Issues Management Handbook

Compiled and edited by Therese Race Thompson

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International Association of Fish and Wildlife Agencies
in cooperation with the U. S. Fish and Wildlife Service

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The Proactive Strategies for Fish and Wildlife Management Project

HOW TO USE THIS HANDBOOK

This handbook provides information and strategies for fish and wildlife agencies to take proactive action to meet the challenges of the animal activist movement, and to maintain and enhance public support for professional fish and wildlife management.

The handbook is divided into several sections.

Introduction - an overview of the animal activist movement and philosophy, activists' views on wildlife management, who the "typical" activist is, and common methods used to challenge fish and wildlife agency programs.

Issue analysis and management - a suggested process for identifying, analyzing, and managing controversial issues.

Risk assessment - a series of questions to help agencies identify "chinks in their armor" that should be addressed proactively. A suggested proactive strategy follows each question. Results from Risk assessment and Issue analysis will form the foundation of each agency's proactive plan.

Proactive strategies - a list of "core strategies" that should be implemented in each agency. This section also contains the strategies referred to under Risk assessment to maintain and increase public support for professional fish and wildlife management.

Crisis response steps - this section is intended to be used only as a temporary measure, during near-future, critical events, until each agency develops its own proactive plan. It contains general strategies for media interviews during protests or harassment incidents, and standardized law enforcement strategies.

Appendix A - literature and products available from the Proactive Strategies Project .

Appendix B - case histories on animal activist incidents in 8 states.

It is strongly recommended that each fish and wildlife agency perform the issue analysis and risk assessment procedures detailed on pages 19-34. Results from these procedures will guide the selection of appropriate proactive strategies and development of a proactive plan most relevant to each agency's situation.

WHAT'S AT STAKE?

Although wildlife professionals may not agree with the values of animal activists, as public agencies we must take them seriously - they represent one of our more vocal constituents, and they are skilled at delivering their message about wildlife management to the media and the public. Although recent surveys indicate that 9 of 10 Americans do not endorse the agenda of the animal activist movement[1], and that 8 of 10 Americans feel that hunting should remain legal[2], current demographic trends could contribute to attitudes about wildlife that may be more receptive to a philosophy such as animal rights than to traditional wildlife conservation. Wider acceptance of animal activists' philosophy could have dramatic implications for fish and wildlife management over the next 25 years[3]. Research has shown these emerging trends:

• The percentage of the U.S. population living in metropolitan areas has increased from 56% of the population in 1950 to 78% in 1990[4]. Desertion from hunter ranks is positively correlated with urbanization[5]. Also, urbanization insulates many people from traditional wildlife recreation or use. Most North American's contact with wildlife is primarily through the media[6] (e.g., nature shows, cartoons).

• Aging also influences participation in wildlife-related recreation. The percentage of active hunters decreases with increasing age[7]. The hunting population in most states will decline as the "baby boom" population continues to age.

• Women's influence on many aspects of society is increasing and will continue to grow in the future[8]. Women tend to possess different attitudes toward wildlife than men[9], and a large percentage of animal activists are female[10]. Further, only 2% of women in the United States hunt, and only 16% fish[11].

• Changing family structure is having an adverse effect on hunting initiation and continuation[12]. Most children learn traditional wildlife recreation skills from male role models; the current increase in families with a woman head-of-household and the ensuing lack of parental time and wildlife-related experience will affect children's attitudes toward wildlife.

• The amount of leisure time the average American possesses has decreased 37% since 1973[13]. With increasing competition for leisure time, wildlife recreation must compete with other activities. Why drive out-of-town and spend money to fish or view wildlife, when you can play racquetball, picnic, or visit a museum closer to home?

• Increasing public concerns about air pollution, deforestation, toxic waste, and pesticides[14] may foster a belief that human activity can only harm the environment, and that human manipulation of any system is inherently bad.

Fish and wildlife agencies have relied on the goodwill and financial support of the hunting and fishing community for more than 50 years. But as statistics show, society is changing; 16.7 million people hunted in 1985 and 58.6 million fished, while 134 million participated in non-consumptive wildlife associated recreation[15].

A commonly cited figure is that 10% of the U.S. population is "pro-use", 10% is "anti-use", and the remaining 80% is neutral (has no set attitudes either "for" or "against" wildlife management). Fish and wildlife agencies can no longer afford to rely solely on a small percentage of strong supporters to sustain fish and wildlife programs. Agencies need to make an effort to win the hearts and minds of those people in the middle 80% to guarantee the success of fish and wildlife management in the future. To accomplish this, agencies must attempt to provide programs to meet the needs of more of the public. Dealing with new constituents *does not* mean that traditional supporters of wildlife will be abandoned; new ideas should be implemented in addition to, not instead of, current programs. Fish and wildlife agencies also need to make stronger efforts to understand the values of non-traditional constituents, including animal activists. This does not mean we will agree with, rollover for, or acquiesce

to all demands of these groups, but we must make every attempt to understand them in order to be able to be effective.

Animal activists possess an extreme set of values that, at least for now, are not shared by the vast majority of North Americans. However, animal activists have the potential to influence a large number of people who are currently not opposed to wildlife management. Highly publicized animal activist campaigns can generate intense public scrutiny, as fewer people understand or appreciate traditional wildlife values and uses of wildlife.

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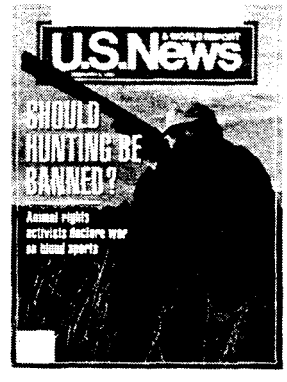
THE ANIMAL ACTIVIST MOVEMENT

Introduction

Wildlife professionals and agencies have often viewed animal rightists as a radical fringe that, if ignored, would eventually go away. However, animal rights as a movement is growing, well-funded, and presents an appealing argument to many segments of the public. An estimated 400 animal rights groups exist in the United States alone. Many of these organizations have sophisticated state, provincial, regional, and national networks and connections to worldwide animal rights organizations, primarily located in Europe. The popular press is publishing an increasing number of articles focusing on animal rights, reaching more people than ever before. For example, articles have appeared in Esquire, Glamour, USA Today, Science, Newsweek, The Wall Street Journal, and U.S. News and World Report in the past few years[2]. Animal rights and anti-management themes also have appeared in popular cartoons such as Teenage Mutant Ninja Turtles, Peanuts, Seabert the Seal (Home Box Office), Bloom County, and on MTV (Music Television). Extensive media exposure and subsequent public familiarity with the animal rights movement has impacted wildlife management programs across North America. Fish and wildlife agencies are increasingly being challenged over traditional uses of fish and wildlife such as hunting, fishing, and trapping, and are concerned about the potential loss of public support for their programs.

The three largest animal rights organizations in the United States have over 1 million members and their combined annual budgets exceed $27 million[1].



Overview of the Animal Rights Philosophy

In contrast with the animal welfare movement that traces its origins to the mid-1800s, the philosophy of animal rights did not become popular until 1976 when the Australian philosopher Peter Singer wrote the book *Animal Liberation*[3]. It is important to remember that animal rights as a philosophy does not mean simply "anti-hunting", but is a broader philosophy that considers all human use of animals as 'speciesist' and morally wrong. Singer feels that most humans are speciesist in their readiness to kill other animals when they would not kill human beings.

"Speciesism is a prejudice or attitude of bias in favor of the interests of members of one's own species and against those of members of other species."

Peter Singer,
Animal Liberation

What, exactly, is meant by the term 'animal rights'? Singer clarifies that by 'equal rights for animals' he does not mean that we should require equal or identical *treatment*; but we should require equal *consideration*. Equal consideration may lead to different treatment and different rights for different beings. For example, since dogs are incapable of understanding the significance of voting, it is meaningless to talk of their 'right' to vote. When animal rightists talk of an animal's rights, they usually are referring to the right to life, the right to live free from any kind of human interference, and the right to equal consideration. Equal consideration means that if

"If possessing a higher degree of intelligence does not entitle one human to use another human for his or her own ends, how can it entitle humans to exploit nonhumans for the same purpose?"

Peter Singer,
Animal Liberation

a human baby and a chimpanzee have an equal capacity to be aware of and respond to pain, they should be treated equally. Singer states:

> *"If a being suffers, there can be no moral justification for refusing to take that suffering into consideration. No matter what the nature of the being, the principle of equality requires that its suffering be counted equally with the like suffering of any other being".*

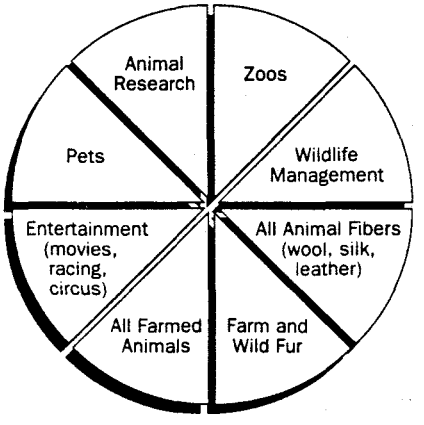
Animal rights activists feel that society cannot demand equality for blacks, women, and other humans while denying equal consideration to nonhumans.

To put this concept into more "real world" terms, the philosophy of animal rights is that all sentient beings (beings that feel pain) deserve equal consideration and equal rights. Therefore, the degree of sentience, or level of development of the central nervous system, determines which species should be afforded rights. This delineation, at least philosophically, occurs somewhere between crustaceans and mollusks. However, to be sensitive to the animal kingdom as well as the environment, animal rights leaders counsel their followers to try to avoid eating or otherwise harming animals at all levels of the food chain (Newkirk 1990)[4].

SENTIENCE= THE CAPACITY FOR SUFFERING AND ENJOYMENT

Animal rights believers rally behind Singer, and recast his principles into "real world" objectives by opposing all human uses of animals. Animal rights proponents oppose eating meat, wearing fur or leather, keeping animals in captivity in zoos and circuses, owning dogs or other pets, biomedical research using animals, and fishing (especially catch-and-release), hunting, and trapping. Many practice at least some of what they preach by becoming vegetarians or vegans (a diet that does not contain any animal products), wearing synthetic clothing and shoes, and boycotting zoos, circuses, rodeos, and all consumptive uses of wildlife. However, while the animal rights philosophy opposes pet ownership, a recent sociological survey of animal rights activists showed that 89% of the survey respondents owned several pets[5].

The Whole Animal Activist Agenda

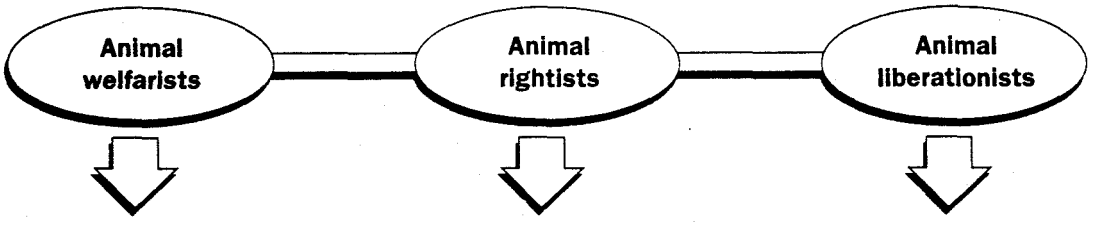


Profile of animal rights organizations

The animal rights movement is represented by local, regional, national, and international organizations with diverse missions and degrees of stridency. Animal rights organizations also vary considerably in their approach to protesting various uses of animals in society. Some believe in civil disobedience, others try to work through the legislative system, while still others endorse violent actions like setting fire to laboratories and "liberating" lab animals. Some animal rights organizations focus on specific issues like hunting, while others cover a broader agenda including every-

thing from biomedical research and animal husbandry to hunting and trapping. Many of these broader based animal rights organizations are national/international in scope and actually spend a very small percentage of their time protesting hunting and fishing.

The animal activist movement is composed of organizations and individuals with varying philosophies toward animals:



Accept human use of animals, given that it is humane. Focus on the prevention of cruelty to animals.

Believe that animals have inherent rights analogous to human rights and that "speciesism", or the exploitation of any one species by another, is morally wrong.

Believe that violent actions in the name of liberating animals are acceptable.

However, it is significant that the first self-proclaimed animal rights "victory" was obtained when world-wide publicity and international pressure stopped the white coat seal hunt in Canada (see Herscovici, 1985, for a detailed account of this campaign[6]). Animal rights organizations realize that wildlife issues are of great importance to the public, many of whom no longer interact with wildlife on a day-to-day basis and have little or no understanding of the realities of nature. For this reason, many national/international animal rights organizations continue to emphasize anti-trapping and anti-fur messages as major public campaigns.

The three largest animal rights organizations in the U.S. are The Fund for Animals (FFA), People for the Ethical Treatment of Animals (PETA), and the Humane Society of the United States (HSUS). These organizations concentrate their efforts on diverse campaigns that include protesting dissection in high school biology classes, protesting factory farming and promoting vegetarianism, boycotting companies that conduct animal research, and protesting fishing, hunting, and the fur industry.

The Fund for Animals (FFA), based in New York and directed by Cleveland Amory and Wayne Pacelle, is probably best known for protesting the Montana bison hunt outside of Yellowstone National Park each year (FFA newsletters Spring 1989, Spring 1990, Spring 1992). FFA also sued the California Dept. of Fish and Game in 1989 to stop all regular and special season hunting of black

"It's a fact that the prime function of state wildlife agencies is not to protect individual animals or biological diversity, but to propagate "game" species populations for hunters to shoot."

Fund Facts, Hunting Fact Sheet #1 An Overview of Killing for Sport

"The fishing industry regards the animals it catches as 'resources' rather than sensitive individuals with needs of their own."

PETA Factsheet, Fishing: Aquatic Agony

"Contrary to fur industry propaganda, there is no ecologically sound reason to trap animals for 'wildlife management'."

PETA Factsheet, Trapping: Pain for Profit

"In 1988, when the HSUS launched The Shame of Fur Campaign, our goal was to make the wearing of fur socially unacceptable."

Humane Society of the United States Close-up Report, Fight Fur Now!, October, 1992.

bears, and again in 1990 to stop the archery season on black bears (Animals' Agenda, Sept. 1989, FFA newsletter summer 1990). Most recently, FFA sued the U.S. Fish and Wildlife Service to stop hunting of grizzly bears in Montana (FFA newsletter Summer 1991, Spring 1992)**.

People for the Ethical Treatment of Animals (PETA), based in the Washington D.C. area and directed by Ingrid Newkirk and Alex Pacheco, has created a high profile using celebrity spokespeople to draw attention to the animal rights movement. Rue McClanahan (Golden Girls), Candice Bergen (Murphy Brown), Liza Minelli, Paul and Linda McCartney, Cassandra Peterson (a.k.a. Elvira), and country singer k.d. lang are just a few of many celebrities that promote PETA. PETA's most prominent campaigns are "Meat Stinks" to promote vegetarian and vegan diets, "Fur is Dead" to protest trapping and the fur industry, and campaigns against animal testing where they ask their members to boycott companies that perform tests on animals (recent examples are Gillette, L'Oreal, and General Motors) (PETA News Fall 1988, Spring 1991, Winter 1991, Winter 1992).

The Humane Society of the U.S. has many campaigns, most of which focus on animal welfare. Several of its recent campaigns, however, have focused on anti-fur and anti-hunting issues. HSUS campaigns have included "Shame of Fur" (HSUS News, Fall 1988), "Breakfast of Cruelty" to protest the pork and egg industries, 18 years of annual protests against hunting at the Great Swamp National Wildlife Refuge (HSUS News, Spring 1992), and most recently, asking its members to protest public hunting of bison in Montana and spring hunting of black bear in several western states (HSUS News Winter 1991, Spring 1992). HSUS also sponsored a lawsuit against the U.S. Fish and Wildlife Service in an attempt to stop hunting on all National Wildlife Refuges (IAFWA legal brief, Sept. 1988).

Another organization that deserves mention is the Animal Liberation Front (ALF), an international underground animal rights organization that uses violent measures to rescue animals and destroy or damage property where animal research or use takes place. ALF has claimed responsibility for numerous acts of vandalizing fur, firearm, and meat stores, setting fires in department stores that sell furs and in university laboratories after liberating the animals, and vandalizing the homes and vehicles of researchers and animal trainers (Outdoor Life June 1992; New York Post, Feb.

** Information about these organizations represents the most accurate available when this text was written. It may change in the future and therefore should be regarded solely as a profile of the varieties of campaigns engaged in by these types of organizations.

9, 1989; Toronto Sun, Dec. 23, 1988; Toronto Sun, Dec. 21, 1988; Animal Rights Reporter, Jan. 1989; New York Times, Jan. 14, 1989; Associated Press news wire, Oct. 15, 1988).

To prevent potential confusion, we will refer to animal welfarists, animal rightists, and animal liberationists collectively as animal activists from this point on in the text.

Who is the "typical" animal activist?

In the most recent sociological study, Richards and Krannich (1990,1991) surveyed 1,020 subscribers of the leading animal rights magazine, The Animals' Agenda, to examine the ideology of the contemporary animal activist movement and attitudes of activists toward animals. Results indicated that:

- ***west and east coast states were overrepresented in the animal activist movement***
- ***78% of survey respondents were women; 56% were 30-49 years old***
- ***survey respondents were no more likely to be urbanites than the general U.S. population***
- ***82% of the animal activists surveyed had either some college, a B.A. degree or higher; 82% make higher than average household incomes, and typically hold executive or managerial positions***
- ***97% of survey respondents were white***
- ***71% of the survey respondents had no children; of those with children, 84% had no children living at home***
- ***89% of the animal activists owned pets; the mean number of pets reported was 4.7***
- ***animal activists were likely to be presently or previously active or sympathetic toward other liberal social movements***

Richards and Krannich conclude that animal activists "have the social contacts, economic resources, and political skills and leverage through which the animal rights movement can be mobilized."
As expected, findings indicated that animal activists view many commonly accepted human practices involving animals as very wrong. In particular, activists consider trapping and hunting as particularly objectionable and equally as wrong as animal use in scientific experimentation.
These findings have several important implications for wildlife managers: Animal activists' strong concerns about the environment and protecting wildlife habitat far surpass those of the general population, making them potential supporters of the long-term objectives of wildlife management. However, animal activists' strong ethical objections toward traditional methods of harvesting wildlife may override their concern for wildlife habitat.

Richards, R.T. 1990. Consensus mobilization through ideology, networks, and grievances: Study of the contemporary animal rights movement. Ph.D. Dissertation Utah State University. 253pp.

Richards, R.T. and R.S. Krannich. 1991. The ideology of the animal rights movement and activists' attitudes toward wildlife. Trans. 56th North Amer. Wildl. and Nat. Res. Conf. 363-371.

What do animal activists think about wildlife management?

To examine attitudes of animal activists toward wildlife management, the International Association of Fish and Wildlife Agencies' (IAFWA) Proactive Strategies for Fish and Wildlife Management Project (Proactive Strategies Project) sponsored three regional workshops. The objective of the workshops was to have fish and wildlife agency representatives and local and regional animal activists discuss issues and perspectives associated with animal rights and animal welfare as they pertain to wildlife conservation and management. Workshop findings included (in random order):

- Animal activists believe that state agencies conserve hunting, not wildlife.

- Animal activists believe that agencies resort to hunting and trapping programs without adequate investigation into more compassionate alternatives to population control (e.g., fertility control or translocation).

- Animal activists find the following especially offensive: contest killing (e.g., "big fish" tournaments, prairie dog shoots), ethics of hunters and anglers, and euphemisms such as the use of the word "harvest" instead of "kill", "sport", "trophy", and "contest".

- Animal activists feel that the natural process of death (e.g., starvation, disease, accidents) is preferable to hunters' bullets or anglers' hooks. They believe that death by predators (other than man) is preferable to hunting because it is quicker and less painful for the prey, and because it is a natural process.

- Animal activists feel that some agencies misreport information on overpopulation to the public in order to provide an excuse for hunting.

- When discussing the differences between managing populations, managing ecosystems, and managing individual animals, animal activists focus on the philosophy of not killing individual animals. They place the emotional importance of the "no kill" ideal above intellectual explanations of ecological systems.

- Animal activists' ascribe the methods/practices used by fish and wildlife agencies to manage wildlife habitat (e.g., forest management practices) solely to agency efforts to increase big game numbers to provide more agency revenue and "targets".

- Animal activists do not recognize, or they ignore, the difference between current hunting and wildlife management programs and those of the past. For example, a statement was given

that hunting causes decimation or extinction of species, with examples listed as passenger pigeon, bison, and wolf.

- Animal activists believe that input into the federal and state wildlife management process is closed to them and conversely, is open only to those who hunt, fish, and trap. They feel they have a better chance in court than in trying to talk to the agency; litigation is the only way to be heard.

- Animal activists firmly believe that consumptive users "need to re-evaluate their animal ethic", implying that 1) consumptive users have not engaged in evaluation of their ethics, and 2) that animal activists have done this re-evaluation and have found the "right" animal ethic.

- Agency representatives have a tendency to classify animal activists as "crazies". Some lump all animal activists as being Earth Firstlers or Animal Liberation Fronters. However, at least at the local level, most activists are sincere, intelligent, and aggressive advocates for their beliefs.

(For a detailed account of the workshops, please see the workshop summary in Appendix A.)

The American Hunting Myth

by Ron Baker. 1985. Vantage Press, New York. 275pp.

This strongly worded book focuses on what the author feels is gross mismanagement of North American wildlife by a wildlife management system composed of biased, greedy, wildlife "manipulators". Baker states that "sport hunting is not used as a tool of wildlife population control, as most wildlife officials claim. The sole purpose of wildlife management is to insure high populations of popular 'game' species for 'harvesting' by the greatest number of hunters that game bureaus are able to license" (p16). Elaborating further, Baker believes that the two main objectives of wildlife "manipulators" are 1) to keep populations of favored game species at abnormally high levels, and 2) to reduce the number of large natural predators (to minimize competition with hunters for game species). He feels that the best solution to the gross mismanagement of North American wildlife would be a complete restructuring of the system of wildlife management, one that would accentuate the concept that animals are not renewable resources for man to use or abuse, but sentient beings with the right to live unmolested in natural surroundings.

Common methods to challenge fish and wildlife agency programs

Challenges to fish and wildlife agency programs are increasing in frequency and scope, and are requiring increasing amounts of agencies' staff time and energy. Common strategies used to challenge agency programs are:

1) **Challenging the biological data used to justify harvest seasons and methods of compliance with Environmental Quality Regulations.** The Fund for Animals (FFA) threat of a legal challenge to California's waterfowl season in 1990 was a very visible example of this type of challenge. The argument was that the federal Environmental Impact Statement did not address specifics of California hunting impacts on threatened/endangered species and waterfowl species for which limited data was available. Further, FFA felt that the state environmental document required under the California Environmental Quality Act (CEQA) was not adequate. The threatened legal action did not go to court and no legal opinion on these issues has been given. However, in the case of archery and general seasons for black bear, similar allegations were made by FFA and others regarding the adequacy of biological data and compliance with CEQA. More specifically, allegations were that complete and impartial discussion of the major factors effecting the hunting proposals were not contained in the environmental document. As a result of the challenge, the 1989 black bear archery and general seasons were revoked by a court decision. Archery bear season was prohibited by the court in 1990 for failure to adequately consider the welfare of individual animals from the standpoint of pain and suffering caused by archery equipment.

More legal challenges are anticipated in the future to temporarily postpone or permanently eliminate various hunting seasons in states and provinces.

2) **Challenging animal use in research conducted by or for fish and wildlife agencies.** Techniques such as collecting animals, toe clipping, ear tags, and transmitter implants are viewed as cruel, unnecessary and unjustified. Animal activists place a great deal of stock in the passage and implementation of the Animal Welfare Act of 1986. This legislation specifies guidelines that must be followed when using animals in research and establishes Institutional Animal Care and Use Committees (IACUC's) to ensure that these regulations are followed. Animal activist organizations are urging their members to get involved in the establishment and running of IACUC's.

Tom Regan, a prominent animal rights philosopher, explains that the philosophy of animal rights "does not recognize any greater worth in those individuals that belong to rare or endangered species than in those who belong to species whose populations are plentiful[8]".

3) **Protesting active management that favors one species over another (Knox 1991)[7].** Animal activists have challenged the control of nonnative feral goats on San Clemente Island off the California coast, even though the goats are overgrazing the island to the detriment of native threatened and endangered species. Similarly, a local animal activist organization sued over a control program for non-native red fox at the Seal Beach National Wildlife

Refuge in California. In this case, red fox were in critical nesting areas for two endangered native bird species: the lightfooted clapper rail and the least tern. In another similar case, a U.S.D.I. Bureau of Land Management decision to poison ravens that preyed on the endangered desert tortoise was taken to court, and the program temporarily stopped. This type of legal challenge forces direct confrontation between animal activist organizations and mainstream environmental organizations, as well as fish and wildlife agencies.

4) **Hunt protests and hunter harassment.** Organized demonstrations have become an effective strategy for activists to protest agency programs and to obtain abundant free media coverage. When an area is opened for a hunt, at a National Wildlife Refuge for instance, animal activists will gather near the area on opening day and protest. Hunter harassment is a technique in which small groups of activists follow and confront one hunter while he/she is hunting, badgering the person with personal opinion and their groups' philosophy on animal use. Because of the confrontational and potentially lethal implications of harassing hunters in the field, 43 states have passed hunter harassment legislation to protect those engaged in lawful hunts. Animal activists are challenging these laws in court, arguing that the right to harass hunters is a

Protests create controversy and crowds, which in turn attract the media.

An IAFWA survey, designed to measure the impacts of anti-hunting protests and hunter harassment on agency programs, established that between September 1989 and December 1990:

- *93 anti-hunting protests took place in 32 states and provinces.*
- *The two most common types of hunting protested were big game hunting (47% of all protests) and bow hunting (23% of all protests).*
- *Agencies in the northeastern and western U.S. experienced the greatest numbers of both hunt protests and hunter harassment incidents.*
- *63 incidents of hunter harassment were reported in 25 states and provinces.*
- *The most common techniques used to harass hunters were making noise to scare animals away (used in 33% of the incidents), following hunters in the field (31%), and verbally abusing hunters (21%).*

(For a complete account of the anti-hunting/hunter harassment survey results, contact the Proactive Strategies Project at 504-765-2827 or 303-945-5579.)

component of their First Amendment Rights (the right to free Consistency of Hunter Harassment Statutes").

5) **Hunt sabotage.** While less common, hunt sabotage can involve animal activists traversing the hunt area during the days preceding the hunt and making noise (talking, playing a radio) to scare away game. Other saboteurs may obtain hunting licenses and are present during the hunt, periodically shooting into the air and creating as much disturbance as they can to scare game away.

6) **Protests against trapping.** Like hunting protests, protests against trapping have been an effective method of gaining both media and public attention. Protests against trapping usually take one of several forms: challenges to trapping regulations, anti-fur demonstrations, and protests against a particular type of trap or species trapped. A unique protest in Connecticut involved a coalition of animal activist organizations completing the required trapper education course, winning a bid for trapping rights on three parcels of state-owned land, and then declaring the parcels "leghold trap-free zones". In the same survey, 18 states and provinces indicated that they had experienced protests concerning wildlife management techniques other than hunting or trapping. Protests were reported against 23 various wildlife management techniques including shaking Mute swan eggs, timber harvests, lake reclamation (poisoning fish populations), and destroying beaver dams.

7) **Public initiatives and referendums.** Popularized over the past several years, this technique circumvents fish and wildlife agency decision-making processes and appeals directly to the

An IAFWA survey, designed to measure the impacts of anti-trapping protests on agency programs, established that between September 1989 and December 1990:

- *71 anti-trapping protests took place in 19 states and provinces.*
- *54% of the anti-trapping protests reported opposed use of a specific type of trap. Most protested against the leghold trap, the foothold trap, the conibear trap, and the snare.*
- *18% of the anti-trapping protests reported opposed trapping of a specific species; usually beaver, coyote or bobcat.*

(For a copy of the anti-trapping survey results, contact the Proactive Strategies Project at 504-765-2827 or 303-945-5579.)

public to resolve wildlife management issues. Mountain lion hunting was banned in California in 1990 through voter approval of a public initiative. A public initiative in 1992 opposing trapping in Arizona asked voters in that state to decide whether trapping should be banned in Arizona. Because of the wording in the initiative, voter approval would have limited the Arizona Game and Fish Department's ability to manage wildlife populations using any lethal means of management (including fishing and hunting). Sixty-three percent of Arizonans voted to defeat this initiative.

Another initiative, to ban spring black bear hunting in Colorado, also went before the public in Fall 1992. This initiative was a continuation of the spring bear hunting controversy that the Colorado Division of Wildlife attempted to resolve in late 1991. Colorado's Wildlife Commission voted to phase out spring bear hunting over a three year period. Animal activists, believing that this decision did not go far enough, crafted a ballot question to stop spring bear hunting, and to ban all black bear baiting and hunting with dogs. The initiative was approved by 70% of Colorado voters.

It is anticipated that animal activist organizations will craft more ballot initiatives in the future in an effort to circumvent the decision-making authority of wildlife agencies, to gain media attention, and to raise funds to support further actions.

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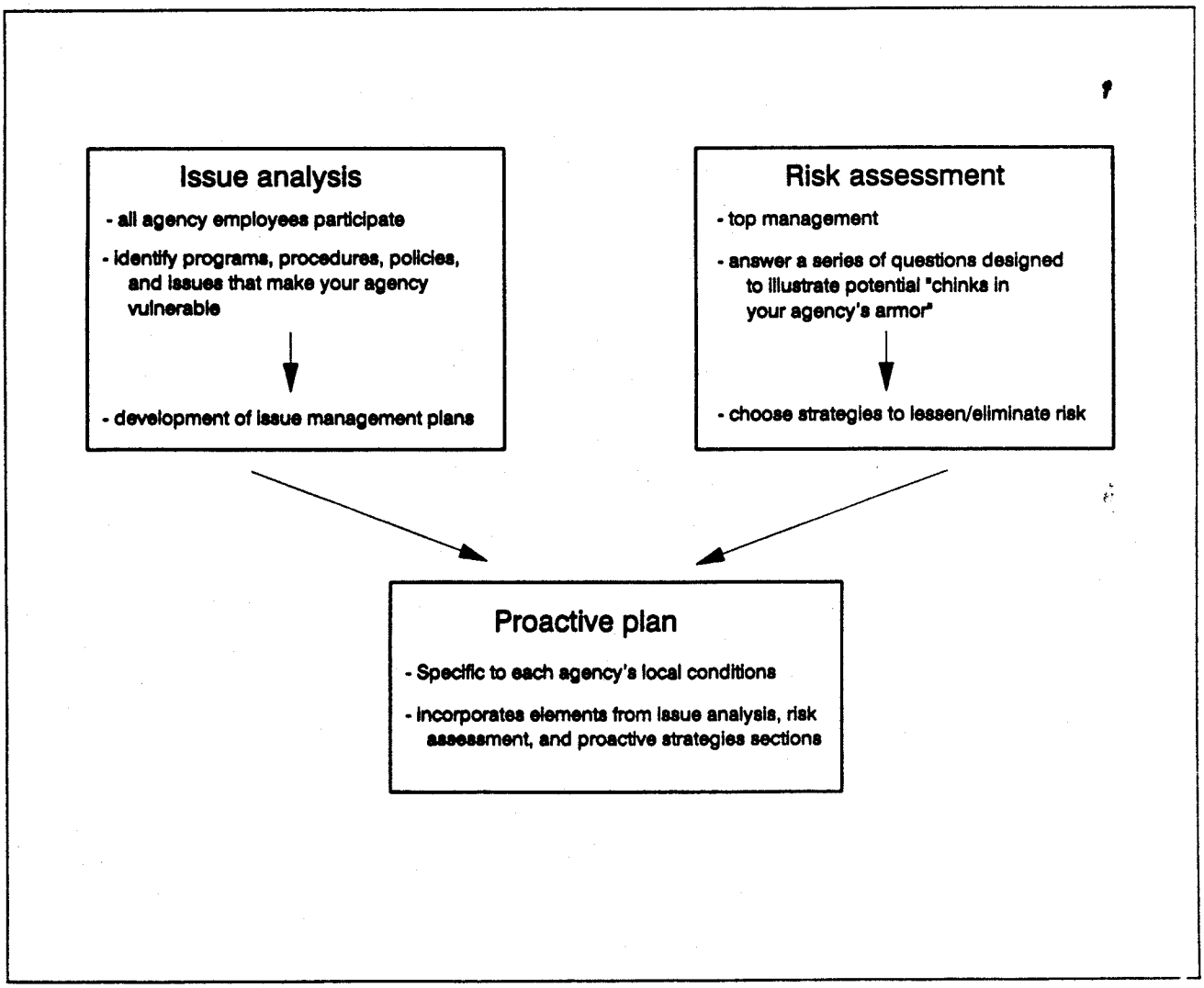
ISSUE ANALYSIS AND RISK ASSESSMENT

The following sections on issue analysis and risk assessment should be conducted simultaneously within each fish and wildlife agency. The proactive examination and framing of issues will make it more likely that subsequent decisions are both politically acceptable and technically workable, in accord with the agency's basic philosophy and values, and ethically and legally defensible. Issue analysis can be carried out either by surveying all agency employees, or forming a task group or a special committee. The issue management plan subsequently developed for each issue can then be proactively implemented.

Risk assessment is best conducted by top management in each fish and wildlife agency. The results from risk assessment analysis, combined with issue management plans, will guide the formation of a proactive plan most relevant to each agency's local situation, as well as the selection of proactive strategies to be implemented.



Issue Analysis

The goal of issue analysis is to identify potential problems and decide on a course of action to proactively manage them.

Every fish and wildlife agency should perform an issue analysis to identify programs/policies that make the agency vulnerable to criticism and loss of public support. Once a problem or crisis emerges, it can be very difficult to deal with strategically; the goal of issue analysis is to identify potential problems and decide on a course of action to proactively manage the issue(s). Several state agencies have completed this analysis, and found it to be productive. For example, Wyoming Fish and Game Department surveyed all agency employees and asked them to identify issues that they believe make the agency vulnerable to challenges. Each agency division then took the issues related to its function, analyzed them, and developed an issue management plan. The Colorado Division of Wildlife created a special committee composed of individuals from throughout the agency (and one commissioner) who identified and analyzed issues. An issue management plan was then presented to each division chief with recommended measures for implementation. Florida Game and Fresh Water Fish Commission took a different approach and assigned one individual to informally survey agency personnel to identify issues, lead upper management in an issue analysis process, and formulate an issue management plan. The process outlined in the following pages was successfully pilot-tested in New Jersey, Utah, South Dakota, and Manitoba in 1993.

Regardless of the approach you take, you need to be certain to involve agency employees from all division and organizational levels of your agency - not just upper management or central office employees.

It is important to recognize, as you begin the issue analysis process, that with increasing social and cultural diversification of North American society, most agency actions will be subject to criticism from *some* quarter. Obviously, some activities will draw more criticism than others. The goal of this exercise is to identify those issues or agency activities *most* likely to open your agency to criticism from animal activists, the public, and/or the media. Once issues are identified, each agency will need to develop action plans to manage the risk associated with each issue (this may include a carefully crafted strategy of doing nothing - on purpose).

STEP 1: Ask agency employees to identify strategic issues. This can be accomplished in several ways: 1) by surveying all agency employees and asking them to identify issues, 2) by creating a task force/special committee composed of individuals from all division and organizational levels within the agency to identify issues, or 3) by employing a process that has proven in the past to be effective in your agency.

A good way to begin this process is to ask yourselves "If people found out about _____, what would their reaction be?".

Develop a list of programs, procedures, and research projects that agency employees feel expose the agency to court challenges, harassment by animal activists, or that could lead to diminished public or media support for the agency.

Issue Analysis Process

Step 1: Identify strategic issues.

Step 2: Prioritize and analyze each issue, using the following process:

Phase 1: Issue Perception. Develop a common understanding of the issue.

Phase 2: Issue definition. Develop a working definition of the issue.

Phase 3a: Issue analysis. Break the issue into parts.

Phase 3b: Stakeholder identification and analysis. Identify key constituencies and determine how they view the issue.

Phase 4: Generating alternatives. Brainstorm potential alternatives to resolve the issue.

Phase 5: Evaluation. Discuss the advantages and disadvantages of each alternative generated in phase 4.

Phase 6: Decision making.

Step 3: Formulate an issue management plan.

Some programs/policies to consider:

a. Seasons (i.e., bear, mountain lion, furbearer, waterfowl)

b. Events (i.e., one shot hunts, "big buck" contests, fishing derbies)

c. Techniques/Methods/Mgt. Activities (i.e., hunting with hounds, use of rotenone, prescribed burns, baiting, leghold traps, snares, gill nets)

d. Firearms/Equipment (i.e., archery, muzzleloader)

e. Policies (i.e., funding for predator control, avian control at agency hatcheries, catch and release fishing, agency emphasis on hunted species, management for trophy animals)

f. Research projects (i.e., trapping and tagging animals, transmitter implants, radio collars, study animal sacrifices)

g. Policies regarding hunted species not generally used for meat (i.e, coyote, crow), or species with declining populations.

Animal Rights Employee Survey

I. Do you believe we as an agency, or hunters, anglers and trappers in ___ are vulnerable to court challenges, media attacks, harassment or sabotage by animal rights, animal welfare or animal liberationist activities?

_____ YES _____ NO

If yes, list below those areas where you believe we are most vulnerable:

Seasons:
(e.g. spring bear, mountain lion, furbearer, etc.)

Events:
(e.g. one shot hunts, "big buck" contests, fishing derbies, etc.)

Techniques/Methods:
(e.g. hunting with hounds, rotenone, leghold traps, gill nets, etc.)

Firearms/Equipment:
(e.g. archery, muzzleloader)

Policies:
(e.g. funding for predator control, avian control at hatcheries, mgt. for trophy animals, nuisance wildlife, public involvement, etc.)

Research:
(e.g. trapping and tagging, transmitter implants, radio collars, study animal sacrifices, etc.)

Policies regarding hunted species not generally used for meat:
(e.g. prairie dogs, coyote, crow, etc.)

Other (e.g. hunter ethics, etc.):

II. Of the above, which 3 do you believe are most objectionable to the general public that do not hunt, fish, or trap?

Name (optional) _____

Return by July 31, 1994 to Jane Doe, Department headquarters, ...

STEP 2: The next step is to prioritize the identified issues. If you have surveyed all agency employees to identify issues, you can take the list of issues back to the employees and ask them to prioritize it, or you can ask upper-level management to prioritize the list for you. If you created a task force/committee to identify issues, that group should prioritize the issues. Use your best judgement and your knowledge of your agency to decide who best to prioritize the issues. You should choose your criteria for prioritization according to your needs. Your criteria could be: 1) the amount of risk a particular program/policy brings to your agency, 2) which programs raise the biggest red flag with the public or the media, or 3) which programs are most valuable/critical to your agency.

A common tendency during issue analysis is to try to come up with solutions without thoroughly exploring the problem; plan on spending approximately 80% of your time on Phases 1-3.

STEP 3: Starting with the highest priority issue, you will now need to thoroughly analyze and develop an action plan for managing each issue. For the remainder of this process, you will need to form a special committee or task force, composed of individuals from all parts of the agency, to analyze a given issue. Most agencies who have used this process formed a special committee for each issue (composed of individuals who have expertise in some aspect of the issue). One agency formed a special committee for each issue, but in the case of an extremely high priority issue, had all committees analyze that particular issue, and then compared the analyses. However you structure your committees, try to limit each committee's membership to 12 people. We strongly recommend using a facilitator(s) to help you direct the remainder of the issue analysis process.

Facilitators prefer 7-12 people as the ideal size group for problem-solving activities. Many facilitators will refuse to conduct a meeting when there are 15 or more participants because the meeting becomes clumsy and ineffective.

Many different problem-solving methods can be used to analyze issues; we recommend the following process[1]:

Phase 1: Issue perception.

Accept the issue as a challenge or an opportunity. Ask your group to answer the following questions:

- Is there really a problem?
- What is the issue, conflict, or dilemma?
- Whose problem is it?
- What are the various characteristics of this issue?
- What are the consequences of failure to address this issue?
- Is our agency the right organization to do something about this issue?
- Can our working group deal with this issue?
- Who else should be involved?
- Can our group come to common understanding/ agreement on the issue?

If your group cannot develop a common understanding of the issue at hand, it will be difficult to agree on a solution.

Phase 2: Issue definition.

Now your group needs to develop a working definition of the issue. Be very careful as you develop definitions - try to avoid making assumptions which can blind you to other causes and innovative solutions (e.g., If you define an issue as "Where to build new agency offices", you assume that the only solution is to build and you exclude the possibility of converting existing warehouse space to offices or expanding available space at existing offices.) You also need to make sure that you are defining the issue, not a solution. "Hiring two more I&E specialists" is not an issue, but a solution to some other problem still undefined. Several approaches may help you to complete this step:

Make sure that you are defining the issue, not a solution.

1) Set boundaries around the issue: What is it? What are its effects? What isn't it? What are the main problems that need to be addressed?

2) Describe the issue in no more than one paragraph, in which the issue is posed as an open-ended question[2]: For example, "What challenges to archery deer hunting can we expect both now and in the future?"

Remember that you can't provide a good solution to a problem that you don't fully understand. Do not proceed beyond this point until the group can agree on a definition.

Have your group members generate many potential definitions for each issue, then discuss each definition before choosing the one that feels "right".

Phase 3a: Issue analysis (breaking the issue into parts).

The objective of this phase is to break the issue down into its component parts and examine how they go together. You are trying to learn about the issue; the more you understand it, the more accurately you will be able to analyze it. Again, several techniques may help you analyze the issue:

Make sure your group keeps to the task at hand: people tend to become impatient with analysis, and try to rush ahead and generate solutions.

1) Break the issue into its component parts. Try to understand each sub-component of the issue.

2) Answer the 5 "W's": who, what, where, when, why, plus

You may find that what you considered to be one issue is actually a group of sub-issues. For example, the issue of spring bear hunting may turn out to have many sub-components: 1) the public believes that black bears are endangered and therefore should not be hunted at all, 2) animal activist organizations believe that hunting of any species is unwarranted, 3) some sportsmen do not approve of the use of hounds and bait for hunting spring bear, 4) guides and outfitters believe that any attempt to alter the season is a threat to their livelihood and 5) the local Audubon society feels that too many sows with dependent cubs are being harvested. What started out as a single issue has become a series of sub-issues, involving many different constituent groups, their values, and their perception of the issue.

how many, how big, how much, etc.
3) If people are getting confused or if the group feels that it is out of its depth, ask an expert on the issue for assistance.
4) Determine what forces keep the issue from getting worse and what keep it from getting better.

Issue analysis will lead to consideration/identification of individuals and groups that "have a stake" in the issue. Individuals, organizations, institutions, and other agencies become "stakeholders" when they see economic loss or gain as the result of an issue, or when their lifestyles or values are affected.

What is a "stakeholder"?

A stakeholder is commonly defined as an individual or group with a direct, indirect, or perceived involvement in an issue. Direct stakeholders are those directly affected by the issue at hand. They may include hunters, anglers, bird watchers, animal activists, state legislators, fishing tackle manufacturers, or farmers with crop depredation problems. Indirect stakeholders are not immediately affected by the issue at hand, but are affected indirectly through a ripple effect. A good example of indirect stakeholders would be small town businesses that benefit from wildlife recreation (e.g., restaurants, gas stations, campgrounds, sporting/camping goods stores). A perceived stakeholder believes he/she will be impacted by the issue, even though you are quite certain they will not be affected. It is important to include perceived stakeholders in your analysis, because as long as they believe they are affected, they will oppose or support you based on this perception[3].

It is crucial to recognize the importance of values as perhaps the foremost factor in determining a stakeholder's position on an issue. A group that believes their values are being ignored will provide the strongest and most energized opposition to your agency. Often, the key to dealing effectively with stakeholders is to acquire an understanding and appreciation of their values, even if their values are opposed to commonly held agency values (or values you personally hold). Recognize that your agency cannot "convert" people with vastly different values to share agency (or personal) values any more than they can convince you to change your values.

Phase 3b: Stakeholder identification and analysis.

An easy way to analyze stakeholders is to brainstorm a list of all the individuals, groups, agencies, etc., that have a stake in each issue or perceive themselves to have a stake. You can easily list 20 or more stakeholders for almost any issue in 5-10 minutes. Remember that stakeholders will be those that:

- will receive a direct or indirect benefit or loss
- feel their values are being threatened or ignored
- feel ownership
- are self-perceived winners or losers
- can dilute opposition, lend credibility, or give useful public support
- can help publicize the issue
- control resources you need[4].

Potential stakeholders may be:

internal stakeholders

- *agency administrators*
- *commissioners*
- *wildlife conservation officers*
- *law enforcement*
- *research staff*
- *office/clerical staff*
- *retired employees*
- *maintenance workers*
- *temporary/seasonal employees*
- *public information/education staff*

external stakeholders

- *sportsmen's groups*
- *landowners*
- *wildlife/recreation clubs (conservation clubs, hiking clubs, mountain bike clubs, etc.)*
- *commercial fishermen*
- *license agents*
- *wildlife related industries*
- *educators*
- *federal agencies*
- *federal legislators*
- *native groups*
- *animal welfare groups*
- *animal rights groups*
- *media (TV, radio, newspaper)*
- *outdoor writers*
- *other state agencies (forestry, agriculture, tourism)*
- *state/provincial legislators*
- *state/provincial legislative staffs*
- *governor/premier's office*
- *other industries (livestock, fur, biomedical)*
- *business community*
- *youth groups (scouts, 4H)*
- *other groups (garden clubs, Rotary, League of Women Voters, Jaycees, religious groups)*
- *future generations*

It is important to appreciate that you really need to communicate with each stakeholder to truly understand their concerns, attitudes, and interest about the issue. A common error in stakeholder identification is to assume we understand what each individual's or group's concerns and position will be; communicate with them (talk or write letters, surveys, etc.) and find out if your perception is accurate.

After you have brainstormed a list of stakeholders, you will need to assess each stakeholder's likely position, and level of support/opposition for your agency. Since stakeholder position and level of involvement will vary from issue to issue, it is important to assess stakeholder position for each issue analyzed. For example, members of a local hiking club may feel differently about an animal rights issue than they would about logging. Ask yourselves the following questions:

How does this stakeholder perceive our agency and its role in resolving this issue?

How does this stakeholder perceive the issue and its likely effects?

Given this stakeholders' likes, dislikes, concerns, priorities, and prejudices, what is their evaluation of the issue? Apathy? Intense liking or disliking? More moderate support or opposition?

Does the stakeholder have a reasonably accurate perception of the problem(s) that we are trying to solve? Is there a good understanding of the range of feasible options for solving the problem?[5]

Use your answers to the previous questions to fill in the chart below, writing each stakeholder's name in the box where it belongs:

Issue: _____

POSITION

Level of support/opposition	***SUPPORT***	***OPPOSE***	***NEUTRAL***
HIGH			
MEDIUM			
LOW			

If your group members feel you have a good understanding of the issue/sub-issues and the stakeholders involved, it is useful to cycle back through phases 1 and 2 to reexamine your previous perceptions/definition of the issue and see if they're still valid. Once your group is convinced that it thoroughly understands the issue and stakeholder positions, you are ready to go on to the next phase and generate alternatives and solutions.

Phase 4: Generating alternatives.

Keep in mind that for some issues, one alternative may be a carefully thought-out decision to continue to monitor the issue without changing the program/policy right now.

Now ask your group members to brainstorm alternatives to resolve the issue(s). Encourage people to be creative and innovative; do not allow criticism/evaluation of alternatives during this phase. It may also be helpful to look to see how other agencies have handled the same or similar situations. The more alternatives you identify, the greater the chance that you will come up with some good ideas.

Phase 5: Evaluation.

Sometimes, particularly after brainstorming, you may end up with so many alternatives that it's hard to know where to begin evaluating. If so, ask your group to work out some natural groupings/categories of alternatives.

Before you begin to evaluate the alternatives, ask your group to think and talk about what conditions or criteria must be met for an alternative to be considered a "good choice". Then, discuss the advantages and disadvantages of each alternative (or grouping of alternatives). Each member of the group should be given an opportunity to explain what he/she likes and dislikes about each alternative. Be sure to document the advantages/disadvantages considered for each alternative - you may need to be able to explain your rationale at some point in the future.

Phase 6: Decision making:

Don't assume you have to pick only one alternative. Your group can select two or more compatible and feasible alternatives; in some cases, several alternatives may be the best answer.

This is a very critical phase, but one that will vary from agency to agency depending on how decisions are made and implemented within each agency. Each agency should use appropriate existing methods of obtaining an agency decision and subsequent implementation. Several approaches may be taken: 1) your group may recommend a particular alternative, and your rationale for choosing it, to top management, or 2) your group may outline the issue and the pros and cons of each alternative, and let top management make the decision. In either case, your group should strive for consensus on what information is presented to top management and how it is presented; the greater the degree of consensus you can reach, the greater the chance for successful implementation.

STEP 4: The final step is to formulate an issue management plan. Issue management plans, in conjunction with risk assessment analysis performed by top management, will form the basis of your agency's proactive plan for maintaining and increasing public support for professional fish and wildlife management.

Issue Management plans should include:

When you decide that the alternative of "doing nothing" is currently your best choice:
details of how you will monitor the issue

- what data should be maintained/collected to fill in any information gaps and to support the agency's position on the issue?
- who is responsible for maintaining database?
- who will monitor how different stakeholders perceive the issue?
- what messages should be emphasized to the media? the public? stakeholder groups?
- who is responsible for communicating with each stakeholder?

If changes are in order:
details on how to implement the chosen alternative(s):

- a list of the alternatives and pros/cons of each
- which alternative(s) is to be implemented and why
- technical aspects of implementing the alternative (steps needed)
- which agency employees are affected by changes; strategy for communicating rationale and procedures for changes
- which agency employees must be involved to implement alternative(s)?
- who is responsible for each component of implementation?
- timeline/completion date

list of stakeholders with goals and communication strategies for each stakeholder:

- the goal you hope to achieve with each stakeholder
- message content emphasis communication method(s)
- who is responsible for communication?
- date, time, and place

Considerations for implementation: The decision making process must take into consideration agency employees that are necessary for successful implementation. Once a decision is made, the employees involved in implementation and those affected by an altered or new policy need to understand the rationale behind the decision, the pros and cons of the alternatives, and be involved in implementation.

It is important to communicate with all stakeholders. However, special attention must be given to those individuals and groups that strongly oppose your agency. You must convince these stakeholders that you have made a concerted effort to understand their reasons for objecting to the program/policy, that you have taken their views under serious consideration, and that you have selected an alternative(s) that you feel is best. Usually, an opponent will appreciate that you took the time to talk to them and considered their views. Even if they still oppose your final decision, they may be willing to go along with your decision, and more open to working with your agency on future issues[6].

Communication strategies will vary based on the alternative(s) chosen for implementation, your goal for communicating with each stakeholder, and the stakeholders' knowledge of the issue and your agency and their level of support or opposition. Agency goals for some stakeholders may be only to update the stakeholder on the issue and how the agency plans to manage it. Other stakeholders may need basic information on what the issue is all about, the potential alternatives available to solve it, and why your agency is the right entity to solve it. All stakeholders should be made aware: 1) that you have thoroughly examined the issue, 2) of the alternatives you have considered and 3) of the rationale behind your decision.

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Note:

There are many techniques that can be used for issue analysis and to identify stakeholders. The techniques recommended in this section were chosen because they provide a straightforward process that can be successfully completed by individuals who have no previous experience using these methods. For further information on other analysis techniques, please consult the references listed below.

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RISK ASSESSMENT

The following questions represent strategic concerns that must be addressed as part of any agency's proactive plan. These questions should be taken under consideration by top management in each agency, in an attempt to discover potential "chinks in the agency's armor" that should be addressed proactively. A suggested proactive strategy follows each question; these strategies, in conjunction with the issue management plans developed in the previous section, form your agency's proactive plan. Your agency is not expected to implement all 27 strategies, but to choose those which are most appropriate to meet specific needs. Consequently, each agency's proactive plan will be different, based on relevant issues in each state/province and on which strategies are implemented to meet the local situation.

(Note: When two or more strategies are referenced after a question below, the first strategy in each list is the strategy most highly recommended, with each strategy listed thereafter in descending rank of importance.)

1. Does your agency have an in-house expert on the animal activist movement? (See proactive strategy #2).

2. Do agency employees need education on the animal activist movement/issues? (See proactive strategy #3).

3. Is your commission and their staff aware of the animal activist agenda? Are your legislators and their staff aware of agency programs and the animal activist agenda? (See proactive strategy #12).

4. Does your agency have a position statement on animal rights? On animal welfare? On responsible human use of wildlife? On hunting? On trapping? On fishing? (See proactive strategy #9).

5. Does your agency have an Institutional Animal Care and Use Committee (IACUC) required by the 1986 Animal Welfare Act? Do you keep a compendium summarizing all agency activities involving the capture/use of animals for research purposes? (See proactive strategy #5).

6. Does your agency monitor ongoing research and development of alternatives to lethal population control methods? (See proactive strategy #7).

7. Does your agency have adequate data to support agency programs and policies if challenged in court? (See proactive strategy #6).

8. Does your agency have a strategy for dealing with extremists? (See proactive strategy #8).

9. Has your agency trained your spokespeople on how to handle animal activist issues? (See proactive strategy #13).

10. Has your agency developed contacts with members of the media? With reporters other than outdoor writers? With environmental writers/editorial boards? (See proactive strategies #12, 13, 14).

11. Does your agency have a proactive communications plan designed for speed, accuracy, thoroughness and credibility? Do you have a communication plan for crisis situations? (See proactive strategies #12, 13).

12. Does your agency have standardized procedures for dealing with civil disobedience, protests, hunter harassment, or hunt sabotage? (See proactive strategy #16 and the standardized procedures outlined in the Crisis Response chapter of this handbook).

13. Does your agency provide education on the animal activist and anti-management movement to license holders in your state/province? (See proactive strategies #23, 11).

14. Has your agency ever met with local animal activists to discuss perspectives and issues? (See proactive strategy #4).

15. Does your agency provide education and outreach programs targeted to urban and suburban constituents? (See proactive strategies #21, 22, 24).

16. Does your agency have strong Nongame/ Watchable wildlife programs? (See proactive strategy #25).

17. Has your agency implemented a marketing plan to identify and target specific constituent needs? (See proactive strategy #26).

18. Does your agency offer special training in wildlife management and ecology for educators? Does your agency maintain a high level of visibility with both educators and students? (See proactive strategies #18, 19, 11).

19. Does your agency maintain close affiliations with university professors and students? (See proactive strategy #20).

20. Do agency employees have expertise as expert witnesses? (See proactive strategy #10).

21. Does your state/province have an animal-use coalition that shares information and works cooperatively on common issues? (See proactive strategy #17).

22. Does your agency monitor public understanding and opinion on wildlife issues? (See proactive strategy #27).

PROACTIVE STRATEGIES SECTION

This section contains strategies which correlate with the risk assessment procedure on pages 33-34. It is strongly recommended that agencies choose and implement strategies based on results of the risk assessment process. However, if your agency cannot perform a risk assessment, the following "core" strategies (symbolized throughout this section with an apple core) are recommended as the absolute minimum for implementation:

#1 Putting our house in order

The proactive examination and framing of issues, attitudes, and assumptions will make it more likely that agency decisions are technically workable; in accord with the agency's basic philosophy, mission, and values; ethically and legally defensible; and acceptable to the broadest possible segment of the public.

#2 In-house specialist

Obtaining first-hand information about local activist organizations and the national animal activist movement is critical to understanding activists' values, how they view wildlife issues, and how this impacts agency programs.

#5 Agency research protocols

Every state fish and wildlife agency should have standardized research procedures/policies, create an Institutional Animal Care and Use Committee (IACUC) to review research projects conducted by or for the agency, and maintain a list of all ongoing research involving animals.

#6 Comprehensive data assessments

When agency biological data is made suspect through challenge, important management capabilities may be weakened or lost. Data are not always in an easily accessible format to support management of certain species. Agencies must clearly document that 1) research and management of wildlife populations is sufficient and scientifically valid, and 2) human use will not harm the managed population.

#12 Proactive communication plan

Fish and wildlife agencies should implement proactive measures for communicating with agency commissioners, the media, legislators, and the public about wildlife management, agency programs, and current issues.

#16 Law enforcement procedures

Law enforcement procedures should be evaluated to determine if they are adequate to deal with protests, demonstrations, hunter harassment, and civil disobedience. Standardized procedures should be developed for all types of disruptive activities.

#21 Urban/suburban conservation education programs

Fish and wildlife agencies should develop and provide programs that integrate urban/suburban constituents' experiences and related cultural values about wildlife. These programs should also inform and educate urban/suburban constituents about wildlife and professional wildlife management.

#23 Educating license holders

Agencies should provide information to license buyers on the animal activist movement, and on how to handle potential harassment or confrontation by activists.

#25 Nongame and Watchable Wildlife programs

Strong and popular nongame and watchable wildlife programs demonstrate to the public that fish and wildlife agencies care about and manage all species of wildlife. These programs can also explain the role of professional fish and wildlife management to "nontraditional" constituents.

#26 Marketing to the public

Marketing plans can identify and target constituent needs/desires and determine how existing agency programs fulfill those needs (or what programs need to be developed to meet the need).

Beyond consideration of these core strategies, your agency should select strategies as appropriate to best meet local conditions.

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This symbol ⇧ indicates "core" strategies

Proactive Strategy #1: Putting Our House In Order

Issue: As efforts by anti-management interests continue to challenge fish and wildlife management, a very sensitive and critical component needing consideration is what fish and wildlife agencies may be doing to exacerbate anti-management sentiment. For example, to continue to explain all consumptive uses of wildlife as necessary to manage over-populations will likely leave agencies on weak ground. In fact, many management decisions are based on other criteria. Also, such arguments no longer satisfy those who believe that all killing is wrong, or those who are asking increasingly sophisticated questions about how we manage wildlife.

The number of serious challenges to fish and wildlife agencies' management programs and even to agencies' right to exist necessitate a thorough review of fish and wildlife management policies and programs. "Putting our house in order" is one of the best actions an agency can take to prepare for anti-management challenges. It involves re-examining agency programs and policies, with the help of constituent input, to make sure potentially controversial activities are based on sound resource management principles and are being conducted in the best possible way.

"Putting our house in order" can be a simple or complex activity. One approach is provided in this handbook. The issue analysis and risk assessment procedures outlined in previous sections provide the means for agencies to identify potentially controversial programs and policies, and decide how best to manage them.

Objective: Fish and wildlife agencies should review their assumptions, attitudes, and policies regarding human use of wildlife. We must ensure that we are acting in the best interests of the resource, and in a manner consistent with prevailing expectations of management and use of fish and wildlife.

Suggested strategy:

I. Each fish and wildlife agency should conduct the issue analysis and risk assessment procedures outlined on pages 19-34 of this handbook.

II. Agencies may also wish to contract with a qualified consultant to review agency resource management policies and constituent satisfaction with those policies. This process should identify expectations and assumptions about fish and wildlife management and determine which policies may become controversial.

Proactive Strategy #2: "In-house Specialist"

Issue: Many fish and wildlife agencies know little about the animal activist movement and organizations that are based in their state/province. Obtaining first-hand knowledge about local activist organizations and the national animal activist movement is critical to understanding activists' values, how they view wildlife issues, and how this can impact agency programs. Agencies need a good understanding of animal rights and animal welfare philosophies to effectively deal with animal activist organizations, individuals, and issues.

Objective: To establish an "in-house" specialist on the animal activist movement in each state and provincial fish and wildlife agency.

Suggested strategy: Agencies should select 1 or 2 employees to become experts on animal activist issues. These individuals can then serve as in-house experts on national and local issues and animal activist organizations. If these employees are trained in conflict resolution, they may also act as liaisons to animal activist organizations.

I. Gather information on local animal activist activities and organizations.

A. Names of organizations - local, regional, national.

1. If your agency does not know of any organizations in your state or province, monitor newspapers (especially urban area newspapers) to see who's writing letters to the editor, going on radio talk shows, or picketing furriers, circuses, or medical research laboratories.

2. Talk to known animal activists, they will often volunteer names/addresses of other local activists.

3. Call regional and national animal activist organizations to inquire about local chapters.

4. Contact local universities (biology, medical, wildlife, and veterinary departments) and animal husbandry groups to inquire if they know of local animal activist organizations.

Contact the Proactive Strategies Project for any available information on local, regional, or national organizations active in your state or province.

B. Determine if the organization is truly local or if it is a chapter of a national organization.

C. How many members belong to the organization/chapter?

Consider joining local organizations to receive mailings and newsletters, or ask for complimentary copies.

D. Is there a prominent local leader(s)?

E. Read and stay current on publications produced by the local organization (especially newsletters). If the organization is a chapter of a national organization, read that organization's publications to see what types of campaigns they are currently involved in.

F. Learn the history of the organization's participation in activities affecting wildlife and fisheries management. Knowing how a group has acted in the past can help predict how they will act in the future.

G. Does the organization focus specifically on one issue (e.g., hunting, farm animal welfare, biomedical research) or is it broader in scope (e.g., opposing all human uses of animals)?

H. Does the organization maintain a telephone hotline? If yes, call it regularly to learn about local campaigns and issues.

I. Consider inviting a representative (or representatives) of local animal activist organizations to visit an agency office and discuss their point-of-view with selected agency personnel. Or ask when and where they meet and offer to attend one of their meetings. These types of interactions give you an opportunity to discuss respective points-of-view, to clear up any misconceptions held by either party, to look for common ground/common values that might exist, and to get to know the activist(s) on a first name basis.

J. Monitor current legislation/legislators for animal activist issues.

II. From the information collected above, create and maintain a list of local activist organizations, their leaders or person to contact, issues they focus on, numbers of members, and affiliations with other regional or national organizations.

III. Become familiar with the philosophy, values, and issues of the national animal activist movement (see recommended readings in Appendix A).

For suggestions on a more formalized process for meeting with activists, see strategy #4 on holding workshops with local activists.

Determine local humane society and animal control bureau positions on animal rights. They may be a potential ally if they're convinced your agency is doing a good job.

Consider providing media training for employees with animal activist expertise (see strategy #13).

Proactive Strategy #3: Educating Agency Personnel

Issue: Often, fish and wildlife agency employees have little knowledge of the animal activist movement and organizations that are based in their state or province. Obtaining information about local activist organizations and how they view wildlife issues is time consuming on an individual basis. Fish and wildlife agencies need to provide their employees with a basic understanding of animal activists' philosophy and values.

Objective: Fish and wildlife agencies should provide basic training to all key agency personnel on the animal activist movement.

Knowledge of the animal rights movement is essential to effectively dealing with animal activists.

Suggested strategy:

I. Provide basic training on the animal activist movement to agency employees.

A. Hire an expert on the animal activist movement to conduct the training, or use your agency's in-house specialist (see strategy #2).

Consider asking a local animal activist to speak at the training and to answer questions from employees about the animal activist movement.

B. Train employees:

1. During yearly inservice meetings.
2. As part of continuing education programs.
3. If 1 & 2 are not feasible, arrange a special training session for key agency employees.

C. The training should:

1. Differentiate between animal rights and animal welfare.
2. Sensitize personnel to animal activists' values and philosophy.
3. Discuss values, goals, and past campaigns of local animal activist organizations and individuals.
4. Effectively put agency personnel into shoes of animal activists; the better agency staff understands activists' viewpoints, the better they can do their jobs.

Reiterate your agency's position on animal rights, animal welfare, and responsible human use of wildlife (see strategy #9).

Provide periodic informational updates through employee newsletters, inservice workshops, area or regional meetings.

II. Provide advanced training to key employees where appropriate.

A. Attend "How to Deal with Extremists" course conducted by the Institute for Participatory Management and Planning, 969 Pacific St., Suite D, Monterey, CA 93940-4447. (408)373-4292.

III. Provide copies of Proactive Strategies Project's tip sheet "Ten things you can do to promote fish and wildlife management" to all agency employees. (Contact the Proactive Strategies Project for more information on how to obtain color copies of the tip sheet.)

Ten Things You Can Do to Promote Professional Fish and Wildlife Management

- ☞ *Project the most positive, professional image possible to the public.*
- ☞ *Do not remain silent on anti-management issues. Let the public know that you are a professional who is dedicated to the well-being of wildlife populations.*
- ☞ *Increase your effectiveness and visibility by joining organizations that support professional fish and wildlife management.*
- ☞ *Use informal contacts to explain fish and wildlife management to your family, friends, neighbors and others in your community. Discuss some of the concerns you may have about the future of wildlife conservation (e.g. habitat loss, anti-management sentiments, etc.).*
- ☞ *Get involved in educating kids about fish and wildlife management. Volunteer to talk to youth groups, scouts, hunter education classes and others. Fish and wildlife management is a great story to tell.*
- ☞ *Implement and promote a "wildlife professional in the schools" program where agency employees visit classrooms (grade school, high school and college) to give slide presentations and talk about fish and wildlife management.*
- ☞ *Get involved in educating the public about fish and wildlife management and conservation. Volunteer to give presentations to women's groups, PTAs, Chambers of Commerce, and other "nontraditional" constituents about wildlife and wildlife management.*
- ☞ *Write letters to the editor supporting fish and wildlife management, and when appropriate, refuting inaccurate information. Take the high road – present facts without attacking opposing viewpoints.*
- ☞ *When you see or hear a television, print media, or radio message that promotes animal rights or is anti-management, call and/or write the sponsoring companies and station manager to express your concern. Offer to give your point-of-view.*
- ☞ *Learn more about animal rights and the anti-management movement, especially local groups and individuals. Do not assume that you understand each individual's or group's values and concerns. It is easier to handle people in adversarial situations when you know the players and understand their values.*

Proactive Strategy #4: Workshops with Animal Activists

Issue: Dealing effectively and proactively with animal activist issues requires a thorough understanding of animal activists' point-of-view and philosophy. It is critical to know where local activists stand; local activists' viewpoints may vary considerably from national activist leaders and organizations. To obtain first-hand understanding of local animal activists, it is necessary to open lines of communication with these individuals and organizations.

The IAFWA's Proactive Strategies Project sponsored regional workshops between animal rightists, animal welfarists, and fish and wildlife agency personnel to obtain first-hand knowledge about activists' values, philosophies, and feelings about wildlife management. The workshops were successful and proved to be an effective way to bring animal activists and agency personnel together to discuss their viewpoints and wildlife issues.

Objective: Agencies should meet with local animal activists to discuss differing perspectives and values about wildlife, and to search for whatever common ground may exist.

(The strategy below provides a mechanism to hold a formal meeting; informal meetings are outlined in strategy #2.)

Suggested strategy:

I. Determine why, where, when, and how the meeting/workshop will be held.

A. Write an objective statement - why are you holding the workshop?

Sample objective statements might read:

"To identify, analyze, and prioritize animal welfare and animal rights issues and perspectives as related to wildlife management."

"To better understand the difference between animal welfare and animal rights."

"To establish a working relationship with local animal activists."

"To identify common issues with animal activists." (e.g., habitat issues, wildlife rehabilitation, poaching).

B. Choose a "neutral" meeting place - a meeting room in a hotel, a library, a school classroom, etc.

C. Hold the workshop on a Saturday or Sunday so the activists can attend without taking time off work.

D. Hire an independent facilitator to run the workshop.

E. Inform local sportsmen's organizations of your intent to hold the workshop, and the purpose of the workshop.

1. You will need to assure these groups that you are not abandoning traditional constituencies by meeting with the opposition. Your agency has a responsibility, as a public agency, to attempt to depolarize the conflict with animal rightists.

2. Some sportsmen's groups will want to participate: **we recommend that they do not participate in the initial workshop(s).** It can be difficult for a facilitator to moderate a workshop with animal activists and agency personnel present, adding sportsmen can be the "straw that breaks the camel's back". **Sportsmen can participate in future meetings with animal activists.**

II. Identify (see strategy #2) and invite potential participants.

A. Include only those organizations that have wildlife as their sole issue, or as a major issue (unless you want to talk about other issues such as biomedical research, livestock farming, vegetarianism, etc.).

B. Invite local animal rights and animal welfare organizations or regional offices of national organizations.

1. Write letters to (or phone) local leaders/regional coordinators explaining the purpose of the workshop, where and when it will be held, who is being invited, and that a neutral facilitator will run the meeting. You may also want to explain what is expected from them at the workshop (e.g., no formal presentations are expected, participants will interact informally through group discussion and analysis of issues).

2. Each organization should be asked to send 1 or 2 representatives to the workshop. Most facilitators prefer to work with a maximum of 10-12 people; if there will be more people present, you will need additional facilitators.

3. Provide the name and phone number of a contact person activists can call for more information about the workshop (some will wonder what you're up to), and to register their representatives. Send out a followup letter and a preliminary agenda for the workshop.

4. One agency representative should participate for every 1-2 animal activists that accept the invitation. Try to ensure that the workshop participants are evenly balanced between agency representatives and activists. If it must be unbalanced, make sure there are more activists than agency representatives (to avoid the appearance of an agency "ambush").

As you write the invitation, keep in mind that you are inviting activists to participate in a potentially threatening situation (to them), particularly if they have never met face to face with anyone from your agency before.

When activists call to register, read through the list of invitees, and ask them if they know of any other groups that have been accidentally overlooked.

III. Plan security measures in advance, in case of protest. Generally speaking, protests are less likely to occur at a workshop with local activists than if national organizations or leaders are involved.

A. A possibility always exists that some organizations will attempt to turn the workshop into a media opportunity and organize a protest outside the meeting place.

1. Ask the facility where the workshop will be held what their policy is regarding protestors; if they don't have a policy, request that protestors be required to remain outside of the building (this may not be possible if the meeting is held in a public building).

2. Ask the local police department to inform your agency if any group requests a permit to protest outside the meeting place.

3. You may want to plan on having a plainclothes policeman on duty outside of the building the day of the workshop. Avoid at all costs the presence of uniformed agency law enforcement personnel or uniformed police officers.

Be aware that some agency personnel may see this as a potentially threatening situation. Be sure to keep them fully informed as to the purpose and structure of the workshop.

4. Check any local animal activist telephone hotlines for messages to their membership asking for protesters for planned public demonstrations outside the workshop.

B. Prepare a written statement about the purpose of the workshop, that all local and regional animal activist organizations (that focus on wildlife issues) were invited to participate, and that the agency is trying to learn all it can about alternative points of view. Bring the statement to the workshop, in the event of a protest.

C. Choose a spokesperson in advance who will speak with the media in the event of a protest.

If a protest occurs:

1. Have your spokesperson give his/her statement to the media about the workshop and hand out the written statement. It is recommended that your spokesperson appear on camera alone, not debating a protester. However do not create a problem by demanding that the media interview your spokesperson by him/herself. If your spokesperson is trained at handling controversial situations, he/she can look good on camera if protesters look or act unreasonable.

2. Have your spokesperson invite protesters to choose a representative to join the workshop as a participant. Asking protesters to participate will often defuse the protest. Make sure that other workshop participants and any media present know that you asked the protesters to participate.

3. In the event that the protesters are sportsmen, have the spokesperson and statement to the press prepared as above. It should be clearly explained to both the media and the protesters that sportsmen will be involved in future workshops and why they were not included in this first meeting.

4. Drawn by the controversy of a protest, some media representatives may ask if they can sit in on the workshop.

a. Ask workshop participants how they feel about media presence in the workshop. If they are not opposed to media presence, you may consider letting one media representative sit in on the workshop. However, we recommend against this, in the interest of open and frank discussions between workshop participants.

b. Offer to provide a summary report of the workshop to the media after the workshop.

5. If large groups of protesters insist on entering the room where the workshop is being held, cancel the workshop and reschedule it.

IV. The day of the workshop:

A. Have name tags and a participant list prepared in advance; ask participants to verify their names, addresses and telephone numbers as they arrive for the workshop.

B. Since the agency personnel know each other, ask them to sit next to an activist and avoid sitting together with other employees.

Agency personnel should not wear uniforms to the workshop.

C. Let the facilitator run the workshop.

V. Followup

A. Mail a summarized workshop report to participants and agency administrators, as well as to sportsmen or conservation organizations that request them.

B. The scheduling of future workshops and involvement of additional interests as participants (e.g. sportsmen) will depend on the outcome of the first workshop. We found that most activists wanted to have additional meetings to discuss issues and perceptions.

C. Explore common ground between animal activists and your agency; work with the groups on these issues, where possible.

Proactive Strategy #5: Agency Research Protocols

(This strategy is based on the U.S. Animal Welfare Act, and may not apply to provincial fish and wildlife agencies.)

Issue: As a result of the 1986 amendments to the Animal Welfare Act (7 U.S.C. 21-31 et seq., as amended), the Animal and Plant Health Inspection Service (APHIS) recently released its final rule on the use of, and acceptable procedures for, animals in research. The new regulations call for the creation of an overseeing administrative body at each research facility, referred to as the Institutional Animal Care and Use Committee (IACUC). IACUCs will be authorized to determine if current or planned procedures are humane and are consistent with the Act's intent, and will report to USDA whether or not procedures are acceptable. Each committee is required to have at least three members, one of whom is not affiliated with the facility (likely to be drawn from the general public). This will potentially open up the committee to participation by animal activists who may seek to stop animal research projects. It is expected that every facility that conducts research will require a committee.

The final revised rule provides for an exemption from committee review if the facilities and procedures involve studies of living animals in their natural habitat, and procedures that do not involve "surgical invasive procedures" or do not cause "long-term harm or materially alter behavior". Although this would appear to exempt state fish and wildlife agency research efforts, discussions with the U.S. Fish and Wildlife Service and APHIS indicate that this is not likely to be the case and many common procedures will come under IACUC scrutiny.

Standard Fish and Wildlife Research and Management Techniques

Included in IACUC oversight	*Exempted from IACUC oversight*
Drug injections	*Blood sampling*
sedatives	*Capture/Recapture*
immobilizers	*Bio-communications Studies*
all other drugs that alter awareness and reaction time of animals	*playbacks*
Toxicant testing	*Routine capture and measurements*
Predator/Species control	*weights*
Amputation of limbs	*age/sex*
Implanting transmitters transponders	*size*
Trapping and transplanting animals	
Subcutaneous tagging	
"Game farming"	
Lethal control methods	
Animal sacrifices	

Objective: Every state fish and wildlife agency should establish research procedures/policies, create an Institutional Animal Care and Use Committee (IACUC) to review research projects conducted by or for the agency, and maintain a compendium of all ongoing research involving animals.

Suggested strategies:

I. Institute a research protocol review procedure designed to ensure consistency of animal use in research activities within the guidelines of the Animal Welfare Act and other regulations.

A. The Wildlife Society has adopted "Research Guidelines for Proper Care and Use of Wildlife in Field Research" which can provide a model.

B. Compile an index of all regulations, guidelines, laws, and agency policies that currently affect your agency's use of animals in research. The index should be updated as needed and should be available to agency personnel to respond to inquiries about agency requirements for humane standards.

II. Establish an IACUC for the purposes of administering the animal-use-in-research protocol review procedures.

State agencies should take the initiative to institute the IACUCs required under the Animal Welfare Act regulations as soon as possible in an effort to select committee members that are supportive of animal research.

III. Create and maintain a summarized index of projects conducted by or for the agency which involve the capture, use, or sacrifice of any fish or wildlife species.

A. Maintain a 1-2 page summary sheet explaining the purpose, design, and benefit of each research project.

B. For each project where animals are used (include projects that involve trapping and tagging animals, fisheries projects, and projects contracted out to universities) have the project leader outline:

1. The purpose of the project: questions it seeks to answer, reasons why it is beneficial to wildlife or humans, person to be contacted for more information.
2. The species and number of animals used, and reason for selection.
3. General procedures involved.
4. Steps taken to ensure minimal pain and/or distress to animals.
5. Results of the project to date and any problems to which they have been applied.
6. Non-animal methodologies used as adjuncts in the study (e.g., cells, computer simulations), if any. If none used, explain why they are inappropriate.

Summary sheets can be handed out to the media or used by agency personnel to explain a particular research project if an animal activist organization calls into question the use of animals in a research project, or the necessity of the research.

IV. Design a public information program to emphasize the ecological soundness, scientific validity, and necessity of wildlife research.

Proactive Strategy #6: Comprehensive Data Assessments

Issue: One of the most frequent and effective approaches animal activist organizations have used to oppose management programs is to challenge biological data. These challenges may take place in the courts, legislatures, voter initiatives, agency and public meetings, and in the media. Good data provide the basis for proper management and for countering challenges by animal activists. Agencies must clearly document that 1) research and management of wildlife populations is sufficient and scientifically valid, and 2) human use will not harm the managed population.

Objective: Every fish and wildlife agency should evaluate available data for managed populations, especially those which are harvested and those whose management is controversial.

When agency biological data is made suspect through challenge, important management capabilities may be weakened or lost.

Suggested strategy:

I. Assess current data for managed populations.

These data are important to show the courts, the media, and the public that research and management of the population in question is sufficient and scientifically valid.

A. Sufficient data should be on hand to assess age and sex ratios, natality and rearing success, and survival and mortality rates.

1. An adequate estimate of population levels is necessary in most instances when challenged in court.

2. These data should be summarized into a one page document for quick reference and easy use.

Summary documents can be critical to providing an adequate response to a media request for information.

B. Develop an assessment of the impacts of hunting, trapping, or fishing, on managed and unmanaged species.

1. This assessment should include effectiveness of seasons and bag limits.

2. Data should also illustrate the efficacy and humaneness of methods of take.

3. These data should be summarized into a short document (one page) for quick reference and easy use.

Species to consider: black bear, grizzly bear, waterfowl, bobcat, mountain lion, beaver, white-tailed deer.

C. Pay particular attention to those species whose management is currently being challenged in other states, provinces, and countries. Good research data are necessary to ensure continued management of wildlife, particularly those species used in international trade (such as CITES and EEC trapping regulations). Research data on species that are prominent in the media and with the public, or those that involve controversial management techniques, should also be thoroughly reviewed. The issue analysis procedures outlined on pages 19-31 will help you prioritize species and management practices that need to be considered.

D. Determine if data need to be collected or updated to support your agency's management of fish and wildlife. Develop and implement a data collection strategy to obtain any needed data.

Proactive Strategy #7: Alternative Management Methods Research

Issue: Fish and wildlife agencies are often criticized for not thoroughly considering alternatives to lethal control or management of populations. However, most nonlethal alternatives are not comparable in cost, efficiency, or reliability as lethal methods.

Objective: Fish and wildlife agencies should keep up-to-date on the research and development of alternatives to lethal population management methods, and the advantages/disadvantages of new methodologies.

Suggested strategy:

I. A standing committee should periodically review ongoing alternative management techniques projects and research.

A. Conduct literature review of non-lethal methods of wildlife population control.

B. Identify settings, situations, species, and methodologies for which non-lethal control methods are feasible - birth control, supplemental/artificial feeding programs, capture and relocation, depredation payments to compensate landowners for livestock/crop loss, and others.

Obtain and distribute copies of the brochures, "An Evaluation of Deer Management Options" and "An Evaluation of Fur Resource Management Options" from IAFWA's Proactive Strategies Project.

C. Compile a list of methods commonly suggested as alternatives to lethal control methods and the rationale behind the agency's decision not to use them (e.g., difficult to implement on a wide scale, cost prohibitive, etc.).

II. Support research on new methods of wildlife population control and studies that determine the efficacy of alternative methods to lethal control.

Proactive Strategy #8: Dealing with Extremists

Issue: Fish and wildlife agencies are increasingly challenged by extremist individuals and organizations. Individuals and organizations fitting the definition of an extremist range from animal rights activists to those who support unconditional wildlife use. Animal rights extremists oppose most wildlife management practices, particularly hunting, fishing, and trapping. "Pro-use" extremists oppose any changes in program that restrict any activities to which they have become accustomed. Radical pro-use extremists tend to describe management changes made for any reason (including changes based on biological data) as fish and wildlife agencies "giving in" to animal rights pressure. Agencies may find dealing with pro-use extremists particularly challenging, because in many cases these groups have traditionally been the strongest supporters of fish and wildlife agencies.

Fish and wildlife agency response to extremists must be based on learning how to approach individual situations. Countering extremism is not something that can be described in a standard strategy – agency response depends on the extremists and the situation. Agencies are not powerless against extremist tactics; agency personnel can be trained to effectively handle extremist behavior.

Effectively dealing with extremists requires understanding their values, goals, strategies, and tactics, and using this information to minimize their impact.

Objective: Fish and wildlife agency personnel should obtain training on how to effectively handle extremist groups and tactics.

Suggested strategy:

I. At least one person (preferably more) in your agency should be trained in managing extremism. Training with which we are familiar:

A. Dealing with Extremists. The Institute for Participatory Management and Planning, 969 Pacific St., Suite D, Monterey, CA 93940-4447. Tel (408)373-4292. Course can be arranged in-house.

B. Mongoven, Biscoe and Duchin, Inc. Suite 300, 1100 Connecticut Ave., NW, Washington, D.C. 20036. Tel (202)429-1800. Can provide training to individuals or groups.

A number of books can provide insight into animal activists and pro-use extremists:

Newkirk, I. 1992. Free the animals: The untold story of the Animal Liberation Front and its founder "Valerie". Noble Press, Chicago. 372pp.

Scarce, R. 1990. Ecowarriors: Understanding the radical environmental movement. Noble Press, Chicago. 291 pp.

Manes, C. 1990. Green rage: Radical environmentalism and the unmaking of civilization. Little, Brown and Company, Boston. 291 pp.

Arnold, R. 1987. Ecology Wars. The Free Enterprise Press, Bellevue, Washington. 182pp.

Proactive Strategy #9: Position Statements

Issue: When a fish and wildlife agency program or policy comes under attack, agencies with no previously established position statement are at a disadvantage. The public will support reasonable, well-conceived statements that detail the agency's official position regarding responsible use of wildlife. Fish and wildlife agencies need to identify, clarify, and communicate organizational values to the public in order to maintain public support in the face of challenges from animal activist organizations and other special interest groups.

Objective: Each state and provincial agency should develop position statements on animal rights, animal welfare, responsible human use of wildlife, hunting, trapping, and fishing. Development of position statements on other agency-supported activities that involve human use of natural resources should also be considered (e.g., timbering practices that benefit wildlife).

Suggested strategy:

I. Develop and adopt position statements on animal rights, animal welfare, responsible human use of wildlife, hunting, trapping, and fishing.

A. Position statements by other fish and wildlife agencies may provide a useful template for development of your agency's position statement(s) (see sidebar).

B. Other organizations' position statements may also provide useful background for your agency's position statements (see sidebar).

Contact the following agencies and organizations for copies of their position statements:

On hunting issues: Texas Parks and Wildlife Dept.

On harvest of fish, forest and wildlife resources: Missouri Dept. of Conservation

On humane treatment of fish and wildlife: Missouri DOC, American Society of Mammalogists, Minnesota DNR

On responsible human use of fish and wildlife: The Wildlife Society, International Association of Fish and Wildlife Agencies

On traps, trapping, and furbearer management: Arizona Game and Fish Dept., Wisconsin DNR, The Wildlife Society, International Association of Fish and Wildlife Agencies

II. Provide copies of position statements to agency employees. It is important that all agency personnel give the same answer when questioned by the public or the media about your agency's organizational values and official position on controversial issues.

Use statements from your position statements in news releases, media interviews, and agency publications where applicable to strengthen agency position and image.

III. Provide the appropriate position statement to the media and the public whenever your agency is discussing human use of wildlife, or whenever a controversy arises over a particular wildlife-related activity.

Proactive Strategy #10: Expert Witnesses

Issue: Increased litigation against fish and wildlife agencies is taking an increasing amount of agency time and funding. Most fish and wildlife agency employees are not trained to be expert witnesses and consequently cannot always effectively support fish and wildlife management in court.

Objective: Every fish and wildlife agency should train personnel in each area of expertise as expert witnesses. These personnel could also serve to prepare other agency personnel to be effective expert witnesses.

Suggested Strategy:

I. Train appropriate agency personnel how to be an expert witness.

A. Local experts provide familiarity with the local situation as well as expertise in a subject area. In some states/provinces, local experts have more credibility in court than "outside" experts.

B. Train personnel from several areas of expertise to be expert witnesses (e.g., deer management, waterfowl management, fisheries management techniques, trapping, etc.).

C. Trained personnel can then assist other employees in becoming expert witnesses.

D. Available training:

1. "Expert Witness Seminar" (EL 305): U.S. Fish and Wildlife Service/National Ecology Research Center. For more information: Henrietta Cullinane, Office of Conference Services, Rockwell Hall, Colorado State University, Fort Collins, CO 80523, (303)491-7767.

2. Contact your state/provincial attorney general's office for guidance with establishing your expert witness's approach.

The person you want supporting your agency in court needs to be an expert in his/her field and an expert in testifying.

Proactive Strategy #11: Speakers' Bureau

Issue: Fish and wildlife agencies usually find it difficult to get media coverage of wildlife management activities except when faced with a controversial situation. Animal activists, on the other hand, receive fairly constant media coverage because of the controversial nature of their beliefs and actions. Reliance on the media to provide information on wildlife management to the public can lead to public misperceptions, because information is presented only in the context of controversy. Fish and wildlife agencies need to develop mechanisms to communicate directly with the public about the benefits and successes of wildlife management and programs the agency offers.

Objective: Each state and provincial fish and wildlife agency should create a speakers' bureau to explain wildlife management and agency programs to the public.

Suggested strategy:

I. Choose a contact person/coordinating body for the speakers' bureau.

A. Agency Information & Education division.

B. Agriculture and Extension Service personnel.

C. Universities.

D. Volunteers (e.g., sportsmen, wildlife professors and students).

E. State/provincial chapter of The Wildlife Society.

II. Recruit volunteer speakers to participate in the bureau.

A. Sportsmens organizations.

B. Wildlife departments at universities.

C. Fish and wildlife agency personnel.

D. Ag/Extension personnel.

E. Community/statewide leaders that can speak to the subject (e.g., a popular sportswriter can be an effective speaker).

It is critical to effectively communicate positive aspects of wildlife management and agency programs to the public.

Speakers' bureaus are suggested as a complement to media relations strategies (see strategies #12, 13); similar messages about professional wildlife management should be emphasized.

Consider asking a local celebrity to make presentations.

III. Develop presentations.

A. Use available expertise in developing slide presentations.

1. I&E division personnel.
2. University graphics production services.

Consider developing a presentation discussing hunting, fishing, and trapping:

- ***harvest of excess animals***
- ***result of non-harvest***
- ***millions of people enjoy these activities as recreational pursuits***
- ***personal decision involved***
- ***economic value of hunting and fishing to your state/provincial and local economy***

B. Stress beneficial aspects of wildlife management and describe agency successes to date.

C. Advertise and promote agency programs that appeal to nontraditional constituents.

IV. Train and coordinate speakers.

A. Speakers must be able to communicate in layman's terms.

B. Ask speakers to commit to three or four presentations per year in or near their home towns.

C. Set up a communication system between speakers.

1. Determine successful approaches.
2. Compile lists of audiences and presentations given.

Prepared presentations should be modified to suit different audiences.

Potential audiences include: chambers of commerce, service and fraternal organizations, League of Women Voters, banker's associations, religious groups, garden clubs, press clubs, scouting groups, sportsmen's groups, schools, science teachers, libraries, etc.

Proactive Strategy #12: Proactive Communication Plan

Issue: Fish and wildlife agencies need to develop and maintain contacts with the media and elected officials in an effort to increase communication and maintain support for wildlife management and agency programs. Regular contact with media correspondents can develop positive relationships that can help your agency in the event of a controversy by: 1) giving your agency an opportunity to present its side of the issue, and 2) informing the public about the issue before it generates negative publicity. Proactive development of a communications plan can ensure that your agency is ready for any critical situation with fast, accurate, and thorough information for commissioners, the media, elected officials, and the public.

Objective: Fish and wildlife agencies should implement proactive measures for communicating with agency commissioners, the media, legislators, and the public about wildlife management and agency programs.

Suggested strategies:

I. Develop and implement proactive communications strategies.

A. Provide information on the animal activist movement to all agency commissioners and their staff.

Keep commissioners fully informed on animal activist issues and campaigns.

1. Differentiate between animal welfare and animal rights.

2. Sensitize your commissioners to animal activists' values and philosophy.

3. Discuss the values and goals of local animal activist organizations and individuals.

4. Reiterate your agency's position on animal rights, animal welfare, consumptive uses of wildlife, and responsible human use of wildlife (see strategy #9).

B. Maintain ongoing relationship(s) with the media.

Provide opportunities for agency interactions with media representatives: hold press luncheons, annual conferences or seminars, personal interviews, etc.

1. Communicate regularly with members of the media about agency programs, goals, actions, or specific events. By developing a working relationship, you increase the probability that media representatives will come to you with questions in the event of a controversy, and give you a fair opportunity to present your side of the story.

2. Develop contacts with non-sport's page reporters, environmental writers, editorial boards, television reporters, radio news personalities, etc. These contacts are critical since the TV or newspaper reporter most likely to cover a controversial story will be someone other than the regular wildlife beat reporter.

Encourage media trained agency personnel (see strategy #13) to interact on a regular basis with local media representatives.

3. Encourage all trained staff to work with reporters on non-controversial topics (with the reassurance that they can kick tough questions "upstairs"). For highly sensitive subjects, one agency spokesperson should be designated as the contact person for media

inquiries - this is essential to maintain continuity and control of controversial topics.

4. Provide story leads to the media.

C. Maintain an ongoing relationship(s) with elected officials.

1. Provide information on current wildlife issues to elected officials, town councils, county commissioners, and other policy makers regularly.

2. Concentrate on events/issues that impact each official's district or jurisdiction.

D. Present the benefits of wildlife management to the public through the media.

1. Increase the use of news releases, agency magazine articles and constituent newsletters to "get the word out" about wildlife management and your agency.

2. Increase efforts to inform the public about wildlife management success stories.

E. Provide information about the animal activist movement and the values of hunting, fishing, and trapping to license holders.

1. Provide current license holders with information about the animal activist movement, professional wildlife management, and the values of hunting, fishing, and trapping (see strategy #23).

2. Provide information as above to students in hunter education classes (see strategy #23).

Learn how print and broadcast media function to better understand how to meet their needs and how media representatives respond to specific situations.

Crisis communications plans should be designed for speed, accuracy, thoroughness, consistency, and credibility.

II. Proactively develop a "crisis" communications plan.

A. Using your agency's position papers (see strategy #9), develop summary sheets on hunting, fishing, trapping, and responsible human use of wildlife that all agency personnel can have on hand in the event of a crisis. These statements can also be integrated into press releases about specific crisis incidents.

B. Agency spokespeople should receive special training on animal activist philosophies and issues, on how to handle these issues when questioned by the media, and on proper appearance and vocalization (see strategies #2, #13)

C. Communication plans for critical situations should be a component of the issue management plans developed previously (see pages 19-31 of this handbook).

If your agency learns there will be a deer hunting protest in one week at a particular wildlife management area, information should be released to the press during the week prior to the protest about the management area, the deer herd, and agency policies regarding deer management and hunting. Releasing information to the press in advance gives you an opportunity to present your side of the issue, informs the public about the issue before negative publicity is generated about your agency, and increases the likelihood that the protest will be a "non-event" when it occurs.

III. Develop a followup mechanism to determine how well your agency's messages are coming across with key audiences.

Proactive Strategy #13: Media Training, Outreach

Issue: Most professional resource managers have little experience in communicating with the media, especially in controversial situations. Conversely, most media correspondents are not familiar with the concepts of resource management, and cannot interpret managers' technical language.

Objective: Fish and wildlife agencies need to train personnel to effectively handle media requests for information and interviews. This can be addressed with a two-pronged approach: professional media training and an organized process of media contact and outreach.

Suggested strategies:

I. Create a cadre of trained professionals within your agency to interact with the media and be spokespeople for wildlife management.

A. Train key agency personnel on how to effectively convey agency mission, philosophy, policies, and the fundamental principles of wildlife management to the media.

B. Determine who should attend training

1. Include personnel from all divisions of the agency (do not restrict this training to I&E personnel) and all regions of your state or province.

2. Selected individuals should be articulate, even-tempered, presentable, authoritative, and have the support of their supervisors to participate.

II. Conduct training

A. Three levels of media training are available. They are:

1. Individual training: Generally used when there is only one person who will deal with media contacts (a director or single spokesperson). Individual training provides attention to specific issues, correction of individual weaknesses, and interactive training. The individual is also critiqued on interviewing skills and videotaped to improve weaknesses. Individual training costs the most per person trained.

2. Group training: Used to prepare small groups of people for the spokesperson role. Training intensity varies depending on the prior experience of the group and the number of participants. Group training can be done in-house, and can give special attention to your agency's specific needs in a private setting. In this type of training, individuals are usually given the opportunity to practice being interviewed on camera, but receive fewer opportunities for additional practice and retaping than those in the individual training.

At the Hunting Heritage Conference held July, 1992, in Bozeman, Montana, NBC news environmental reporter Roger O'Neil said, "[Animal rights activists] are much, much better than [sportsmen and fish and wildlife agencies] at getting my attention. When it comes to dealing with the media, you are first-graders, and they are Harvard graduates." O'Neil also pointed out that animal activists hand-pick accomplished public speakers to be their spokespeople, while individuals supporting hunting generally appear restrained but inarticulate when interviewed by the media.

3. Seminars: Used to address general topics and issues. Participants are presented with basic principles and techniques of interviewing with the media, but do not get individual attention or practice being interviewed on camera. Cost per individual is lower than either individual training or group training.

B. Course content should include:

1. Establishing and maintaining relationships with members of the media.

2. How the media operates (responsibilities, deadlines, audience, etc.).

3. How to talk about wildlife management in "layman's terms".

4. How to detect when a reporter is attempting to create a controversial atmosphere and how to handle combative questions.

5. For television interviews: How to get your point across in 30 seconds or less (speaking in "sound bites"). For print interviews: How to talk to a print reporter versus a television reporter.

6. How to dress for television interviews.

7. How to address television, radio, and print media. Each type of media presents requires unique skills for maximum effectiveness.

8. Practice being interviewed in both easy and combative media situations and by both television and print reporters.

If the costs of media training are prohibitive, a reference book that may prove helpful in lieu of training is ***Mastering the News Media Interview: How to do successful television, radio and print interviews.*** *Stephen Rafe. 1991. Harper Business Publishers.*

III. Media contact and outreach

A. Identify media contacts:

1. Television (assignment editors, news reporters, sportscasters).

2. Radio (talk show hosts, popular DJs, news reporters).

3. Print (editors, environmental reporters, outdoor writers and sports writers).

B. Encourage resource managers who have received media training to contact media correspondents in their region of your state/province.

Consider providing pre-printed telephone rolodex cards with the names and phone numbers of agency contacts to key members of the media.

1. Offer their expertise as a source for future wildlife-related stories.

2. Invite media personnel to visit agency offices, wildlife management areas, new facilities, or to observe special projects.

3. Visit media representatives in their offices.

4. Provide story leads (ideas and leads only).

OPTIONS FOR MEDIA TRAINING

Many options exist for media training for state and provincial fish and wildlife agency personnel. The Proactive Strategies Project can arrange various levels of service for state and provincial agencies, ranging from one day sessions with many participants to week long sessions with a smaller group. Funding availability will undoubtedly determine which option is chosen.

Proactive Strategies staff have contacted a number of media training firms to obtain prospectuses on services, costs, etc. A prospectus from one firm, which has experience with extremist group methodologies, has been used to develop options and estimated costs listed below. Cost estimates from this firm (approximately $4000/day) are in line with other "top flight" media training firms.

The following session types have been suggested:

1) 2 days for 10 people, includes:
- *a) introductory seminar containing overview of media techniques, preparing for the interview, interview techniques including leading situations, telephone interviews, news conferences, and "ambush" and crisis situations.*
- *b) on camera training and critique, at least two sessions per person*
- *c) cost = $8,000 (1993 cost estimate)*

2) 1 day for 10 people, includes:
- *a) introductory seminar containing overview of media techniques, preparing for the interview, interview techniques including leading situations, telephone interviews, news conferences, and "ambush" and crisis situations.*
- *b) on camera training and critique, one session per person*
- *c) cost = $4,000 (1993 cost estimate)*

3) 1 day for more than 20 people, includes:
- *a) introductory seminar containing overview of media techniques, preparing for the interview, interview techniques including leading situations, telephone interviews, news conferences, and "ambush" and crisis situations.*
- *c) cost = $4,000 (1993 cost estimate)*

Proactive Strategy #14: Popular Press Articles

Issue: Most information on wildlife management and conservation is presented to the public through outdoor writers and the outdoor press. This system of information dissemination reaches many sportsmen/women with a positive wildlife management message. Unfortunately, those members of the general public who do not read the sports section of the newspaper (where most outdoor writers' columns are located) or purchase hunting or fishing magazines are not exposed to positive messages and information about wildlife conservation.

Objective: Fish and wildlife agencies should encourage fish and wildlife professionals and outdoor writers to submit articles about management and conservation to nontraditional sources.

Suggested strategy:

I. Encourage submission of articles about wildlife management and the economic and intrinsic values of wildlife-related recreation to the "popular press".

A. Articles could be written by:

1. Agency personnel.
2. Wildlife professionals from colleges and universities.
3. Local outdoor writers.
4. Local environmental writers/editors.

B. Articles should be written for and targeted at whatever segment of the population the publication serves.

Try to place articles in:

Major state/provincial newspapers, other than the sports section.

Popular magazines that target specific audiences.
- ***Women's magazines (e.g., Redbook, Woman's Day, Lear's).***
- ***Men's magazines (e.g., Esquire, Gentlemen's Quarterly).***
- ***Magazines targeted at urban/suburban living (e.g. Chicago Magazine, The Washingtonian, The New Yorker).***
- ***Magazines targeted at youth (e.g., Cosmopolitan, Seventeen, Glamour).***
- ***Magazines targeted at specific ethnic groups (e.g., Ebony, Essence magazine).***
- ***Current events magazines (e.g., Time, Life, Reader's Digest).***

Proactive Strategy #15: Educational Opportunities

Issue: North American society is becoming increasingly urbanized and multicultural. With this demographic shift come differing attitudes toward, interest in, and involvement with wildlife. Societal changes will influence the way agencies educate citizens about wildlife, habitat, and wildlife management efforts within their state/province. Many agencies have not yet capitalized on these changes and have few information/education/recreation opportunities available to attract and educate nontraditional constituents about wildlife.

Objective: Fish and wildlife agencies need to recognize and accommodate changing societal needs in their educational plans and provide experiences that inform and educate nontraditional constituents about wildlife and wildlife conservation.

Suggested strategies:

I. Assess the needs and interests of target constituent groups (see strategies #26, 27).

II. Plan/design opportunities to match the needs/interests identified in (I).

III. Provide opportunities/facilities close to metropolitan areas in your state or province.

A. Urban nature centers.

1. Consider developing facilities specifically targeted at inner city constituents.

a. Facilities designed to reach inner-city populations will require an innovative approach, like mobile nature centers.

b. Interpretive programs and displays should deal with urban wildlife and natural resource issues. They should also attempt to relate conservation messages to inner-city or minority cultural values and experiences.

2. Commit to developing a top-notch facility that will communicate an image of credibility and professionalism for your agency.

Ensure that opportunities you offer are accessible to public transportation.

B. Outdoor access areas.

Facilities should be staffed by interpreters who reflect the racial or ethnic diversity of the communities they serve.

C. Education centers (terrestrial and/or aquatic).

1. Facilities can range from traditional nature/interpretive centers, to interpretive exhibits in area offices or hatcheries, to kiosks in city parks or open space, to displays at rest areas, to cooperative displays at zoos and museums, to mobile nature centers.

D. Urban wildlife management demonstration areas.

1. Demonstrations could include wildlife food and cover plantings, snag and den tree management, water impoundments and control structures, stream improvements, nestboxes and feeders, wetland management demonstration, forest management for wildlife, and wildlife plantings.

Consider training volunteer naturalists to assist agency personnel in providing services to the public.

III. Offer a variety of activities targeted to the needs of specific audiences.

A. Talks, tours, and programs with a naturalist.

B. Special events.

Missouri Dept. of Conservation holds annual Eagle Days, Prairie Days, A Day in the Forest, A Day on the River, A Day in a Cave.

C. Interpretive waysides, trails, and exhibits that use signs, brochures and/or audio tapes for self guided experiences.

D. Wheelchair-accessible trails or photo blinds, classes on how to identify native plants/wildlife, wildlife checklists, wetland viewing sites.

Proactive Strategy #16: Law Enforcement Procedures

Issue: Most fish and wildlife agencies do not have standardized procedures for dealing with protests, hunter harassment, or civil disobedience. Since many protests are aimed at obtaining media attention, it is important that your agency plan in advance how to handle protestors and potential media coverage of the incident(s). Several state agencies have established standardized procedures and found them to be essential to providing a fast, thorough, and well-planned response to crisis situations.

Objective: Fish and wildlife agencies need to evaluate their law enforcement procedures to determine if they are adequately prepared to deal with animal activist protests, hunter harassment, and civil disobedience. Standardized procedures should be developed for all types of potentially disruptive activities.

Suggested strategies:

I. Implement necessary statutes on hunter harassment, civil disobedience, etc. to maintain resource management and recreation.

See the Crisis Response section of this handbook for general law enforcement strategies and Appendix B for case histories.

II. Establish procedures for dealing with typical animal activist protest strategies.

A. Establish clear chain-of-command.

B. Develop standardized procedures for hunter harassment, civil disobedience, protests, and hunt sabotage.

1. Develop specific strategies for different locations. For example, a protest at a commission meeting should probably be handled differently than a protest at a wildlife management area.

2. Develop strategies on who would actually be making arrests (agency officers, city, county, or state police) and where protestors would be held or taken if arrested.

3. Develop strategies for dealing with media coverage.

It is generally not a good idea to arrest protestors in front of a television camera, so a good strategy might determine how to keep protestors and media representatives in a controlled area.

C. Coordinate plans with other law enforcement agencies who may assist you during an incident.

D. Meet with other appropriate land use agencies (state/provincial and federal) to coordinate planning for potential demonstrations/harassment and to explain your agency's procedures/policies.

Consider developing a "Plan B" to address rescheduling of hunts and refund of hunt permit fees if required.

III. Document all incidents, agency responses and outcomes.

A. To assist in evaluating efficacy of standardized procedures.

B. To assist other state and provincial agencies when faced with similar situations.

C. Distribute documentation through IAFWA or law enforcement channels.

Proactive Strategy #17: Coalitions

Issue: Several state fish and wildlife agencies have joined coalitions with others who involve plants and animals in their professions/industries to inform the public about humane animal use and to work cooperatively on current issues. Cooperative efforts can serve as a useful mechanism for "getting the word out" to the public about positive aspects of animal use to North American society.

State and provincial fish and wildlife agencies should lend support to the efforts of other organizations to collectively approach common issues of animal use.

Objective: Development of a coalition in each state and province to share information and to work cooperatively on common issues.

Suggested strategy:

I. Form a coalition of industries/professions that use plants and animals to promote humane use of animals in each state or province. Potential allied groups may include:

A. Agriculture (government agencies, cattleman's associations, poultry, sheep).

B. Animal research (universities, private research facilities, medical and veterinary schools, hospitals, biomedical industry).

C. Wildlife (local wildlife federation, hunting, fishing and trapping organizations, furriers, zoos, aquariums).

II. Initiate contact with allied groups.

Coalitions have been established in Louisiana (LAFAUS: Louisiana Federation for Animal Use in Society), and Arizona (Arizonan's for Wildlife Conservation, Arizona Conservation Alliance).

A. Select leaders from potential allied groups.

B. Organize a meeting to discuss common problems, trends, and public perception in each field.

C. Elect officers.

D. Establish coalition's mission, goals, objectives, and strategies.

E. Adopt Charter and/or Constitution.

F. Apply for 501(C)3 tax status with IRS (or similar status in Canada).

III. Maintain and promote active participation.

A. Hold regular meetings with guest speakers.

B. Encourage membership from other allied groups.

C. Establish a newsletter to communicate to membership.

D. Make available information such as:

1. Speeches, position papers
2. Videos, slides, tapes, etc.
3. Teacher's kits or "hands-on" materials specifically for kids

Consider establishing a speakers' bureau on pro-use issues (see strategy #11 for a similar outline for wildlife issues).

Proactive Strategy #18: Workshops for Educators

Issue: Often, primary and secondary educators are exposed to principles of fish and wildlife management solely through Project WILD workshops. Project WILD trains educators to use the Project WILD primary, secondary and aquatic teachers' guides, and assumes that educators have basic knowledge about ecological concepts. A need exists for more in-depth primary and secondary educator training about ecology and wildlife management to make Project WILD and other conservation education programs more effective.

Objective: Provide educators with more in-depth training and exposure to basic wildlife management and ecological principles to supplement current conservation education programs.

Project WILD is designed to correlate with all school subjects (social science, mathematics, physical science, biological sciences) but educators in some of these subjects may have little or no background in ecological principles. Most Project WILD exercises include a short, introductory paragraph that provides background on the concepts being emphasized in the exercise; this paragraph is the only information provided to bring educators "up to speed" on complex concepts like population dynamics, predator-prey relationships, and aquatic systems.

Suggested strategies:

I. Offer a 3 day - 1 week workshop(s) in ecology and wildlife biology for educators each summer through local universities.

A. The workshop(s) could be team taught by wildlife biology professors, wildlife biologists from your agency, and other appropriate personnel.

B. Promote the workshop to educators when they attend a Project WILD workshop. Advertise the workshop through school districts and through fliers mailed to educators on the Project WILD mailing list for your state/province.

C. Provide continuing education college credit (many school districts require educators to take continuing education courses).

Curricula for the workshop might include an explanation of the basic concepts of wildlife management and ecology, and provide "hands-on" experience by touring wildlife management areas or fish hatcheries with a biologist or naturalist.

Offer "scholarships" for teachers who might not otherwise be able to attend, or who teach a hard-to-reach population of students (e.g., urban or suburban students, differently-abled students).

Educators who participate in additional training should receive special recognition from your agency.

II. Offer an extra day of training in the principles of ecology and wildlife management in conjunction with Project WILD training workshops.

III. Provide special workshops based on major program areas (e.g., watchable wildlife, cold or warm water fisheries, habitat)

Proactive Strategy #19: "Wildlife Biologist in the Schools" Programs

Issue: Most educators and students, particularly those in metropolitan areas, have little contact with fish and wildlife agency personnel. Often, the only agency personnel that work with schools and students are those involved with Project WILD. All agency employees should participate in outreach to schools - increased interactions with students of all ages would help familiarize both students and educators with your agency and its programs, and with wildlife conservation.

Objective: Fish and wildlife agencies should develop school outreach programs to increase their visibility with educators and students and to increase students' knowledge about wildlife conservation.

Suggested strategy:

I. Develop and promote a "wildlife biologist in the schools" program where an educator could request a classroom visit from an agency wildlife biologist, wildlife officer, wildlife manager, or other qualified employee.

A. Although some knowledge of wildlife biology is important, the best employees for outreach to schools are those who are enthusiastic and comfortable giving presentations to students.

B. Develop programs with standardized themes and messages and promote them to the schools. Program materials should be circulated to agency personnel as needed to make visits.

C. Programs could use Project WILD materials, agency-specific curricula, or a combination of educational materials. Programs could focus on any number of topics: endangered and threatened species, the importance of habitat, watchable wildlife species, deer biology, fish biology, a day in the life of a wildlife biologist, etc.

D. All agency employees should get involved - perhaps committing to making at least 2 presentations a year. Employees should work near the school they visit. This will promote local recognition of the agency employee, as well as prevent any one employee or group of employees from having to make presentations all over your state/province.

E. Special efforts should be made to encourage the participation of urban and suburban school districts in the program.

Do not overlook employees who are not wildlife biologists as potential participants in the outreach program. All qualified, adequately trained employees should be encouraged to participate, including enthusiastic non-biologists that can do a good job.

Agency personnel that normally wear a uniform should wear their uniform when visiting classrooms, especially to elementary school presentations. Young children love to ask questions about patches and pins on uniforms.

Proactive Strategy #20: Campus Contacts

Issue: Affiliations between fish and wildlife agencies and college/university wildlife departments are generally not as strong as they could be. Stronger alliances can aid in putting a more unified view about wildlife management and conservation before the public and the media.

Objectives: Agencies need to maximize contacts and opportunities to work with university personnel and students.

Suggested strategy:

Closer ties with universities could lead to mutual assistance: professors could help review agency materials, and agencies could help review materials that professors offer to their students.

I. Fish and wildlife agencies should strive to improve/increase contact with state and provincial colleges and universities.

A. Closer contact can provide a means of getting agency information into colleges, particularly into natural resource courses.

B. A program can be established where agency personnel guest lecture in undergraduate courses or at graduate/faculty seminars about wildlife management and pertinent wildlife issues.

C. Consider creating a "cooperative" university position funded by both your agency and the university. An office could be maintained by this individual at both agency headquarters and the university and his/her time each week could be evenly divided between the two offices.

D. Colleagues in the academic community can serve as expert witnesses to support agency programs in court.

Proactive Strategy #21: Urban/suburban Conservation Education Programs

Issue: The percentage of the U.S. population living in metropolitan areas increased from 56% in 1950 to 78% in 1990. Urbanization insulates many people from traditional wildlife recreation or use. Animal activist organizations realize that wildlife provides an issue that is of great interest to the public, most of whom no longer interact with wildlife on a day-to-day basis and have little or no understanding of the realities of nature. For this reason, many animal activist organizations target urban and suburban constituents.

Objective: Fish and wildlife agencies need to develop programs to inform and educate urban/suburban constituents about wildlife and wildlife management.

Suggested strategies:

I. Provide conservation education courses, workshops and seminars in urban and suburban areas of your state/province.

A. Courses, workshops and seminars should be tailored to your target audience (adult, student, suburbanites, etc.)

B. Offer adult seminars on weekends and nights, student courses during the day in summer.

Courses should have catchy titles and an atmosphere of fun.

II. Tell urban and suburban teachers, youth leaders, parents and community leaders about education and interpretive opportunities on state properties in and near their metro areas. (See strategy #15.)

Develop or update conservation education materials using urban and suburban experiences and related cultural values to demonstrate resource issues and concerns.

III. Encourage agency acquisition of urban/suburban parcels of land for education/nature centers to promote wildlife awareness, education, and recognition of your agency among new segments of the public.

Establish programs and activities which encourage urbanites and minorities to gain experience and pursue education which will qualify them for employment with fish and wildlife agencies.

Proactive Strategy #22:
Outdoor Skills Participation Programs

Issue: As North American society becomes more urbanized, proportionally fewer people hunt, fish or trap. A recent survey of state fish and wildlife agencies conducted by North Dakota Game and Fish Department found that most agencies attribute a decline in license sales to changing demographics. Urbanization, changing family structure, and competition with other forms of recreation were the top three reasons listed for declining participation. However when asked how they increase license sales, agencies reported waiving license requirements, reducing license fees, and promoting special seasons for youth. These types of incentives may increase participation among those who hunt or fish anyway, but do not address the root of the problem - the need to interest urban and suburban kids/adults in outdoor recreation and hunting and fishing.

Objective: Fish and wildlife agencies should develop programs that teach nontraditional constituents outdoor skills and wildlife-related recreational activities.

Suggested strategy:

I. Develop "buddies" programs for youth.

A program in Colorado called "Outdoor Buddies" may provide a template. Outdoor Buddies takes handicapped and underprivileged inner city kids fishing.

A. Form a partnership with a popular sports team (especially professional football, basketball, or baseball teams) where athletes team up with a young urban, disadvantaged, disabled, or single-parent boy or girl and take them fishing or hunting.

B. Form a partnership with sportsmen's and wildlife clubs where adult sponsors take urban, disadvantaged, disabled, or single-parent youth hunting or fishing.

1. The adult would attend a required hunter education or fishing education course with the boy or girl and then take them on their first hunting/fishing trip.

2. Each participating adult would commit to taking at least one child (that is not related to him/her) a year out to hunt or fish.

3. Female hunters and anglers should be encouraged to participate; they can be role models to young girls and mentor their interest in hunting or fishing.

Consider adding a special "hunting buddy" season to the beginning or end of a season.

4. Consider creating a special license (a "hunting buddy" or "fishing buddy" license) where the adult who is volunteering his/her time could buy a license at a discounted rate to go hunting or fishing with the youth for a day. (Agencies would need to establish some restrictions - e.g., the adult is an official participant in the program, only one discounted license could be purchased by an adult each year, the youth and the adult are unrelated, and the youth is 17 years old or younger, etc.)

II. Provide opportunities for nontraditional constituents to learn outdoor skills.

A. Offer outdoor education classes for women only.

1. Offer all-female classes to attract women who are interested in learning how to camp, hunt, or fish, have no one willing (or able) to teach them, and who might otherwise be uncomfortable in a coed class.

2. Consider using all female instructors. If this is not possible, use male instructors who are supportive of female participation in hunting and fishing.

3. Hold the classes in urban and suburban areas, in places where women feel it is safe to attend.

4. Consider offering child care to women while they participate in the class(es).

5. Classes can cover a wide range of skills, from basic skills to more advanced techniques (how to set up a fishing rod and choose a lure, how to clean a fish, how to clean a gun, shooting and archery skills, boating skills, how to fly fish, how to set up a tent, how to build a campfire, etc.). Some courses might focus on general outdoor skills, while others would be hunter education or fishing education courses.

6. Provide a list of local women who have expertise in archery, fly fishing, shooting sports, etc. as potential mentors for course participants.

"Becoming an Outdoorswoman" can provide a template. This program originated in Wisconsin, and is being "adopted" by other state and provincial fish and wildlife agencies.

B. Offer similar outdoor education courses for other special audiences: single parents, senior citizens, minorities, inner-city residents, suburbanites, differently-abled people.

C. Offer fishing clinics for specific target audiences in shopping malls, local schools, or other convenient locations.

Fishing clinics should be tailored to attract specific constituent groups: youth, senior citizens, women, minorities, single parents and their kids, adults 35-50 years old.

III. Promote special events to encourage nontraditional constituents to participate in outdoor activities (examples might be "Take Mom Fishing Day", "Hunting Heritage Day", "Day in the forest", "Day in the river", etc.)

IV. Support efforts to research "family hunting/fishing values". Recent studies show that the key to increasing participation in hunting and fishing may be family support/participation with youth in the activities.

Proactive Strategy #23: Educating License Holders

Issue: Hunting, trapping, and fishing license holders need to be educated on the animal activist movement, how to handle potential harassment by activists, and their rights under hunter harassment statutes. Educating license holders will enhance their ability to present a positive image of hunting, fishing, and trapping to the media and the public.

Objective: Agencies need to provide information to license buyers on the animal activist movement, and on how to handle potential protests, harassment, or confrontation by activists.

Suggested strategies:

I. Provide instructions to hunters on handling harassment by animal activists.

Indirectly, good user behavior will promote agency image with the public by minimizing perceptions of agencies condoning "slob" behavior.

A. Distribute laminated card or handout with all hunting licenses.

1. List basic wildlife management facts and "do's and "don'ts" when confronted by an activist.

2. Explain their rights under your state/provincial hunter harassment law.

3. Explain their right to consent/decline to be interviewed by the media.

Kentucky Dept. of Fish and Wildlife Resources, Wisconsin DNR, Wyoming Game and Fish Dept., the Izaak Walton League of America, and the IAFWA's Proactive Strategies Project have all developed handouts for hunters which may serve as templates.

B. Include a short session on the animal activist movement in hunter education courses for new hunters.

1. Train all volunteer hunter education instructors by 1995 about the animal activist movement and appropriate responses to potential protests or harassment.

2. Provide materials to hunter education instructors on animal activism to be distributed to new hunters.

Care should be taken to present an accurate view of the animal activist movement and its representatives.

C. Develop and deliver presentations on hunter harassment to sporting groups each year.

D. Continue to provide up-to-date information on the animal activist movement to national publications such as American Hunter, Outdoor Life, Sports Afield, etc.

II. Hunter/angler ethics.

A. Enhance the image of fishing, hunting and trapping by continuing to educate participants in outdoor ethics.

1. Train volunteer instructors how to effectively teach hunting, fishing, and trapping ethics and responsibilities.

2. Provide a list to all hunters of "what not to do"; highlight behaviors that cause negative perceptions of hunting by the general

public (e.g., don't drape deer over the hood of your car, don't go into a restaurant with blood on your hands and clothes, etc.)

3. Provide a video on ethics to hunter education instructors for use in their classes.

4. Include a paragraph on hunting ethics in publications explaining game regulations.

5. Require wildlife law violators to take a mandatory course in responsibilities/ethics before they can purchase another hunting, fishing, or trapping license.

B. Develop and promote a good sportsman/woman awards program to recognize those individuals who practice exemplary behavior.

Offer an evening course open to the public on ethics and responsibilities.

Always try to include a positive statement about hunters, hunter education, or hunter ethics when responding to media requests for information on hunting or hunting seasons.

III. All fish and wildlife professionals should encourage sportsmen and conservation organizations to promote a wider, more ecological view of their interactions with wildlife. Doing this requires nothing more than stressing the basic tenets of Leopold's Land Ethic.

Proactive Strategy #24: Reaching New Constituents

Issue: For the past 50 years, fish and wildlife agencies have relied on the financial support and goodwill of the sporting community. State and provincial agencies now need to maintain and increase public support by broadening their base of constituents. This base should include sportsmen as well as constituents who do not hunt, fish, or trap.

Objective: Fish and wildlife agencies should make a concerted effort to develop and implement programs that appeal to large segments of the public. Agency culture should also be examined for terminology or actions that may be distasteful to the majority of constituents.

Suggested strategies:

I. Assess and if necessary modify agency culture to be more encompassing of constituents who do not hunt, fish, or trap.

A. Take requests regarding nuisance or injured wildlife seriously. Ensure that the citizen is referred to a wildlife rehabilitator or given advice on how to relocate or eliminate the problem animal. Often, these requests are not taken seriously; consequently the agency develops the image that it does not care about wildlife.

Certain commonly used terms can be distasteful to many segments of the public (e.g., "harvest", "sport", "trophy", wildlife "resource").

B. Avoid using the term "nongame" to refer to nonhunted species of wildlife. Instead, use a more positive phrase like watchable wildlife or just "wildlife".

C. Consider eliminating the word "game" from the name of the agency. (Research has indicated that in some states, the public supports a name change; in others, the public feels the name should remain the same.) Although this may upset some traditional constituencies, changing your agency's name from "fish and game" to "fish and wildlife" helps assure the public that your agency is interested in all wildlife species, not solely in managing game species.

Enhance or develop Nongame and Watchable Wildlife Programs (see strategy #25).

II. Promote/highlight watchable wildlife species in agency publications.

A. Highlight watchable wildlife species and viewing opportunities in agency brochures and maps as they are revised.

B. Produce an agency calendar focusing on watchable wildlife species and seasonal events.

C. Produce state and province-wide guides and videos to wildlife viewing on public lands.

D. Develop and distribute state/province-specific bird, plant, and herp checklists. Consider developing similar guides for specific wildlife management area units, especially areas that have high visitor use.

III. Expand existing plans to include watchable wildlife.

A. Develop watchable wildlife/endangered species displays at interstate rest areas, airports, state/provincial/city parks.

B. Promote 2 watchable wildlife special events on agency administered areas within each region annually.

C. Increase information provided to the media explaining agency administered threatened and endangered species programs, watchable wildlife, and the role of wildlife management in protecting wildlife habitat and populations.

D. Use available display space to highlight nongame wildlife and ecosystems.

IV. Support cooperative projects with other agencies, utility companies, etc.

A. Provide viewing areas at hydro facilities.

B. Develop interpretive trails on other state/province owned lands.

Newgate Historical Prison in Connecticut has a wildlife interpretive trail on its grounds. A large percentage of visitors to the site take the self-guided walk.

Proactive Strategy #25: Nongame/Watchable Wildlife Programs

Issue: One perception of state and provincial fish and wildlife agencies is our apparent preoccupation with hunting, fishing, and trapping activities and the species involved. Animal activists use this perception to try to convince the public that agencies are concerned not about wildlife in general, but only in providing targets for the sporting public. Lack of funding for nongame programs and watchable wildlife work is often seen as another indicator of agencies' lack of interest and failure to manage all wildlife.

Objective: Creation of successful nongame and watchable wildlife programs in each state and province.

Suggested strategy:

I. Develop or strengthen your agency's nongame and watchable wildlife programs.

Strong and popular nongame and watchable wildlife programs can diffuse animal activist claims and public misperceptions about the role of fish and wildlife agencies.

A. Improve funding and staffing for nongame and watchable wildlife programs.

1. Determine funding needs in your state or province and develop a plan to obtain funding.
2. Elevate the nongame program to bureau/division level within your agency.
3. Offer clear career track/advancement options for nongame and watchable wildlife personnel.
4. Maintain nongame staff and program activities through periods of agency funding cuts.

Develop and implement an awards program for watchable wildlife efforts. Awards could be given to agency personnel, as well as to individuals and organizations outside of your agency.

B. Convince traditional constituencies of the need for well-funded and viable nongame and watchable wildlife programs.

1. Strong nongame and watchable wildlife programs do not weaken traditional programs. Instead, your agency will be diversifying and offering something to the majority of citizens who do not hunt or fish.
2. Seek to form management oriented nongame/watchable wildlife coalitions.
3. Public support for viable nongame/watchable wildlife programs may bolster other agency programs, such as hunting and fishing.

Watchable wildlife does not mean "anti-management" or "anti-use".

C. Work with wildlife interest groups to determine what is needed for successful nongame/watchable wildlife programs in your state or province.

D. Organize and train interested individuals as volunteers to conduct basic wildlife monitoring/management (such as breeding bird atlases, nest box placement and maintenance, stream clean-ups, tree plantings, plantings for hummingbirds, survey work).

E. Identify and cultivate relationships with state/provincial and federal/parliamentary legislators with nongame wildlife interests.

F. State agencies should seek funding for the national Fish and Wildlife Conservation Act.

G. Support the growing Neotropical Migratory Bird Conservation program (Partners in Flight).

Establish cooperative educational efforts with zoos, aquariums, and natural history museums.

Proactive Strategy #26: Marketing to the Public

Issue: As wildlife conservation is as much a social endeavor as a biological one, our approach to interacting with the public must become as sophisticated as our biological approach to wildlife management. A marketing view of fish and wildlife agency interactions with the public focuses on the needs of the agency and the needs of the public(s).

A marketing approach can be effective whether fish and wildlife agencies are attempting to increase donations to nongame check-offs, teaching the importance of habitat acquisition, altering deviant behavior such as poaching, or educating publics on wildlife. Designing and marketing conservation messages and agency programs to target audiences will help maintain and increase public support for agency programs and professional wildlife management.

Marketing is a reliable approach to understanding fish and wildlife publics in order to provide them with quality fish and wildlife experiences within the constraints of resource protection, and to foster positive attitudes and behaviors toward the resource.

Objective: Fish and wildlife agencies should develop marketing plans to identify constituent needs and desires and to determine how existing agency programs fulfill those needs (or to develop new programs to meet the need).

Suggested strategies:

I. Successful marketing begins with the development of a quality marketing plan. The major elements of a marketing plan are as follows:

A. Situation assessment (Where are we now?).

1. Mission statement: what is your agency's mission statement?

2. Business definition: what business are you in?

3. Identify and choose your publics: there is no such thing as a general public.

You can't be all things to all people; you will need to choose highest priority projects and target groups.

4. Identify current conditions: what are the strengths, weaknesses, opportunities, and threats affecting your agency?

5. Trends: how are current trends affecting your agency? How will your agency be affected in the future?

6. Marketing objectives: now that you know where you are, where do you want to be?

A marketing objective for a raptor education program may be to increase the number of citizens from 50% to 75% by 1993 who think agency efforts on bald eagle conservation should be increased.

B. Marketing strategy (How will you get there?).

1. Segment your market: you will need to segment the public by age, place of residence, type of hunter, or wildlife-related activities participated in, etc. (You can segment in a variety of ways, as long as the segments are meaningful.)

C. Marketing mix.

1. Product: product or service that your agency is offering the public, from watchable wildlife to information on game species.

2. Price: can have profound effects. Miscalculated or mismarketed license fee increases can result in the loss of both revenue and constituents.

3. Place: the physical location where the product or service is offered. Are fishing or birdwatching areas located near large urban centers? Are licenses sold only at bait and tackle shops? Does this affect demand and sales?

4. Promotion: advertising (brochures, paid ads), direct contact (public meetings, public presentations) and publicity (magazine articles, news releases, educational programs, television coverage).

D. Follow-up: Just because your agency develops a beautiful full color brochure or fancy radio ad does not mean you have increased knowledge levels, changed attitudes, or increased participation in wildlife watching. Success should be measured and quantified.

Develop programs specifically designed to attract nontraditional constituents to participate in wildlife-related recreation (see strategies #22, 24, 25) or to provide support for wildlife management.

II. Document urban/suburban needs and demands for wildlife-related recreation opportunities in metro areas of your state/province.

III. Reach target audiences by identifying conservation messages using demographic, geographic, and marketing data. Incorporate the messages in public communications efforts.

Consider establishing contractual relationships with university specialists or private consultants to develop or augment a marketing plan.

** The above information was excerpted from the Responsive Management Project. For more information contact: Mark Duda, Executive Director, Responsive Management, 245 East Water St., Harrisonburg, VA 22801, (703)432-1888.

Proactive Strategy #27: Monitoring Public Opinion

Issue: Although fish and wildlife agencies have put considerable effort into understanding sportsmens' needs and attitudes toward wildlife, studies monitoring the "general" public's needs have been less common. Agencies have been slow to make a staff commitment to social research, but these data are essential to dealing effectively with the public, especially on controversial issues. A tremendous opportunity exists for states and provinces to research and better understand citizen expectations for fish and wildlife management.

Objective: Every fish and wildlife agency should collect data documenting constituents' knowledge and attitudes about wildlife and agency programs, and their needs/interests in wildlife-related recreation.

Suggested strategies:

The public is increasingly attentive to outdoor issues; agencies need to ask them about their outdoor interests and expectations.

I. Develop or strengthen your agency's constituency research program.

A. Keep a social researcher or constituency specialist on staff to conduct appropriate social research.

B. Provide reliable funding for social research studies and programs.

C. Offer clear career track/advancement options for social research personnel.

D. If a staff social researcher cannot be supported, establish research relationships with university specialists or private consultants to develop or augment a constituency data base.

National market research firms such as The Gallup Organization and Fleishman-Hillard Research, and fish and wildlife oriented consulting groups such as D.J. Case and Associates, and the Responsive Management Project can provide social research services on a contract basis.

Many agencies view baseline studies with some trepidation, but states that have conducted them have found that citizens are supportive of wildlife management.

II. Conduct baseline studies on constituent's knowledge and attitudes. These numbers are especially powerful when collected at the state/provincial level.

III. Conduct periodic studies to monitor public opinion on wildlife, wildlife management, agency performance, and on wildlife issues.

CRISIS RESPONSE STEPS

This section is intended to be used only as a temporary measure, during near-future, critical events, until each agency develops its own proactive plan.

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Strategies for media interviews during protests or harassment incidents

If a reporter asks for an interview, comply. Refusing to grant interviews nothing more than ensure that your side of the dispute receives no coverage. The following strategies are recommended:

Use credible spokespeople. Sincerity, credibility, and accuracy are all important qualities for a spokesperson to possess. Agency spokespeople should also be well-spoken, even-tempered, authoritative, and have a presentable appearance.

Limit the number of spokespeople on the scene. Spokespeople should have some training and skill at coping with news media and should not contradict each other. Agency spokespeople should have 2-3 key points to emphasize in interviews; all spokespeople should emphasize the same messages.

News statement. Prepare an initial news statement that covers time and place of the protest, the nature of the incident, and the number of people involved.

Remain the source. Let the news media know you appreciate the opportunity to help them get the story told quickly, completely, and accurately, and that it's in your best interest, as well as theirs, to work together. You want to remain the source.

Keep your promise. If you make a promise to get back to the reporter with more information, keep the promise. Make sure you get the information to the reporter by his/her deadline.

Before you begin a television interview, ensure that your backdrop is neutral. You don't want protest signs, hunters field dressing game, or bar signs behind you on camera -- these distractions can change or color the meaning of your message.

Project a positive image of your agency and the programs you administer. During the interview, you should inject messages about hunter safety education, wildlife management as a scientific discipline, and information about agency success in wildlife conservation.

Avoid defensive language. Frame your statements in a positive tone. For example, if a negative question is posed, don't say, "No, hunting isn't a means to artificially inflate deer populations". Instead, say, "Deer herds are managed by the most up-to-date scientific techniques available to professional wildlife managers".

Don't be tricked into engaging in any response that would make the protesters appear to victims of a heavy handed government agency. Often, protesters will heckle an agency spokesperson as he/she is being interviewed in an attempt to get on camera exchanging insults. Do not allow this to happen. If your spokesperson is being heckled, he/she should say something like, "I'm afraid these people are going to prevent you from interviewing me" to the reporter, and end the interview. This will make the activist seem unfair and unreasonable to the reporter and to the viewing audience.

Be aware that activists are allowed to play fast and loose with the truth; public agencies are not.

Do not criticize the protesters; criticize their cause. Agency spokespeople should defend the rights of activists to protest, while disagreeing with their goals. Include at least one statement in all media interviews about the animal rights agenda. For example, "Of course they are opposed to hunting. They have made it clear that they are opposed to all uses of animals including fishing, pet ownership, livestock farming, mouse traps, bug sprays, and medical research".

Do not repeat the activists' message. If a reporter asks you why the activists are protesting

hunting or other agency programs, don't say, "They believe that hunting is immoral, that hunters are slobs, and that our agency's only goal is to provide targets for hunters". Instead, tell the reporter that he/she will have to ask the activists why they are protesting. Never repeat a negative message; instead, focus on reinforcing your 2-3 key messages.

Proactive Strategies for Fish and Wildlife Management Project

** These strategies were compiled from numerous sources, including the Fur Information Council of America, the Wisconsin DNR, Virginia Dept. of Game and Inland Fisheries, and Stephen Rafe's book *Mastering the News Media Interview*. For further information on any of these sources, contact the Proactive Strategies Project.

Tips for media interviews

• **Be honest and straight forward**

• **Go into the interview with 2-3 key points that you intend to stress.** Project these points as frequently as you can during the interview to ensure that when it is edited, your message will be included. Also, people tend to remember the first thing and the last thing they hear - make sure your message is presented in the first 10 seconds and the last 10 seconds of your interview.

• **Do not act defensively.** Let your confidence help communicate the appropriateness of agency policy.

• **If you don't know the answer to a question, say so.** Then offer to get the information to the reporter before his/her deadline.

• **Do not say "No comment".** "No comment" makes you sound like you are trying to hide something. If you are asked a question you do not want to answer, rephrase the topic addressed in the question and provide your message.

• **Keep your messages simple.** Do not use jargon or acronyms.

• **When you've answered a question or made your point, stop talking.** A common technique used by reporters is to ask a question, wait for your response, and then be silent, waiting for you to elaborate further (and hoping that you'll reveal something you hadn't intended to be included in the interview). If a reporter seems to be using this technique, answer the question, stop, and ask if there is anything else you can help him/her with.

• **There is no such thing as "Off the record".** Do not assume that because the reporter puts down her notepad or the cameraman is looking away that what you say or how you act is not being recorded. Do not say or do anything that you would not want to see in the newspaper or on the evening news.

• **Use quotable language.** Television reporters are looking for one or two quotes that will summarize the story. A 10-minute interview may end up as a 20 second "sound bite" on the air. Try to phrase your key messages as short, hard-hitting, easily quotable sentences. *Be aware,* however, that print reporters may need to fill a great deal of space and may quote most everything you say. Do not count on sound bites to get you through an interview, only to emphasize key points.

• **Take control of your story.** It is not unreasonable for you to take control and tell your story. This does not, however, mean that you should attempt to steamroll over the interviewer. Take the initiative. Explain your points. Be enthusiastic. As you answer questions that move you away from the main points of your story, make transitions back to what is most important. For example, "What is important to remember, however ..." or "Let me just add...".

Proactive Strategies for Fish and Wildlife Management Project

** These strategies were compiled from numerous sources, including the Fur Information Council of America, the Wisconsin DNR, Virginia Dept. of Game and Inland Fisheries, and Stephen Rafe's book *Mastering the News Media Interview.* For further information on any of these sources, contact the Proactive Strategies Project.

Key elements to providing an effective law enforcement response to animal activist challenges

Animal activists have protested at commission meetings, public hearings, public meetings, Senate committee hearings, appellate court proceedings, hunter education classes, wildlife management areas, and permit hunts at state parks. Because of the uniqueness of individual encounters, providing a "cookbook" approach to law enforcement is not practical. Instead, the following key elements provide a template from which a law enforcement response can be developed:

1. No two circumstances are exactly alike. Factors such as the willingness of the protest group to violate the law, the size of the protest group, the location of the protest, the action being considered, and the level of public support for your agency are all components that should be factored into the decision-making process.

2. With the exception of violent radicals who "liberate" lab animals, vandalize buildings, and commit arson, animal activists have two simple objectives:

a) maximize media exposure
b) attract new membership and donations

Wildlife agencies can manage around these objectives by implementing strategies that decrease media coverage.

3. Designate one agency employee to act as coordinator/liaison with the protest group. Agencies that have used this approach have found it to be critical to obtaining insight into the protesters' plans, and opening the lines of communication. The liaison should avoid making any inference that the activists are misdirected in their philosophy or are making trouble for the agency, and should emphasize that the agency's law enforcement goal is to provide everyone an opportunity to express his/her opinion without violating the law or infringing on the rights of others. The liaison should be carefully chosen and should be given the authority to grant or deny requests by the protest group.

4. Meet with representatives of the protest group at the protest site before the event. This is especially valuable in the case of demonstrations where a permit is required for assembly or an injunction limits the number of protesters or what they may carry. The exact boundaries of the demonstration site should be agreed upon and the area should be roped off before the event. Other needs such as parking, restrooms, tents, fires, etc. should be discussed and their limitations recorded. We recommend keeping the protest site separate from the designated parking area to protect vehicles from vandalism.

5. Carefully consider the utility of counter protests by sportsmen's groups. Sportsmen will often request that they be allowed to counter protest. There are two divergent philosophies on the usefulness of counter protests:

a) Counter protests ensure that sportsmen receive near equal time from the media and help guarantee a more balanced coverage of the event. By counter protesting, sportsmen and women can present an image of responsible, ethical, and law abiding citizens who enjoy hunting.

b) Counter protests generate more controversy, therefore providing inflammatory material for the media. In many instances, protests by animal activists have become "old news", and the media will not send reporters to cover the event — unless there is a counter protest. Keeping in mind the activists' first objective, counter protests may actually help them reach their goal.

If the agency grants a request for a counter demonstration, the challenge is to provide *separate but equal* locations and facilities. Separate but equal locations will reduce the opportunity for conflict between the groups, reduce the visual impact of the opposing sides, and decrease the likelihood of media attendance. We recommend providing separate parking, restroom, and other facilities for each

group of protesters, confining protesters to separate roped off areas (make this a condition of the permit), and maintaining at least a roadway barrier between the groups at all times to provide a margin of safety and control.

6. If activists are protesting at a wildlife management area, state park, or other location where hunters will be present, provide information to the hunters about animal activists, hunter harassment, and their rights under the law. The sooner this information can be distributed, the better. At the very minimum, hunters must understand that they should not engage in shouting matches with demonstrators, or otherwise lose their tempers in front of the media. We also recommend providing maps of other nearby areas to hunters who choose hunt at another location.

7. Make sure that there is a designated agency spokesperson on the scene to handle media inquiries. The spokesperson should attend any tactical planning sessions, should be fully apprised of planned law enforcement response, and should coordinate his/her activities with those of the agency liaison to the protest group. At the time of the protest, all officers should direct press inquiries to the spokesperson.

Interagency cooperation and preplanning are critical to successful implementation of items 8-10. Fish and wildlife agencies alone generally do not have the resources or experience to handle all aspects of a large-scale, non-violent protest.

8. In addition to standard law enforcement practices for obtaining information and assignment of officers, we recommend the following special assignments:

Officers should be assigned to patrol the areas adjacent to any parking and staging areas. Their objective is to protect vehicles from vandalism or false claims of vandalism, and to provide notice should there be an unexpected arrival of large numbers of protesters.

Officers dressed and equipped as hunters should also remain in the vicinity close to the protesters. Their duty is to monitor the situation, and to radio for uniformed officers to intercept any protesters who leave the designated area under the guise of bird watching or a nature walk. Only uniformed officers should approach, intercept, or arrest protesters; this will avoid any claims by protesters that they didn't know who was approaching them, and will maintain the cover of the plainclothes officers.

Uniformed officers should accompany activists who follow legal hunters into the management area. If the activists attempt to interfere with the hunt, they should be warned first. If they continue, and/or physical conflict appears imminent, the activists should be arrested and removed from the area.

9. Carefully consider the utility of photographing or videotaping the protest. There are, again, two divergent viewpoints on photographing protesters:

a) Assigning officers to photograph or videotape protesters may become a cause for confrontation or agitation, and make the wildlife agency appear heavy-handed. At best, photographing and videotaping should be done discreetly.

b) Assigning officers to openly photograph or videotape protesters is appropriate and essential to creating an activist file, as a training aid for future protests, or for court, if necessary.

10. Keeping in mind the activists' objectives, try to *avoid arresting* any *protesters* who violate conditions of their permit or break other laws *in view of the media.* Fish and wildlife agencies should also establish a policy for dealing with nonviolent or noncompliant protesters prior to the protest. Agency policy should outline how protesters will be arrested, and what they will be charged with.

Arrestees should be removed from the site promptly and transported to a prearranged location for processing. When possible, avoid trans-

porting the offenders using conservation officers; ask either the state or municipal police to transport. This reduces the likelihood that agency staff will be depleted at the site, and keeps conservation officers out of any media footage of the transport. One ranking officer from your agency can be designated as the charging officer and accompany the first arrested person to the police or sheriff's office. This officer would then remain at the sheriff's office and complete the required forms for all subsequent arrestees.

Proactive Strategies for Fish and Wildlife Management Project

** These strategies were compiled from numerous sources, including the New Jersey Division of Fish, Game, and Wildlife, Maryland Natural Resources Police, Florida Game and Fresh Water Fish Commission, Colorado Division of Wildlife, California Dept. of Fish and Game, Virginia Dept. of Game and Inland Fisheries, and Arizona Game and Fish Department.

APPENDIX A

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Recommended Reading

"The Animals' Agenda" magazine

The Animals' Agenda is currently the only national magazine devoted exclusively to reporting on animal rights issues and organizations.

Baker, R. 1985. The American Hunting Myth. Vantage Press, New York, New York. 275pp.

This strongly worded book focuses on the "gross mismanagement of North American wildlife by a wildlife management system composed of biased, greedy, wildlife manipulators". Baker's arguments and conclusions are widely used by animal activists and anti-hunting proponents. Concepts presented in this book are summarized in a paper by Decker and Brown entitled "How animal rightists view 'the wildlife management-hunting system'" (Wildl. Soc. Bull. 15:599-602, 1987).

Conniff, R. 1990. Fuzzy-wuzzy thinking about animal rights. National Audubon magazine (November).

This article outlines the author's philosophical and tactical problems with the animal rights movement. He concludes by saying that "the animal rights movement has elevated ignorance about the natural world almost to the level of a philosophical principle".

Herscovici, A. 1985. Second nature: The animal rights controversy. CBC Enterprises, Montreal. 245pp.

Herscovici's thoroughly researched book presents a critical account of the animal rights movement and its actions during the Canadian anti-sealing campaign and anti-trapping campaigns in the U.S. This book can be difficult to find in the U.S. (its publisher distributes it only in Canada), but can be obtained from the Fur Institute of Canada (613-231-7099).

Jasper, J.M. and D. Nelkin. 1992. The animal rights crusade: The growth of a moral protest. The Free Press, New York, New York. 214pp.

Jasper and Nelkin present a history and analysis of the animal rights movement, describing the movement's transformation from seeking reform to abolition and shifting from humane education to radical acts of protest. This book provides an excellent account and understanding of the animal activist movement, and although it tends to be biased toward animal activists, it is highly recommended reading.

Knox, M. 1991. The rights stuff. Buzzworm: The environmental journal. 3(3):31-37.

This article outlines the differences between animal rightists and environmentalists and concludes that while there is some overlap between the two groups, animal rights activists should not be considered part of the environmental movement.

Newkirk, I. 1990. Save the animals: 101 easy things you can do. Time Warner Books, NY. 192pp.

Basically a quick guide to animal rights issues and advice on how the average citizen can help save animals. Two to four page chapters include tips on everything from how to object to classroom dissection, to being fish friendly, to becoming a vegetarian, to minding "your 'bees' and 'shrews'".

Newkirk, I. 1992. Free the animals: The untold story of the Animal Liberation Front and its founder "Valerie". Noble Press, Chicago. 372pp.

This book provides an insider's account of the philosophy and actions of the Animal Liberation Front (ALF). Although biased in favor of ALF and against medical research and the livestock industry, this book still provides interesting information on the ALF's inner workings. It is not recommended, nor necessary, that you read the entire book (unless you have the time and interest to do so); aside from chapters 1 and 2, each chapter provides a case history into a particular break-in. Read chapter 2 and any one of chapters 3-12 to get a good feel for what this organization is all about.

Scarce, R. 1990. Ecowarriors: Understanding the radical environmental movement. Noble Press, Chicago. 291 pp.

Scarce provides an insider's account of the mindset, philosophy, and actions of radical environmentalists. If you do not have time to read the whole book, concentrate on chapter 1, which provides basic background information on radical environmentalism, and chapters 7 and 13, which focus on animal liberation and the Animal Liberation Front.

Singer, P. 1990. Animal Liberation. Avon Books, New York. 320pp. (revised edition -- original published in 1975.)

Singer outlines the basic philosophy and justification for the animal rights movement; widely considered the "bible" of the movement. If you do not have time to read the whole book, focus on chapters 1 and 6.

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Executive Summary of Regional Workshops

The following summary is a compilation of results from the three IAFWA Proactive Strategies for Fish and Wildlife Management Project sponsored workshops. The objective of the workshops was to have state and provincial agency representatives and local/regional animal activists discuss issues and perspectives pertaining to wildlife conservation and management. The first workshop was held March 5-6, 1991, in Minneapolis, Minnesota, and involved wildlife agency representatives and animal activists from states and provinces belonging to the Midwest Association of Fish and Wildlife Agencies. The second workshop, April 22-23, 1991, in Las Vegas, Nevada, involved wildlife agency representatives and animal activists from states belonging to the Western Association of Fish and Wildlife Agencies. The third workshop, August 26-27, 1991, in Windsor Locks, Connecticut, involved wildlife agency representatives and animal activists from states belonging to the Northeastern Association of Fish and Wildlife Agencies. Several southeastern states also attended this workshop.

The animal rights movement is represented by local, regional and national organizations with diverse missions and degrees of stridency. Some animal rights organizations focus on specific issues like hunting, while others cover a broader agenda including everything from biomedical research and animal husbandry to hunting and trapping. Organizations also vary considerably in their degree of stridency (e.g., some believe in civil disobedience while others try to work through the legislative system).

This workshop summary was developed from workshop reports and comments from Proactive Strategies Project staff and members of IAFWA's Animal Welfare Committee Proactive Strategies Task Group who were present at the workshops. We feel that the following summary represents the most salient issues and perspectives that arose during these three workshops. This summary is not intended to provide information on every animal rights issue that might arise in a given state or province, rather it is intended to provide background information on issues discussed at the workshops. Copies of complete workshop reports are available for those who would like more detailed information.

Because some of the representatives at the workshops considered themselves "animal welfarists", while others considered themselves "animal rightists", we refer to all of them in the following text as "animal activists".

Workshop findings included (in random order):

Hunting Issues

- Animal activists believe that state agencies conserve hunting, not wildlife.
- Animal activists firmly believe that consumptive users "need to re-evaluate their animal ethic", implying that 1) consumptive users have not evaluated their ethics, and 2) that animal activists have and have found the "right" animal ethic.
- Animal activists believe that agencies resort to hunting and trapping programs without adequate investigation into more compassionate alternatives to population control (e.g., fertility control or translocation). They also believe that wildlife personnel are biased toward hunting and fishing because an unwritten component in their job description says they must be avid hunters, anglers and trappers. Alternatively, most animal activists have not fully considered the practical considerations of their suggestions (e.g., fertility control as a viable population control for nutria).
- Animal activists find the following especially offensive: contest killing (e.g., "big buck," "big fish" tournaments, prairie dog shoots, etc.), ethics of hunters and anglers, and euphemisms such as the use of the word "harvest" instead of "kill", "sport", "trophy", and "contest".
- Some animal activists believe that poaching is essentially hunting - that, in fact, the two acts are one and the same. They also believe that agencies cover up for irresponsible hunters by making a big deal out of poaching.
- Animal activists feel that the natural process of death (i.e. starvation, disease, accidents) is

preferable to hunters' bullets or anglers' hooks. They repeatedly said that death by predators (other than man) is preferable to hunting because it is quicker and less painful for the prey, and because it is a natural process. Some animal welfarists, however, felt that starvation is inhumane, and that in certain instances hunting would be allowable to prevent animal suffering.

• In response to the idea advanced by agency representatives that hunting is legitimate because wildlife is a renewable resource, one animal activist replied, "I have only one thing to say about that... so are humans."

• At least two animal activists indicated they think there is a significant difference between hunter harassment and hunt sabotage. They indicated they sabotage hunts on behalf of the animal, but don't consider those actions "hunter harassment" (i.e. they are doing things *for* animals rather than *against* people.)

• Most local level animal activist groups support subsistence hunting and fishing. Some local level animal activists indicated that even though they don't approve of hunting they would approve of regulating, testing, and certifying hunters as competent.

• Animal activists do not believe that hunters have reverence or respect for life. They feel that blood-n-guts videos are proof of this disrespect.

• Animal activists feel that some agencies misreport information on overpopulation to the public in order to provide an excuse for hunting.

Funding Issues

• Animal activist organizations will not give money to a hunting oriented agency. Animal activist organizations do not trust wildlife agencies to use check-off or any other source of money for nongame programs. They do not believe that agencies do credible non-consumptive work, and they do not trust agencies to expand nonconsumptive programs, believing that increased nongame funding would be diverted to hunting and trapping programs.

• However, animal activists and agency personnel agreed that more money needs to be spent on non-traditional wildlife (i.e. nongame, threatened and endangered species). Animal activists believe that if the public can trust the agency, enough funds can be found or diverted to carry out necessary programs in the absence of license fees, P/R, W/B, and conservation contributions of the consumptive wildlife community.

• Some animal activists didn't realize that many state agencies are funded primarily through hunting license revenue. They feel that agencies need to let the public know what hunters pay for - if the public knows they may be willing to contribute more to nongame.

Ecology and Wildlife Management Issues

• When discussing the differences between managing populations, managing ecosystems, and managing individual animals, animal activists focus on the philosophy of not killing individual animals. They place the emotional importance of the "no kill" ideal above intellectual explanations of ecological systems.

• Animal activists' ascribe the methods/practices used by fish and wildlife agencies to manage wildlife habitat (e.g. forest management practices, changes in land use patterns) solely to agency efforts to increase big game numbers to provide more agency revenue and "targets".

• Animal activists in the northeast feel that rabies is being used to scare the public into accepting trapping. They feel that rabies is used as a buzzword to legitimize trapping much like starvation is used to legitimize hunting.

• Animal activists feel that many wildlife overpopulation problems are really a problem of public perception. An example was given of people who build homes near wetlands and then are unwilling to tolerate sharing their land with beavers. Animal activists feel that wildlife agencies need to do a better job of educating the public about co-existing with wildlife, and to increase public tolerance of wildlife damage.

What animal activists said about themselves

• Participants in workshops stressed that there is a difference between animal welfare and animal rights organizations. Animal *welfare* organizations, for the most part, focus on ensuring the

humane treatment of animals. Most animal welfare representatives, when referring to themselves, preferred the terms "animal welfare" or "animal protection". Animal *rights* organizations focus on the philosophy that animals have rights similar to humans, and that any use of animals by humans (food, sport, pets, entertainment) is morally wrong. Animal rightists, when referring to themselves, preferred the term "animal rights".

• Animal activists appear to network well. At all workshops the same major issues found in national animal rights magazines surfaced on the list of issues. To this list, activists added a number of local issues (e.g. Wisconsin youth hunts, hunting in Minnesota River Valley National Wildlife Refuge, rabies in the northeast). At the western workshop, however, a number of animal activists expressed a growing discontent with national animal activist organizations. They mentioned three reasons for this: 1) national groups are most interested in fund raising and image building; 2) national groups are too dogmatic; and 3) national groups ignore grassroots animal activist organizations.

• Animal activists do not recognize, or they ignore, the difference between current hunting and wildlife management programs and those of the past. For example, a statement was given that hunting causes decimation or extinction with examples listed as passenger pigeon, bison, and wolf.

• Animal activists feel that their beliefs are part of a much larger "new world order" that will make the world a peaceful, harmonious, ecologically friendly place. Part of this belief seems to be that you must buy the entire argument, "the whole ball of wax", to fit into this "new order".

• At the northeast workshop, there was considerable disagreement among animal activists on whether humans should be concerned with the health of wildlife populations. Some felt that humans should not interfere, that nature should be allowed to take its course and that the processes of evolution will ensure the genetically fittest animals will survive. Others felt that man has an impact on wildlife and that we have a responsibility to manage and attempt to mitigate our actions. Still others felt that humans have a moral obligation to intervene; intervening to ensure the health of wild animals is the humane thing to do.

• Confrontation (verbal or physical) and illegal activities make some animal activists uncomfortable.

• Animal activists feel the media distorts their side of the story.

• Agency representatives have a tendency to classify animal activists as "crazies". Some lump animal activists as all being Earth First!ers or Animal Liberation Fronters. However, at least at the local level, most activists are sincere, intelligent, and aggressive advocates for their beliefs.

What animal activists think about the wildlife management system

• Animal activists believe the input process is closed to them and; conversely, is open only to those who hunt, fish, and trap. They feel they have a better chance in court than in trying to talk to the agency; litigation is the only way to be heard.

• A prevalent view among animal activists is that wildlife agency personnel consider the animal activist viewpoint too radical or crazy and do not (and do not try to) understand the full breadth of animal activist views. They are concerned that agencies are unable or unwilling to look seriously at all viewpoints. Animal activists also feel that nonconsumptive users can have no significant impact on agencies because nonconsumptive users are not represented among agency personnel.

• Animal activists are frustrated at the institutionalization of state wildlife agencies which they see as commissions that are driven by agricultural and hunting interests. They also question the appropriateness of "commissioners, agency directors, and agency spokesmen" being openly critical of the animal activist movement or taking stands that are definitely "pro-hunting" because these individuals and their agencies are supposed to consider the needs of all publics and all wildlife. Animal activists see wildlife agencies as catering programs to hunters and anglers rather than to the public as a whole. They feel that since wildlife is held in the public trust, all publics

should have a say.

- Animal activists feel that the best thing wildlife agencies have done for them so far is give them opportunities for controversy and national media coverage.
- Agencies feel that they get information out to the public, but animal rights groups feel they don't get adequate information from the agencies regarding wildlife. Animal activists also said they don't get adequate information from agencies regarding opportunities for input, such as dates and locations of public meetings.
- Animal activists think that wildlife agencies have meetings with consumptive users and special interest groups to plot ways to dispute animal rights thinking.
- Animal activists feel that fish and game agencies should be called wildlife agencies or environmental agencies, and should focus their efforts on ecosystems rather than on individual species.

Note: Contact the Proactive Strategies Project for copies of complete workshop results.

Contacts for Assistance with this handbook

George Lapointe, Project Liaison
c/o Louisiana Dept. of Wildlife and Fisheries
P.O. Box 98000
Baton Rouge, LA 70898
(504)765-2827

Therese Race Thompson, Project Coordinator
c/o Colorado Division of Wildlife
50633 Hwy. 6 & 24
Glenwood Springs, CO 81601
(303)945-5579

Bob Carmichael, Chairman
IAFWA Animal Welfare Committee
Wildlife Branch, DNR Room 100
1495 St. James St.
Winnipeg, Manitoba, R3H 0W9
(204)945-7766

Mark Reeff, IAFWA Resource Director
International Association of Fish and Wildlife Agencies
444 N. Capitol St., NW, Suite 544
Washington, D.C. 20001
(202)624-7890

Products available from the Proactive Strategies Project

1) Survey of all state and provincial fish and wildlife agencies on anti-hunting and hunter harassment incidents; June, 1991.

2) Survey of all state and provincial fish and wildlife agencies on anti-trapping incidents; June, 1991.

3) Survey of all state and provincial fish and wildlife agencies on the effects of the anti-wildlife management movement on Information and Public relations programs; Feb. 1992.

4) Complete workshop reports from the workshops held with animal activists in the Midwestern, Western, and Northeastern U.S.. (The Executive summary of these workshops can be found elsewhere in this appendix.)

5) *"Wildlife Messages"* document: outlines general strategies and arguments to be used when debating an animal activist.

6) Book reviews/summaries of selected animal rights books.

7) Copies of selected animal activist publications; numerous articles about the animal rights movement.

8) *Natural Mortality Study in Wildlife Populations:* quantifies how wild animals die from predation, disease, and human-caused mortality other than hunting, fishing, and trapping. This document was created to help dispel the idea that animals not killed by hunting, fishing, or trapping die peacefully of old age. Species covered include: moose, white-tailed deer, wild turkey, wolf, raptors (birds of prey), North American ducks (divers and dabblers), and red fox.

9) *Report by the New Mexico Wildlife Law Center on the Constitutionality and Consistency of Hunter Harassment Statutes.* (The Executive Summary of this report can be found elsewhere in this appendix.)

10) Tip sheets on media interviews for protests and harassment incidents.

11) *Encountering animal activists, A pocket guide:* a wallet-sized guide providing "do's and don'ts" when dealing with animal activists.

New Mexico Wildlife Law Center Report on the Constitutionality and Consistency of Hunter Harassment Statutes

Executive Summary

As of 1 August 1991, hunter harassment statutes existed in 43 U.S. states. Most make it illegal to intentionally interfere with lawful hunting activities. Laws against harassing hunters originated with the migration of animal rights activists onto hunting grounds to protest hunting. This report analyzes the strength of the states' hunter harassment statutes, measured against the U.S. Constitution's right of free speech. In addition, substantive and penalty provisions of state hunter harassment laws are compared. The conclusion is that most hunter harassment statutes are not effective because they contain unconstitutional sections and the penalties vary dramatically among states.

Most speech-related activities by animal rights activists on hunting grounds would be considered protected by the First Amendment. However, states can restrict even protected speech, if the restriction is incidental to achieving a compelling governmental interest such as citizen safety. In addition, the restriction cannot be overbroad or vague on its face or as it is applied, and it must leave open alternate avenues of speech such as the media.

Most states' hunter harassment statutes fail this constitutional test. Of the 43 states with hunter harassment laws, 33 contain at least some elements of vagueness, making them susceptible to arbitrary law enforcement. Fully four-fifths of these statutes also have overbreadth problems, in that they fail to specify the time, place, and/or manner of restriction. Such overbroad or vague statutes violate the First Amendment because they can apply to an array of situations beyond their purported scope.

Only seven state statutes contain substantive First Amendment problems, however. These statutes restrict the free speech rights of animal rights activists in a discriminatory manner by impliedly singling out those who manifest their objection to hunting. These are the so-called content-based laws, which almost never are upheld over free speech rights.

The vast majority of hunter harassment statutes contain a general prohibition against intentionally interfering with lawful hunting. About 75% of the statutes also contain at least one exemption from the law. Common examples include exemptions for normal activities of landowners, incidental interference and law enforcement. Exemptions help eliminate overbreadth and vagueness problems; however, exemptions that apply to everyone but animal rights activists create speech discrimination problems.

The penalty provisions are inconsistent with each other. The penalty for violating the hunter harassment statute in most states is a criminal misdemeanor, with widely varying punishments, from a $50 fine up to a $1000 fine and/or a prison term up to 1 year. In addition, about one-third of the states allow hunters and/or the state to collect damages or injunctive relief from the violator.

This report recommends that lawmakers narrow the scope of the statutes' application by defining key terms, especially the term "interfere," and by including content-neutral (focusing only on the form, not the message) exemptions. In addition, these laws should be specific as to the acts, times and places that are prohibited, watching however that the laws do not expressly or impliedly exempt all people except animal rights activists. Using content-neutral language that does not specifically identify activists, the laws should expressly state the government's interest in ensuring safety in the field. This report also recommends inclusion of a license revocation or suspension provision in addition to other penalties imposed on violators. Such a provision would prevent activists from obtaining licenses under false pretenses. Finally, states should unify their penalty provisions and include them in the hunter harassment statutes themselves.

IAFWA Involvement in animal activist-related issues

Please contact the International Association of Fish and Wildlife Agencies' Washington, D.C., office for a summary of IAFWA legal involvement in animal activist-related issues:

International Association of Fish and Wildlife Agencies
444 N. Capitol St., NW, Suite 544
Washington, D.C. 20001
202-624-7890

APPENDIX B

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Arizona:
Hunter Education Class Protests

Concerned Arizonan's for Animal Rights and Ethics (CAARE) takes an oppositional stance to hunting in Arizona. Starting in September of 1990, Arizona Game and Fish Department (AGFD) became aware of CAARE members appearing at various locations where registration was being conducted for hunter education courses.

After the first protest, the Hunter Education Coordinators met with the Education Branch Supervisor and the Division Chief. A letter was written and sent to all Chief Instructors outlining AGFD's position. The outlined objectives covered:

A. No confrontation.

B. Have instructors monitor protestors and class participants.

C. Maintain a professional attitude.

D. Notify hunter education staff the next day if protestors appeared.

Shortly after this letter was mailed, a member of CAARE filed a verbal and written complaint of physical abuse at the hands of a hunter education instructor during a protest. A complete investigation was conducted and the instructor was found innocent of the charges.

As a result of this incident, a panel of AGFD personnel developed policy and guidelines concerning protests at hunter education courses. An Attorney General's opinion was procured concerning protests and trespass. The following guidelines for hunter education instructors were then written and sent out to all current instructors:

A. Notify the school principal or facility manager of the potential for protests before holding the course. If a facility representative cannot attend the first night of the course, obtain a written policy explaining the facility's use.

B. Do not physically touch protestors. Speak only with the spokesperson for the protestors. Ensure that another instructor witnesses the interchange.

C. If necessary, the decision to call local law enforcement rests with the school principal or facility manager. If a facility representative is not present, the hunter education instructor may call law enforcement.

D. Keep the class informed of what is going on, but do not let them get involved. If necessary, cancel class.

E. If it becomes necessary to call in law enforcement, notify AGFD immediately. If law enforcement is not called in, notify AGFD of the protest immediately the next day.

F. Protestors that enroll in a hunter education course become subject to guidelines outlined on student conduct in the Instructors Procedures manual.

Protests continued until Fall of 1991. In the course of monitoring these protests, a change of tactics by members of CAARE was observed. CAARE changed its approach from "we are opposed to hunting and would like you to read our material" to "we have material on wildlife management that we would like you to read".

It is unclear as to why CAARE stopped using Hunter Education classes as an avenue for anti-hunting purposes. One could surmise that all efforts were directed toward the anti-trapping initiative, Proposition 200. However, AGFD continues to monitor Hunter Education courses, and includes the established guidelines for protests in new instructor training courses.

contact: Bruce Taubert, Wildlife Management Division, AZ Game and Fish Dept.

California:
Grizzly Island Tule Elk Hunt Protest

The Grizzly Island tule elk hunt was established in accordance with the California Environmental Quality Act (CEQA) and state law authorizing the California Fish and Game Commission (Commission) to establish hunting and trapping regulations for mammals. Regulations adopted by the Commission were published in late May 1990. During June and July, information surfaced that a group know as the Hunt Saboteurs was aware of the hunt and was planning to protest or disrupt the hunt. Hunt Saboteurs is an Earth First!-type organization (e.g., they are loosely organized and somewhat secretive). However, in this case an informational leaflet was distributed bringing attention to not only the Grizzly Island Wildlife Area (GIWA) hunt, but also the Cache Creek tule elk hunt and the Nelson bighorn sheep hunt.

The Department of Fish and Game (DFG) had limited interaction with this organization during the 1987 bighorn sheep hunt in the southern California desert. DFG did not have much background information upon which to base our plan to deal with this group at GIWA.

During the days before the hunt, DFG personnel had several conversations with media contacted by the soon-to-be protesters and also contacted a couple of the animal rights activists that had given interviews to the press. They were provided background information on the history of tule elk including a copy of the environmental document and our rationale for having the hunt. It was our belief that the documentation would show them we were doing the right thing, but it did not reduce their opposition. The hunt area was less than a one hour drive from heavily populated areas of San Francisco and neighboring cities with a total population of about seven million people.

Concurrently, our enforcement personnel were planning and taking action to ensure that we would conduct an orderly hunt. These steps were: 1) Ask the Solano County Board of Supervisors to close the only access road to unauthorized traffic during the hunts - five, four-day periods. (The area was suited to this option because the hunt was on an island with one access by bridge.) 2) We coordinated with City Police, County Sheriff and the Highway Patrol to assist us in the road closure and handling the protesters if it became necessary to control or arrest them. 3) Our wildlife management personnel coordinated their planning with enforcement personnel and planned a hunter instruction/orientation session. 4) A parcel of State property outside the hunt area was set aside to allow protesters to assemble and demonstrate.

The evening before the first hunt, a coordinated briefing of our employees as well as specific assignments took place. The hunters were required to attend a pre-hunt orientation during which the possibility of an anti-hunting protest was discussed. The hunter orientation covered regulations, information about tule elk history, information about the land to be hunted, how to deal with hunt disrupters, how to deal with the media, and how to present their animal for needed biological samples.

On the first morning of each hunt period, enforcement personnel established the road closures about two hours before hunt time. Enforcement personnel were also in the hunt area to apprehend any hunt disrupters before they could accomplish their goal. The area was legally closed to unauthorized persons; therefore, any disrupters were there illegally and subject to arrest and removal. California has a hunter harassment law.

Of the five hunt periods, only two had significant protest/saboteur activity. Protests occurred in the area provided for activists. This site was on the mainland side of the access bridge. The bridge was also the point where access to the hunt area was regulated. Protestors displayed placards and gave verbal responses to DFG's elk hunt.

Saboteurs' goal is to prevent hunters from taking animals. To accomplish this, they secretly and illegally went into the hunt area under cover of darkness and hid, waiting for a chance to disrupt the hunters.

There were five hunt periods, but significant anti-hunting activity occurred only during the first and third periods. The most activity took

place during the first hunt.

Media representatives from 12 newspapers, radio and TV stations showed up at the road block/demonstration site, where they interviewed and photographed all sides. A scheduled press conference was held at area headquarters at 10:00 a.m. and media personnel were escorted onto the hunt site to cover the hunt.

At 8:00 a.m. during the first hunt, several hunt disrupters came out of hiding and started moving, trying to find hunters or elk. These people were quickly apprehended and removed from the area. They were booked by the Solano County Sheriff's Office. Eighteen people were taken into custody for trespassing that day. There were no instances where saboteurs interfered with a hunter.

Meanwhile, at the road block, nine people were arrested for attempting to block the roadway. Protestors sat in the road blocking traffic. They too were quickly removed and processed by the Sheriff's Office. Several individuals were cited for resisting arrest but for the most part the protestors were passive.

An attorney, perhaps funded by the Fund for Animals, arranged for immediate release of the people detained. These people immediately returned to the protest area, but there were no further illegal activities.

A mid-morning effort to gain access to the hunt area was attempted when several carloads of protestors came to the road block and asked to be allowed to pass because it was public land, and that denial of access was an infringement of their First Amendment right. During this attempt, there were three attorneys advising them on what demands to make, and they had several video cameras recording the interchange. The Sheriff's Office also videotaped the exchange. DFG personnel calmly explained why the closure was in effect and the authority for it, and stated that they were welcome on Fish and Game lands, but not this area at this time.

By mid-afternoon, most of the protestors left the area. The media coverage was reasonable. Smaller newspapers tended to be a little biased in favor of the protestors. Major media were less biased.

The third hunt period was the only other time there was significant activity and it was nothing more than a scaled-down rerun of the first effort.

After the hunt, DFG supported the District Attorney and worked with constituent groups to assure that the courts would view the disrupters' violations as serious.

DFG personnel took advantage of opportunities to tell our story to the media and civic groups. We have also shared our information with other agencies.

The court sequence for the protesters was:

January 6, 1991, sentenced/fined
Jail probation
Appealed at least once
All appeals denied by Appeals Division of the Superior Court
May 12, 1992, reported for re-sentencing

Sentencing included probation periods of up to three years, fines as high as $385, and restitution to the DFG in amounts varying from $250 to $585. Most defendants were further ordered to provide 60 hours of community service each; three were sentenced to jail terms of 20 to 30 days.

During the 1991 and 1992 seasons there have been no significant protests or disruptions. We believe that the lack of protests and disruptions is due to : 1) the strong but fair action we took in dealing with the violators; 2) the geographic area favored our control; 3) the supportive court; and 4) fair media coverage.

contact: Terry Mansfield, Wildlife Management Division, CA Dept. of Fish and Game

California:
1990 Challenge to Migratory Game Bird Hunting

The California Department of Fish and Game (Department) issued its first Draft Environmental Document (DED) regarding migratory game bird hunting (doves, band-tailed pigeons, crows, common snipe, and 46 species of waterfowl) in June, 1990. This DED was modelled after other DED's that the Department had completed previously to comply with California Environmental Quality Act (CEQA) requirements for resident game animals. However, this DED was different from others the Department had prepared because it analyzed the effects of hunting for a number of different species.

Additionally, because migratory game birds are protected and managed under Federal law, and the U.S. Fish and Wildlife Service (USFWS) has completed two Environmental Impact Statements (EIS) regarding the hunting of migratory game birds, the Department's DED used sections of CEQA that allowed the incorporation by reference of the EISs. Thus the DED for migratory game bird hunting was a shorter document than the other DED's prepared by the Department.

The process for adopting hunting regulations for migratory game birds is more complex than that for resident game animals. The USFWS annually establishes "frameworks" from within which states may select specific hunting season dates. The federal process begins in March and culminates in late July, after the USFWS, the states, and the Canadian Wildlife Service have completed population assessment surveys of breeding waterfowl. California must begin the CEQA process prior to these surveys and the final enactment of the framework regulations.

The DED was circulated for 45 days between June 19, 1990, and August 3, 1990. Extensive comments were received from the law firm of Remy and Thomas representing the Fund for Animals and the Animal Legal Defense Fund (Fund) on August 3, 1990. This comment letter consisted of 71 pages plus appendices. Although difficult to summarize here, the comment letter generally faulted the DED for being promotional and for inaccurately summarizing the EISs and federal reports that came out subsequent to the release of the DED regarding the status of some species of migratory game birds. The Department believes that the DED accurately reported the status of the game birds discussed in the DED and, through incorporation, included sufficient information to comply with CEQA.

The comment letter was perceived as a threat to the 1990-91 hunting seasons for all species of migratory game birds. Action by waterfowl conservation organizations (California Waterfowl Association and Ducks Unlimited) and key state legislators resulted in an informal agreement regarding legal action on the imminent dove season and regulations for early-season migratory game birds were adopted. The Department believes that nonhunting organization support for the habitat conservation aspects of waterfowl hunting in California led to pressure on the Fund to eliminate the threat of legal action.

After reviewing the comments from Remy and Thomas, the Department elected to revise the DED and circulated a Revised Draft Environmental Document (RDED) between August 27, 1990 and September 25, 1990. The RDED addressed the effects of hunting on waterfowl and common snipe and was expanded in size and scope and quoted extensively from the federal EISs. Additionally, the RDED was expanded to include several appendices with background ecological information on all species covered by the document.

The Department received a single comment letter on the RDED. This letter was from the law firm of Holliman, Hacker, and Taylor representing the California Waterfowl Association. The comment letter was generally in support of the project and stressed the environmental and economic effects of a cessation of waterfowl hunting in California.

Environmental documents have been prepared in each of the last two years for waterfowl hunting in California. The only comments received have been in support of the documents.

Contact: Terry Mansfield, Wildlife Management Division, CA Dept. of Fish and Game

Florida:
Coping with Protestors During Youth Hunts

Florida has been targeted by animal rights groups seeking to impose their values on this state. Like other agencies, we are beginning to learn techniques for dealing with them. One of their most visible activities focuses on our annual supervised youth hunts. These hunts never fail to draw protesters and generate numerous letters to newspaper editors. During the first few years of the supervised hunts, we had difficulty getting news media interested in them, but the situation changed when animal rights organizations decided to challenge them. Since then, we have seen considerable publicity, but it generally focuses on the protests.

We have found that refusal to grant interviews concerning the protests does nothing more than ensure that our side of the dispute receives no coverage. Although all knowledgeable personnel are authorized to talk to news media, we have found that it is best to limit the number of spokesmen on the scene to those who are familiar with the reasons and logic behind the hunts and who have some training and skill in coping with news media during protest situations. The spokesmen prepare for the event to ensure that they all are armed with the same facts and do not contradict one another.

Animal rights activists frequently will conduct their interviews with reporters, and then will proceed to heckle our spokesmen while they are being interviewed on camera. It is extremely important that we not be tricked into engaging in any response that would make the protestors appear to be victims of a heavy handed government agency. One technique that has worked well is to head off the hecklers with a comment to the reporter such as, "I'm afraid these people are going to prevent you from interviewing me." That makes the protestors appear unfair to the reporter. When the protestors actually start heckling, our spokesmen are instructed to apologize for the interruption and walk away. With no confrontation to make "good video," the cameras are turned off.

When questioned about our feelings about the protestors, we are cautious to defend their right to protest while disagreeing with their goals. We do not criticize the protestors, but we do criticize their cause. We try to find a way to place news consumers on notice that the animal rights movement has an agenda that does not stop with hunting... "Sure, they're opposed to the youth hunts. They have made it clear that they are opposed to all hunting, fishing, livestock farming, pet ownership, mouse traps, bug sprays, medical research involving animals and all other uses of animals." Without ridiculing the individuals who are protesting, we still can point out the fact that they are a potential threat to many people other than hunters.

The supervised youth hunts are particularly attractive targets for animal rights activists because these hunts provide opportunities for activists to cite all kinds of statistics concerning children and guns. We make sure that reporters know that the purpose of the supervised youth hunts is to provide a safe environment for parents who hunt to teach their children how to hunt safely. For instance, each participating child must be supervised by an adult who is not allowed to fire a gun during the hunt. The adult's attention must be focused on teaching the child. The message is the wholesomeness of parents and child spending quality time together.

The animal rights activists frequently claim that technical publications support their assertion that children who hunt will suffer severe emotional damage that will surface as abhorrent behavior during their adult years. No such scientific literature exists, and we are quick to point that out and to have on hand copies of scientific literature that supports hunting as a healthy endeavor. "The Morality of Hunting" by Ann S. Causey of Auburn University, *Environmental Ethics*, Winter 1989, is one of the most useful.

For activities where we expect attention from news media and animal rights organizations, we take steps to ensure that participants are not sur-

prised by the news coverage. Youth hunt participants and other private individuals are informed in advance that reporters will be there, and that animal rights activists will try to provoke a confrontation. We tell them they are free to talk to the media or not to talk to the media - and either way they will not have any trouble with the agency. We also caution them that any confrontation between them and the protestors will become news and will serve to draw attention away from the cause of conservation. Any such confrontation will command a heavy price in terms of public support for future events.

Another important consideration is that as a law enforcement agency we must be cautious not to pose an intimidating presence. We work closely with local sheriff's departments, military police units and other law enforcement agencies. Still, as much as possible, we try to ensure that all but a couple of officers are out of sight, although nearby. The officers on the scene project a non-threatening image. However, demonstrators who want to be arrested are accommodated. No one is allowed to disrupt the demonstration or to disrupt the hunt - except from across the street from the gate where the young hunters enter the military post where the hunt takes place.

Media interest has decreased year after year. Last year's youth hunt attracted half a dozen reporters. Two years earlier, the hunt was the subject of network news, a story on the front page of *The New York Times*, the *Phil Donahue Show*, and print media as far away as Italy. Editors say they have tired of carrying the same story year after year. With such disappointing coverage, the protestors now abandon the protest after a few hours.

On two occasions, protestors have managed to infiltrate the hunt, presumably to take up space that otherwise would be occupied by a hunter and also to disrupt the hunt from within. Again, we make no effort to prevent such youngsters from signing up for the hunt or even from occupying space without hunting. But as soon as he or his supervisor attempts to disrupt the hunt while in the hunt area, both are escorted off the site - never in view of television cameras.

Our objectives in dealing with media and demonstrators during these highly visible and controversial events are to answer the criticisms raised against us and to project a positive image of ourselves and the programs we administer. Frequently, news coverage of these events provides opportunities for us to inject messages about our hunter safety course, wildlife management, habitat requirements of animals, etc. We make every effort to seize these opportunities to promote conservation.

We realize that we are not likely to convert any anti-hunters, but we do try not to lose any support among non-hunters.

One thing we do not do at all is submit to public debates with anti-hunters. We have found that they are not bound by the same ethical constraints that are required of us. Some of them are masters at throwing out one-liners. We have seen them dismiss a flawlessly well-presented scientific argument with comments like: "My cat knows more about biology than you do." It is wise to remember that, to a private citizen, such a comment appears to be that of a brave soul, standing up to "the government." We do not give them an opportunity to give that appearance.

We have found that we are most likely to get into trouble with a relatively new phenomenon known as the "shock radio" talk show. This type of radio talk show revolves around a host who makes every effort to get his listeners angry at something. He does so by twisted interpretations of situations. He might refer to our supervised youth hunts as "teaching little killers to go out into the woods and blast deer all over the countryside". We have yet to find an effective way to cope with this kind of interviewer. When our arguments appear too reasonable for him to attack, he simply disconnects us and moves on to calls from his audience to go on to the next subject. Again, the best we can hope for is not to alienate our supporters or any neutral listeners.

Contact: Henry Cabbage, Director Public Information, FL Game & Fresh Water Fish Commission

Maryland:
McKee - Beshers Wildlife Management Area Deer Hunt Protests

Since September, 1989, the Maryland Natural Resources Police has been involved in six anti-hunting protests. The incidents have taken place on the opening day of deer bow hunting and deer firearm seasons each year. All anti-hunting protests have taken place at McKee-Beshers Wildlife Management Area, Montgomery County, Maryland. We have found that with the experience gained from each demonstration, the Natural Resources Police have become more proficient in dealing with the situation. We have also found that there are key elements essential to providing an effective law enforcement response. These key elements are as follows:

1. Development of a law enforcement strategy for anti-hunting demonstrations:

The strategy should include: a purpose, situation and assumptions, concept of operations, task assignments and procedure.

2. Gathering intelligence:

A. It is critical to know plans of demonstrators so as to counter activities and to know what resources are needed for law enforcement.

B. Best method to gather intelligence is to insert undercover operative as members of anti-hunting associations. Additional information should be sought from other police agencies and interested persons.

C. Essential intelligence would include:

1. Names of leaders and numbers in the protest groups.
2. Extent of planned protest.
3. Proposed site of embarkation and of demonstrations.
4. Date and time of protest.

3. Planning:

A. Upon selection of On-Scene Commander, the first planning meeting should be several days prior to the event. The meeting should include representatives from all agencies that would be participants. Items for discussion must include number of officers needed, additional officers for standby, deployment of personnel, camera and video resources, other equipment, selection of command post site, duties of Community Relations Officer, arrest procedures and removal of violators, and training necessary for officers.

B. The second meeting prior to the event should include all personnel involved. Officers should be made aware of overall strategy and individual responsibilities. Officers should also rehearse crowd control maneuvers.

4. Establish controls and maintain operations during protest. On day of event:

A. Have officer assigned to observe the meeting site of activists and report their movement to the demonstration area.

B. On-Scene Commander establishes command post. Have officers meet at command post site. Activate sector patrols and establish main body element, and establish demonstration area. If two protest groups are present (anti and pro), maintain at least a roadway barrier between the groups at all times.

C. Have one officer assigned to photograph individual demonstrators to create an anti-hunting activist's file. Have one officer assigned to videotape the entire event for later review and for use as a training aid or for court if necessary.

D. Have officers accompany activists who follow legal hunters into the management

area. If activists engage in or attempt to interfere with the legal hunt, they should be warned first. If the activists should continue to interfere, officers should issue citations for violation of hunter interference. If the activists still continue, they must be arrested and charged with failing to obey a lawful order and removed from the area.

5. Follow-Up:

The Community Relations Officer must handle all media responsibilities. All participating officers should be debriefed. After action reports must be prepared for future use. Critique entire incident so that operational procedures can be refined.

To date, this procedure has been used successfully by the Natural Resources Police in Maryland.

contact: Colonel Franklin Wood, Superintendent, MD Dept. of Natural Resources, Natural Resources Police

Montana:
Yellowstone National Park Bison Hunt Protests

History:

Yellowstone National Park (YNP) bison numbers rose from a low of 25 animals in 1902 to almost 900 by 1928. By the 1930's the herd numbered about 1,200. In the 1950's and 60's when YNP policy called for direct control of ungulates, bison numbers were kept between 400 and 1,000 in the whole park. Two hundred bison were supported on the northern range of the park.

In the 1960's, park policy changed from one of direct control to letting nature regulate animal numbers. The park bison herds' total numbers increased from about 300 animals in the late 1960's until by the winter of 1988-89 total bison numbers exceeded 2,800 in the park and 900 on the northern range. Animals from the northern range occasionally leave the park and wander north into Montana near Gardiner. Near West Yellowstone, Montana bison from the Mary Mountain herd in the park also leave the park and wander into Montana.

With increases in bison numbers, livestock interests in Montana and surrounding states expressed concern over potential for transmission of brucellosis to domestic livestock. A significant number (about 50%) of YNP bison are carriers of brucellosis; a disease that is costly and difficult to control. (Between 1952 when Montana began a program to eradicate brucellosis, and 1984 when Montana was declared brucellosis free, the state and livestock producers spent over $30 million eradicating the disease from domestic livestock.)

Primarily as a result of the brucellosis threat but also because of property damage to fences caused by bison wandering out of the park, various state and federal agencies, fish and wildlife organizations and livestock associations met in the early 1970's to address ways to control bison. The result was a boundary control program stipulating that the National Park Service (NPS) would attempt to keep bison within the boundaries of the park, but if such control efforts failed, elimination of bison wandering outside the park would be considered. Under the agreement the Montana Department of Fish, Wildlife & Parks (MDFWP) would be responsible for eliminating wandering bison that were determined to be a problem in Montana.

Between 1974 and 1984 few bison left the park and a total of 13 animals were killed outside park boundaries by MDFWP employees; many bison were herded back inside the park. However, in the winter of 1984, 80 to 90 bison left the park and 88 were killed by MDFWP employees.

Due to the large number of bison leaving the park that winter, the NPS initiated an environmental assessment to evaluate the problem and suggest possible alternatives for control. At the same time, the Montana legislature, seeing an immediate need to address the bison issue, passed a law adding wild bison to Montana's list of big game animals. Considerable debate accompanied the legislation, which the MDFWP opposed. It was the department's position that the bison herd should be managed by the NPS and maintained at a size compatible with the habitat available within YNP. Further, the department did not want YNP to interpret legislative action authorizing control hunts as the state's preferred position. And finally, due to the controlled nature of the hunt that would be necessary, the department recognized the potential for negative public reaction to the hunter and hunting. Some sportsmen's groups, however, maintained that as long as bison were going to be taken, sportsmen, rather than agency personnel, should be allowed to harvest them. The Montana legislature agreed.

As a result of the debate and complexity of the issue, a "statement of intent" was prepared to accompany the law: "Hunting should be considered only one of many solutions available to the MDFWP and the NPS to control migrating bison." It also encouraged further negotiations and cooperation between the two agencies to seek other methods of control as soon as possible. Nevertheless, in the winter of 1985, and each year until 1990, MDFWP officials administered a bison hunting season.

Handling of the Bison Control Program:

Local and national media expressed great interest in the Department's bison control "hunt". The fact that YNP was involved and that bison represent a symbol of the vanishing west only served to make the issue more newsworthy. Roger O'Neil, bureau chief of NBC news said these aspects of the hunt were certain to ensure converge by NBC. Handling of the media for the bison control "hunt" during the 1984-85 winter involved calling all media representatives who had expressed interest to inform them of hunt schedules, reasons for the hunt, background and other specifics. Separate pre-hunt briefings were conducted for media representatives and hunters. A perimeter was set up to limit media proximity to hunters for safety reasons and efficiency of the reduction.

Many of the media representatives focused not so much on the fact that bison were being killed to control brucellosis but on the fact that some people ("hunters") would find "challenge", "sport", or "enjoyment" in shooting a large, seemingly docile animal at ranges as close as 50 ft. This represented a value system media representatives found to be a fascinating difference from their own. The Fund for Animals (FFA) and other animal rights groups capitalized on the increased media interest and used bison at YNP as a means to elevate anti-hunting above anti-trapping in their campaign priorities. The anti-hunting campaign, using bison control at YNP as the "example" of hunting in America, was successful to such a magnitude that the animal rights groups (particularly FFA) were better prepared to make the issue even more controversial the following year.

The winter of 1986-87 brought mild weather, and relatively few bison left the Park. Publicity waned. However, the winter of 1988 brought severe winter weather and large numbers of bison left the park. Over 500 bison were killed by hunters in the control "hunt." By now media had become more interested and better prepared to cover the activity and animal rights groups had also prepared more fully. Groups such as the Fund For Animals called national media almost daily with different angles on coverage of the bison "hunts." MDFWP or other conservation agencies and organizations did not initiate this type of *daily* contact. The MDFWP appointed the chief of their Conservation Education Division as a primary contact person for the agency. Media packets were prepared prior to hunts and sent to media representatives. Still, without being contacted daily by the MDFWP, the national media did not always present views different from the animal rights groups' view.

Media coverage locally in Montana was perceived by the MDFWP as relatively fair and focused on issues of why control was needed. Local support within the state for MDFWP actions was generally good. (It must be remembered that Montana is a primarily rural state of 800,000 people many of whom retain agrarian value systems.)

National media coverage was another story. Impressions created by the visual media often focused on killing of bison and background information on the problem received less attention. National reaction (from a primarily urban society) was vast and strong in opposition to the bison control "hunts."

The FFA sensed a victory in the backlash of public reaction to bison control "hunts" and established a full-time spokesperson for part of the winter of 1990 in the town of West Yellowstone (at the Park's boundary) to call national media immediately upon any anticipated bison control activities. Due to mild winter weather only 11 bison were killed in 1990.

The MDFWP responded to the previous year's frustration with a video on the bison issue and a pamphlet entitled *Montana's Bison Control Program*. In addition, MDFWP spelled out all feasible bison control options in a "white paper".

By 1991 the MDFWP and NPS were more heavily involved in gathering public response and had completed a brochure, *The Yellowstone Bison*, on how interested parties (nonresident or resident) could get involved and comment. Video news releases were prepared and sent out with print releases. Due to public response and controversy from outside the state, as well as department efforts, the Montana legislature eliminated bison from the list of the state game animals in

1991, thus allowing bison to be controlled by MDFWP staff and not by members of the public. At the same time the MDFWP continued work on a joint bison management agreement with YNP.

During the winter of 1991-92, bison were controlled by MDFWP personnel. MDFWP arranged for selected Montana Indian tribes to aid in processing the carcasses. Tribes distributed meat among the needy on the reservations and used heads and hides for cultural purposes. In addition, some bison were processed by MDFWP personnel and auctioned at routine confiscated game meat sales. MDFWP provided the media with film footage of efficient kills and Indian processing of bison carcasses. Traditional use of bison by Indians was considered a major positive influence on potential controversy over bison removal.

Suggestions from Montana's Experience with Bison

- Animal rights groups are "for real". Do not discount them or their potential impact on an issue. If there is a reasonable opportunity for media coverage, animal rights groups will try to capitalize on it.

Be careful not to put hunters and fish & wildlife agencies in a position that is "unexplainable." (i.e., One of the nation's most popular animals [bison] 50 feet in front of a hunter on camera. One media representative is quoted as saying, "You can't sell death on TV.")

- Counsel hunters prior to a protest situation using a pre-hunt briefing. Hunters need to know their behavior is being monitored through the media by many people who are not committed to either the animal rights' position or the hunters' position. Hunters need to understand that "getting mad" is not beneficial.
- Be careful how your agency treats protestors. If possible, avoid confrontation at the site of the protest. Get names and other information and follow up later. Television footage of uniformed wardens handcuffing and carrying away protestors is not advantageous.
- Plan for the media. Prepare packets of factual information for the press in advance (not the day of the event).
- Do not let emotion or frustration cloud employee judgement. It is easy to fall into a "get even" attitude.
- Take action when you have hunter harassment laws and publicly celebrate court victories.
- Do not withhold information from the media (like scheduling of hunts, etc.) *if it is requested.* Freedom of information act laws make this a questionable practice and media correspondents can find out anyway by calling hunters scheduled for the hunt.

Contact: Ron Aasheim, Director Public Information, MT Dept. of Fish, Wildlife, and Parks

New Jersey:
Medford Wildlife Management Area Deer Hunt Protest

The New Jersey Animal Rights Alliance (NJARA) is the first broad spectrum animal rights organization based in New Jersey. They oppose hunting, fishing, trapping, the wearing of animal products including leather and fur, and the use of animals for food and for research. This group is said to have a strong alliance with PETA (People for the Ethical Treatment of Animals) and other more violent groups who claim responsibility for bombings, fires and other acts of violence.

In addition to the larger scope of animal uses, this group possesses another significant difference in the composition of its membership. The group is younger, has more male members, and is more willing to participate in confrontation techniques. NJARA is better networked than previous groups, and is involved in activities in surrounding states. It has 10 chapters in New Jersey, conducting monthly meetings and activities. They have contacts within the Rutgers University Law Clinic and have been active in election campaigns.

In October of 1990 the NJARA contacted the Bureau of Law Enforcement requesting a permit to assemble and protest at the Medford W.M.A. Through the course of the discussion and the permit application we learned that they planned to have 100 persons protest from dawn until 9:00 a.m..

The United Bow Hunters soon made application for a permit to conduct a counter demonstration. Knowing that both viewpoints would be represented at the protest increased the likelihood of balanced reporting by the media, but also increased the chance of conflict.

The following objectives were developed for the officers assigned to the protest:

1. To protect the safety of the protesters, the sportsmen, and their property.

2. To maximize the opportunity for the peaceful expression of opinions as allowed under the terms of the permit, other statutes and constitutional guarantees.

3. To minimize the conflict between the different protesting groups.

4. To minimize conflict between the protesters and sportsmen.

Conservation officers were assigned to patrol the areas adjacent to the parking and staging areas. They were dressed in hunting clothes and carried licenses and shotguns. Their objective was to protect vehicles from vandalism, or false claims of vandalism and provide notice should there be an unexpected arrival of large numbers of protesters.

A second plain clothes officer patrolled the fields adjacent to the protest area. If any of the protesters left the designated area under the guise of bird watching or a nature walk (which was not a violation), he would keep them under discrete observation and prepare to intercede should a conflict develop, first with a friendly suggestion that the parties choose a more appropriate location to debate the issue. If physical conflict appeared imminent, the undercover officer would then identify himself, call for assistance and separate the parties.

All personnel carried portable radios, some of which were able to contact the local police department. During the pre-event meetings with local departments, first aid and additional transport vehicles were on standby. Their assistance would be requested in the event of the custodial arrest of more than two persons, which they would transport in their "prisoner transport vehicles" (seat 15).

All personnel carried the impact weapon (PR-24) and capstun. Undercover officers carried the expandable PR-24 for this assignment.

Maps of nearby wildlife management areas were available for distribution to sportsmen who chose to hunt at another location.

Uniform officers were stationed at the protest area. If members of the press attended and presented questions, they were directed to the

spokesman.

Copies of the relevant criminal and fish and game statutes were reviewed by the officers before the protest.

An additional notable aspect of this case is the value of confining the protesters in a roped area. This, a condition of the permit, provided a margin of safety and control. It further provided a neutral zone between the two protesting groups.

The second point is the designation of a sole person acting as a coordinator who the animal rights groups can contact. These groups perceive fish and game agencies as adversaries. They expect resistance and deception. By dealing with a single person who is carefully chosen for the task and empowered with the necessary authority, these obstacles can be addressed. By doing so, the agency will experience a greater trust level and, consequently, more open communication.

contact: Robert McDowell, Director, NJ Division of Fish, Game and Wildlife

Ohio:
N.A.S.A. Facility Deer Hunt Protest

In late summer 1990, the Ohio Division of Wildlife learned of a planned protest against a controlled deer hunt on a N.A.S.A. facility in Sandusky, Ohio. While developing hunter harassment guidelines and briefing personnel on policies and procedures, the Division of Wildlife administrative staff directed the following action:

A series of meetings was held with N.A.S.A. administrators, security officials, local law enforcement agencies, U.S.D.A. representatives and others who could be impacted by a demonstration. These meetings proved to be very valuable in identifying potential problems and finding solutions for them. Jurisdictional responsibilities between enforcement agencies were designed, public information plans were developed, and interdepartmental goals were addressed. Meetings with local conservation groups were also held, resulting in a decision by those groups to stage a counter-demonstration supporting the controlled deer hunt and promoting the role of hunting in conservation. The counter-demonstration proved very effective in preventing the media from presenting a one-sided issue. A Division of Wildlife representative was appointed to handle all media questions. Several uniformed officers were also assigned as a preventative measure, while plain clothes officers patrolled the crowd, taking photos and videotaping activities.

It should be noted that the N.A.S.A. protest involved a unique jurisdictional situation involving federal property surrounded by a chain link fence. The protestors' activities could be limited to areas away from the actual deer hunt, although hunters were required to drive through the demonstration and into the facility.

The end result of the action taken was a successful hunt with no major incidents taking place. Local law enforcement agencies, Division of Wildlife employees, and N.A.S.A. officials were well prepared and organized. The hunt was held again in 1991 with a very minor protest and will continue in the future if deer population levels continue to grow.

contact: Richard Pierce, Chief, Ohio Division of Wildlife

Wisconsin:
Blue Mounds State Park Deer Hunt Protests

The Alliance for Animals (AFA) takes particular opposition to hunting in Wisconsin state parks. During the summer of 1990, the Wisconsin DNR became aware that AFA would likely be present on the opening of deer season to protest the hunting of deer at the Blue Mounds State Park. In addition, we had reason to believe that local TV stations would be present to tape the interactions of the protesters and the hunters checking in for the hunt. Because this is a controlled hunt by permit only and hunters must check in through a Park check station, the stage was set for the classical "parking lot" confrontation.

During the summer, DNR appointed a committee to address this issue. Members included representatives from the Bureau of Wildlife Management, Law Enforcement, Information and Education, Parks, and the Warden and Public Information Specialist from the Southern District. The park managers from the Blue Mounds State Park and the nearby Governor Dodge State park were contacted for input and suggestions.

The objectives for this committee were to develop guidelines for DNR personnel that would:

A. Address safety concerns during the confrontation.

B. Provide background information explaining deer hunting in state parks.

C. Provide recommendations to DNR personnel regarding how to communicate with activists, hunters, and media.

D. Develop action plans to deal with potential law enforcement issues.

E. Make sure the DNR was perceived as being fair and orderly by the non-hunting public.

The committee was particularly valuable in making sure all DNR people were prepared ahead of time for the likely event. While a seemingly simple chore, it was absolutely critical that everyone likely to be impacted knew what the issue was, how to respond, and that others were briefed as well.

We also developed informational sheets that were distributed ahead of time to everyone likely to be involved that provided answers to anticipated questions about deer hunting in state parks.

We also provided guidelines about how to communicate with hunters, activists, and media personnel. How to communicate was more important than what to communicate.

Notices alerting hunters to the issue/event and a listing of their options and recommended responses were included in the mailing of their permit, and were available at the Park.

We also provided news releases about the hunt prior to the event to diffuse the issue and in essence make it "old news". In those news releases we also provided names of non-DNR "deer and hunting experts" that were on call to provide an "unbiased" reference source (we were fortunate in getting the cooperation of a University Extension Specialist and a University Rural Sociologist to perform this role).

The Wardens and Park Managers developed contingency plans with local wrecker operators to remove vehicles if they attempted to block access to the park. I believe local District Attorneys were also forewarned of the potential confrontation. One anticipated goal of the protestors was to challenge WI's hunter harassment law. Our Wardens specifically chose not to issue citations based on this law, and instead, would issue citations for disorderly conduct if necessary.

The protest did occur. Most of the confrontation took place in the parking lot. The bright lights of the TV cameras in the dark early morning proved to be disruptive and confusing. One hunter reacted to this confusion and disorientation by lashing out at a media photographer, and was charged with assault. Protesters followed hunters into the woods, and disrupted their hunt. Some

protesters strayed onto private land where the landowner pressed trespassing charges. The media interviewed hunters whose hunt was disrupted. One had just recently been discharged from the hospital, and made the case that he needed the easier access the park provided and lacked the financial resources to obtain access to hunt elsewhere. The public felt a great deal of empathy toward this hunter as was evidenced by numerous "letters to the editor". While his opening day hunt was spoiled, he returned the next day, took a deer, and was assisted by DNR personnel in dragging the deer out.

During this period of time, the WI DNR and AFA had not established open communications.

The event was analyzed during the summer of 1991 in preparation for the 1991 hunt. During this time, the DNR and AFA participated in the International Association of Fish and Wildlife Agencies' Proactive Strategies Project sponsored midwestern workshop between state agencies and animal rights groups. Communications were established and continue.

For the 1991 season, we focused on ways to reduce the log-jam during check-in of the hunters. Hunters were contacted prior to the season, and offered the opportunity to purchase their required park admissions sticker prior to the opening day.

The DNR met with AFA prior to the season opening to discuss common concerns (safety, etc.) and to explore other alternatives. The suggestion was made that AFA should explore addressing their concerns via the legislative route. Rather than protesting the 1991 hunt in the field, they focused their energies on introducing legislation to ban hunting in state parks (legislation was introduced but died in committee).

Future plans call for meeting with AFA prior to expected protests, to maintain communications, gain their assistance in promoting safety factors, and to explore their concerns and shared values with WI DNR.

contact: Harry Libby or Charles Pils, Bureau of Wildlife Management, Wisconsin DNR