Form 1100-001
(R 2/07)

# NATURAL RESOURCES BOARD AGENDA ITEM

Item No. 3.B.2

**SUBJECT:** Request authorization of an extensive process to involve the public in a dialogue that will lead to establishing the next steps in managing CWD.

**FOR:** APRIL, 2007 **BOARD MEETING**

**TO BE PRESENTED BY:** Alan Crossley, CWD Coordinator

**SUMMARY:**

The department is recommending an extensive public involvement effort during 2007 that will collaboratively engage the public in establishing the next steps in managing Chronic Wasting Disease. By involving the public in management decisions it is hoped that there will be greater support and cooperation.

To achieve an effective and comprehensive dialogue the department will use an integrated approach to public involvement. Priority activities include:

1) Establishing clear goals and expectations for a public dialogue initiative.
2) Identifying stakeholders and interests related to a CWD dialogue.
3) Implementing an awareness and education program to provide information for stakeholder participation.
4) Activating an internal DNR communication plan.
5) Initiating a legislative awareness plan.
6) Implementing a targeted, interactive stakeholder participation plan.
7) Report of findings.
8) Adoption and introduction of the next phase of CWD management recommendations.

**RECOMMENDATION:** Approve an extensive effort to involve the public in developing the next phase of Wisconsin's Chronic Wasting Disease management effort.

**LIST OF ATTACHED MATERIALS:**

| | | | | | |
|---|---|---|---|---|---|
| No | ☑ | Fiscal Estimate Required | Yes | ☐ | Attached |
| No | ☑ | Environmental Assessment or Impact Statement Required | Yes | ☐ | Attached |
| No | ☐ | Background Memo | Yes | ☑ | Attached |

**APPROVED:**

Thomas M. Hauge — 3/30/07
Bureau Director, Tom Hauge — Date

Laurie Osterndorf — 3/30/07
Administrator, Laurie Osterndorf — Date

Scott Hassett — 4/2/07
Secretary, Scott Hassett — Date

cc: Laurie J. Ross - AD/5
Cons. Congress Exec. Cmte. - 4 - LS/5
Alan Crossley - WM/6
Tom Hauge - WM/6
Scott Loomans - WM/6
Randy Stark - LE/5
GLIFWC & Tribes - 14 - WM/6
Diane Brookbank - CS/GEF 3
Kevin Huggins - CS/GEF 3
Tim Andryk - LS/5
Carol Turner - LS/5
Reg. WM Sups. - 5 - WM/6
Reg. LE Sups. - 5 - WM/6
Bob Manwell - CE/8
Peter Biermeier - PR/6

STAFF REVIEW - DNR BOARD AGENDA ITEM

REMINDER

Have the following questions been answered under the summary section of this form?

- -Why is the rule needed?
- -What are the significant changes?
- -What are the key issues/controversies?
- -What was the last action of the Board?

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LIST OF ATTACHED REFERENCE MATERIAL REQUIRED FOR RULE PROPOSALS:

Hearing authorization:

Background Memo (if needed)*
Fiscal Estimate
Environmental Assessment (if needed)
Rule

Final adoption:

Background Memo (if needed)*
Response Summary
Fiscal Estimate
Environmental Assessment (if needed)
Rule

* If all the questions listed in the REMINDER section above can be adequately summarized on the Green Sheet (and a second sheet if needed), the Background Memo may be omitted.

| Unit | Reviewer | Date | Comments |
|---|---|---|---|
| Environmental Analysis and Review | | | |
| Management and Budget | | | |
| Legal Services -Program Attorney -Carol Turner | | | |
| Other (if applicable) | | | |

# CORRESPONDENCE/MEMORANDUM

State of Wisconsin

DATE: April 25, 2007 FILE REF: 2300

TO: Natural Resources Board

FROM: Scott Hassett

SUBJECT: Background Memo on Proposed Wisconsin CWD Dialogue Process

**Recommendation:**

We are seeking your approval to collaborate with the public in developing the next phase of CWD management. The dialogue will engage the multiple and diverse interests potentially affected by our disease and deer herd management decisions. Contributors to the dialogue will represent the widest possible range of perspectives on important social, economic, health, science and environmental issues.

**Background:**

This past September, a core group of DNR staff from multiple disciplines who are intimately involved with our CWD management efforts held a retreat to begin the process of planning for the next phase of CWD management. Discussions brought in the latest data on CWD in southern Wisconsin deer, research on prion diseases, human dimension surveys of hunters and landowners in Wisconsin, and first hand experiences of department staff – all part of the "*learn and adapt*" strategy that is important to Wisconsin's approach to managing CWD. Staff had a frank discussion about the viability of eradicating CWD and reflected upon progress, opportunities and barriers to CWD management, and our state's approach to date. The group reviewed Wisconsin's original goal statement and the assumptions that were made in support of that goal.

Secretary Hassett presented some of the conclusions from that retreat to the Natural Resources Board in October, 2006. In spite of considerable effort on DNR's part, and in spite of increased hunting opportunity, unlimited bag limits, free tags, allowing landowners in the DEZ to hunt on their own property for $2, economic incentives, and encouraging and facilitating food pantry donations for additional deer hunters take in the DEZ, we have not made as much progress as we would have hoped in managing this disease.

Therefore, we believe it is time to begin a statewide dialogue about where we've been and our future CWD management approach in Wisconsin. Our management goal is to minimize the negative impact of CWD on cervid populations, the state's economy, hunters and others who are affected by deer management. Through this process we hope to learn how we can best reach that goal and what the consequences of our success or failure in managing the disease will be.

The next phase of CWD management will require the public, key stakeholders, the DNR, the Natural Resources Board and Wisconsin's elected leadership to participate in frank and challenging conversations, as well as evaluate complex and difficult options. The future of Wisconsin's deer population and the many benefits it provides will be influenced for generations to come by the outcomes of this dialogue.

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The dialogue must demonstrate the following:

- It must be timely so that, if it results in rule change proposals, those can be introduced for the 2008 season.
- It must be inclusive. Diverse and competing perspectives must be heard and considered.
- It must maintain awareness of both today and the future. Challenges and choices made now will impact the Wisconsin deer herd for years to come.
- It must be fiscally responsible.

**Goal of the CWD Dialogue:**

The goal is to reach a decision on how WDNR will manage Chronic Wasting Disease to minimize the impact of the disease on Wisconsin's free-ranging deer population, the habitats and biological systems that include deer, the economy, hunters, landowners and others that benefit from a healthy deer herd.

**Important Elements:**

*Dialogue Manager* – a hired consultant supported by the DNR CWD Project Leader. The dialogue manager's role is to:

- serve as the project manager
- serve as the Public Participation consultant
- provide a final report summarizing the dialogue and outcomes

*Technical Guidance Team* – a group of DNR experts and their stakeholder partners such as the Department of Agriculture, the University, etc. Their role is to provide scientific and economic expertise to the initiative. They will provide guidance related to feasibility, effectiveness, cost, etc.

*Search Committee* – a six-person committee comprised of Jamie Nack (UWEX), David Drave (UWEX), Scott Craven (UWEX), the dialogue manager/public participation consultant, Alan Crossley (WDNR), and an at-large member selected by UWEX. Their role is to:

- identify the criteria for nomination of individuals to the Stakeholder Advisory Group and the process for soliciting those nominations
- recommend the slate of nominees to be appointed by the Secretary.

*Stakeholder Advisory Group* – a body of representatives from a wide range of stakeholders, selected by the Search committee through a nomination process – and appointed by the Secretary. The Advisory Group's role is to:

- define a common disease management goal for Wisconsin
- study the consequences and trade-offs of various management strategies and
- propose strategies to the NRB and the public for reaching that disease management goal.

**The Process:**

CWD can not be managed sufficiently to protect the deer population and sustain the social, cultural and economic interests associated with deer unless there is adequate participation in the decision by the public, key stakeholders, partners, the legislature and the DNR.

To achieve an effective dialogue with stakeholders, an integrated approach is needed. Priority activities include:

1) Communicate clear goals and expectations for the dialogue initiative.
2) Further identify stakeholders and interests related to CWD dialogue.
3) Implement a targeted awareness and education program to provide adequate information for stakeholder participation.
4) Activate an internal DNR communication plan.
5) Initiate a legislative awareness plan.
6) Implement a targeted, interactive stakeholder participation plan identifying important questions to be addressed by the stakeholders
7) Report of findings.
8) Present CWD management recommendations to the NRB for approval and implementation.

**CWD Fact Sheets**:

The department will prepare drafts of CWD fact sheets by summer for review by Stakeholder Advisory Group members. The stakeholder group will serve as the reality check on the important questions that need to be answered and the key messages that should be delivered. Their comments will then be incorporated into the final fact sheets to be developed by UWEX and available for release to the public in the fall.

- Introduction – a bit of history – why care?
- Human health risks
- Risks to livestock, other species
- Impacts of CWD on the deer herd
- What's going on elsewhere around the country
- Economics of CWD
- Human Dimensions
- Captive Cervid Industry in Wisconsin
- CWD Timeline for Wisconsin
- Carcass Disposal Risk Assessment

**Potential Questions to Be Answered in the Process**:

- CWD management goal
- Zone boundaries
- Carcass movement restrictions
- Future of pantry program
- How to pay for testing
- Hunting season structure
- How to respond to deer and disease refuges
- Role of incentives
- Role of agency shooting
- Tools in the toolbox

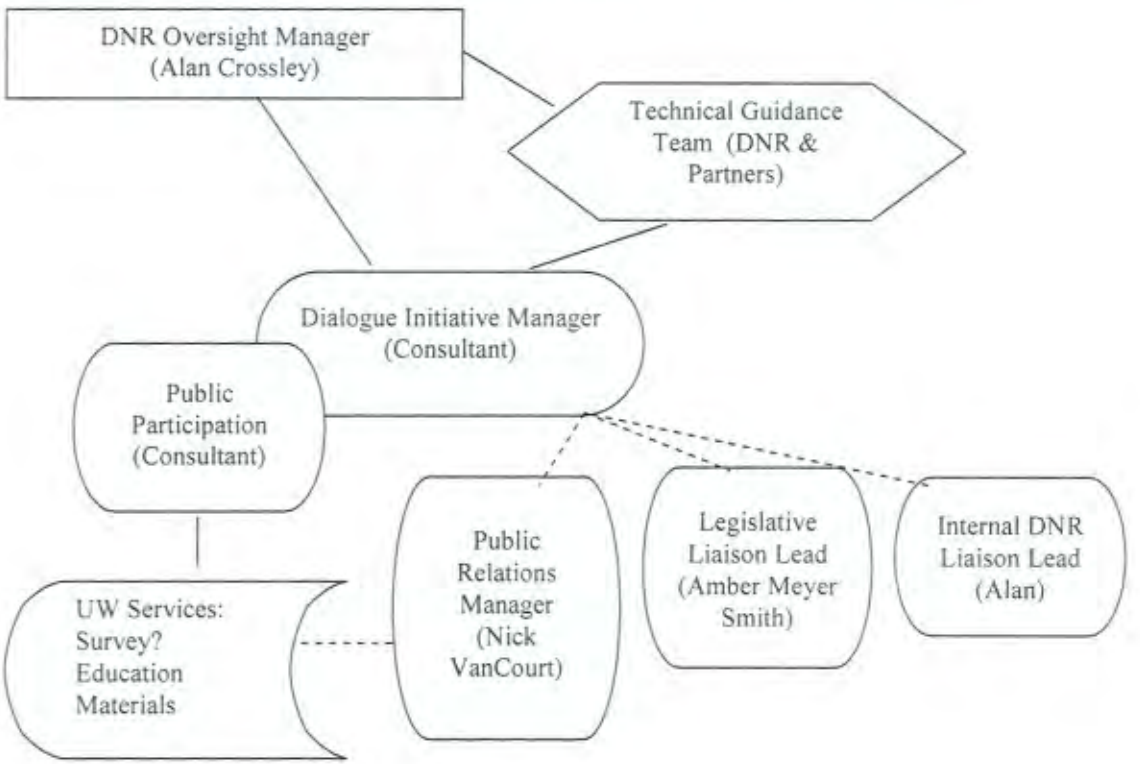
**Objectives to be Achieved**

| Sequence | Objectives | Actions | Potential Stakeholders |
|---|---|---|---|
| Ongoing | Provide accurate, up-to-date information to the public. | Educational campaign using web, media, etc. | DEZ Landowners<br>DEZ Hunters<br>HRZ Landowners<br>HRZ Hunters<br>Outstate hunters<br>Cons. Congress<br>Legislators<br>WWF<br>Media<br>Uplands Chap QDM<br>DNR<br>DATCP<br>DHFS<br>IL, MI, MN, IA<br>Tribes<br>Dairy farms<br>Livestock producers<br>Captive Cervid Farms<br>Agribusiness<br>Tourism<br>Venison Processors<br>Sport. Good Retail<br>WTU<br>USDA<br>USFWS<br>Wildlife watchers<br>Food Pantries<br>Local governments<br>Universities<br>League Cons Voters<br>WI Farm Bureau<br>Venison consumers<br>Non-hunt landowners<br>NRB<br>Rocky Mtn Elk Fnd. |
| April – May 2007 | Establish a Stakeholder Advisory Group. | Form a search committee to create the criteria for nominee selection to a Stakeholder Advisory Group. | |
| June 2007 | Identify common ground, common issues. | First meeting of Stakeholder Group. Introductions, ID shared goals, information needs. | |
| July 2007 | Review the state of knowledge about CWD. | Review our state of knowledge with Stakeholder Advisory Group in response to their info needs and questions, using CWD experts and researchers. | |
| August 2007 | Identify the potential impacts of CWD in Wisconsin. | ID impacts & seek response from stakeholders. Update preliminary list following stakeholder comment. Rank impacts by effect. | |

| Sequence | Objectives | Actions | Potential Stakeholders |
|---|---|---|---|
| Sept-Nov 2007 | Identify the range of management strategies and consequences.<br><br>Review management strategies and propose strategies to be applied. | Generate a list of management strategies and consequences.<br><br>Release strategies for public review.<br><br>Publish UWEX CWD Fact sheets.<br><br>Review management strategies and consequences.<br><br>Identify proposed strategies.<br><br>Get feedback on proposed strategies from Technical guidance team. | |
| Dec 2007 | Evaluate. | Evaluate Recommendations.<br><br>Report back to the Stakeholder Advisory Group.<br><br>Report back to public. | |
| Jan 2008 | Submit preliminary recs. | Presentation to Natural Resources Board. | |
| Feb 2008 | Share proposed management strategies | Report back to the public. | |
| March 2008 | Submit final recs. for approval. | Recommend to the NRB the strategies for CWD management. | |
| Ongoing | Implement management strategies | | |
| Ongoing | Evaluate management strategies. | | |

**Proposed Management Structure**

Dialogue Manager (consultant) led team – supported by Advisory Committee composed of DNR leaders and selected partner representatives. Oversight provided by the DNR CWD Project Leader.




Explanation:

1. The above structure provides for strong DNR leadership by placing the CWD Dialogue directly under the leadership of the CWD Project Leader.
2. Key internal DNR experts and partners provide oversight of the initiative and serve as both a CWD technical team and an internal DNR process/procedure monitor.
3. The Dialogue Manager serves as the project manager. It is recommended the Dialogue Manager (a consultant) also serve as the Public Participation Consultant due to the extensive level of public participation expertise required.
4. We are working with the UW to provide educational materials and potentially survey assistance.
5. Three functions within DNR must be linked to the dialogue manager to maintain communications and monitor key target audiences:
    - Public Relations – keeping the public apprised along the way
    - Legislative Liaison – communicating with the legislature and Governor's office
    - Internal DNR Liaison – keeping DNR staff informed and involved in the process

Rationale: This management structure addresses four primary challenges for the Department:

1. Availability of agency staff and work load constraints
2. Expertise to manage the process and coordinate public participation
3. Time constraints needed to make the decision
4. The need for significant transfer of technical information to the Stakeholder Advisory Group and the broader public

Additional Benefits:

1. A consultant Dialogue Manager, provides a broader oversight and advisory structure that also disperses workload impacts on staff. The management structure also provides opportunity for meaningful involvement of significant partners in the CWD Dialogue.
2. The system has the capability to be very nimble - as the day-to-day management responsibilities would be the assignment of the Dialogue Manager (Consultant).