: Volume 5 - OPERATIONAL PLAN, final version revised to reflect public input.

Action E: Prepare report on policy, and recommended law, budgetary or organizational changes needed to implement operational plan.

RESULT: Written report on recommendations.

Action F: Submit Volume 5 and associated recommendations to PERT and Commissioner for approval and implementation authorization.

RESULT: Approval to implement operational plan.

Action G: Define criteria and assign responsibility for monitoring success of implementation.

Action H: Initiate activities outlined in Plan for Management of Nongame Wildlife in Minnesota.

PHASE III PRODUCTS

1. OPERATIONAL PLAN - VOLUME 5

APPENDIX C

List of Interest Groups

Minnesota Department of Natural Resources

Joseph Alexander, Commissioner
Steve Thorne, Deputy Commissioner
Eugene Gere, Assistant Commissioner for Administration
Avonell Hagen, Assistant Commissioner for Planning
Division Directors
Regional Administrators
Ecological Services Section
Section of Fisheries
Bureau of Information and Education
Bureau of Land
Legislative & Regulatory Services
Minnesota Environmental Education Board
Natural Heritage Program
Bureau of Planning
Scientific and Natural Areas Program
Soil & Water Conservation Board
Trails & Waterways Unit
Division of Special Services
7 Interpretive Naturalists - Minnesota Division of Parks & Recreation
Section of Wildlife professional & technical personnel (145 individuals)
PERT representatives (11 members)
Endangered Species Technical Advisory Committee (32 members)
Commissioner's Advisory Committee on Scientific and Natural Areas Program (14 members)

Other State Organizations

Environmental Quality Board
The Association of Minnesota Counties
Legislative Commission on Minnesota Resources

Federal Agencies and Facilities

U.S. Fish & Wildlife Service
a. Regional Director
b. Endangered species specialist
c. 7 national wildlife refuges in Minnesota

U.S. Department of Agriculture
a. Extension Service
b. Soil Conservation Service
c. North Central Forest Experiment Station
d. 2 national forests in Minnesota

National Park Service - Voyageurs National Park

U.S. Army Corp of Engineers

Educational Organizations

Austin Community College - Biology Dept.
Bell Museum of Natural History (numerous individuals)
Brainerd Area Technical Institute
Carpenter Nature Center
College of Veterinary Medicine - U. of Minn.
Concordia College - Biology Dept.
Eastman Nature Center
Fergus Falls Community College - Biology Dept.
Gustavus Adolphus College - Biology Dept.
Hennepin County Park Reserve District
Lee and Rose Warner Nature Center - Science Museum
Lake Itasca Forestry & Biological Station
Northwoods Audubon Center
Willmar Community College - Biology Dept.
Quarry Hill Nature Center
Rainey River Community College
St. Cloud University - Biology Dept.
St. John's University - Biology Dept.

Conservation Organizations

Association of Interpretive Naturalists
Association Minnesota Entomologists
Coalition of Rural Environmental Groups
Cottonwood County Bird Club
Countryside Council
Ducks Unlimited
Federated Garden Club
Freshwater Society
Friends of Park Reserves
Izaak Walton League (16 Minnesota Chapters)
Key Cities Conservation
League of Women Voters
Lower Minnesota River Valley Citizens Committee
Mankato Bird Club
Minnesota Academy of Science
Minnesota Association of Farmers, Landowners & Sportsmen
Minnesota Bird Club
Minnesota Conservation Federation
Minnesota Forestry Association
Minnesota Fund for Animals
Minnesota Landscape Arboretum
Minnesota Naturalists
Minnesota Ornithologists' Union
Minnesota Prairie Chicken Society
Minnesota Waterfowl Association
Minnesota Humane Society
National Audubon Society (13 Minnesota Chapters)
Natural History Society

Northeastern Minnesota Economic & Environmental Council
St. Cloud Area Environmental Council
St. Cloud Community Wildlife Club
Sierra Club (5 Chapters)
Society of American Foresters
Soil Conservation Society
Trumpeter Swan Society
United Northern Sportsmen
West Central Bird Club
Wildlife Education Program for a Living Future
Wildlife Habitat Improvement
The Wildlife Society - Minnesota Chapter
Zumbro Valley Nature Club
Minnesota Zoological Garden
All University Council on Environmental Quality
Freshwater Biological Institute
Evansville Sportsman's Club
Fergus Falls Fish & Game Club
Viking Sportsmen Club
Willmar Sportsmen Club

Nongame Wildlife Problems

1. Please indicate any problems involving nongame wildlife in Minnesota. Also indicate which nongame species you feel need attention.

Birds _____
Mammals _____
Reptiles/Amphibians _____
Other _____

2. Please indicate areas of concern such as habitat loss, drainage, or development in habitats of your area, as they relate to nongame concerns.

Forest _____
Agricultural _____
Prairie _____
Wetland _____
Urban _____

3. Considering the problems that you have outlined above, which types of programs could best address the problems? Management, education, rehabilitation, research and acquisition are examples of programs which could be implemented.

_ b _____

4. Do you have any comments or ideas which you would like to add?

5. How would you like to participate in the Nongame Program?

Your name: _____
Address: _____
State: _____ Zip: _____

RETURN FORM TO:
Nongame Wildlife Program
Section of Wildlife, Box 7
Centennial Building
658 Cedar Street, St. Paul, MN 55155

Please feel free to use additional sheets for your comments.

