

CWD Stakeholder Advisory Group

Summary and Recommendations to Secretary Matt Frank, WI DNR and the WI Natural Resources Board



The work of The SAG is reflected herein. The report contains:

- Information on why and how an advisory group was appointed.
- The decision making process to which the SAG contributed.
- A summary of the educational presentations provided to the SAG.
- The SAG purpose.
- A summary of recommendations.
- In Appendix A, the final votes tally is provided.
- Some members offered additional comments and/or minority opinions. These appear in the addendum.

The WI Department of Natural Resources appointed 18 citizens with diverse interests in the state’s wild deer herd to offer recommendations regarding future Chronic Wasting Disease management for consideration by the Department and the Wisconsin Natural Resources Board. The group became the CWD Stakeholder Advisory Group (SAG)

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Planning for Future CWD Management

It has been six years since CWD was first identified within Wisconsin. Initial DNR efforts to respond to the disease were enacted swiftly based upon the knowledge available at the time. Since 2002, the body of knowledge and experience related to CWD has grown (and will continue to do so.)

Multiple factors converged to indicate CWD management practices needed to be revisited and plans prepared for the future. These factors include:

1. Acknowledgement that CWD has not been eradicated in Wisconsin and current management practices had not met expectations.
2. A broader understanding of the complexities of CWD impacts on Wisconsin's free-ranging deer population, the economy, hunters, landowners and others who benefit from a healthy deer herd.
3. Recognition that disease management within a free-ranging deer population requires the cooperation and collaboration of many individuals and groups including landowners and hunters.

Future CWD management must consider these factors.

Revisiting CWD Management with an Advisory Group

In considering the next phase of CWD management in Wisconsin, DNR established the advisory group as a way to further public dialogue and engage representatives of interested groups in reviewing management approaches, practices and current science.

Following a public/self nomination process, at-large applicants were selected by a team from the University of Wisconsin and the DNR CWD Project Leader. In addition, select stakeholder partner organizations were asked to nominate a member to represent their organization. Members were then appointed by, then, DNR Secretary Scott Hassett.

The SAG met one Saturday per month from July, 2007 through December, 2007 and two Saturdays in January, 2008. Early meetings offered presentations on current CWD science, practices and human dimensions research associated with disease management. Together The SAG shared diverse and, sometimes, conflicting opinions as they grappled with the complexity of the issues.

Decision Making Process

Decisions that affect how DNR will manage CWD in the future follow a distinct process.

The Public has an opportunity to communicate their needs and interests throughout the decision process and to all groups involved.

The Stakeholder Advisory Group was responsible for soliciting and considering public interests and needs in the formulation of their recommendations. Additionally, feasibility of

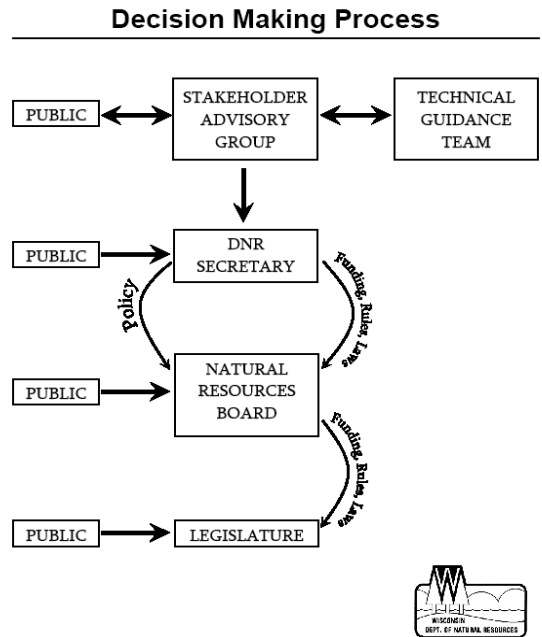
implementing the recommendations and contribution of those recommendations to disease management were to be considered.

A Technical Guidance Team was provided as a resource to the Advisory Group. Their role was to provide, upon request from the SAG, accurate information related to CWD & review and offer guidance on the technical effectiveness and feasibility of potential recommendations.

The SAG was not obligated to utilize the expertise provided. Nor was the Technical Team requested to endorse the recommendations of The SAG.

Public Awareness and Input occurred in multiple ways. Each SAG member was expected to take and create opportunities to keep the public informed through their networks. Many members published articles or contributed to websites. Others presented updates to organizations. The DNR CWD website provided on-going information including video of each educational presentation given to the SAG, meeting notes and other CWD information.

All SAG meetings were open events and public noticed. Approximately 40 individuals attended SAG meetings through the process. Public comment and/or the opportunity to speak directly to SAG members was provided at meetings. Numerous members of the public provided insights through conversation, e-mail and providing hard copy information.



The final recommendations of the Advisory Group will be presented to the Secretary and from that point, the decisions will be made following the process outlined in Figure 1.

Limited Assumptions Shared

The SAG did not develop a list of basic assumptions regarding the disease or its research upon which they agreed. The reactions of individuals to the scientific, social and CWD management practice presentations varied significantly. Agreement on the validity of information and/or the inferences to be made from existing research could not be reached within The SAG.

CWD Risk Summary from Presentations

Human Health & Safety

The risk of transmission to humans is low but may not be zero. Centers for Disease Control and World Health Organization (WHO) say there is no scientific evidence that CWD causes human illness. WHO and Wisconsin Department of Health and Family Services recommend that no part of an animal known to have CWD be consumed by humans.

Deer Population

There is a risk to deer populations. The effect of CWD on the wild deer population over the next decade may be low. However, studies of WI wild deer data, using spatial analytic tools and real-world data from Colorado and Wyoming show that without control efforts, CWD prevalence can reach high levels, and that CWD spreads geographically. Additionally, both the analytic modeling and the Colorado and Wyoming monitoring suggest CWD can reduce deer populations.

Agricultural Animal Health

The risk of transmission to traditional livestock is low but may not be zero. It has been shown, when CWD is injected directly into the brain, cattle and sheep can be infected. However, there have been no cattle infections in studies where cattle are exposed orally or when cattle co-habit with infected deer. The risk to farm-raised cervids is high. There is evidence, based on experiments involving a few animals, that there is a species barrier to CWD transmission to humans, cattle and sheep.

Economics

Costs of managing CWD increase if disease spreads, assuming that state interest in testing pantry deer, regulating disposal of deer carcasses, and testing hunter-killed deer continue. If a link to human or livestock health problems is ever established, it could convert the Wisconsin deer herd from an asset worth billions of dollars into a multi-million dollar pest control program. The costs of trying to control CWD are also inevitably quite high.

Social, Cultural, Recreational Considerations

The majority of all surveys tell us that the public wants us to do something to control CWD.

Recreational hunting, as practiced today and acting alone, has not substantially reduced the deer herd in the past and is unlikely to do so in the future.

CWD, acting alone, will likely eventually reduce the harvestable surplus of deer in affected populations. However, reduced hunting pressure in response to CWD will result in higher deer populations and harvestable surpluses, at least in the short term. If risks to human or livestock health are identified, and as prevalence and geographic extent of the disease increases, there could be additional impacts on deer hunting traditions. For example, some of the sociological research data suggest that there is an inverse relationship between increasing prevalence and willingness to hunt. However, any impacts of CWD itself on hunting traditions will likely develop quite slowly, while the impacts of CWD control efforts on hunting traditions are felt immediately.

Ecosystems

If increasing prevalence and geographic distribution of CWD in Wisconsin reduce hunter numbers, then ability to manage deer will decline, and impacts of high deer numbers on ecosystems could be significant. At some point, disease could begin to regulate deer populations and mitigate the loss of hunters. However, the timing and balance of these two opposite trends is difficult to predict.

CWD & Disease Management

- CWD is transmitted from deer to deer.
- CWD prions can persist in environmental reservoirs which may serve as a source for transmission.
- CWD is consistently lethal, and there is currently no effective vaccine or treatment.
- Though a small percentage of WI deer appear to have reduced susceptibility to disease from CWD, there has been no genetic profile identified that provides complete resistance to CWD infection.
- CWD is a slowly progressive disease; therefore, success of CWD management techniques cannot be measured over a few years.
- A major means by which CWD can move across the landscape is through the movement of deer.

Group Purpose Affirmed

Members of The SAG affirmed their purpose was to consider the following question:

How should Wisconsin manage CWD 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 who benefit from a healthy deer herd?

Strategic Recommendations

Unanimously Approved:

1. Recognize that CWD management is a statewide issue.
2. Simplify policies and practices where ever possible.
3. Maintain consistency of information, policy and practices – with comprehensive updating as new information becomes available.
4. Continue and expand the food pantry program – statewide.
5. Prudently approach the Department's response to new and existing deer diseases.
6. Continue to incorporate both private and public concerns in policy decisions.
7. Continue to promote increases in hunter numbers and hunter enthusiasm
8. Continue to promote interest in multiple weapons to increase hunter activity.
9. Promote wider use of venison.
10. Study and formulate programs that will assist Wisconsin citizens cope with CWD and disease management. Examples: reduce anxiety, increase general public understanding of CWD policy.

11. Create and maintain connections between CWD policy and the broader scope of deer management.
12. CWD policy should be designed taking into account the potential impact of CWD on native ecosystems and their use by non-hunters as well as other impacts on the state economy.

6. Acknowledge the value of research.* (unanimous)
7. Support for a strong outreach & education program. * (14 yes, 1 no)
8. Support a statewide ban on feeding. * (7 yes, 4 no, 4 abstain)
9. Support for no change to current baiting laws & restrictions. * (7 yes, 6 no, 2 abstain)
10. Support recreational hunting as the preferred deer harvest method. Additional methods including sharpshooting are not supported. *

Tactical Recommendations

1. Reaffirm the need to reach goals in deer management units outside the CWD Zone. (unanimous)
2. Create a single CWD Management Zone initially combining the current HRZ and DEZ, and then expanding or contracting the boundary based on positive CWD cases through the 2007-08 season using a buffer distance of approximately 10 miles to the nearest state or county highway. Boundaries would then be re-examined at 5-year intervals. Newly created area to be referred to as CWD-MZ. (14 yes, 1 no)
3. In the CWD Zone, establish Deer Management Unit (DMU) goals that are 20% below the 2001 over winter goals for those units. Objective is to get to those goals within 5 years in each DMU. (unanimous)
4. Restrict whole carcass movement from states with CWD into Wisconsin and from the CWD Zone to the rest of Wisconsin. (Carcass not venison) (12 yes, 2 no, 1 abstain)
5. Continue statewide monitoring and testing * (similar to activity prior to 2007 funding cuts). (unanimous)

CWD Zone Hunting Season Recommendations

The following season structure was approved and recommended for a minimum of five years. (9 yes, 6 no)

- Archery or gun license comes with an either sex tag only during 2008 season. So, the first deer can be a buck in 2008. Earn-A-Buck, then, applies for additional bucks. The result is a one year reprieve from earning a first buck. Pre-qualification for the following years is permitted. *(In 2009 a return to Earn-A-Buck.)*
- Archery season – no change in current CWD Zone season.
- Firearm season beginning the Saturday immediately preceding the Thanksgiving holiday and continuing for 9 consecutive days.
- Muzzleloader season (magnifying scopes legal) combined with crossbow hunt starting the Monday after the 9-day hunt and continuing for 14 days.

- Create a holiday period hunt, including firearm/crossbow harvest to quota, of antlerless deer only – from Dec. 26 to traditional close of archery season (runs concurrent to archery season).
- Limit yearly maximum harvest of 4 antlerless deer and 2 bucks.
- Eliminate the October gun season, except the October youth hunt and the October hunt for persons with disabilities.

* Further recommendations on this topic appear in the Additional Recommendations Approved section beginning on the next page.

Additional Recommendations Approved

NOTE: The SAG hopes DNR will pass on recommendations that are within the purview of other agencies and organizations.

Albino deer No longer protect white or albino white-tail deer within the CWD Zone.

Youth Hunt Expand the statewide youth deer hunt to ages 12-17, and either-sex kill.

Public Land All state and county lands in CWD Management Zone open to public hunting with no closed areas and follow the same rules as the rest of the zone.

Carcass Tags Free tags in CWD Zones. And, free tags statewide where deer density is greater than 25 deer/sq. mile.

Crossbows Allow use of crossbows in the CWD Management Zone for everyone during archery season.

Rifles Allow rifles within CWD Zone except metro deer management units.

Registration No change – require registration by 5 PM the day after kill.

Landowner Permits Maintain current system of CWD landowner permits (would expand to a much larger area). But season ends with the close of the bow season in early January.

Testing – hunter killed deer Use mandatory testing statewide when sample are inadequate (at DNR expense). Allow people to get their deer tested from anywhere in the state, but support charging a fee when testing is voluntary. Provide free testing within the CWD Zone. Speed test results by reporting ELISA (Enzyme Linked Immunosorbent Assay) for all deer tested. Open testing to private labs (USDA approved).

Monitoring & Surveillance Use test results from hunter kills in CWD Zones to monitor changes in prevalence. Expand surveillance along the front of the disease. Sample statewide on cyclic basis. Continue to sample sick deer exhibiting clinical signs.

Non-hunted or minimally hunted deer groups Continue to work with landowner to open their land. Respect landowner rights. Continue to explore imaginative ways to work with landowners such as “Ranchers for Wildlife” in Colorado. Continue to educate landowners regarding disease management practices. Encourage deer reduction on private land.

Positives Outside CWD Zone in Wild Shoot clinical animals on sight, report immediately, shooter can’t keep any part of the animal.

Encourage landowners to reduce deer density around CWD positives outside the CWD zone.

Research Provide ideas for research but leave funding and research needs to the interagency collaborative that is already in place. Ideas for potential research projects appear in the polling document.

Outreach & Communication Strong support for the continued importance of outreach and education. Ideas and messages are reflected in the polling document appended.

Deer Farming Continue outreach to deer farming organizations related to disease management. Encourage industry self-regulation. Increase penalties for bad faith violations (unreported escapes, deliberate releases, moving animals without proper permits, failure to test, inadequate fencing, etc.)

Incentives Reconsider a Payment for Positives reward system that pays the landowner and the hunter for each positive deer removed.

Baiting No change to baiting laws (maintain current twenty-six county baiting ban). Increase penalties for baiting violations.

Feeding Ban feeding statewide.

Food Pantry Continue a food pantry program in the CWD Zone. Expand the initiative through a public/private partnership. Seek additional funding through corporate sources and individual hunter donation at time of license purchase. Publicize value of pantry program. Publicize passing deer directly from hunters to individuals desiring venison.

Non-hunting removal Use only for removal of visibly disease-affected or injured deer. The

SAG did not endorse sharp shooting, snares, trapping, netting, reintroduction of wolves, use of helicopter shooting, poisons, dogs (for pursuit), or introduction of disease.

Carcass Disposal Continue to pursue additional options for land filling carcasses, road kills, butcher waste, etc. from the CWD zone.

Deer Count Use aerial counts to look at trends in herd size over time.

Evaluation Re-evaluate recommendations after 5-years. Include interim annual evaluations. Include a role for a citizen advisory group in future evaluations. Include a peer-review by outside Wisconsin consultants.

Funding The SAG elected not to make funding recommendations.

Continued Role for an Advisory Group

Members attending the SAG wrap-up session recommendation to the DNR Secretary that the Stakeholder Advisory Group continue. DNR has made an investment in informing the membership. Also, the working relationships of the group have been established. Members sustain their commitment to minimizing the impacts of CWD. (13 yes, 0 no, 1 DNR abstain)

Spectrum of Approaches Reviewed

Approaches for disease management range across a spectrum. Each approach was considered by The SAG.

Blue dots along the base of the arrow in the diagram represent each member's interpretation of the cumulative effects of The SAG's recommendations on the disease. Some members felt that the original discrete categories along the continuum did not encompass all reasonable combinations of outcomes.

Do Nothing was removed from consideration by The SAG. (13 yes, 2 no).

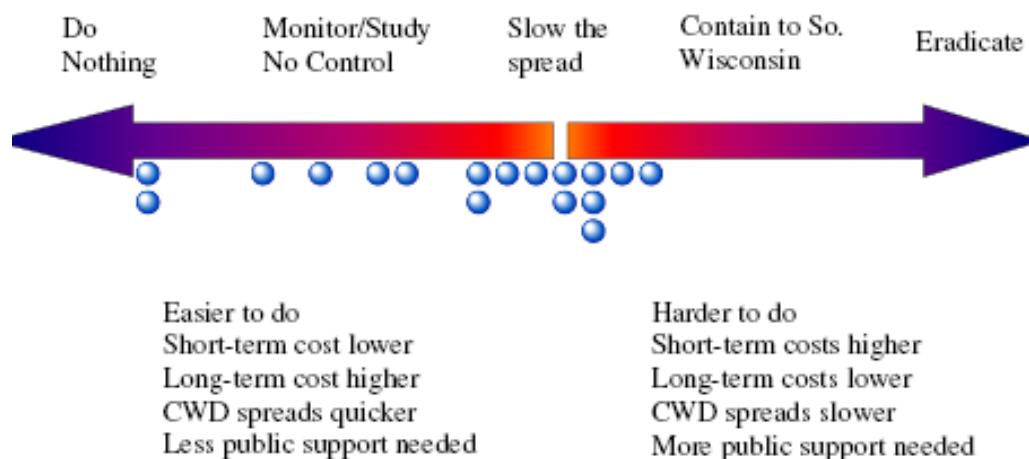
Monitor/Study was considered by some members as an acceptable approach until further research on CWD and its spread in the wild was available. Others viewed the approach as insufficient response given the body of data available.

Slow the Spread. Some members indicated a preference for taking some action to slow the spread until additional data becomes available. Others expressed concern the not enough is known about disease spread to adequately address this approach.

Contain the Disease with the CWD Zone. Some members believe that efforts to contain the disease within the CWD Zone should be made. However, many express concern that containment is not feasible.

Eliminate the Disease was also removed as a feasible approach, at this time (14 yes, 1 no). The SAG approved the following statement: "CWD cannot be eliminated near term within the current social, political, and scientific environment. However, it remains a long term hope that future technological developments will make it possible to eliminate the disease from Wisconsin"

The Spectrum of Wisconsin's CWD Management Choices



All Recommendations and Vote Tally

All recommendations presented and, the vote tally for each, appear in Appendix A of this summary.

Minority Opinion

The complexity of CWD management issues and potential impacts form a climate of perspective diversity within Wisconsin. On some issues, some members disagreed with or expanded upon the SAG report. Their minority reports appear in the Addendum section of this report.

Group Members and Affiliations

- **Ken Anderson**, Eagle River – At-large out-state landowner & hunter
 - **Chris Brockel**, Madison – Food Pantry Programs
 - **Al Brown**, Stanley – At-large out-state landowner & hunter
 - **Alan Crossley**, Madison, DNR, CWD project leader
 - **Jerry Davis**, Barneveld – At-Large DEZ landowner & hunter
 - **Steve Gehrke**, Platteville – At-large HRZ landowner & hunter
 - **Tom Givnish**, Madison – At-large Non-hunter, Professional Ecologist
 - **Tony Grabski**, Blue Mounds – Conservation Congress
 - **Steve Hookstead**, Helenville – Farmed Cervid Producers
 - **Ron Kulas**, Delafield – WI Bowhunters Association
 - **Scott Maves**, Oregon – WI Hunters Rights Coalition
 - **Phil Muehrcke**, Madison – At-large DEZ landowner & hunter
 - **Bob Page**, Appleton – Sporting Good Retailers
 - **Jim Peterson**, Lodi - WI Association of Meat Processors & WI Deer Hunters Association
 - **Al Phelan**, Madison – WI Wildlife Federation
 - **Nick Van Driel**, Fitchburg – At-large deer hunter new to Wisconsin
 - **Ken Vertein**, Baraboo – At-Large HRZ landowner & hunter
- Dan Griffiths, WI Veterinary Medical Association was unable to complete service.

Technical Team Members

- Charles Horn - Warden Team Supervisor, WDNR
- Julia Langenberg - Wildlife veterinarian specialist, WDNR
- Joseph Jerich - Warden Team Supervisor, WDNR
- Jordan Petchenik, Resource Sociologist, WDNR
- Bryan Richards, CWD Project Leader, USGS National Wildlife Health Center
- Michael Samuels - Associate Professor of Wildlife Ecology, UW-Madison

Appendix A

CWD Stakeholder Advisory Group - Final Votes 1/12/08

NOTE: This section contains the working document from which recommendations were voted upon by the SAG. Items crossed-out were stricken and removed from consideration. Some sets of recommendations were considered as a package not individually. Some recommendations had group discussion prior to the vote. Other items had less or no discussion due to either general agreement or discussion had occurred previous to the voting meeting. The icon indicates the vote count was not recorded due to oversight.

	Recommendations to consider	Yes	No	Abs	Comments
Deer Population Goal:	<ol style="list-style-type: none"> 1. Reaffirm need to reach goal in deer management units outside the CWD Zone. 2. In the CWD Zone, DMU goals will be 20% below the 2001 over winter goals. Objective is to get to those goals within 5 years in each Deer Management Unit. 	15 15			
CWD Zone	<ol style="list-style-type: none"> 1. Create a single CWD Management Zone initially using the current HRZ and DEZ, and then expanding or contracting the boundary based on positive CWD cases through the 2007-08 season using a buffer distance of +/- (10) miles based on the closest state or county road. Boundaries would then be re-examined at 5-year intervals. 	14	1		
Albino Deer	<ol style="list-style-type: none"> 1. No longer protect white or albino white-tail deer within the CWDMZ. 	<input checked="" type="checkbox"/>			No discussion
Youth Deer Hunt	<ol style="list-style-type: none"> 1. Expand the statewide youth deer hunt to ages 12-17, and either-sex 	<input checked="" type="checkbox"/>			No discussion
Public Land	<ol style="list-style-type: none"> 1. All state and counties lands in CWDMZ open to public hunting with no closed areas and follow the same rules as the rest of the zone. 	<input checked="" type="checkbox"/>			No discussion
Season Structure to Get to Goal	<ol style="list-style-type: none"> 1. Minimum standard in CWD zone is deer season structure established for DMUs in rest of state 2. Continue season structure as currently defined in DEZ; 9-day October gun season followed by 23-day November – early December gun season. 3. Return to traditional 9-day gun deer season, buck plus quota 	6 1 4	9 12 11	0 2 0	<p>This section replaced with proposed season described in the body of the report (page 8 of report) as amended and approved 10-11.</p> <p>Remove October except for October Youth hunt and Oct. hunt for persons with</p>

	<ol style="list-style-type: none"> 4. Introduce a Holiday period of unlimited antlerless only hunting 5. Introduce a holiday season running December 26 – January 6 6. Expand to two weeks 7. Remove October season 8. Expand October season 9. Keep the December season 	9 12 10 5	6 3 5 10	0 0 0 0	disabilities.
Archery	<ol style="list-style-type: none"> 1. No change to current CWD season structure 2. Have same season structure as out-state 	14 5	1 10	0 0	No discussion
Muzzleloader	<ol style="list-style-type: none"> 1. No change, therefore no specific muzzleloader season 2. Return to a muzzleloader season after 9 day gun in CWD zone 3. Add muzzleloader season ahead of 9 day gun 4. Introduce and expand muzzleloader season to 14 days allowing crossbows and magnifying scopes in CWD Zone. 5. Allow magnifying scoped muzzleloaders during muzzleloader season 	13 4 3 10 13	2 11 11 5 2	0 0 1 0 0	Motion to strike 1-3 as they were already voted on in package as stated in #4., approved 10-5
Carcass tags	<ol style="list-style-type: none"> 1. Free tags in CWD Zones 2. Free tags statewide where deer density is greater than 25 deer/sq. mile 3. Charge a fee statewide for buck tags to allow hunters to bypass EAB 4. Provide unlimited buck tags 	15 8 2 1	0 7 13 14	0 0 0 0	No discussion No discussion No discussion
Earn-A Buck	<ol style="list-style-type: none"> 1. No change – continue unlimited EAB 2. EAB as implemented outside of CWD Zone, i.e. only one buck per gun license and one per bow license 3. Discontinue EAB 4. Archery or gun license comes with an either sex tag only during 2008 season – so first deer can be a buck in 2008. EAB for additional bucks after that, i.e. one year reprieve from EAB 5. Maximum 1 buck per hunter 6. One buck tag and 3 antlerless tags issued at time of purchase for each license 	6 0 2 11 1 3	9 14 13 4 14 12	0 1 0 0 0 0	Motion to strike 1,2,3,5,6, motion passed 9-6
Maximum harvest	<ol style="list-style-type: none"> 1. Maximum harvest per hunter, 8 deer, with no more than 3 being bucks 2. Maximum harvest per hunter, 6 deer, 4 antlerless and 2 bucks 3. Don't limit hunter harvest 	2 4 9	13 11 6	0 0 0	Motion to strike category as it has already been addressed in the season, approved 10-5
Hunting with lights	<ol style="list-style-type: none"> 1. Allow hunting at night with lights 	1	14	0	
Crossbows	<ol style="list-style-type: none"> 1. Allow use of crossbows for everyone 	9	5	1	Motion to allow only for

	within the CWD-MZ during archery season				persons 60 and older, motion failed 7-7-1
Archery Group Bagging	1. Allow group bagging during archery season as allowed during gun season	7	8	0	
Rifles - Shotguns	1. Allow rifles within all CWD Zones except metro units	13	2	0	
Registration	1. Require registration same day of kill 2. No change – require registration by 5pm day after kill	1 15	14 0	0 0	Motion to strike approved 14-1
Expand shooting from farm implements	1. Allow shooting from street legal vehicles with farm plates 2. Allow farmer to give permission to others to shoot from farm implements	2 2	13 13	0 0	
Carcass Movement	1. Restrict carcass (as defined on page 17 of deer regulation pamphlet) movement from states with CWD into Wisconsin 2. Restrict carcass (as defined on page 17 of deer regulation pamphlet) movement from CWD Zone to elsewhere in Wisconsin, would allow venison movement 3. Restrict carcass movement from CWD Zone into other states	12 2	2 11	1 2	Motion to package 1 & 2 together approved 14-0 Motion to strike 3, approved 11-3-1
Attractants - Scents	1. Ban the use of scent-based attractants made at least in part from deer tissues, glands, secretions, urine or excrement unless from certified CWD free farms 2. Ban sales of these products in Wisconsin	6	8	1	Motion to combine 1 & 2, approved 14-0-1
Landowner Permits	1. Eliminate landowner season from January through March 31 2. Require crop damage be proven to receive a landowner permit 3. Eliminate landowner permit option – require that if you want to hunt you have to buy a license 4. Look for ways to involve landowners even more	7 4 2 15	8 11 13 0	0 0 0 0	Motion to strike 1, approved 12-3 Motion to strike 2, approved 15-0 No discussion
Testing – hunter kill deer	1. Use mandatory testing statewide when samples are inadequate (DNR pays) 2. Provide statewide testing without charging 3. Provide within CWD Zones for free 4. Make testing available statewide on a voluntary basis with a fee 5. Provide within CWD Zones for a fee 6. Provide free testing within 20-mile radius of CWD Zone 7. Charge hunters 50% of actual cost	15 11 15 14 2 8 2	0 4 0 0 12 7 12	0 0 0 1 1 0 1	No discussion No discussion No discussion No discussion No discussion

	8. Speed test results by reporting ELISA for all results	13	2	0	No discussion
	9. Open testing to private labs (USDA approved)	14	1	0	No discussion
Monitoring & Surveillance	1. Use test results from hunter kills in CWD Zones to monitor changes in prevalence	15	0	0	1, 3, 4, 5 as a package
	2. Test only adult bucks	0	15	0	
	3. Expand surveillance along the front of the disease				
	4. Sample statewide on cyclic basis				
	5. Continue to sample sick deer exhibiting clinical signs				
Non-hunted or minimally hunted deer groups	1. Open all public land within CWD Zone to some type of hunting				Motion to strike, approved 8-7 Take 3,4,5,6 as a package
	2. Require deer reduction on private land either by landowner or by DNR	4	11	0	
	3. Continue to work with landowner to open their land	15	0	0	
	4. Respect landowner rights				
	5. Continue to explore imaginative ways to work with landowners such as "Ranchers for Wildlife" in Colorado				
	6. Continue to educate landowners regarding disease management practices				
	7. Encourage deer reduction on private land by landowner or DNR	6	9		
	8. Encourage deer reduction on private land	12	3		
Positives Outside CWD Zone in Wild	1. Eliminate all positive deer				No discussion Motion to replace 4 with 5, approved 12-2-1
	2. Shoot clinical animals on sight, report immediately, shooter can't keep any part of the animal	14	1	0	
	3. Maintain periphery around CWD Management Zone with lower deer density	0	15	0	
	4. Maintain a disease reduction zone surrounding positives outside the CWD Zone with a lower deer density	6	8	1	
	5. Encourage landowners to reduce deer density around cwd positives outside the cwd zone.	12	2	1	
Research	1. Provide ideas for research but leave funding and research needs to the interagency collaborative that is already in place.	15	0	0	Take all of #1 excluding bullet 2
	<ul style="list-style-type: none"> • Lab-based and free roaming deer research • Explore wide array of management techniques (e.g. studies of small blocks in which all or some deer are eliminated with voluntary landowner participation or on state land) 	15	0	0	

	<ul style="list-style-type: none"> • Tracking known positives on landscape • Applied research on spread • Transfer to other species • Do disease resistant white-tailed deer exist or can they be developed • Relationship of deer density and incidence of CWD <p>2. No DNR funds to be used for external CWD research projects</p> <p>3. Have UW be in charge of CWD research and funding, not DNR</p> <p>4. Recruit nationally respected researcher to UW to work on CWD</p>	5	10	0	
		6	9	0	
Outreach, Education & Communication	<p>1. Use ideas from Stakeholder group to build outreach effort</p> <ul style="list-style-type: none"> • Keep messages simple and easy to understand • Avoid using inflammatory language • Improve public survey tools • Maintain up-to-date CWD website • Develop easy to understand language and examples to get out the CWD message • Develop FAQs for web and publication • Provide speakers bureau of non-DNR personnel to serve as community educators. Include a video. • Provide materials for use by hunter education instructors • Offer venison clinics (modeled on turkey hunting clinics). • Foster an “Eat Wisconsin” campaign related to game • Publish a regular update on the state of CWD management and deer hunting in Wisconsin (every two years) • Continue outreach through TV and radio • Maximize accurate information • Use UW-Extension for message delivery and outreach 	14	1	0	No discussion
Enforcement	<p>1. Provide for equitable enforcement of regulations with hunters across the state</p> <p>2. Make sure staffing matches enforcement responsibility</p>				

Deer Farming	1. Continue outreach to deer farming organizations related to disease management	14	0	0	<p>*Defer as Tier 2, motion approved 13-2</p> <p>*Motion to amend 2 to 'self regulation' instead of self-policing - passed 13-1-1</p> <p>*Motion to amend 3 to say increase penalties for bad faith violations – passed 14-0-1</p> <p>*Motion to group 5, 6 and 7. Passed 14-0-1</p> <p>(5, 6, 7)</p> <p>*motion to strike 8 passed 15-0-0</p> <p>*Motion to strike 9 Passed 13-1-1</p> <p>*Motion to strike 11 Passed 13-0-2</p> <p>*motion to strike 12 14-0-1</p>
	2. Encourage industry self-regulation	14	0	1	
	3. Increase penalties for bad faith violations (unreported escapes, deliberate releases, moving animals without proper permits, failure to test, inadequate fencing, etc.)	14	0	1	
	4. Depopulate captive cervid operations with one or more CWD-positives within one month.	2	11	2	
	5. Eliminate cervid farming in Wisconsin through attrition (eliminate deer, elk, moose and other cervids). Issue no new permits.	0	12	3	
	6. Eliminate penned game hunting farms through attrition. Issue no new permits.				
	7. Eliminate the movement of live deer, elk and moose into Wisconsin.				
	8. Study and implement, as feasible, cost-effective incentives to gain farm cooperation.				
	9. Require all captive cervids to be tagged or collared for identification purposes.				
	10. Transfer jurisdiction for captive cervid operations from DATCP to DNR	0	13	1	
	11. All animals sold or transported have a negative test result.				
	12. Suspect animals must be tested within 2 weeks.				
Incentives	1. Consider a Payment for Positives reward system that pays the landowner and the hunter for each positive deer removed	8	7	0	No discussion
	2. Discontinue cash incentives				
	3. Consider property tax incentives or outright payments to landowners who open their land to public hunting. Payment would be commensurate with number of deer killed.				
Baiting	1. Ban baiting of deer statewide	5	7	3	<p>Motion to add 9. failed 5-8-2</p> <p>Motion to add 10. failed 6-8-1.</p> <p>Motion to rephrase 8. passed 10-5</p> <p>Motion to discuss 3. and taking off the table, passed 9-6</p>
	2. Limit baiting to archers on either side of the gun deer season				
	3. No change to current baiting laws	7	6	2	
	4. Recognize baiting as an effective hunting strategy				
	5. Ban baiting on public land statewide				
	6. Require the purchase of a permit to bait.				
	7. Require bait to be removed daily.				
	8. Increase penalties for baiting	9	5	1	

	<p>violations to a criminal act rather than civil forfeiture.</p> <p>9. Permit baiting within the CWD zone</p> <p>10. Allow baiting in CWD zone the Monday after the 9 day gun season until the end of all seasons.</p>				
Feeding	<p>1. Ban feeding of deer statewide</p> <p>2. No change to current feeding laws</p> <p>3. Ban feeding on public land statewide</p> <p>4. Acknowledge enjoyment of watching deer</p> <p>5. Require purchase of a permit to feed deer.</p> <p>6. Increase penalties for feeding violations to a criminal act rather than civil forfeiture.</p> <p>7. Ban feeding deer from September 1-December 1.</p>	7	4	4	Motion to amend 1. as stated in 7. failed 4-6-5
Food Pantry	<p>1. Continue a food pantry program in the CWD Zone</p> <p>2. Expand the initiative through a public/private partnership</p> <p>3. Have CWD Zone pantry operate the same as the outstate program (administered by county and funded through agr. damage program)</p> <p>4. Seek additional funding through corporate sources and individual hunter donation at time of license purchase.</p> <p>5. Fund the pantry program with no increase in hunting licenses.</p> <p>6. Publicize value of pantry program</p> <p>7. Publicize passing deer directly from hunters to individuals desiring venison.</p>	15	0	0	Vote on 1,2,4,6 as a package
		14	0	1	No discussion
Non-hunting Removal	1. Use only for removal of visibly disease-affected, or injured deer	13	2	0	No discussion
	2. For use when hunting alone does not get deer population to goal	3	12	0	
	3. Use on public land	8	7	0	No discussion
	4. Use on private land	3	12	0	No discussion
Sharp shooting	1. Continue to use sharp-shooting in CWD Zone	4	11	0	
	2. Use sharp-shooting along the leading edge of the disease and in new outbreaks outside the CWD zone	5	10	0	No discussion
	3. Develop a Master Hunter Program to build a base of qualified, non-DNR sharp shooters	3	12	0	Motion to amend to replace "sharpshooter" with "hunter" failed 6-9
Snares	1. Research and evaluate the effectiveness of snares	4	11	0	No discussion
Trapping	1. Continue to use trapping and euthanasia where appropriate	7	8	0	No discussion

Netting	1. Research and evaluate the effectiveness of netting	6	9	0	No discussion
Wolves	1. Introduce wolves in CWD zone	2	13	0	No discussion
Shooting from helicopter	1. Research and evaluate the effectiveness of shooting deer from a helicopter	3	12	0	No discussion
Poison	1. Research and evaluate the effectiveness of using poison to kill deer	0	15	0	
Dogs	1. Allow use of dogs for hunting deer	1	14	0	No discussion
Contraception	1. There is currently no evidence that immuno-contraception can be used as an effective and cost-effective deer population reduction tool				
Introduction of a Deer Disease (e.g. EHD)	1. Research and evaluate the effectiveness of using a deer disease, such as EHD, to reduce deer populations	0	15	0	
Carcass Disposal	1. Continue to pursue additional options for landfilling carcasses, road kills, butcher waster, etc. from the CWD zone.	15	0	0	
Deer Count	1. Use aerial counts to look at trends in herd size over time.	15	0	0	
Evaluation	1. Re-evaluate recommendations after 5-years 2. Include interim annual evaluations 3. Include a role for a citizen advisory group in future evaluations 4. Include a peer-review by outside Wisconsin consultants	12	3	0	Vote on 1-3 as a package, motion approved 15-0 No discussion
Funding	1. Funding must be adequate to support the implementation of the SAG recommendations 2. A portion of the license fee should go to fund CWD research 3. A portion of the license fee should fund the Food Pantry Program 4. A portion of the Landowner Permit fee should fund CWD research 5. A portion of the Landowner Permit fee should fund the pantry program 6. Create a CWD management stamp that would fund CWD work 7. Create a license subsidy on all outdoor user licenses and permits statewide to fund emergencies such as CWD and VHS 8. Seek additional funding for DATCP to adequately support enforcement of existing CWD management regulations.				Motion to strike the funding package approved, 14-0

Addendum: Minority Opinion

CWD Stakeholder Advisory Group

Summary and Recommendations to Secretary Matt Frank, WI DNR and the WI Natural Resources Board

Submitted by Members:

1. Ken Anderson, At-Large , Out-state Landowner and Hunter page 20
2. Collaborative Opinion by: page 21
 - Jerry Davis, At-large Member, DEZ Landowner & Hunter
 - Tom Givnish, At-large Member, Non-hunter, Professional Ecologist
 - Jim Peterson, Representative of WI Deer Hunters Association and
 - WI Association of Meat Processors
 - Nick Van Driel, At-Large, Hunter New to Wisconsin
3. Tom Givnish, At-Large Non-hunter, Professional Ecologist page 24
4. Phil Muehrcke, At-Large, DEZ Landowner and Hunter page 28
5. Ron Kulas, Wisconsin Bowhunters Association page 33
6. Tony Grabski, Conservation Congress page 34

Addendum - Minority Opinion - #1 – Ken Anderson, At-large outstate Landowner & Hunter - 01/16/08

Minority View Points - Suggestions CWD MZ Stakeholders Advisory Group

1. Although a limited baiting season was rejected by a vote of 6-8, if whatever season(s) that is implemented fails to keep reducing the deer population, this item should be re-visited; creating a limited baiting season for all hunting seasons after the end of the traditional 9-day gun deer season, since chronic wasting disease is already in the free ranging deer herd and landscape in the CWD MZ.
2. Hunting deer over bait has never resulted in a hunter wounding or killing another hunter and is the safest hunting method to use, as opposed to deer drives which without question is the most dangerous hunting method used.
3. Bucks have a higher infection rate, therefore there might be considered a 9-day buck only season sometime after the Holiday season without the requirement or using earn-a-buck authorization stickers.
4. The SAG "got it" i.e. the difference between baiting and feeding and separated the two activities for discussion and voting purposes, something the Department and a number of statewide organizations seem incapable of doing.
5. Allow baiting to continue in any county where there has not been a CWD positive free ranging deer found for a period of five years; Portage, Calumet, Manitowoc, Sheboygan where CWD was found only in Cervid farms.

Even though I voted for some things that are not being recommended, and voted against some things that the group did recommend, I accept the results of the group vote. If I had to choose the one item what I hoped would have been supported and was not, it would be not to eliminate liquid scents statewide; and the one item I think will do the most good, it would be a change in administrative rules to eliminate carcass movement out of the CWD MZ, unless in compliance with the "suggestions" on page 17 of the 2007 deer regulation pamphlet. That alone may turn out to be the most effective measure to prevent the spread of chronic wasting disease the state can do.

Ken Anderson

P.O. Box 294, Eagle River, WI 54521

Addendum - Minority Opinion - #2 – Collaborative Opinion from Jerry Davis, At-large DEZ landowner & Hunter; Tom Givnish, At-large Non-Hunter; Jim Peterson, WI Association of Meat Processors and WI Deer Hunters Association; Nick Van Driel, At-large deer hunter new to Wisconsin

To: Matt Frank, DNR Secretary and Wisconsin Natural Resources Board

From: Jerry Davis, Tom Givnish, Jim Peterson, Nick Van Driel, Stakeholder Advisory Group members

Date: Jan. 26, 2008

Re: Minority Report on Managing Chronic Wasting Disease

PROLOGUE: We attended and participated in the Stakeholder Advisory Group meetings, beginning in July 2007. While the SAG did support several important management tools, we believe these tools severely limit the methods state agencies need in managing Wisconsin's deer and chronic wasting disease. The SAG did set some positive goals such as bringing the outstate deer management units to goal and reducing the deer in the CWDMZ to 20 percent below goal, however we then, as a group, supported several important items that will probably make it impossible for those goals to be accomplished, including eliminating lengthy October and December hunts. With this in mind, we are providing more complete, less limiting, suggestions for dealing with deer diseases and too many deer. At the same time our ideas can help to engage hunters in the process and make them more satisfied with the methods. This recommendation gives the hunters simpler, more consistent, long-term seasons. Recognition, rewards, realizing they are part of the solution, working toward known goals, opportunities to kill multiple bucks during the rut and a more even distribution of deer by banning both baiting and feeding are a few benefits hunters could realize. Season structures are more similar to the last decade and more similar between outstate and CWDMZ areas.

****PURPOSE AND GOALS****

PROTECT THE ENVIRONMENT: Ecosystem management plans should attempt to protect plant and animal communities so no species exceeds the land's carrying capacity and no species becomes extinct. White-tailed deer are above goal, and have been for some time, in many deer management units. Wildlife management should continue to reduce the deer population in the state, even at the expense of hunters seeing fewer deer, but should not reduce hunting opportunities.

KEEP THE TRADITION: Many Wisconsin hunters have begun to adapt to multiple seasons and seasons requiring hunters to kill antlerless deer at greater numbers than mature bucks. October and December gun deer hunts have become traditional during the last decade and some hunters actually look forward to these seasons. Certainly Wisconsin's nine-day season has become traditional in many units, particularly during the last half century, and should continue but should not be the only gun season.

MAKE REGULATIONS SIMPLE AND CONSISTENT: Simplifying regulations, while not making significant changes from previous years, should continue to be a goal. Matching season structure, tagging methods and hunting regulations, as much as possible, in outstate areas (no CWD) with CWD-management units should also be a goal.

CONTAIN CWD: Extensive knowledge has been gained, such as understanding deer home ranges, gene pool data and CWD prevalence since CWD was discovered in Wisconsin in 2002 from deer killed during the 2001 gun deer season. The best methods to continue to stop the spread of the disease and reduce the prevalence in the CWD management areas are to bring the deer population to goal and then below goal. In addition, products that may carry the disease or hasten its spread—scents, feeds, carcasses—must be dealt with to reduce the chances of CWD becoming established in other regions of the state.

RECOMMENDATIONS: With these purposes and goals in mind, we recommend the following practices, along with some of the recommendations for the SAG, be considered by the Department of Natural Resources and other state agencies in dealing with hunter attitudes, chronic wasting disease, potential wildlife diseases and deer populations:

1. Allow the DNR to offer hunters multiple hunting opportunities, including unlimited Earn a Buck seasons, October and December hunts throughout much of the state, long seasons where possible and maintain the traditional nine-day season. The October season should allow for rifle hunters to target bucks, those individuals in the herd who are moving the greatest distances from areas where CWD exists and probably spreading the disease. The SAG recommendations, among other things, do not allow for the continuation of the now traditional October and December hunts that occur in much of the remainder of the state. A muzzleloader season, as recommended by the SAG, is different from the outstate areas and is therefore confusing. A Holiday hunt is too late in the season to be significant in reducing the deer population, unless all deer and weapons are allowed.
2. Keep season structure similar in outstate and CWDMZ areas, but provide more opportunities, longer seasons and unlimited opportunities to kill deer in the CWDMZ. Do not set artificial limits on the number of deer a hunter can kill. These limits contradict group bagging.
3. Begin with the premise that the herd is over goal, therefore start with Earn-a-Buck seasons, rather than the reverse of warning hunters that unless the herd is brought closer to goal, EAB will be imposed.
4. Develop a tagging system that works across the entire state, particularly in EAB areas.
5. Ban baiting and feeding statewide, as soon as possible, with an allowance in outstate areas so businesses and hunters can adjust for this ban over a 1 or 2-year period. Many deer eating in close proximity, dropping body fluids, greatly increases chances of diseases spreading to healthy deer.

6. Ban the use, sale and manufacture of deer scents derived from deer body fluids. These scents could be a source of CWD-causing prions and could show up anywhere they are used.
7. Provide trained teams of hunters who are able to step in, with approval of landowners, and remove deer where traditional hunting is not permitted. Continue some type of January through March landowner season to pre-qualify for next year EAB and allow for a quiet time for hunting teams to work.
8. Work diligently with landowners to involve them in reducing deer numbers, through incentives, education, venison donations and rewards. Use positive, simple, scientifically sound language when dealing with the public. Provide gifts (maybe buck tags) at listening sessions.
9. Work diligently with DATCP and deer farmers to prevent CWD from entering their herds and prevent the disease moving from these captive cervids to wild deer. Work to lessen offensive canned hunts.
10. Encourage state agencies and others to place a high priority on sociological research of hunting and other outdoors activities, as well as refreshing ideas to study CWD in the field.
11. Establish a surcharge on all outdoors users' licenses (one payment regardless of number of licenses purchased) to fund emergency disease and invasive species problems, existing and future.

These recommendations generally provide goals rather than methods. The precise methods should be determined by agencies who best understand the complex systems of simultaneously putting multiple regulations in place.

Jerry Davis, At-large Member, DEZ Landowner & Hunter
Barneveld, WI 53507

Tom Givnish, At-large Member, Non-hunter, Professional Ecologist
Madison, WI 53705

Jim Peterson, Representative of WI Deer Hunters Association and
WI Association of Meat Processors
Lodi, WI 53555

Nick Van Driel, At-large Deer Hunter New to Wisconsin
Fitchburg, WI 53711

Addendum - Minority Opinion - #3 –Tom Givnish

To: Matt Frank (Secretary, Department of Natural Resources) and members of the Wisconsin Natural Resources Board
From: Tom Givnish, member of the CWD Stakeholder Advisory Group
Re: Minority Report on Managing Chronic Wasting Disease

The CWD Stakeholder Advisory Group (CSAG) was formed by the Department of Natural Resources to solicit fresh views on how best to manage chronic wasting disease so as “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.”

In terms of meeting these objectives, the majority report must be judged an abject failure. Although the CSAG did advocate a number of important goals – most notably, bringing the out-state deer management units to herd targets, reducing those targets within the new CWD management zone by 20%, simplifying certain regulations, and providing enthusiastic support for continued operation of the pantry donation program – the majority argued to take so many management tools off the table that it will be impossible to achieve substantial herd reduction or substantially slow the spread of CWD.

At every turn, the majority voted for measures that benefit sport hunting and voted against a whole range of measures that would likely have far greater impacts on reducing deer density and, thus, on the likely rate of spread of CWD. The argument made was that hunter enthusiasm and good will were central to any attempt to control CWD, and that by returning to a set of regulations similar to those in place before CWD was detected in Wisconsin in 2002, such enthusiasm and good will would be ensured. The reality is that in the “good old days” prior to the detection of CWD, sport hunters consistently failed to bring deer densities to target (or even close to target) across most of the state, while sport hunting of deer over the past several decades has drawn ever fewer participants across Wisconsin and much of the eastern US, for a variety of social and economic reasons. The majority made no showing that a return to former policy – plus or minus a few minor tweaks – would, in fact, be likely to reduce deer herds to target or, more importantly, would have any substantial effect on the incidence or geographic spread of CWD.

The reality is that, based on what we now know, the only way to ensure the eradication of CWD is to eliminate the entire deer herd in the area known to carry the infection. Most likely, substantially reducing deer density in this area will reduce the rate of spread of CWD, as the DNR itself has argued consistently for the past five years. It is sad to report that a majority of the CSAG (88% of whose members are themselves sport hunters) voted against reaching a consensus on the scientific facts about CWD that should form the basis of any

informed management policy, and indeed even voted at our last meeting to muzzle the Technical Guidance Team by prohibiting any unsolicited input re such facts.

I support the DNR's original strategy to eradicate CWD by temporarily eliminating deer (or reducing their density as close to zero as possible) within the CWD Management Zone. This strategy is sound, and remains so. But three major issues must be kept in mind:

1. Herd reduction must be prompt – The DNR's original strategy was immediately hobbled by its own decision to reduce/eliminate the deer herd in the HEZ gradually, over several years, rather than immediately. This decision was clearly politically motivated, and had no basis in the biological facts. Detailed modeling efforts by several groups that studied and helped guide the management of the foot-and-mouth disease (FMD) outbreak among domestic and free-ranging animals in Great Britain in 2001 clearly show that a "more moderate" or "more reasonable, gradual approach" to eliminating herds in which FMD was found would, in fact, have required far more animals to be slaughtered to control the outbreak than the 6.5 million that were. The precise match between these models and the actual spread of the disease argues forcefully for their credibility. The message for Wisconsin is clear: The longer we delay taking decisive action, the worse the problem will be, and the more painful the cure. Although there are statistical problems with the epidemiological data now in hand for CWD in Wisconsin, most likely the disease is spreading rather slowly, one or a few miles per year on average – but that now means scores to hundreds of square miles per year of newly infected deer range, and increasing prion contamination of the environment over hundreds to thousands of square miles. To control the disease, deer must be killed more rapidly than CWD can spread.

There are many specific management tools that could be used to speed herd reduction/elimination within the CWD Management Zone, several of which are detailed in the Davis-Givnish-Peterson-Van Driel Minority Report. I would also strongly argue for sharpshooter hunting at night using lights, baits, and elevated stands (to eliminate the obvious safety hazard), and for allowing dogs to aid hunting in the Management Zone. Both measures are likely to increase very greatly the efficiency and effectiveness of herd reduction. The argument that such measures are "not sporting" would make Aldo Leopold himself roll over in his grave. Leopold, it must be remembered, was a staunch advocate of the complete eradication of the deer herd in the Stanislaus National Forest (in difficult terrain at the foot of the Sierra Nevada) early in the 20th century, to combat an outbreak of FMD there. The argument that deer could "never" be eradicated from the CWD Management Zone flies in the face of history, not only in terms of the Stanislaus National Forest, but also southern Wisconsin itself – from which deer were completely or largely extirpated a century ago.

2. No area within the CWD Management Zone can be off-limits to herd reduction – The DNR's current policy has been rendered impotent because many landowners have placed their properties off-limits to hunting. The Secretary of the DNR – and indeed, the Governor of the

State of Wisconsin – need to make clear why this is simply not acceptable. If a wildfire were sweeping across the landscape, private landowners could not stand up and say, “You can’t build a firebreak on my property”. Similarly, if a human or domestic-animal epidemic were sweeping across the state, individuals could not stand up and say, “I don’t have to obey the quarantine or be treated with appropriate drugs”. Such behaviors would clearly run counter to the pressing common good, and should be prohibited (or indeed criminalized). It must be recognized that property rights are not absolute. In the case of CWD and deer hunting, we must realize that honoring the property rights of some individuals, whose actions are promoting the spread of a disease across southern Wisconsin, are dishonoring the property rights and broader interests of a great number of other individuals. In the FMD outbreak in Great Britain, unless the UK government had stood up (backed by law and force, and by cogent outreach), there would have been no effective means to protect the common good; concerns by local land- and herd-owners would have driven a decision that, in fact, would have run counter to the majority’s best interests (including the long-term economic interests of all land- and herd-owners). Will Wisconsin – which faces a far less widespread, economically devastating, and emotionally wrenching problem than did Great Britain – do less?

3. The long-term impact of CWD spread is uncertain, but could be catastrophic – If we knew, with 100% certainty, that CWD would never jump from deer into domestic livestock (e.g., dairy or beef cattle), would never infect humans, and would not (in the long term) discourage hunters from culling and help control deer herd numbers, there would be no reason to take ANY steps to control the spread of CWD. Although not mentioned in the Majority Report, I believe this conclusion is held by all members of the CSAG. There is little reason to believe that CWD will have a large, direct, and detrimental effect on deer population densities: CWD progresses slowly (most likely, 2-3 years from infection to death), deer have very high reproductive rates (one year after being born themselves, does can bear twins), and deer numbers are now controlled by the environment (food supply, winter conditions) and/or hunting pressures, not reproductive rates. A few experiments (few animals, few years, few populations) have shown no transmission of CWD from deer into livestock, including cattle – but as the Majority Report indicates, we cannot exclude the possibility of such transmission in the future, given that CWD injected into cattle brains will in fact proliferate, and given that CWD has already made a number of host jumps (several deer species, elk, possibly sheep). If we let CWD spread unabated, at some point in the next 20 years or so, we are likely to have tens of thousands of infected deer ranging the landscape, with many eating grass and shedding prions in the same pastures as our domestic animals. If we were to ignore the possibility that a jump into domestic livestock could occur under those conditions, we would be putting our heads in the sand.

In the shorter run, and more certainly, continued spread of CWD will discourage (as we have already seen) increasing numbers of hunters from culling deer in infected areas, with several negative impacts on ecology, the economy, and human health and safety. Given that, in

southern Wisconsin, hunting is the main process controlling deer numbers, and that – across the state – deer are already having scientifically documented, ruinous effects on forest regeneration and survival of large numbers of native plant species in a variety of habitats, the ecological damage caused by CWD effectively increasing deer density (at least in the short term, before the disease hits high prevalence and causes substantial mortality) could be enormous. Similarly, increases in deer numbers caused by the spread of CWD could have very large impacts on farm output, on transmission of Lyme disease to humans, and on car-deer collisions (already at 50,000/yr across the state).

The time for decisive action is now. The DNR Natural Resources Board, the DNR Secretary, and the Governor should all recognize that taking a politically comfortable (but impotent) approach will make management of CWD in the future far more difficult and politically painful, and that they themselves need to assume political leadership **now** if the common good is to be served. Putting CWD eradication off the table now, while hoping for it to become possible/politically palatable in the future – as the majority of the CSAG has argued – is irresponsible. We all have the ability, in the coming year or two, to do things that would make control of CWD far easier, prevent the continued geographic spread and increase in the incidence of CWD and the associated, presumably growing contamination of the environment by CWD prions, and help delay or reduce the inevitable negative impacts of CWD. We must not raise the white flag of surrender over the DNR's efforts to control the spread of chronic wasting disease. We must give our political and moral support to the staff professionals of the DNR, who know and understand the facts of wildlife ecology, epidemiology, and hunter behavior and socioeconomics needed to craft a wise policy.

T. J. Givnish
Henry Allan Gleason Professor of Botany and Environmental Studies
University of Wisconsin-Madison

Addendum - Minority Opinion - #4 – Phil Muehrcke, At-Large DEZ Landowner & Hunter

In writing this minority report, I am in no way criticizing or blaming fellow stakeholders. They were chosen to represent their respective constituencies, and they did so with enthusiasm, humor and skill. Overall, their sacrifice, commitment and conduct were admirable. They did an exemplary job with the cards they were dealt, with what they were allowed to do, and with the minimal time given to discuss substance. I am compelled to write this minority report for 15 reasons.

(1) I feel the Majority Report (MR) has failed to address core issues raised by the Legislative Audit of current CWD policy. The Audit concluded that things had gone badly and policy was in need of serious reform. Policy must be brought more in line with reality as well as with the will of Wisconsin citizens. This would take fundamental changes. It could not be done without a top-down rethinking of all policy matters, including its framing narrative, its philosophical underpinnings, its design and structure, its implementation, its costs, its effectiveness and its chance for success. In retrospect, I do not feel that the DNR used SAG as effectively as possible to address the range of core issues raised in the Audit. Apparently, what auditors saw as an earnest need for policy salvage and recovery, CWD officials saw as more of the same, but better.

(2) The Summary section of the MR was written by a paid DNR consultant, not by stakeholders as a group. There is limited input from non-DNR stakeholders here. It does not represent my views or those of many committee members. Nor does it reflect the views of people who have contacted me. Instead, it is basically the old “business as usual” characterization of CWD policy that led to the Legislative Audit in the first place. Key material comes directly and uncritically from statements made by the DNR’s technical team for which supporting scientific documentation was requested but not provided. This section suggests that the DNR has not learned from the misjudgements and policy mistakes it has made over the past six years. It also suggests the Audit message was not taken to heart. The bottom line is that this summary material should not be mistaken as a stakeholder contribution to the document.

(3) The Recommendations section of the MR cannot be properly evaluated unless the reader understands that it is the product of a highly constrained decision process. Our DNR handlers led us down a very narrow path that tightly controlled what we could and could not do. We were asked to respond to prepared materials as is, with no ability to make changes or suggest modifications. We were asked to vote and make recommendations on items before the science presentations were heard. Time was always short, so discussion was severely limited. A free exchange of ideas was not possible. Vigorous back and forth debate between stakeholders, or between stakeholders and presenters, was not permitted. For all of these reasons I feel the Recommendations section does not go far enough in addressing problems with current policy.

(4) The MR implies that the problems with current CWD policy are so superficial they can be overcome with minor rule changes. I beg to differ. I feel the problems with current policy go to the very core of its design and structure. It would be a grave mistake to think that failures of current policy can be

overcome by a simple fine-tuning of current rules. The DNR rushed full-bore into a grand slam strategy of total deer kill before they could even define what problems CWD truly posed for the state. Then they failed to take the time and effort needed to prepare people sufficiently for such aggressive action. The DNR hastily “shot for the moon” and missed. The strategy has failed spectacularly. I propose future policy be approached in a more patient and reasoned way. We now know that CWD does not sweep across the landscape like a raging wildfire. There is time for research on wild deer. I feel it is likely be more productive to adopt a step by step approach to disease management. Each step should be followed by a look at what worked and what didn’t, so that policy can be quickly adjusted. The idea would be to build upon small successes which, when combined, would move policy forward incrementally in a positive direction.

(5) The MR ignores the fact that many problems with current policy can be attributed to the way policy has been implemented and executed. CWD officials chose to use fear, threat and intimidation to put current policy in place. They then chose to ignore, mock, or demonize critics. When questions were raised they chose secrecy over transparency. They further chose to pervert democratic institutions in order to effectively silence the people’s voices. And all of this was done with what many people perceive to be a rude, arrogant and obnoxious “we know best” attitude. The result of this isolation is an inbred DNR culture that has cut itself off from useful checks and balances. My recommendation is that to improve future policy a critical first step is to change this prevailing agency culture. The DNR must resist its tendency to dictate, and learn to work more cooperatively with the people as full partners in future policy. Learning to truly listen is paramount. It may help if decision-making bodies such as the Health and Science Team included a non-government member.

(6) The MR does not address the cost-benefit implications of the “better safe than sorry” philosophy that lies at the heart of current policy. Current policy focuses almost exclusively on potential benefits. Policy costs in expended resources and collateral damage to Wisconsin’s hunting heritage, culture and traditions were viewed as unavoidable and acceptable consequences of policy. This attitude more than anything else explains why CWD policy is so unpopular with the people who have been asked to shoulder those costs. If future policy is to be improved I think it must do a better job of balancing potential future benefits against the very real costs we bear today.

(7) The MR does not address how the DNR might better compensate for the state’s outdoor media failings. In a free society the media have the dual responsibilities of keeping government open and honest on one hand and keeping the people fully informed regarding topics of importance on the other. With respect to CWD matters, I feel the outdoor media have failed on both counts. Their tendency toward hype and sensationalism has created needless anxiety. Furthermore, CWD officials have been done no favor when the outdoor media have uncritically reported DNR press releases, and failed to ask tough follow-up questions when interviewing DNR personnel. Some misguided souls have even taken up the role of DNR attack dog. This free ride in the media has been detrimental because CWD officials have not been forced to muster credible and compelling arguments in defense of their policy. The media being what it is, future policy would benefit if CWD officials agreed to take greater responsibility for the truthfulness of their communications. I recommend that in the future the DNR make every reasonable

attempt to vete off-hand comments, internal “talking points,” and official press releases so as to minimize factual errors, half-truths, exaggerations, stereotyping, spin and code words that carry deep emotional messages (such as fear, bigotry, resentment, envy).

(8) The MR does not recognize that the cure should not be worse than the disease. Killing all deer to save a very few from possibly getting a disease strikes many people as misguided. At least for the next few decades, it looks like CWD is less of a threat to Wisconsin than disease policy narrative. The health of people, pets and livestock appears to be at little, if any, risk. It appears that for several decades at least few wild deer will die from CWD, so the effect on the deer herd for the foreseeable future is negligible. Additionally, the raw and unwarranted fear of CWD that was so prevalent back in 2002 has now abated to a large degree. Future policy must try to put these facts in better perspective. I suggest this can be done through research, education, outreach, and policy modifications aimed at growing enthusiasm within the hunting community, increasing venison consumption, and providing greater access for hunting on private lands.

(9) The MR does not properly tackle issues with test reporting. Hunters are most concerned with knowing quickly whether or not their deer may have CWD. They would like this information sooner rather than later so they can avoid needless psychological trauma and unnecessary venison processing expenses. Rapid reporting of screening test (ELISA) results serves this purpose, and has been done for years in Colorado. Our DNR has chosen not to report screening positives immediately, but rather to wait until these results can be confirmed by a second, more time-consuming test. The resulting delay (often months) in giving hunters a disease “heads up” unnecessarily denies them their “right to know.” The people, not the state, should be making this risk assessment. This delayed reporting practice should be changed in future policy. It works for Colorado, and it should work in Wisconsin.

(10) The MR does not address the need to restore the image of hunters and hunting as well as hunting culture, heritage and traditions. Current CWD policy has dealt a devastating blow to the ethics of hunting and the image of hunters. The reputation of the DNR has suffered greatly in the process. Pickup beds filled with ungutted carcasses, summer killing of spotted fawns and nursing does, dumpsters overflowing with rotting carcasses, bragging thrill killers, bounties on deer, and government snipers haunting the nighttime landscape have been public relations disasters. These images have left the hunting community drained of its spirit and essence. To make matters worse, the law of adverse consequences has both the DNR and hunters in a potential death grip. A better balance must be sought in future policy between attempts at disease control and the preservation of hunting as the primary tool of deer management. Non-hunter shooting, bounties, unlimited killing, and long seasons have been especially corrosive. Once these counterproductive practices have stopped., ways must be found to prevent similar errors of judgment from creeping into future policy.

(11) The MR does not address the need to unburden CWD policy from other agendas. CWD officials took the discovery of CWD as an opportunity to address a host of matters, including bovine TB, loss of ecological diversity, deer-vehicle crashes, commercial forest regeneration, agricultural damage, quality deer management, and baiting/feeding. This unfairly burdened CWD policy with issues that have little or

nothing to do directly with the disease. This contributed to a loss of credibility and trust in policy justifications. Future policy should be stripped of this excess baggage.

(12) **The MR does not address the herd reduction matter sufficiently.** The essence of current CWD policy is herd reduction, even though there is no empirical evidence that herd reduction has any impact one way or another on the prevalence or spread of CWD. But current policy was so unpopular and disruptive within the hunting community that herd reduction on a regional basis has not been achieved. This, in spite of six years of liberal rules and intensive government shooting. I conclude that a future policy that is able to achieve any measure of regional herd reduction would be a great success compared to current policy outcomes. It is with this in mind that I have offer the final three recommendations. I believe that vigorous pursuit of these changes would lead to current policy's elusive holy grail -- herd reduction

(13) **The MR fails to promote the idea of herd reduction through private-land deer management.** The mentality of Wisconsin deer management is stuck in the first half of the last century when a relatively small deer herd lived on large tracts of forested public land in the northern part of the state. This attitude has contributed significantly to current policy failure. Most of the relatively large deer herd now lives on small tracts of private land in the agricultural landscape of central and southern Wisconsin. Times have changed. DNR deer management must also change if it is to stay relevant. CWD provides just one more reason to embark on imaginative new approaches to deer management that include a full working partnership with landowners. Such cooperation can only be achieved in an atmosphere where citizens' rights are acknowledged and protected, and issues are hashed out through a democratic process. Vigorous exploration of initiatives that deal with private-land access for hunters would be a good place to start improving current CWD policy.

(14) **The MR fails to promote the idea of stimulating herd reduction through increased venison consumption.** Traditional venison usage that sustained many rural families holds far less appeal in our modern urban society. Fortunately, venison in the form of jerky, hamburger and various sausage products is highly competitive as a fast or convenience food. Many more deer could be harvested, for example, if these products were aggressively promoted through favorite recipe competitions. Far wider use of packaged venison cuts might occur if similarly promoted. The goal should also be to transfer as many hunter-killed carcasses as possible to those not able to hunt or unsuccessful in the hunt. Widely promoted butchering clinics would help hunters reduce venison processing costs. A vastly expanded and more broadly funded food pantry initiative is critical. Future CWD policy should have the matter of increased venison usage at its core.

(15) **The MR fails to promote the idea of stimulating herd reduction by stemming the loss of hunters.** Progressive national decline in hunter numbers is attributed to aging demographics, hunter developmental stages, urbanization, changing social parameters and values, competing sports, safety concerns, crowding, loss of hunting access, complex regulations, and disease anxiety. It will take a concerted and sustained effort to fight these trends in Wisconsin. CWD and, especially CWD policy, has merely accelerated the process, making matters worse. Much can be done to stabilize or grow hunter

numbers, and increase their enthusiasm for hunting. But it will take a far more proactive game management policy than what we now have and will require a major redirection of attention and resources.

Minority Report by Phil Muehrcke

Madison -- At-Large DEZ Landowner & Hunter

Addendum - Minority Opinion - #5 –Ron Kulas, WI Bowhunters Association

Chronic Wasting Disease (CWD) Stakeholder Group opposition/minority opinion:

As a CWD Stakeholders Advisory Group member, representing the Wisconsin Bowhunters association, I want to express my own as well as WBH opposition to the proposal to ***allow the use of crossbows for everyone during the regular archery seasons within the CWDMZ***

This proposal allows the use of our committee to further enhance an agenda that will have very little impact on the current deer herd in the CWDMZ but potentially significant negative impacts in the CWDMZ and on the rest of the state.

Attempts to expand the use of crossbows have failed at the spring hearings and through other venues. The endorsement of the CWD committee should not undermine that fact. Because of this, the WBH remains in opposition to any expansion to crossbow usage in **ALL** areas of the state.

Bowhunters and organizations including the North American Bowhunting Coalition, the Pope & Young Club, the Professional Bowhunters and virtually every state bowhunting organization, including Wisconsin Bowhunters Association, have strongly opposed this as a step that undermines the very basis of the sport if bowhunting.

Bowhunters don't necessarily oppose crossbows per se; they oppose their use in archery seasons.

Please don't allow the Stakeholders Advisory Group to be used to advance the expansion of crossbow use at the expense of degrading archery seasons – which must remain popular if we hope to control deer numbers on a long-term basis. While it is understandable that the group wishes to put more weapons in the hands of more hunters in an effort reduce the deer herd, the negative impacts of such a decision outweigh the perceived benefit.

Please pass along the concerns of the WBH to the DNR Secretary and the Natural Resources Board.

Sincerely,

Ron Kulas
WBH member and SAG member
Delafield, WI

Addendum - Minority Opinion - #6 – Tony Grabski

Minority Opinion of Tony Grabski

(This statement is my own opinion and was not approved or directed by the WI Conservation Congress)

The Stakeholder Advisory Group was assigned very difficult tasks to define disease management goals, study the consequences of various management strategies, and propose new strategies for CWD/deer management in WI. The SAG was formed because extreme efforts and expense to depopulate deer through complex and extended seasons, and sharpshooters have been ineffective. CWD zones have expanded, deer harvest in these zones has decreased, deer population has increased, and CWD incidence rate remains unchanged. Meanwhile, extensive collateral damage was done to agency trust, hunting culture, and traditions.

Throughout the SAG process I have done my best to serve not only the hunters and landowners of Iowa County, but also the Citizens of WI, and our white-tailed deer resource through the proposals and decisions I have made toward CWD and deer management. I thank the WI Conservation Congress for the opportunity to represent their views to the SAG. Although some of my votes and proposed recommendations were not supported by the Congress as a whole, I hope my efforts made a meaningful contribution to a new and improved direction for CWD management in WI.

Finally, I commend all of the SAG members, WDNR, scientific support staff, and Patricia Van Gorp for their contributions and endurance toward solutions to the problems of managing CWD in the State's deer herd.

Anthony C. Grabski, Ph.D
CWD Stakeholder Advisory Panel Member
Scientist, hunter, and landowner
Iowa County Conservation Congress Delegate, CWD Committee Secretary

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