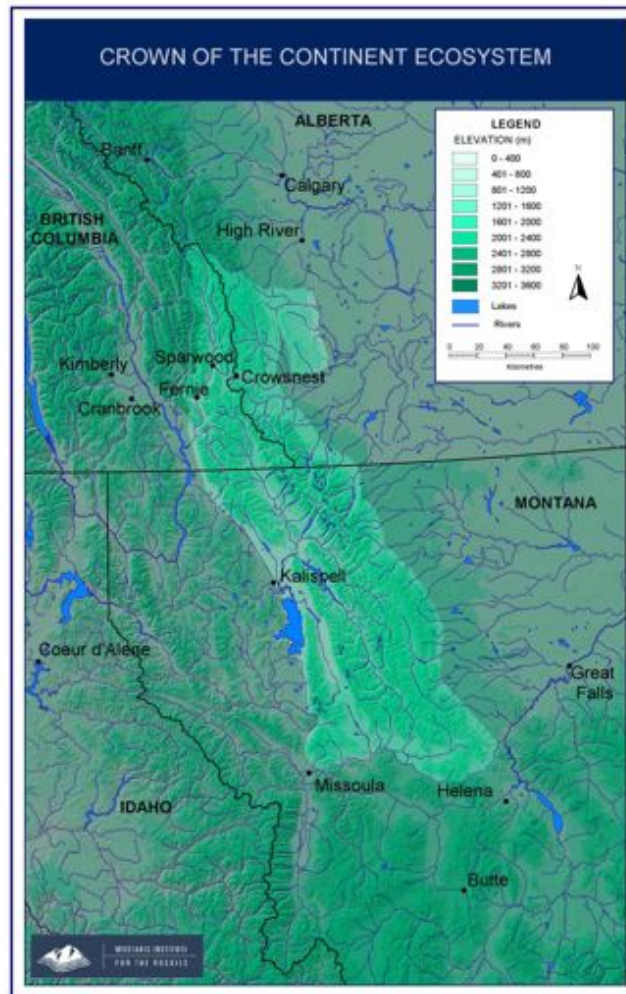


Crown of the Continent Ecosystem Management Workshop - *Summary* -



*Cranbrook, British Columbia
February 1st & 2nd, 2001*

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Section A: Objectives and Agenda

Objectives

On Feb 1-2, 2001 government representatives gathered in Cranbrook, B.C. to explore ecosystem-based issues and collaborative ways of dealing with them. The workshop, hosted by the Waterton-Glacier International Peace Park, had three objectives:

- build awareness of common interests and issues in the Crown of the Continent Ecosystem
- build relationships and opportunities for collaboration across mandates and borders
- identify collaborative work already underway and opportunities for further cooperation

Agenda:

Wednesday January 31st

6:00pm-9:00pm Arrival/Registration

8:00pm Icebreaker *Chattanooga's Bar, Prestige Inn*

Thursday February 1st

8:30am Welcome from Hosts/Chairs (Peter Lamb/Suzanne Lewis)

8:45 Introductions

9:00 Agency Presentations

Each of the sixteen agencies gave a rapid 5 minute presentation on their organization profiling priority issues each faces. An issues list was compiled from the presentations and pre-workshop questionnaire results.

10:30 Health Break

10:50 Introduction to Special Theme Presentations

Several collaborative efforts are already underway in the Crown of the Continent, addressing interjurisdictional / transboundary work. Several of these were profiled with an intent to demonstrate the particular challenges to working across agency borders.

11:00 I. Interagency / Rocky Mountain Grizzly Bear Committees (Chris Servheen)

11:30 II. Miistakis Institute for the Rockies (Craig Stewart)

12:00 Lunch, *Tuscany's Dining Room, Prestige Inn*

1:15pm III. International Peace Park (Bill Dolan/Steve Frye)

1:45 IV. Flathead Basin Commission (Mark Holston)

2:15 Introduction – Issue/Opportunity Identification Workshops

Given analysis of pre-workshop questionnaires and agency presentations, participants were divided into working groups to address issues cutting across jurisdictional interests. Participants were asked to identify issues, typical proactive/reactive responses, and alternative collaborative responses where appropriate.

2:30 Health Break

2:45 Workshops commence

4:45 Adjourn

5:30 Cash Bar opens in meeting room (available throughout dinner)

6:00 Buffet Dinner

Dinner Speaker: Dr. Brad Stelfox - Cumulative effects in the Oldman River Basin: where have we been, where are we now, where are we going?

8:30 After-dinner Social Chattanooga's Bar, Prestige Inn

Friday February 2nd

8:30am Overview

8:45 Workshop Presentations/Prioritization of Issues

Thursday's facilitators were given a coordinated presentation on the findings of the breakout groups. Participants ranked issues in an enumeration process.

10:15 Health Break (with snacks)

10:30 Priority Issue Workshops

Breakout groups formed around five priority issues to determine courses of action

12:00 Next Steps (Plenary)

Participants defined and clarified next steps.

1:00pm Workshop Adjournment

Section B: Workshop Outcome

Workshop Outcome

After two days of workshop sessions, participants convened to recommend some specific measures. They agreed that this type of forum is excellent for enhancing relationships and in creating awareness. However, future sessions should be focused on a particular issue. Ideally future sessions should bring together managers and technical staff.

The plenary made the following recommendations:

- Follow up to this workshop should proceed with or through a delegation. Perhaps we could make use of existing mechanisms and groups (Interagency Committees, Miistakis) which are already established to carry out ideas and issues forward.
- There are benefits to remaining informal in our communication but maybe there is a need for more formal types of collaboration.
- Focus on selecting issues that the group can move forward on rather than getting caught up in the formalities.
- When discussing future directions it was mentioned that Waterton and Glacier should remain in a leadership role. The parks acknowledged their role to date as the instigator of this forum but were not intending to continue in the same line. They suggested other managers from different agencies join the steering committee to increase the representation, particularly from B.C. and agencies from Montana other than Glacier National Park.
- Miistakis is willing to play a role if there is a need.
- It was noted that although there was a need to focus on the issues in more detail and involve technical staff, it is also important to maintain the strategic momentum by having the senior managers continuing to meet in forums such as this.
- There was a concern that there was a need for more communication and that meeting once a year may not be enough to move things forward on.

Future directions could include a forum whereby we combined the broad perspective conference with subgroups that focus on specific topics.

It was suggested that Miistakis could take a leadership role in convening the next managers meeting. It was clarified that the agencies should take the information from this workshop back to their stakeholders and that it is the agencies that should define their needs and communicate desired directions to Miistakis.

There was some discussion as to whether we should proceed with the suggestions that came out of the earlier sessions on the issues.

Action Item

The plenary suggested that the steering committee reconvene with expanded representation. to process the results of the forum and recommend next steps. Mark Holston (Flathead Basin Commission), Roy Doore (Bureau of Indian Affairs) and Wayne Stetsky/Margaret Bakelaar (B.C.) were added to the steering committee (which also includes Bill Dolan – Waterton Lakes National Park, Brace Hayden – Glacier National Park, Ian Dyson – Alberta Environment and Craig Stewart – Miistakis Institute for the Rockies).

Appendix I: Workshop Detail

Agency Presentations

Each agency was asked to present a five-minute talk on what they perceive to be the most pressing transboundary issues for the Crown of the Continent Region. The issues for each agency were recorded and are highlighted below:

Alberta Environment: Doug Clark

- Managing increased recreational tourism impacts
- Managing shared wildlife populations that span across jurisdictions by developing key strategies
- Effective closures and access management strategies

Glacier National Park: Brace Hayden

- Reconstruction of Going to the Sun Road: alternatives could have varying impacts on local economies outside the park.
- Land use changes and development around the Park (i.e. North Fork of the Flathead)

British Columbia Ministry of Forests: Tom Volkers

- How to balance competing and conflicting mandates (i.e. timber extraction vs. wildlife)
- Communicating effectively and coordinating information for sharing
- Public information, how much is enough

Montana Department of Natural Resources and Conservation: Jon Dahlberg

- Fire suppression
- NEPA process is time consuming
- Accessing their lands as they are scattered across other jurisdictions
- Conflicting values between commercial development and recreational needs

Alberta Agriculture: Brian Laing

- Cumulative Effects Analysis, how do we minimize the footprint
- Increasing demands from recreational pressure
- Communication between agencies
- Lack of resources both in staffing and financial
- Increasing the use of scientific approaches: range health criteria to support decisions that need be made

Bureau of Indian Affairs: Roy Doore

- Increases in tourism and recreational impact
- Pollution, particularly aquatic
- Introduction of exotic species (noxious weeds)
- Fire management issues
- Water disputes
- Public Land acquisition within the Reservations
- Wind energy and its impact on migratory bird species

BC Parks: Mike Gall

- Recent doubling of park landbase in BC and there is pressure on staff and resources
- New development of Resource conservation program, need for data sharing
- The increase in recreational day use
- Adjacent lands with conflicting mandates
- The changing mandate of the BC parks service to incorporate ecological integrity

US Fish and Wildlife: Chris Servheen

- Implement a resource Plan for the Grizzly Bear
- Maintain Grizzly Bear population connectivity on private and public lands
- Managing wildlife across jurisdictions in relation to access management, resource extraction and road density
- Coordination of monitoring and reporting on grizzly bears across jurisdictions.

Waterton Lakes National Park: Bill Dolan

- Increase in recreational pressure
- Increase in residential subdivision on park boundary
- Managing shared wildlife populations across jurisdictional boundaries
- Maintaining ecological processes such as fire
- Managing exotic species

Flathead National Forest: Cathy Barbouletos

- Communication between agencies is usually dictated by the situation. i.e. fire across boundaries
- The change in public values, there has been a huge increase in court cases over management initiatives in the FNF.
- Fire suppression
- Management of terrestrial and aquatic species
- Noxious weeds and introduction of Exotic species

Ktunax/Kinbasket tribal Council (KKTC): Thomas Munson

- There were no treaties signed in BC. Agencies do not respect the rights of KKTC in land management decision process. There is not a clear mandate for land resource involvement
- Given the territory that the KKCT occupies they are short on staff and resources
- Communication between agencies and a focus on ecosystem based management

Montana Fish Wildlife and Parks: Dan Vincent

- Drought
- Cost of energy
- Land use changes that eliminate natural habitat
- The introduction of exotic plants and animals

- Private sector and wildlife commercial endeavors equaling a loss of administrative control.
- Cumulative Effects Analysis
- Public involvement in the decision making process
- Increase in human wildlife conflicts

British Columbia Fish and Wildlife: Irene Teske

- Increased recreational demand
- Fire suppression
- Industrial development and habitat fragmentation
- Introduction of exotic species

Lewis and Clark National Forest: Rick Prausa

- Maintaining intake system on the Rocky Mountain Front given lack of Staff and Resources
- Domestic live stock grazing

Blackfeet Fish and Wildlife Department: Ira Newbreast

- Funding issues over resources and staff
- Communication mandates that promote effective partnerships i.e. bull trout; we currently share data with other agencies. Grassroots level of dealing with management issues
- Fire suppression
- Law enforcement shortages
- Data sharing needs

Breakout Session One

Based upon agency questionnaires (Appendix IV) and presentations (above) on February 1st, the following list of issues were developed and assigned to five breakout groups. Groups presented their responses to these issues on Friday morning. This procedure aimed to distill those issues which were both a priority and addressable in a collaborative interjurisdictional context. We have not presented all the detail from this first stage breakout in these proceedings. If you require this detail, please contact the Miistakis Institute. The preliminary issues list addressed by breakout session one follows:

Group One

- Challenges with updating land/resource use plans (AENV/AFRD/MOF-BC)
- Developing/sharing species information and standardized assessment/monitoring methodologies (AENV/U.S. F&W)
- Lack of staff (esp. dedicated) and money (AENV, Ktunaxa, GNP, Flathead NF)
- Increase in internal agency focus (AENV)

Group Two

- Accounting for/modelling cumulative effects (AENV, AFRD)
- Development pressures on adjacent lands (BC Parks, GNP)
- Introduction of exotic species
- Collaboration with private landowners (L&C NF)

Group Three

- Sharing inventories and landscape data (AENV/BC Parks)
- Recreation pressures/conflicts/impacts resulting from increased visitation and changes in values (AENV, BC MoF, GNP, Lew & CI NF, MT F&W, BC Parks)
- Maintenance and sustainability of shared wildlife populations such as large carnivores, threatened and endangered species (WLNP, Flathead NF, US F&W, AFRD)
- Rehabilitating aging infrastructure facilities

Group Four

- Increase in commodity (energy/timber/minerals) pressure (AENV, MT NR+C, MT F&W)
- Access management
- Addressing habitat fragmentation (AENV, BC Parks, MT F&W)
- Communicating effectively with other agencies

Group Five

- Complexity of maintaining/mimicking ecological processes (AENV, WLNP, Lew & CI NF, MT DNR+C, MT F&W)
- Addressing people/wildlife conflicts (AENV, BC Parks, U.S. F.&W, MT NR+C)
- Effective riparian and range assessment tools (AFRD)
- Recognition of aboriginal rights and titles (Ktunaxa)

Breakout Session Two

On February 2nd, participants were asked to weight issues discussed in session one based upon both importance and their feasibility of being addressed in a collaborative interjurisdictional context. Five issues clearly ranked higher than the rest. These were:

- Addressing cumulative effects of human activity across the ecosystem
- Addressing increased public interest in how lands are managed and how decisions are reached.
- Addressing increased recreational demands and increased visitation
- Collaborate in sharing data, standardizing assessment and monitoring methodologies.
- Addressing the maintenance and sustainability of shared wildlife populations

Each issue was addressed by a group which contemplated where government should be on the issue and how we could collaboratively ‘get there’.

Group 1: Addressing cumulative effects of human activity across the ecosystem

We need to find a common approach to cumulative impact analysis. Cumulative impact analysis requires both historical, present and predicted information (e.g. trends).

Where do we want to be on this issue?

The group felt we should aim to create a cumulative impact assessment model for the entire Crown of the Continent Ecosystem. All agencies would participate in its development. This common approach would need to be available to all agencies within the Crown of the Continent for access, input of new data and proposals and assessment of proposals. Yearly meetings between all agencies would be conducted to keep the analysis updated with new information and proposals. It should be developed using a common methodology and should be defensible.

How do we get there?

- Form group representing all agencies.
- Identify and meet with first agencies and then stakeholders to identify land activities, proposals and projections for the future.
- Construct database that is accessible to all agencies. Agencies should be able to plug in new data and proposals to database and run it to measure the affects of their actions on a cumulative scale.

Group 2. Address increased public interest in how
lands are managed and how decisions are reached

Where do we want to be on this issue?

Public views, opinions, values and preferences are not homogenous. Wide-ranging public views exist within a pluralistic society. Every constituency/interest group has its own unique preferences, goals and values. Therefore:

1. Management agencies need to become informed of the range of public views, values and opinions that exist with regard to the Crown of the Continent.
2. Management agencies need to find effective ways of ascertaining what are the major concerns of key constituencies/interest groups.
3. Each interest group wants its views to be decisive (persuasive) in guiding land and resource management decisions, however, management agencies exist to serve the public interest, not specific interest groups (i.e., government exists to promote the public good and social welfare, to make decisions that benefit society as a whole).
4. Decisions need to be in the public interest. By what means (using what criteria) do management agencies decide what is truly in the public interest? How are trade-offs achieved among different (sometimes irreconcilable) values that are put forward by different constituencies? Criteria for ascertaining what is in the public interest may include (a partial list is provided below):
 - decisions must be responsive to social and economic realities that exist
 - decision must be environmentally sustainable
 - decisions must preserve the integrity of the Crown of the Continent ecosystem

How do we get there?

1. Agencies need to be become informed of each others mandated responsibilities, areas of jurisdiction, roles, primary activities, etc. (This has already been initiated through the questionnaire prepared for this Workshop.)
2. Agencies need to collectively reach agreement on the parameters and criteria for decision making and strive towards consistent decision making throughout the Crown of the Continent ecosystem (recognizing that legislative and regulative constraints will impinge on local/regional decision making). We need to identify where legislative differences and incompatibilities exist.
3. An inter-agency process is needed to develop key goals and objectives, and address major issues, for the Crown of the Continent ecosystem. The intent is for agencies to develop a collective understanding (unified position) on these issues and goals and to factor these into decision making wherever possible.
4. Managers need to be in constant communication with each other to ensure that integrated decisions are being made (need to maintain ongoing communication to inform each other of what is 'going on')
5. Inventory the range of public opinion that exists. Assess what has been heard. Communicate back to the public what has been heard. Communicate to the public

that diverse public opinion often exists for any given issue. As well, make the public aware of the implications that are associated with some public views.

6. The public needs to be informed of more than just the final decision. The following should be included in communications with the public:
 - key management goals and outcomes for the Crown of the Continent ecosystem (shared by all participating agencies)
 - agency constraints in decision making
 - parameters and criteria that guide decision making
 - how public views have been considered and dealt with in decision making

Who will take the lead role?

It was noted that a tool, mechanism, or body is needed to co-ordinate, lead and drive what is proposed above. Options include:

- expand the mandate of Miistakis
- establish a body similar to the Flathead Basin Commission
- establish an international joint committee

Group 3. Address increased recreational demands and increased visitation

Background discussion

- existing conflicts exist among recreational users (some users feel they are being excluded from the best recreational lands)
- issue has environmental component but also a component of social demographics (who gets to experience the best lands: the rich only?, commercial interests?)
- there is a lack of agency resources to get ahead of the growing demand for recreation (new economy vs old economy)
- environmental restrictions are already in place in some areas thus limiting available land for recreation
- conflicts with wildlife
- recreational access is difficult to enforce
- in the absence of a regional recreational plan; one agency's plans can change patterns of use or force a new use upon one's neighbors
- changes in technology are creating new access issues (man goes where he could not before)
- the present consultation process with other agencies may not be sufficient
- carrying capacity concept should determine levels of use and appropriate use (what is at risk?, what are we managing for?)

Where do we want to be?

- Have an integrated, interagency recreational zoning map for the entire "Crown" ecosystem that integrates the concept of recreational carrying capacity. The creation of this map would be preceded by extensive interagency discussions and a public planning process. This plan would acknowledge that all forms of recreational

activities cannot occur on all publicly owned lands within the ecosystem; however all legitimate recreational uses would be accommodated within reasonable distances from one another. The plan would also provide for equity among recreational uses in that the more expensive (or commercial) activities would not be given access to all of the best recreational areas to the detriment of other recreationists. The plan would also be prepared to seek balance between commodity production and recreational usages of the landscape so that environmental impacts are minimized (plan would be integrated with resource activities)

How do we get there?

- each agency should seek a higher level of commitment and resources to enforce existing access restrictions
- seek a common interagency message regarding the need for a "Crown" recreational plan
- begin by working and integrating plans with neighboring agencies when doing your own recreational planning
- be sure the public is involved in the process (local stakeholders as well as regional publics)
- seek commitments from higher ups within each of the involved agencies before commencing with this planning process; have top level management provide direction to the planning staffs the involved.
- seek political support for effort.

Who should move this effort forward?

The Ecosystem Managers should meet again to discuss specific issues (such as the need for interagency recreational zoning). Speakers who are specialists on specific topics should be brought to the workshop. Perhaps one way to do this would be for the two IPP Superintendents to offer to plan the next meeting if there is concurrence among the other agencies to do so.

Group 4. Collaborate in sharing data, standardizing assessment and monitoring methodologies.

Where do we want to be on this issue?

- Ability to compare information to facilitate cooperation in managing resources.
- Ability to access data
- Specific monitoring and common protocols
- Conduct land vegetation inventories according to common protocols
- Ensuring all agencies are aware of all data that's available and its currency
- One stop shopping/ common repository with links

Existing Situation

- U.S.A. is relatively open but poorly coordinated with agencies having their own standards.

- ALTA/BC: maintain clearinghouses for data
BC has more effective data management protocols
ALTA/BC more common overall standards
- All agencies have lots of internal, proprietary information available; data tends to be coarse in Canada
- Significant coordination and copyright issues

How do we get there?

In light of the vision and the current reality how do we make progress?

- Know what's out there (compile comprehensive information) (Miistakis role?)
- Share the report with all agencies
- Data info sharing workshop/Resources/GIS/Resource professionals
- Money for dual formatting of information
- Focus on applied data
- Define clearing house/NGO role
- Common approaches to use and interpretation of data scale/type
- System wide /strategic applications as well as GPS focus
- Interagency Senior Management review and endorsement (AMC/EAC/workshop)
- Seek approval and resourcing
- Link with higher level coordinated initiatives/ use C of C as pilot

Initial next steps in getting started

- Assemblage of where we are at concerning: - data
- monitoring systems and species
- Workshop for professionals and technical staff.

Group 5. Addressing the maintenance and sustainability of shared wildlife populations

Where do we want to be on this issue?

The group discussed their ideal vision of managing species from an ecosystem perspective:

- Identify species that agencies should be collaborating on. However our vision should encompass multi-species not single species management.
- The development of management plans that would accommodate shared wildlife populations.
- All players would communicate on standardizing data collection as well as developing similar monitoring protocols.
- The initiation of research projects with involvement from all agencies.
- Understanding each other's mandates and objectives in managing wildlife species.

How do we get there?

Given limitations in resources such as staff and money, it may be difficult to reach the ideal vision. Typically the responses range from ad hoc communication to

memorandums of understanding to more formal management agreements between agencies. This will depend on the species and agencies involved.

The group suggested the following directions:

- Encourage communication between field personal/ grassroots approach
- Semi-annual forum on specific issues/species
- Agencies should partner on research projects that involve shared wildlife species
 - To encourage communication, develop a Crown of the Continent agency phone book that would be accessible over the web.

Who will take the lead role?

Agencies will communicate on these issues as the need arises. The lead role will depend on the agency's mandate and who has the most at stake.

Miistakis could undertake the COC agency phone book.

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Appendix III:
Crown of the Continent Agencies
Questionnaire Responses

Alberta Environment

1. What is your agency's jurisdiction in the Crown of the Continent ecosystem? What mandate do you have to deal with natural resources, land use ecosystem processes in the area?

The ministry includes the Alberta Environment (AENV) department and two independent boards: the Environmental Appeal Board (EAB) and the Natural Resources Conservation Board (NRCB). AENV (Green Zone) has a Shared Stewardship Accord with the Department of Alberta Agriculture, Food and Rural Development to assist with public land management in the White Zone. White Zone lands are primarily public lands interspersed in private lands.

Alberta Environment is responsible for environmental protection and is the steward of Alberta's natural resources. It is responsible for maintaining the quality of air, land, water and ecosystems. Through a combination of approvals, monitoring and compliance the department oversees the use, management, regulation and protection of Alberta's renewable and non-renewable resources.

Key statutes administered by the department include the Public Lands Act, the Water Act, the Forest Act, Forest Reserves Act, and Forest and Prairie Protection Acts, the Wildlife Act, the Provincial Parks Act, the Wilderness Areas Act, Ecological Reserves and Natural Areas Act and the omnibus Environmental Protection and Enhancement Act (EPEA), which replaced eight previous acts and addresses substance release, hazardous substances and pesticides, groundwater, potable water, reclamation, waste management, environmental assessment and appeals.

The EAB hears appeals of decisions made under EPEA and the Water Act about development approvals, environmental certificate or other orders and to review applications for approval of major natural resource development projects (forestry, tourism, mining, water management), considering social, economic and environmental effects to determine if the projects are in the public interest . NRCB strictly focuses on major natural resources projects.

Primary goals of Alberta Environment are to maintain the high quality of Alberta's environment, sustain natural resources and provide Albertans continuing opportunities to enjoy the province's natural resources. Departmental resources are deployed to:

- Protect and maintain air, land and water quality through standard setting, environmental assessment, approvals, monitoring, enforcement and reclamation;
- Manage water resources for human needs and instream ecosystem health;
- Conserve fish and wildlife resources;

- Manage a system of conservation and outdoor recreation lands that protect examples of the province’s diverse natural landscapes and provide opportunities for heritage appreciation, recreation and tourism;
- Manage, allocate and ensure proper use and protection of Alberta’s public forests and land; and
- Reduce the impact of natural hazards such as fire, drought, flood and pests on people, property and resources.

For administration purposes, Alberta is divided into six regions. The portion of Alberta lying within the Crown of the Continent falls within the Prairie Region, which has its regional centre in Lethbridge. Regional delivery of programs is currently carried out by three agencies, each with a Regional Director and Area Manager and/or Branch Head structure. The department is moving towards a unitary structure with a single regional director.

**Environmental Service:
(About 25 people)**

EPEA approvals (industrial, municipal and reclamation), enforcement and monitoring. Regional coordination, community relations and planning. All staff are in Lethbridge.

**Land and Forest Service:
(About 15 people)**

On Crown forest land delivers land management programs, operational planning, timber management, inventory, range, watershed protection, reforestation and reclamation, fire suppression and prevention, insect and disease control, recreation and education. On Crown forest land and all public land regulates petroleum and natural gas exploration activities and oversees oil sands, coal, geophysical and land dispositions. All staff are in Blairmore.

**Natural Resources Service:
(About 155 people)**

Manages water, wildlife, fish, natural heritage resources and provincial parks. Licenses all consumptive uses of water, operates water management infrastructure, operations and maintenance of infrastructure and equipment fleet. Conservation Officers, fisheries and wildlife biologists and technicians and water technologists operate under an Area Management structure out of Lethbridge, Cardston, Pincher Creek, Blairmore and Claresholm.

The land use planning framework dates from the landmark ‘Policy for Resource Management of the Eastern Slopes’ (published 1977, revised 1984) which triggered the

provincial Integrated Resource Planning (IRP) program. Sub-regional and local IRPs were subsequently developed, providing direction for the use, allocation and management of provincial Crown lands and resources. The primary policy document for the Crown of the Continent portion of Alberta is the Castle River Sub-Regional IRP (approved by cabinet, June 1985) which encompasses approximately 1700 km² (650 mi²) between Waterton Lakes National Park (WLNP) and the Crowsnest Pass. Direction is provided through sectoral resource management objectives and guidelines and a nine point zoning scheme. There are also local IRPs for the Poll Haven (approved May 1989) an 80 km² (31 mi²) tract of rolling foothills abutting the U.S. border and WLNP, and the Crowsnest Corridor (approved April 1991) encompassing 175 km² (68 mi²) of land in the Crowsnest Pass immediately north of the Castle River IRP.

Subsequent to the Castle River IRP, an Access Management Plan (AMP) was developed through and collaborative stakeholder process resulting in a document (December 1992) providing operational direction for the recreational use of on and off-highway vehicles. The plan provides a mapped system of routes and trails for both summer and winter use.

In the mid to late 1990s the Government of Alberta's Special Places Program was undertaken to coordinate the designation and preservation of the diverse natural landscapes in Alberta. The Castle was one of the candidate sites selected and under the coordination of the MD Pincher Creek a local committee produced a consensus report (A Living Document, July 1997) containing various recommendations for the management of the Castle which was accepted by government. Subsequently, a Forest Land Use Zone was put in place which allows enforcement of the provisions of the AMP, a small Ecological Reserve was established in the Castle Wetlands area and the Green Area portion of the Castle River IRP has been identified as a Special Management Area. An update of the IRP is currently underway to reconcile the Castle River IRP with the 'Living Document' report and various associated initiatives involving industrial access, auditing and monitoring, education and awareness and modeling cumulative effects are also underway.

In March 1999, the Government of Alberta released 'Alberta's Commitment to Sustainable Resource and Environmental Management' an overall blueprint for the direction of integrated resource management in the new millennium. Efforts are currently underway to develop a provincial framework for 'Regional Strategies' which will launch the next generation of integrated land use plans in the Eastern Slopes.

2. *What are the key issues that you are presently facing in exercising this mandate? Which of these issues require inter-agency communication/collaboration?*

Strategic Issues:

- Primary need is for an updated strategic land use plan that builds on the old IRP, incorporates advances in planning tools made over the last 15 years, anticipates key issues, provides clear, spatial guidance for resource priorities and thresholds, and reflects community and societal values.

Tools and Data

- Cumulative Effects: Paramatization of ALCES to allow ‘what if’ modeling scenarios.
- Resource Inventory and Analysis: Expansion of Southern Rockies Landscape Pilot to Castle Area. Updated biophysical, land use and commodity resource information.
- Species: More comprehensive information on various species numbers, movements, key habitats, habitat requirements, critical range.

Resource Issues

Increasing commodity pressures on a finite resource base: continuing oil and gas (40 percent of Alberta’s gas resources in the foothills), potential for coalbed methane, recalculation of AAC (2002) and re-issuance of timber Quota Certificate (2006).

Increasing recreational and tourism pressures on a finite resource base: Castle ski hill development, on and off site impacts, growing OHV demand, growing wilderness use demand, random camping.

Effective stewardship by industrial and commercial users—government role changing from day to day management to auditing and compliance with disposition holders assuming more day to day responsibility.

Landscape modification, fire, drought management.

**Resource Issues
(continued)**

Habitat fragmentation: Industrial footprint is an issue, but this is ephemeral, of greater concern is the permanent footprint associated with human settlement—small parcels of land, ranchettes, roads and associated infrastructure.

Wildlife conflicts: In the Green/White Area interface involving ungulates and large carnivores as people pressures intensify.

Development and implementation of an audit and monitoring protocol to assess ecosystem integrity.

Promoting stewardship through extension, education and awareness to all users.

Conflicting values and community/societal polarization over the dominant values in the Castle

Personnel issues

Limited people and financial resources.

Significant internal business requirement—organizational administrative, financial.

Desirable to dedicate personnel to specific functions/projects.

Virtually all issues could benefit from liaison with adjacent jurisdictions. Benefits could range from communication (tools/approaches used by others to address similar challenges) to collaboration (pooling to resource a project that benefits all).

3. *What resources does your agency apply to address these issues? What resources, generally, are needed but are unavailable?*

At present Alberta Environment's Prairie Region has a permanent regional staff of approximately 197 persons and a seasonal staff of up to 10 persons located in the Crown area. Although only a small percentage of the permanent staff reside in the Crown ecosystem, the profile of issues in the Eastern Slopes is such that this area traditionally receives a disproportionate amount of regional attention compared, for example, to the eastern third of the region.

Specific areas where additional resources are needed include land and resource management staff with ecological, biological, modeling, planning and resource inventory and analysis expertise. Additional contract monies to resource 'hot spots' would also be desirable.

Alberta Agriculture, Food and Rural Development
Public Lands Division, Southern Region

1. *What is your agency's jurisdiction in the Crown of the Continent ecosystem? What mandate do you have to deal with natural resources, land use ecosystem processes in the area?*

The Public Lands Division operates under a joint stewardship accord with the Ministry of Environment, Land Administration Division (LAD). Public Lands staff are the land managers and LAD provides land administration functions. Our authority comes under the Public Lands Act and the Environmental Protection and Enhancement Act and is specifically on white area public land.

We work closely on the local, regional and provincial levels with resource managers and our clients to ensure our decisions are integrated and that day to day management and reclamation processes on the land base maintains our native prairie and all lands within our control, including the bed and shore of lakes, rivers and streams, in good condition. Our business is developed on wide objectives and sound, science based, management principles. We try to maintain upland and riparian habitat, range condition and wildlife values and protect cultural, historic and archeological sites of significance, while allowing the many ranching, industrial, and recreational land uses that Albertans demand.

We are involved in authorizing and auditing a large number of dispositions including grazing leases and permits; surface materials; oil, gas and seismic; mining, forestry, roads and utilities; and recreational. Our approach includes research and education, planning and auditing, and compliance and enforcement.

Our Public Lands Division structure provincially has our Director and 2 branches located in Edmonton and 5 regions, each lead by a Regional Head. The Southern Region currently has 3 industrial officers, 4 client service reps, a range research group of 3 staff, a Provincial Grazing Reserves Manager, and 7 specialists, each responsible for a district with up to 500,000 acres of public land. We often have up to 5 or 6 seasonal staff working for us. We have offices in Medicine Hat and Lethbridge.

2. *What are the key issues that you are presently facing in exercising this mandate? Which of these issues require inter-agency communication/collaboration?*

Key issues we are facing include cumulative effects resulting from increased demand on the resource; accelerated exploration and development of oil and gas, fueled by high markets; high expectations that we will provide adequate protection for wildlife habitat and wildlife species, especially those that are already endangered; imminent changes to the Public Lands Act and its regulations; and planning for the implementation of the Special Places program with its Heritage Rangeland component. The development of a range and riparian health assessment is a major initiative for us on the research and extension side of our operations. Almost all of these initiatives involve working and coordinating with other agencies.

3. *What resources does your agency apply to address these issues? What resources, generally, are needed but are unavailable?*

Our program is reasonably well funded. Manpower, is our most scarce resource. Responding to ever increased demands for land allocations is difficult for the Division and its staff. Without all of the flexibility, we would like, to add to our workforce as required by increased activities, we sometimes find ourselves in a reactive rather than proactive mode. Our Division operates on a \$10 million budget and employs approximately 120 people. We are responsible for roughly 10 million acres of public land in the white area.

B.C. Ministry of Forests

1. ***What is your agency's jurisdiction in the Crown of the Continent ecosystem? What mandate do you have to deal with natural resources, land use and ecosystem processes in the area?***

The Cranbrook District of the Ministry of Forests is responsible for the management of the Crown timber, range and recreation resources on the provincial Crown forest lands within the Cranbrook Forest District. The Cranbrook Forest District encompasses 1 483 083 hectares (3 994 698 acres) of which 1 181 264 hectares (2 918 902 acres) are within the jurisdiction of the Ministry of Forests. Within the Flathead River drainage in Canada, there are 157 371 hectares (388 863 acres) of which 138 140 hectares (341 343 acres) are within the jurisdiction of the Ministry of Forests. The remaining areas are Federal jurisdiction lands (Dominion Government Blocks), BC Parks (Akamina Kishinena Provincial Park), or private land.

Section 4 of the Ministry of Forests Act defines the purposes and functions of ministry as follows:

The purposes and functions of the ministry are, under the direction of the minister, to do the following:

- (a) encourage maximum productivity of the forest and range resources in British Columbia;*
- (b) manage, protect and conserve the forest and range resources of the government, having regard to the immediate and long term economic and social benefits they may confer on British Columbia;*
- (c) plan the use of the forest and range resources of the government, so that the production of timber and forage, the harvesting of timber, the grazing of livestock and the realization of fisheries, wildlife, water, outdoor recreation and other natural resource values are coordinated and integrated, in consultation and cooperation with other ministries and agencies of the government and with the private sector;*
- (d) encourage a vigorous, efficient and world competitive timber processing industry in British Columbia;*
- (e) assert the financial interest of the government in its forest and range resources in a systematic and equitable manner.*

The operations of the Ministry of Forests are further directed by the Forest Act, the Forest Practices Code Act, and the concomitant regulations and policies which require various levels of interagency collaboration and communication. As one example, pursuant to the Forest Practices Code Act: Before establishing, varying or cancelling an objective for a landscape unit respecting a forest resource other than a recreation resource, the district manager must obtain the approval of a designated environment official.

2. *What are the key issues that you are presently facing in exercising this mandate. Which of these issues require interagency communication/collaboration?*

Some of the key issues are:

- Reviewing and approving forest development plans and silviculture prescriptions and issuing cutting permits to maintain a standing timber inventory of at least two years (i.e. maintaining at least two years worth of allowable annual cut in approved cutting permits).
- Completing the delineation of old growth management areas for all landscape units and establishing as landscape unit objectives
- Completing the development landscape unit objectives for wildlife tree retention
- Developing landscape unit objectives to deliver on direction contained in the Kootenay Boundary Higher Level Plan Order
- Recreational access management

All of these issues require communication and collaboration with the Ktunaxa Kinbasket Tribal Council (First Nations) and with Ministry of Environment staff. Most also require, and will most certainly benefit from, communication and collaboration with other resource agencies (e.g. Ministry of Energy Mines, BC Crown Assets and Land Corp., federal and provincial parks, US Parks and USFS, etc.) and key stakeholders such as licensed resource users and ENGO's.

Some of these issues are also topics at the Inter-Agency Management Committee (IAMC) which is comprised of the Regional Managers/Directors of the various government agencies.

3. *What resources does your agency apply to address these issues? What resources, generally, are needed but are unavailable?*

The Cranbrook Forest District currently has a staff complement of 58.85 FTE's of which four are management positions. The resource planning department, which is responsible for timber supply review, strategic planning (including higher level plans, landscape unit planning, recreation access planning, and resource management guidelines), and interagency land referrals, consists of two full-time employees (2 FTE's). One of the operations managers also dedicates some of his time to the resource planning program. We have a GIS operator who also spends most of his time working in support of resource planning initiatives.

The two resource planning dept. staff have responsibility for the Flathead enhanced landscape unit planning process assigned to them as a part of their duties.

In dealing with resource planning initiatives, the limiting factors are:

- availability of staff and funding within the Ministry of Forests;
- availability of staff from other resource Ministries; and,
- scheduling of meetings such that all participants are able to attend.

B.C. Parks

1. What is your agency's jurisdiction in the Crown of the Continent ecosystem? What mandate do you have to deal with natural resources, land use and ecosystem processes in the area?

Akamina Kishinena Recreation Area was established under the BC Park Act in September of 1986. The Recreation Area was then reestablished as a Provincial park in July 1995 under the Park Amendment Act. The park contains 10,625 hectares of parkland covering the upper elevations of the Akamina and Kishinena creek drainages. It represents 14% the Engelmann Spruce Subalpine Fir (ESSFdk) Biogeoclimatic Subzone in the Crown of the Continent (COC) Ecosection. The ESSFdk ecosystem is not entirely contained within the protected area. Although the headwaters of the Akamina Drainage is included unnatural administrative boundaries exclude the mid-slope to valley bottom.

The park is an important ecological connection between Waterton Lakes and Glacier National Parks. It contributes to the long-term viability of wide ranging carnivores such as grizzly bears and wolves and contains some rare and endangered plants of BC.

The BC Park Act provides BC Parks with the provincial legal authority to manage Akamina Kishinena Provincial Park. The Park and Recreation Area Regulation provides BC Parks with the legal framework of what can and cannot occur in Provincial Parks.

Strategic management direction for Akamina Kishinena is mainly provided by a Management Direction Statement approved in 1999. However management of the protected area is also guided by the implementation strategy of the land use process that resulted in the park designation. The Kootenay Boundary Land Use Plan Implementation Strategy provides general management direction for the protected area as well as management direction over biodiversity values outside the protected area including the rest of the ecosystem not included in the statutory boundary.

2. What are the key issues that you are presently facing in exercising this mandate? Which of these issues require interagency communications / collaboration?

Adjacency related issues continue to present one of our greatest challenges in terms of managing the parks resource conservation values. Access related issues usually arising from forest and mineral exploration development adjacent to the park boundary top the list of adjacency concerns. Other forestry related development issues include visual landscape and ecosystem management.

Given the importance of managing grizzly bears in the park and surrounding areas, our organization is committed to minimizing human bear conflict. The closure of the backcountry campsite at Wall Lake was a good example of our desire to manage the park for bears and to reduce the opportunity for conflict.

Adequate baseline data and associated digital mapping is not available for this park. A lack of expertise in BC Parks staff and associated budgets prevents BC Parks from moving forward at this time on this initiative. Data sharing and resource information sharing with national parks on common boundaries is not occurring.

All of the above issues require interagency communications and collaboration.

3. What resources does your agency apply to address these issues? What resources, generally, are needed but are unavailable?

In terms of staff working in the park we have two seasonal rangers who spend the majority of their time managing the recreational use in the park. We have six permanent staff based out of our district office that spend a small portion of their time working on issues associated with this park. The parks annual budget is approximately \$ 37, 000. Additional funding is requested for special projects such as bear management plans, facility upgrades, management planning, mapping, etc.

Additional resources are required for developing policies on ecological integrity, establishing models for managing ecosystems, baseline data collection /gathering and interagency

Ktunaxa/Kinbasket Tribal Council
Ktunaxa Kinbasket Treaty Council

1. *What is your agency's jurisdiction in the Crown of the Continent ecosystem? What mandate do you have to deal with natural resources, land use and ecosystem processes in the area?*

The Ktunaxa or Kootenai tribal group has their traditional territory in southeastern BC and western Alberta in Canada, and parts of northern Montana, Idaho and Washington in the USA. The traditional territory comprises the entire Columbia River basin in Canada, as well as traditional bison hunting grounds on the Prairies and other lands in northern USA. This includes the entire Waterton – Glacier Park areas, in overlap with neighbouring tribal groups to the east in Montana and Alberta.

The **Ktunaxa Kinbasket Tribal Council** represents (5) Ktunaxa Kinbasket communities in southeastern BC: **Columbia Lake Band** (Windermere, BC); **Lower Kootenay Band** (Creston, BC); **St. Mary's Band** (Cranbrook, BC); **Shuswap Band** (Invermere, BC) and **Tobacco Plains Band** (Grasmere, BC). Collectively the Ktunaxa Nation contains around 1200 citizens of Ktunaxa Kinbasket descent living in Canada. The Ktunaxa Kinbasket Tribal Council administers and delivers services and programs to Ktunaxa Kinbasket Band members in and around the five Indian Reserves in BC. The KKTC is also affiliated culturally with the **Confederated Salish and Kootenai Tribes** (CSKT) of Pablo, Montana and **Kootenai Tribe of Idaho** in Bonner's Ferry, Idaho. Together the five Canadian communities and two American tribes constitute the Ktunaxa or Kootenai Nation, a distinct cultural group in North America.

The KKTC has an affiliate organization responsible for negotiation of the comprehensive land claims treaty in BC: the **Ktunaxa Kinbasket Treaty Council**. It is this organization that concerns itself with land and resource management issues. The tribal jurisdiction will be spelled out in the Treaty Negotiations process through confirmation of aboriginal title to the traditional territory. In the interim, the Ktunaxa Kinbasket Treaty Council is involved in many aspects of land and resource management through consultation processes with other federal and provincial land management agencies. However, the only land base that the Ktunaxa people actually have direct jurisdiction over are the small Indian Reserves established under the *Indian Act* in Canada.

2. *What are the key issues that you are presently facing in exercising this mandate? Which of these issues require interagency communications / collaboration?*

The key issue in exercising any mandate for lands and resource management is the **recognition of aboriginal title and rights** within the traditional territory through the BC Treaty Negotiations process, and flowing from this, the **confirmation of land and resource jurisdiction and management authority**. Without this recognition, the Ktunaxa Nation and its' organizations can be treated as third parties involved in consultation processes with the government; with no legal land base or jurisdiction, tribal

rights can be ignored in the face of resource development. Though the KKTC is involved in innumerable referral processes and consultations around land and resource management, they exercise limited powers and have limited influence on resource development decision making other than protection of known archaeological sites in the traditional territory.

The second key issue is extremely limited human and resource capacity to carry out any mandate for lands and resource management. Because there is no recognized authority yet for tribal governance in these areas, no resources are available for staffing at the Band/community level for lands issues and limited staffing exists at the Treaty Council to cover land development referrals and processes for the entire traditional territory in Canada.

The issues of recognition of aboriginal rights and title and exercise of tribal authority through the treaty process should be of current and future interest to all other resource management agencies; the Ktunaxa Nation will be playing an increasing role in resource management during and following negotiation of a treaty for the traditional territory.

3. *What resources does your agency apply to address these issues? What resources, generally, are needed but are unavailable?*

Only (6) staff work directly in lands and resources issues on behalf of all five Ktunaxa Kinbasket communities. Budget for this staff is only available because of involvement in BC Treaty Negotiations; there are no full time staff devoted to this work that have resources independent from Treaty discussions. In other words, if the BC Treaty Process breaks down or is suspended, Ktunaxa Kinbasket Treaty Council would lose all lands and resources staff.

To compare this situation with our US counterparts, the CSKT Council has over (120) staff devoted to Lands and Resources work for the Tribal Reservation and traditional territory in northern Montana, after having negotiated their treaty in the mid 1800's. It is an impossible task for the KKTC to meet its' mandate under current staffing and funding limitations.

N.B. Two maps accompanied the Ktunaxa submission describing their regions of traditional use. Although not available in electronic form, they can be faxed upon request. Please contact the Miistakis Institute for these additional materials.

Waterton Lakes National Park

1. What is your agency's jurisdiction in the Crown of the Continent ecosystem? What mandate do you have to deal with natural resources, land use and ecosystem processes in the area?

Waterton Lakes National Park (WLNP) of Canada was set aside as a Dominion Forest Park in 1895 and is relatively small (525 sq. km) in comparison to other Mountain Parks. By comparison, it encompasses approximately 2% of the Canadian Rocky Mountain National Parks to the north. The Government of Canada holds title and exclusive jurisdiction over all resources and, for the most part, associated human activities within the park. The park is administered by the Parks Canada Agency which is a separate operating unit within the Department of Canadian Heritage.

The management of all national parks in Canada is directed primarily by the National Parks Act. In that context, the national parks of Canada are *dedicated to the people of Canada for their benefit, education and enjoyment and the parks shall be maintained and made use of so as to leave them unimpaired for the enjoyment of future generations*. This clause is qualified in that *maintenance or restoration of ecological integrity, through the protection of natural resources and natural processes, shall be the first priority of the Minister when considering all aspects of the management of parks*.

In achieving the above mandate, the Parks Canada Guiding Principles and Operational Policies direct park managers to *demonstrate leadership by working closely with other land management agencies to develop a better understanding of the relationship between existing land use practices and their effects on the natural environment*. The Policy goes on to encourage a collaborative approach with adjacent jurisdictions on trans-boundary issues or concerns.

Finally, the primary planning document that directs the management of WLNP is the Park Management Plan (PMP). In essence, this Plan is a commitment with the Canadian public as to how the park will be managed. By law, the plan must be reviewed and, if necessary, revised or updated every five (5) years. The PMP for WLNP was recently updated in consultation with the public and subsequently approved by the Minister in 2000.

2. What are the key issues that you are presently facing in exercising this mandate? Which of these issues require interagency communication/collaboration?

Given the small size of WLNP, there are two key issues facing the park, which require interagency communication/collaboration.

First, the maintenance and restoration of ecological processes such as fire, competition between native and exotic species, flooding and other related processes are essential to

achieving our mandate. However, these processes are not limited to just WLNP and collaboration with adjacent jurisdictions is essential if we are to be successful in our mandate.

The second issue is the maintenance or sustainability of shared wildlife populations, in particular large mammal species. For large carnivores and ungulates, WLNP represents only a small portion of their habitat and the collective impact of all jurisdictions on these species will directly determine their presence or absence in WLNP.

3. What resources does your agency apply to address these issues? What resources, generally, are needed but are unavailable?

Waterton Lakes National Park employs approximately 55 person years, with approximately 30 permanent staff. The annual operating budget is approximately \$2 million dollars. However, approximately 70% of these resources are dedicated to providing facilities and services in support of park visitors. Most of these assets and services have been in place for more than 50 years and reflect a time period when development pressures outside of national parks were relatively insignificant.

An independent review of the ecological integrity of national parks in Canada recently noted serious deficiencies in resources to support science, planning, education and partnerships with other agencies and organizations. In its final report, the Ecological Integrity Panel provided approximately 130 recommendations to the Parks Canada Agency, including recommendations, which support a significant increase in resource allocations in the above areas.

Glacier National Park

- 1. What is your agency's jurisdiction in the Crown of the Continent ecosystem? What mandate do you have to deal with natural resources, land use and ecosystem processes in the area?***

Glacier National Park was established in 1910 by an act of Congress. The park encompasses 1,013,572 acres (410,353 hectares) in Northwestern Montana. The United States government holds title to all but approximately 374 acres (151 hectares) of the lands within the park and has exclusive jurisdiction over all lands within the park. The park is administered by the United States National Park Service, an agency that is a part of the US Department of the Interior. The President of the United States appoints the Secretary of the Interior.

Legislation establishing the US National Park Service and Glacier National Park state that the parks purpose is “to preserve and protect natural and cultural resources unimpaired for future generations”; and, “to provide opportunities to experience, understand, appreciate, and enjoy” the park. Since the park establishment in 1910, Congress has passed numerous other laws that apply to natural resources, land use and ecosystem processes within or affecting the park. A sampling includes The National Park Service Organic Act, The National Historic Preservation Act, The Clean Air and Clean Water Acts, The National Environmental Policy Act, The Endangered Species Act, The Wilderness Act, and the National Parks and Recreation Act.

Such Acts of Congress are administered through the promulgation of Departmental Regulations, Directors Orders, and park specific planning documents. One such document at Glacier National Park is its 1999 General Management Plan that provides overall direction for the management of the park for the next 20 years.

Many laws and regulations compel park officials to work with neighboring agencies to protect ecosystem resources. One in particular is the Redwood National Park Act as amended in 1978. In debating this act the senate committee stated that “ the Secretary has an absolute duty, which is not to be compromised, to fulfill the mandates of the 1916 Act (NPS Organic Act) to take whatever actions and seek whatever relief as will safeguard the units of the national park system.”

- 2. What are the key issues that you are presently facing in exercising this mandate? Which of these issues require interagency communication/collaboration?***

Key issues include the rehabilitation of the park's aging infrastructure facilities; in particular “The Going to the Sun Road” and historic hotels. Such decisions are complicated by the scarcity of funding and by conflicts between reconstruction activities and the mandate to protect natural and cultural resource values. Other key issues include

conflicts involving the use of park resources as visitor numbers increase and patterns of use change. A major issue identified in the 1999 GMP is the need to resolve conflicts between aircraft overflights and visitor appreciation of park values (solitude, natural quiet).

Key external issues include development on private lands adjacent to the park, wildlife management actions (including those affecting the threatened Grizzly Bear), and commodity production on public lands (forest roads, oil and gas)

Virtually all of these issues involve communication and collaboration with park neighbors many of whom depend upon the park for their economic well being or who recreate in the park.

3. What resources does your agency apply to address these issues? What resources, generally, are needed but are unavailable?

At present, Glacier National Park has a permanent staff of approximately 120 persons and a seasonal staff of additional 380 persons. The park's annual budget is currently approximately \$10 million. For special projects, resources from the NPS Regional and Washington offices often supplement park staffing. Specific areas where additional resources are needed include: administrative support (esp. information management) and natural resources management.

U.S. Fish and Wildlife Service

- 1. What is your agency's jurisdiction in the Crown of the Continent ecosystem? What mandate do you have to deal with natural resources, land use and ecosystem processes in the area?**

My agency's jurisdiction involves conservation, recovery, and management of species listed under the U.S. Endangered Species Act. My work involves recovery of grizzly bears. Our mandate involves all actions involving the research and management of grizzly bears on public and private lands. We also cooperate closely with Canadian authorities in this regard.

- 2. What are the key issues that you are presently facing in exercising this mandate? Which of these issues require interagency communication/collaboration?**

Grizzly bear conservation. A sample of actions underway include mortality limitation; limits on human activities that have detrimental impacts on grizzly bears or their habitat; cooperation with highway departments in mitigation of the impacts of highway development on bears; cooperation with Canadian authorities on mortality management, research and monitoring, and habitat management; efforts to limit bear-human conflicts on private lands; better ways to estimate population size and trend.

- 3. What resources does your agency apply to address these issues? What resources, generally, are needed but are unavailable?**

We contribute funding, personnel experienced in capture and monitoring of grizzly bears, expertise, coordination efforts, and knowledge. We are not able to contribute the funding necessary to meet all the research and monitoring needs. We contribute some funds for management of bear-human conflicts and education, but more funding is needed to address these issues.

Montana Fish, Wildlife and Parks

1. What is your agency's jurisdiction in the Crown of the Continent ecosystem? What mandate do you have to deal with natural resources, land use and ecosystem processes in the area?

In the year 2001 Montana Fish, Wildlife and Parks (FWP) will begin a year long celebration of its 100th year anniversary. In 1901 Montana's 7th state Legislature passed an act to provide for the appointment of a deputy game and fish warden, and a special deputy game and fish warden, marking the beginning of Montana's Fish, Wildlife and Parks agency and a century of conservation progress for our state's wildlife and recreational resources. FWP, by law, supervises the management of all the fish, wildlife, game and nongame birds, waterfowl, and game and furbearing animals of the state. Further FWP is responsible for all scenic, historic, archeological, scientific, and recreational resources of the state. FWP's mission, through its employees and five citizen commissioners, is to provide for the stewardship of the fish, wildlife, and parks recreational resources of Montana while contributing to the quality of life for the present and future generations. In a nutshell, our vision for the 21st century is to work together in partnership with our citizens to sustain the diverse fish, wildlife, and parks resources and recreational opportunities essential to a high quality of life for Montanans and our guests. Our goals are to provide quality opportunities for public appreciation and enjoyment of fish, wildlife, and parks resources, maintain and enhance the health of Montana's natural environment and the vitality of our fish, wildlife, cultural, and historic resources; and emphasize education, communication, and responsible behavior to afford Montanans the opportunity to better understand and become involved in the decision-making processes that sustain our natural, recreational, and cultural resources for future generations.

2. What are the key issues that you are presently facing in exercising this mandate? Which of these issues require interagency communication/collaboration?

Key issues include the following:

- The state's growing population, especially in the western valleys, which are spilling over into habitats occupied by wildlife, sometimes listed species, and land prices have soared and subdivision are spreading. Agencies and conservation organizations need to work cooperatively to ensure that important habitats maintaining Montanans traditional outdoor way of life depending on healthy wildlife populations, undeveloped landscapes, public access, and recreational opportunities are conserved.
- Landowners, outfitters, and hunters have been pitted against one another in the past; they need to continue to work together to reach consensus on hunter access, landowner issues, and stability for outfitters, e.g. economics has contributed to lower tolerance by landowners of public recreation and private land, some landowners have sought

alternative forms of income by leasing access rights, charging fees for hunting and raising captive wildlife.

- Hunting has come under seige in the 1990s as animal rights groups have supported ballot initiatives in several western states to ban bear and lion hunting, and restrict other forms of recreational hunting, and limit trapping. FWP programs are biologically defensible, but, at the same time, we have to ensure that they continue to be socially acceptable. As more and more people move into the rural areas we can anticipate growing conflicts between wildlife and humans, from grizzly bears and birdfeeders to white-tailed deer and pansies.
- The Endangered Species Act has affected the way we manage the state's resources. Westslope and bull trout are being restored in native waters through a combination of habitat work, removal of nonnative species, and restocking. The Act has increasingly been used to control land and water use across the state by some entities and is shifting the balance of influence from state to federal wildlife agencies hastening the shift for utilitarian to protection philosophies.
- The grizzly bear is holding his own, if not increasing, and efforts to manage this species has to be cooperative between the agencies.
- There is growing conflict over public land access and trail systems on public lands. The state's Statewide Trail Plan and Programmatic Environmental Impact Statement was completed in 2000. The Recreational Trails Program across the state received a facelift, but this issue continues to be a challenge. As a result of attitude shifts by the public, we're hearing more people saying, "deer are eating my pansies, get rid of them, but don't hurt them." This is obviously an unrealistic way to manage wildlife populations, but the reality is that traditional activities like hunting face an uncertain future.
- Recreational use of state land (School Trust Land) is an issue. The Department of Natural Resources and Conservation (DNRC) needs revenue for school and doesn't have the resources to manage land for the increasing public use.
- Invasive species and diseases appear to be as mobile as our society. Whirling Disease, Chronic Wasting Disease in captive elk, and exotic weeds are undesirable aliens that are as difficult to prevent as they are to eradicate. Our constituents in Northwestern Montana are as diverse as the landscape. Many affluent newcomers have different philosophies than the more utilitarian philosophy of the more traditional Montanan, and as a result many long-time residents have an unsettled feeling; they feel a loss of control and stability because of the changes to their traditional values and practices, and are angry and often take their resentment out towards government agencies.

3. What resources does your agency apply to address these issues? What resources, generally, are needed but are unavailable?

Region One (four county area, Flathead, Lincoln, Sanders, and north half of Lake) has a permanent staff of approximately 75 people, seasonal staff of additional 50 persons. The Region's annual budget is approximately \$5,200,000. The Parks Division is responsible for development, maintenance, and operation of all state parks and affiliated sites in the Region; this includes 10 state parks and 28 fishing access sites. The Wildlife Division is responsible for managing all species of wildlife, including big game, threatened, and endangered species, upland game birds and nongame birds and waterfowl. The Fisheries Division is responsible for the management and perpetuation of Montana's fish and other aquatic resources. The Conservation Education Division acts as a clearing house for information on FWP activities and news items to the media, and conducts a variety of educational and recreation safety programs. Enforcement Division is responsible for enforcing all the fish and game laws in Montana, FWP rules, and FWP Commission regulations; Division personnel also enforce state boating and snowmobile rules and state park regulations as well as private property laws, and hunting and fishing regulations. User fees primarily fund FWP, including hunting and fishing licenses, federal revenue (PR/DJ dollars) state revenue, including fees for state parks, a portion of state lodging facilities, fuel tax, interest earnings from coal severance tax receipts, and other miscellaneous revenues. In all, FWP has nearly 50 different earmarked sources of funding for its programs.

Additional funding is needed to ensure implementation of management plans for the newly acquired 141, 000 Thompson and Fisher River Valleys Conservation Easement agreed upon between FWP and Plum Creek Timber Company L. P. Terms of this conservation easement need to be monitored and funding needs to be made available to ensure control of weed growth, sanitary facilities, and sedimentation concerns are corrected. Additionally, funding is also necessary to provide adequate enforcement of water-based recreational activities in Northwestern Montana.

Effective May 15th FWP will be responsible for enforcing two new rules associated with the 600+ lakes in Northwestern Montana, including no-wake speeds on lakes less than 35 acres and 200 ft distance from shoreline on all other lakes.

The Flathead Lake and River System Co-management Plan was passed after a 16 month public planning process that provides for the continuation of fish species monitoring identifying a scientifically based secure level for native trout increasing the quality of access sites in the lake and river and establishing community efforts. Funding is necessary.

Funding levels need to be increased for the grizzly bear management program as a result of the continuing residential development in the valleys and foothills of Northwestern Montana. There are high levels of conflicts between bears and humans. Grizzly bear Management Specialist Tim Manley handles hundreds of grizzly bear calls every year. Currently FWP provides the FTE (salary) that makes up his position and receives

additional funds from other sources such as federal agencies and private contributions. Due to increasing uncertainty of these external funding sources, FWP will be asking for additional financial commitments from Federal agencies. Tim Manley works on private property, US Forest lands, and with Glacier National Park providing training and management activities, as well as responses to grizzly bear conflicts.

FWP utilizes aerial survey and inventory of big game populations to determine long-term population trends. FWP is requesting the Legislature to authorize additional support for this important program throughout Montana.

**State of Montana Department of Natural
Resources and Conservation**

1. *What is your agency's jurisdiction in the Crown of the Continent ecosystem? What mandate do you have to deal with natural resources, land use and ecosystem processes in the area?*

Montana became a state in 1889 by the Enabling Act approved on February 22, 1889. The congress of the United States granted to the State of Montana, for common school support, sections sixteen and thirty-six in every township within the state. Some of these sections had been homesteaded, some were within the boundaries of Indian reservations, and yet others had been otherwise disposed of before passage of the Enabling Act. To make up for this loss, and in lieu thereof, other lands were selected by the State of Montana.

The Enabling Act and subsequent acts also granted acreage for other educational and state institutions, in addition to the common schools. The original school grant was for 5,188,000 acres. The total acreage figure fluctuates through the years due to land sales and acquisitions. Mineral acreage now exceeds surface acreage because the mineral estate has been retained when lands are sold. Surface acreage now totals over 5.1 million acres and mineral acreage exceeds 6.3 million acres.

The Enabling Act provided that proceeds from the sale and permanent disposition of any trust lands, or part thereof, shall constitute permanent funds for the support and maintenance of the public schools and the various state institutions for which the lands had been granted. The Montana Constitution provides that these permanent funds shall forever remain inviolate, guaranteed by the State of Montana against loss or diversion. These funds are often referred to as "nondistributable".

The Enabling Act further provided that rentals received on leased lands, interest earned on the permanent funds arising from these lands, and all other actual income shall be available for the maintenance and support of such schools and institutions. These funds are referred to 'distributable'.

The purpose of the Trust Land Management Division of the Department of Natural Resources and Conservation is to administer and manage the state trust timber, surface, and mineral resources for the benefit of the common schools and the other endowed institutions in Montana, under the direction of the State Board of Land Commissioners. The board, which is often called the "State Land Board" consists of Montana's top elected officials. Those elected officials include; the Governor, Superintendent of Public Instruction, Secretary of State, Attorney General and the State Auditor.

The purpose of the Forestry Division of the Department of Natural Resources and Conservation is for planning and implementing forestry programs including; protecting the state's natural resources from wildfire, insect pests, and disease; sustaining or improving the natural resources of private forestland; promoting and supporting conservation practices and enforcing the state's forest practices laws.

The Northwest Land Office of the DNRC is located in Kalispell and has the responsibility of overseeing all the programs of both the above Divisions for the four county area. The DNRC manages approximately 18,600 acres of land within the North Fork of the Flathead River drainage; 14,740 of those acres are within a blocked ownership pattern called the Coal Creek State Forest, while the remainder are in scattered pieces. Approximately 1,030 acres are within the Wild and Scenic River corridor.

2. *What are the key issues that you are presently facing in exercising this mandate? Which of these issues require interagency communication / collaboration?*

Key issues include the continuing ability to adequately meet the mandated goals and objectives due to conflicts between the various 'interest groups' and the department on issues related to; timber harvesting and associated road development and access; changes in public values and perceptions regarding use of the forest; wildlife management actions and the various laws, acts, etc. that impact the ability to manage the entire ecosystem and, commercial development to generate additional revenue for the school trust fund. There are other upcoming concerns about the increase of homeowners and wildfire suppression responsibility in the urban interface.

Virtually all of these issues involve communication and collaboration with all the park neighbors including the private sector.

3. *What resources does your agency apply to address these issues? What resources, generally, are needed but are unavailable?*

NWLO currently has a permanent staff of 61 people and numerous seasonal employees. Our current budget is \$4,500,000 and 67% of that is for personal services. For many projects, resources from various Bureaus throughout the Department often supplement the NW Area with both personnel and financial resources. Additional resources in the form of dollars and personnel would be helpful in addressing the increasing complexity of doing business.

Flathead National Forest

I. What is your agency's jurisdiction in the Crown of the Continent ecosystem? What mandate do you have to deal with natural resources, land use, and ecosystem processes in the area?

In 1891, through the General Revision Act and the Forest Reserve “creative” Act, the President was given power to establish forest reserves from the public domain. In 1897, President Grover Cleveland proclaimed more than 20 million acres of new reserves, including two forest reserves, which would become the Flathead National Forest. These reserves were intended to protect water quality, secure a timber supply by preventing the cut and run harvesting that had damaged the upper Midwest at that time, and allow the forests to be used for timber harvesting, grazing, and other uses.

The Organic Administration Act of 1897 further defined the purpose of Forest Reserves as to protect the forest, provide water, and allow timber harvest, as well as resource uses of recreation, mining, and grazing.

Since that time, numerous other Acts have been passed providing additional direction for management of the National Forests:

- Knutson-Vandenberg Act (1930) – authorizing funds for reforestation of national forests and the creation of a revolving fund for reforestation or timber stand improvements on national forests.
- Clean Water Act (1948) (later amended)
- Clean Air Act (1955) (later amended)
- Multiple Use-Sustained Yield Act (1960) – directing the Forest Service to manage the national forests for multiple uses and give each natural resource equal consideration in a sustainable manner.
- Wilderness Act (1964) – defining what Wilderness areas are and what uses are permitted within them.
- Endangered Species Act (ESA) (1966) – later amended to establish a process for listing species as endangered or threatened.
- Wild & Scenic River Act (1968) – intended to protect free flowing rivers.
- National Environmental Policy Act (NEPA) (1970) – declaring a national policy encouraging productive and enjoyable harmony between man and his environment. This act requires federal agencies to consider the environmental impacts of major federal actions.
- Forest and Rangeland Renewable Resource Planning Act (RPA) (1974) – directs the Secretary of Agriculture to undertake long-range planning to ensure adequate timber supply and the maintenance of environmental quality
- National Forest Management Act (NFMA) (1976) – replaces most of the language in the Organic Act & establishes the national forest planning process (an amendment to the RPA 1974).

These Acts of Congress are eventually implemented on the ground by applying agency policy (Forest Service Manual), agency procedures (Forest Service Handbooks), and individual Forest Land and Resource Management Plans.

The Flathead National Forest, located in northwest Montana, is comprised of 2,361,567 acres of national forest system lands and water. The forest shares boundaries with Canada to the north, Glacier National Park to the east, the Salish and Kootenai Tribes to the south and west, and other National Forests. Over 270,000 acres of State and private land lay within the Forest's boundary, including checkerboard sections of private industrial forestlands, two State forests, other State lands, and scattered small private tracts. Approximately 47 percent of Flathead National Forest lands are managed under Wilderness or other special area classifications. In 1910, Glacier National Park was created out of parts of the Blackfeet and Flathead Forest Reserves.

2. *What are the key issues that you are presently facing in exercising this mandate? Which of these issues require interagency communication/collaboration?*

Key issues facing the Flathead National Forest in carrying out the Congressional direction (past and current) is the public's changing values on how they want their national forests managed now and for future generations, and how these changing values affect the local communities and economies. In some instances, direction provided in different acts conflicts when attempting to implement on the ground.

In addition, Forest Service budgets and workforce continue to decline, along with our capability to address the many resource and social needs.

Management responsibilities overlap with other local, state, and national agencies, so interagency cooperation and communications is vital to the our combined success (e.g., bull trout recovery, threatened & endangered species recovery, vegetative management, etc.)

3. *What resources does your agency apply to address these issues? What resources, generally, are needed but are unavailable?*

The Flathead National Forest's current permanent workforce numbers approximately 195, plus a seasonal workforce of ~60. The Forest's budget for FY 00 was \$12.2 million, and is in a downward trend. Some additional funding is available for special projects, if the Forest can successfully compete in the process. Currently, fire related funding is available for rural/urban interface areas, and rehabilitation in areas burned in the 2000 fire season.

Lewis and Clark National Forest

1. What is your agency's jurisdiction in the Crown of the Continent ecosystem? What mandate do you have to deal with natural resources, land use and ecosystem processes in the area?

The USDA Forest Service's jurisdiction in the Crown of the Continent ecosystem is comprised of National Forest System (NFS) lands, including the Lewis and Clark, Flathead, Helena and Lolo national forests. Five Ranger Districts administer the NFS lands from local communities in close vicinity to the Crown of the Continent ecosystem. These Ranger Districts (RD) are the Rocky Mountain RD (LCF), Lincoln RD (HNF), Seeley Lake RD (LNF), Spotted Bear RD (FNF) and Hungry Horse RD (FNF).

The principal laws governing the USDA Forest Service (FS) mission, programs and activities primarily include the Organic Administration Act of June 4, 1897 (OAA); the Multiple-Use Sustained-Yield Act of 1960 (MUSYA); the National Forest Management Act of 1976 (NFMA); the Wilderness Act of 1964; the National Environmental Policy Act of 1969 (NEPA); and in addition to NEPA, the Endangered Species Act of 1973 (ESA).

Through the OAA (chapter 2, 30 Stat. 34-36), Congress authorized the creation of what is now the National Forest System "to improve and protect" Federal forests. As a result, the USDA FS is vested with broad authority "to regulate [the Forests'] occupancy and use and to preserve the forests therein from destruction" (16 U.S.C. 551). In this act, Congress provided further direction and management authority for these forest reserves and reaffirmed its intent to provide for sustainable protection and use of these forest reserves. This law provided for the establishment of forest reserves "to improve and protect the forest within the boundaries, or for the purpose of securing favorable conditions of water flows, and to furnish a continuous supply of timber for the use and necessities of citizens of the United States..." (16 U.S.C. 475).

In the MUSYA, Congress again affirmed the application of sustainability to the broad range of resources over which the USDA FS has responsibility. MUSYA confirms the USDA FS authority to manage the national forests and grasslands "for outdoor recreation, range, timber, watershed, and wildlife and fish purposes," (16 U.S.C. 528), and does so without limiting the USDA FS broad discretion in determining the appropriate resource emphasis or levels of use of the lands of each national forest and grassland.

In the years following the passage of MUSYA, the public became increasingly concerned about environmental decline throughout the US. Congress responded by enacting several laws directed toward protecting or improving the natural environment, conserving natural resources so as to meet the needs of the American people in perpetuity, and providing for greater public involvement in agency decision-making. Regarding protection of resources into perpetuity, the Wilderness Act of 1964 was passed authorizing various land management agencies to take care of vast land resources "...to leave them

unimpaired for future use and enjoyment as wilderness.” Specifically regarding conservation of forestland and resources, Congress enacted the NFMA (16 U.S.C. 1660(6)). NFMA requires the USDA FS to manage the NFS lands according to land and resource management plans that provide for multiple-uses and sustained yield in accordance with MUSYA (16 U.S.C. 1604(e) and (g)(1)). In developing and maintaining these plans, NFMA calls for “integrated consideration of physical, biological, economic and other sciences.” (16 U.S.C. 1604 (b)).

Congress enacted the NEPA (42 U.S.C. 4321 et seq.) “to promote efforts which will prevent or eliminate damage to the environment and biosphere and stimulate the health and welfare of man, [and] enrich the understanding of the ecological systems and natural resources important to the Nation” (42 U.S.C. 4321). Under NEPA, all USDA FS proposals for major Federal actions significantly affecting the quality of the human environment must include detailed statements of the environmental effects and alternatives to proposals (42 U.S.C. 4332(C)).

In addition to NEPA, the ESA also bounds the otherwise broad discretion that the USDA FS has over land and resource management. One of the purposes of the ESA is “to provide a means whereby the ecosystems upon which endangered species and threatened species depend may be conserved...”(16 U.S.C. 1531(b)). The ESA requires Federal agencies such as the USDA FS to “utilize their authorities in furtherance of the purposes of this [act] by carrying out programs for the conservation of endangered species and threatened species” in consultation with the US Fish and Wildlife Service and the National Marine Fisheries Service (16 U.S.C. 1536(a)(1)).

2. *What are the key issues that you are presently facing in exercising this mandate? Which of these issues require interagency communication/collaboration?*

The key issues currently facing our agency on the Rocky Mountain Front and the Bob Marshall Wilderness Complex include the re-introduction of fire to the landscape, including both management ignited fires and wildland fire use fires. The existing fuel build-up and land ownership patterns across the landscape, which creates an interface between private and public land, will continue to make the implementation of prescribed fire both complex and difficult. Another issue involves human impacts in the wilderness. The opportunities to experience solitude in wilderness will continue to be threatened by increased use. Human impacts will need to be mitigated if we intend to preserve the untrammeled characteristics of wilderness values. Also, user conflicts will continue in the non-wilderness along the Rocky Mountain Front. Recreation conflicts continue to grow between the non-motorized and motorized users, as well as between the outfitted public and non-outfitted public on NFS lands. Competition between user groups for quality experiences in the outdoors is at the core of these existing social conflicts. Regarding vegetative management on the Front Range, the inability of Congress to resolve land designations for the remaining Wilderness Study Areas and Inventoried Roadless Areas appears to have limited the USDA FS ability to use prescribed fire and mechanical

thinning as tools for vegetative management on the Front Range. Vegetative management objectives to enhance wildlife habitat and reduce hazardous fuel build-up could possibly be accomplished if Congress made decisions on the status of the remaining WSA and inventoried roadless areas. Overall, our ability to manage forest habitat and people will continue to remain a challenge and issue in our efforts to conserve Grizzly Bear populations in the Crown of the Continent or Northern Continental Divide Ecosystem.

I believe the greatest issue that will continue to require interagency cooperation and collaboration with private landowners will remain the conservation of Grizzly Bear populations and habitat. I believe our collective efforts to conserve the function of the Rocky Mountain Front's open landscape will be most aptly measured by the continued co-existence of humans and the Griz!

3. *What resources does your agency apply to address these issues? What resources, generally, are needed but are unavailable?*

We currently have a staff of 16 permanent employees to address work on the approximately 775,000 acres that comprise the Rocky Mountain Ranger District (LCF). Typically, we hire an additional 45 temporary (seasonal) employees to assist us in working towards accomplishing our objectives of land stewardship. Fortunately, we have numerous organizations that assist us with their volunteer work in the field. These include the East Slope Backcountry Horsemen, Bob Marshall Foundation, Wilderness Treatment Center and retired smokejumpers association, among others. Staff from our Forest Supervisors Office also assists us in monitoring and reviewing conditions on the National Forest, often providing guidance on policy and regulations.

The current staff of permanent and seasonal employees, along with volunteers are not able to provide the level of workforce that are necessary to address land/resource management, facility/infrastructure maintenance, and public service needs that continue to grow on the Rocky Mountain Front and in the Bob Marshall Wilderness complex.