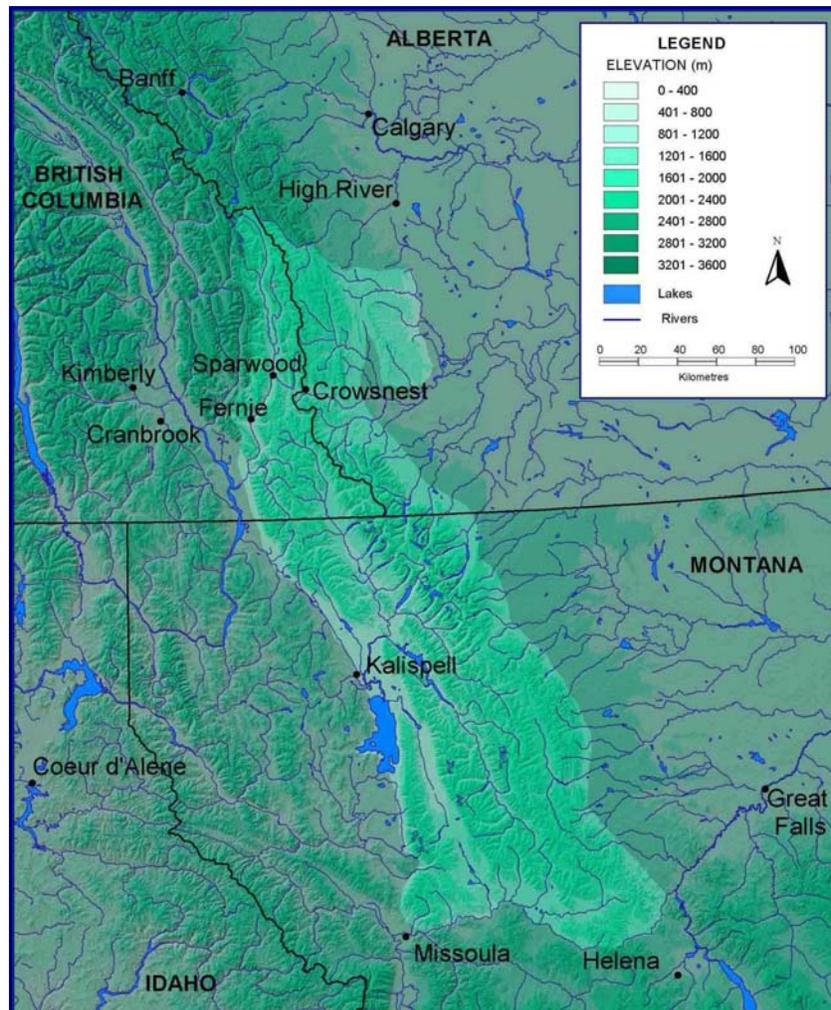


Crown of the Continent Managers Forum



**- Summary -
8-10 April 2002
Whitefish, Montana**

Contents

Foreword	3
Section A: Objectives and Agenda	4
Section B: Forum Outcomes	8
Section C: Forum Detail	9
Welcome and Introductions	9
Changes since Cranbrook Forum	11
Plenary Discussion of Other Updates	13
Steering Committee Report	16
Data Workshop Summary	17
Cumulative Effects in the Crown of the Continent	18
ALCES Model and Cumulative Effects	19
Plenary Discussion of Cumulative Effects Break-out Sessions	20
MOU or Cooperative Agreement Presentation and Discussion	22
Banquet Presentation – Luther Propst – Sonoran Institute	25
UofC & UofM Transboundary Program	26
Role of Miistakis Institute	27
Plenary Discussion on Directions for CoC Initiative	28
Appendix I Participants List	31

Note on Names and Acronyms:

Crown (of the Continent) Managers Partnership (CMP)

- ***refers to the partnership of agencies and individuals participating in the initiative***

Crown (of the Continent) Managers Forum (CMF)

- ***refers to the annual meeting of the CMP***

MIISTAKIS INSTITUTE
FOR THE ROCKIES



Prepared by: Mike Quinn, Miistakis Institute for the Rockies
University of Calgary
Calgary, AB May 2002

Foreword

The Crown of the Continent is an international ecosystem spanning the shared Rocky Mountains region of British Columbia, Alberta and Montana. The region constitutes one of the most biologically diverse and ecologically intact areas remaining on the continent. Valleys in the Crown of the Continent serve as important wildlife movement corridors connecting metapopulations of various species up and down the Rocky Mountain cordillera. Maintaining ecological integrity relies upon landscape connectivity and few areas remain in the world today that contain adequate tracts of natural lands to ensure connectivity at a regional scale. The Rocky Mountain region represents one of the last areas with the potential for such large-scale connectivity.

The region is currently facing an increase in human activity in terms of urban and rural residential expansion, recreation and resource extraction. In order to maintain essential ecological processes and manage human presence within this landscape, land managers have recognized the importance of making land use decisions within a regional cumulative effects framework. There is, however, no such framework currently available in the region.

Political, financial and technical barriers impede landscape-level collection of information necessary for trans-jurisdictional ecosystem management and cumulative effects modeling. These barriers are magnified when political borders divide a landscape. No single agency has the mandate or the resources to focus upon the entire region. Recognizing the above, a group of resource agency managers launched a new partnership initiative.

In February 2001 government representatives from over twenty agencies gathered in Cranbrook, B.C. to explore ecosystem-based ways of collaborating on shared issues in the transboundary Crown of the Continent. Participation included federal, aboriginal, provincial and state agencies or organizations with a significant land or resource management responsibility within the Crown of the Continent Region. The aim was to involve a blend of senior and middle managers with technical and professional staff that have a role in management at the ecosystem scale (e.g. conservation biologists, land use planners, etc.). The Miistakis Institute for the Rockies was invited to help facilitate the process and act as a neutral third party. No attempt was made to put a firm boundary around the area of interest, but the region is generally defined by the Rocky Mountain ecoregion from the Bob Marshall wilderness complex (MT) to the Highwood River (AB) and Elk Valley (BC) and is known as the *Crown of the Continent* (see cover graphic).

The highly successful workshop, hosted by the Waterton-Glacier International Peace Park, resulted in a commitment by all participants to move forward collaboratively on regional management. The Cranbrook Workshop highlighted five issues that were deemed important to the participants and could best be addressed at the larger regional scale. They were:

1. Address cumulative effects of human activity across the region,
2. Address increased public interest in how lands are managed and how decisions are reached,
3. Address increased recreational demands and increased visitation,
4. Collaborate in sharing data, standardizing assessment and monitoring methodologies,
5. Address the maintenance and sustainability of shared wildlife populations.

In order to advance progress on the above priorities, the Forum struck a Steering Committee. The Steering Committee developed a work plan to address the priorities identified by the Forum. The Steering Committee has met on a regular basis and has made some progress on all of the priorities. The meeting reported in this document presents a summary of that progress and an outline for the next stages of the work.

Section A

Objectives and Agenda

Objectives

The objectives of the 8-10 April 2002 Crown of the Continent Managers Forum was to build on the objectives established in the first Forum:

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

and review progress and direction based on the priorities and action items identified by the Forum and the Steering Committee:

1. Address cumulative effects of human activity across region

Action 1.1 - Develop concept paper to conduct a Cumulative Effects Analysis of Crown of Continent Region

Action 1.2 - Prepare a proposal from Miistakis, including financial resources and data requirements, to complete the Cumulative Effects Analysis

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

Action 2.1 - Investigate the feasibility of an Interagency Memorandum of Understanding

Action 2.2 - Public survey on issues & challenges in Crown of the Continent Region (benchmark public knowledge and values)

Action 2.3 - Tool kit to support managers in building bridges around controversial issues

Action 2.4 - Inventory public processes and decision making across jurisdictions in Crown of the Continent Region

3. Address increased recreational demands

Action 3.1 - Complete environmental scan to predict future recreational demands and pressures in Crown of the Continent Region over the next 15-20 years

Action 3.2 - Conduct an inventory of human use (quantity and quality) within the Crown of the Continent Region

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

Action 4.1 - Organize a workshop to share info on GIS and application on strategic land use issues

Action 4.2 - Inventory databases with an emphasis on available data, standards, dictionary, collaborative efforts & analytical tools

Action 4.3 - Investigate existing/future ecological monitoring protocols and standards

5. Address maintenance and sustainability of shared wildlife populations

Action 5.1 - Provide info on agency involvement in Wildlife Planning aspects of British Columbia Southern Rocky Mountain Conservation Area

Action 5.2 - Clarify status of Rocky Mountain Grizzly Bear Committee & work plan

Action 5.3 - Update Crown of the Continent Managers Partnership Steering Committee on IUCN large carnivore initiative in Crown of the Continent Region

6. W-G IPP host a second CCMF in Montana

Specifically, the objectives for the 8-10 April 2002 Forum were:

1. Report on and seek direction from Forum on key aspects of the Steering Committee work plan, most notably - Data Workshop, Cumulative Effects Assessment Project and MOU concept
 2. Validate and/or adjust the priorities, Steering Committee membership and overall approach of the Crown of the Continent Managers Partnership
 3. Address administrative and technical support to the Crown of the Continent Managers Partnership, including role of Miistakis Institute
 4. Provide a formal and informal networking opportunity for various jurisdictions in the Crown of the Continent Region
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Agenda
Crown of the Continent Managers Forum
8-10 April 2002 - Grouse Mountain Lodge, Whitefish, Montana

Monday, April 8, 2002

- 6:00 PM – 9:00 PM Registration
- 7:00 PM – 10:00 PM Reception (open bar)

Tuesday, April 9, 2002

- 08:00 Registration continued
- 08:30 Welcome and introductions from
International Peace Park
➤ Key outcomes from the Feb 2001 Forum in Cranbrook
Peter Lamb/
John Kilpatrick
- 9:00 Changes since Cranbrook – A Brief Overview of
Agency Realities within the Crown of the Continent
➤ Political overview
➤ Significant initiatives; resource management priorities
Len Broberg/
Mike Quinn
- 9:40 Plenary Session – Participant Feedback & Discussion
Peter Lamb/
John Kilpatrick
- 10:30 Health Break
- 10:50 Steering Committee Report to Forum
➤ Introduction of committee members
➤ Summary of actions since the Cranbrook meeting
Bill Dolan/
Brace Hayden
- 11:30 Data Coordination and Recommendations
➤ Results and recommendations from the January
2002 Workshop in Lethbridge
Ian Dyson/
Richard Menicke
- 12:00 Lunch
- 1:00 Cumulative effects in the Crown of the Continent
Ian Dyson
- 1:45 Cumulative Effects Project
➤ Brief review of ALCES model
➤ What are the next steps and information requirements
➤ Focus on output of model
Brad Stelfox
- 2:45 Breakout Group Discussions of Cumulative Effects Project
(Facilitated by Steering Committee members)
➤ Feedback and discussion from participants
➤ Support for project from agencies
- 3:15 Health Break

3:35	Plenary Session: Discussion of Cumulative Effects Project	
4:15	MOU or Cooperative Agreement for Managers Forum ➤ Is the concept worth pursuing?	Ian Dyson
4:45	End Day 1	
6:30	Banquet Presentation: Ecosystem Management: The Importance of Partnerships	Luther Propst Sonoran Institute

Wednesday, April 10th, 2002

8:30	Welcome – Summary Day 1 – Review Agenda	Peter Lamb
8:45	Presentation: Transboundary Policy, Planning and Management Joint Initiative	Mike Quinn/ Len Broberg
9:15	Role of Miistakis Institute for the Rockies in support Of Forum – background & proposal	Brace Hayden/ Mike Quinn
10:00	Plenary – Directions for Steering Committee ➤ Are the right priorities being addressed? ➤ Are tasks/actions being addressed appropriately? ➤ Is representation on the Steering Committee adequate? ➤ What role, if any, should Miistakis play in support of this Forum?	Bill Dolan/ Brace Hayden
11:00	Forum Summary ➤ Summary of key decisions made ➤ Focus of Steering Committee in 2002-2003 ➤ Timing/location/host for next Forum	Bill Dolan/ Brace Hayden
11:15	End.	

Section B

Forum Outcomes

1. The Whitefish Forum provided an opportunity for a productive sharing of regional issues, ideas and updates arising since the Cranbrook Forum.
2. Participants in the Whitefish Forum were provided with an update of steering committee activities and progress on goals established at the first Forum in Cranbrook.
3. It was agreed that pursuing a political-level, bi-national Memorandum of Understanding to formalize the Crown of the Continent Managers Partnership was not currently a priority. However, there was clear agreement to continue to maintain and build on the identity, role and focus of the CMP. Mechanisms and precedents for state-provincial working arrangements will be explored. The intent is to facilitate data sharing, collaboration and travel in support of CMP activities. Each agency will determine the best mechanisms to facilitate the process. The opportunity to pursue more formal arrangements is open for any agency to pursue.
4. Participants agreed to work towards a cumulative effects analysis for the Crown of the Continent Region using the ALCES model as a core part of the process. However, in order for full agency participation to occur, it is first necessary to more clearly establish a framework for operation of the CMP.
5. There was a consensus to move ahead with a **Collaborative Partnership (Crown of the Continent Managers Partnership)** that is accountable to the membership through an **Annual Forum**, implements direction from the Partnership through an **Annual Work Plan**, includes an **Interagency Steering Committee** as well as a **Secretariat** to provide both administrative and technical support (e.g. for cumulative effects analysis), including fund raising and leveraged resources as well as project management.
6. It was agreed that the Secretariat role be fulfilled by the Miistakis Institute for the Rockies. The Partnership indicated the desirability for Miistakis to pursue a formal arrangement with the University of Montana to create a bi-national body.
7. The Miistakis Institute for the Rockies presented a proposed costing to provide secretariat support. The basic secretariat function would be \$35K (Cdn \$)/year. Project management for cumulative effects assessment would be an additional \$40K/year. It was suggested that a contribution of \$5K/agency would cover these costs and Miistakis could solicit additional matching dollars.
8. The Steering Committee will draft a **Concept Paper** to describe the background and a formal framework for administrative structure to strengthen the Crown of the Continent Managers Partnership. This paper is to be circulated to Partnership members and other relevant agencies in the Crown of the Continent Region with the intent to confirm their support and resourcing by June 2002.

Section C

Forum Details

The following is a point form summary of the presentations and discussions from the Forum. The intent here is not to capture every detail of the meeting, but to provide a summary of the main ideas.

08:30 **Welcome and introduction; from** **Peter Lamb/
International Peace Park** **John Kilpatrick**
➤ **Key outcomes; from the Feb 2001 Forum in Cranbrook**

John Kilpatrick, Acting Assistant Superintendent for Glacier National Park

- Welcomed the group on behalf of the International Peace Park
- Peter Hart, Acting Superintendent unable to join the group this morning due to another commitment, but will join the group later
- What does it mean to be an International Peace Park:
 - working closely together across boundaries
 - supporting one another; while recognizing our differences
 - solving common problems
 - recognizing that no agencies lands are an island and that administrative boundaries are porous
 - providing an example for visitors from throughout the world as to how nations at peace cooperate to the benefit of both countries peoples
- Despite different mandates for the lands we manage, regional management is a challenge all of us in this room share, and it is something that is increasingly expected of us by our widely varied stakeholders. Ecosystem-based management requires thinking beyond ones borders
- As with last years meeting, the challenge of working across borders will be thoroughly hashed out over the next day and one-half. It is hoped that we can also demonstrate some tangible progress since last year's meeting

Peter Lamb, Superintendent, Waterton Lakes National Park

- Echoed welcoming remarks and introduced himself as the chair for the session
- Recognized the tragic events of 11 September 2001
- Brief round of introductions of all in attendance
- In Cranbrook we aimed to better understand the responsibilities, issues, and challenges of our neighbors, and to discuss how we can build on existing collaboration or where we can forge new cross border alliances to solve common problems. After two days of presentations, breakout sessions, and plenary discussions, this group agreed to focus on 5 areas that are common to all of us as managers:
 1. Address cumulative effects of human activity across region
 2. Address public interest in how lands are managed and decisions are reached
 3. Address increased recreational demands

4. Collaborate in sharing data, standardizing assessment and monitoring methodologies
 5. Address maintenance and sustainability of shared wildlife populations
 6. W-G IPP host a second CCEMF in Montana
- One of the realities of working in an regional context is that oftentimes such external efforts must be pushed aside, at least temporarily, as more pressing internal priorities crowd one's plate.
 - This reality is very evident in this Forum given the shrinking workforce that many agencies in this region have faced, the reorganizations that have occurred, and the new challenges presented by the tragic events of the past year. As government managers, none of us seem to have any voids on our work plates.
 - I believe however that by sharing knowledge, data, and by working together to tackle transborder problems, there are important efficiencies from which all of us here can benefit.
 - As last year's Forum demonstrated, despite our differing legislated mandates, we share lots in common in what we must achieve.
 - In preparation for last year's conference, we asked each of the agencies to provide a write up regarding their legislated responsibilities, most pressing tasks, and resources available to accomplish their respective jobs. With this background information we began the conference by asking a representative from each agency to spend a few minutes explaining what they perceived to be the most pressing transboundary issues for the Crown of the Continent Region. This information was summarized in a Workshop Proceedings for the Cranbrook Forum. If you do not have a copy of these Proceedings, extra copies are available on the registration table.
 - This year we have asked Professors Broberg and Quinn to talk with agency representatives and to then begin the Forum by providing an overview of what changes have occurred in the Crown area over the past year- from a political, organizational and priority standpoint.

9:00

Changes since Cranbrook – A Brief Overview of Agency Realities within the Crown of the Continent

**Len Broberg/
Mike Quinn**

- **Political overview**
- **Significant initiatives; resource management priorities**

In order to provide the Forum with a brief update on significant changes since the Cronbrook Forum, Mike Quinn and Len Broberg were asked by the Forum organizers to contact agency representatives for their opinions. In talking to resource managers from across the Crown of the Continent, several common threads emerged:

- Drought continues/intensifies
- New administrations
- Fire – Moose Fire covered huge area and involved many agencies; salvage
- Improved communications between Montana, BC & Alberta
- Increasing pressure, decreasing resources

U.S. Summary – Len Broberg

New Initiatives:

- Flathead Sub-basin planning – bid for a contract
- Wolf Management Plan – Montana state plan
- Flathead Lake Co-management Plan
- Conservation easements along the Rocky Mountain Front
- Exploring Habitat Conservation Planning between Montana DNRC and USFWS
- Glacier National Park Commercial Services EIA
- Lewis and Clarke National Forest Travel Planning

Continued Efforts:

- Going to the Sun Road Reconstruction/Transportation Plan – social & economic ties to gateway communities
- Returning fire to ecosystems
- Data sharing
- Blackfeet Confederacy – strong wildlife programs
- Conservation easement facilitation
- Highway 93 wildlife mitigation

Canadian Summary – Mike Quinn

Changes in B.C.:

- New government took power
- Cuts and Reorganization
- Sustainable Resource Management
 - Minister – Stan Hagan - Planning & Policy
 - Land and Water BC – integrate application review
- Water, Land and Air Protection
 - Minister – Joyce Murray – Biodiversity, Water & Air
- Forests
 - Minister – Michael de Jong – Forest Industry

Changes in Alberta:

- Cuts in recent budget due to oil prices
- New regional structure and administrative changes
- Community Development
 - Protected Areas planning following the Special Places program
- Sustainable Resource Development
 - C5 Forest Planning Exercise
 - New regional managers TBAEnvironment
 - Water Strategy
 - Southern AB regional strategy initiative

Other Updates:

- G-8 meeting in Kananaskis (Security & Legacy)
- Subdivision approval on the WLNP boundary
- Federal budget lacking in new Parks funding to deliver Ecological Integrity initiatives
- Southern Rocky Mountain Mgmt Plan
- Previous conservation area cancelled
- National park proposal
- Community-based responses

- Coal-bed Methane

Closing Thoughts:

- Regional themes and issues very similar
- Difference in U.S. and Canadian responses
- Collaborative ecosystem management cannot be a collateral activity
- Interest in some level of sharing – how do we facilitate/resource this?

9:40 Plenary Session – Participant Feedback & Discussion

Peter Lamb

The Plenary session provided a valuable opportunity for Forum members to provide other or more detailed regional updates.

Peter Lamb – Superintendent, Waterton Lakes National Park

- Pointed out that we are clearly beyond the need to provide a rationale to collaborate.
- Tremendous barriers and challenge that we must strive to overcome.
- Constant reorganization is further rationale for continuity at the working level – this group (CCEMF) can facilitate this.
- Update on the Southern Rocky Mountains planning process from Parks Canada’s perspective:
 - An unsolicited proposal for a new national park in the upper Flathead was put forward in the fall of 2001.
 - Parks Canada put together a team to assess the proposal - determined that there was significant value in the proposal; the compensation issues were very complex; community support was lacking; Canadian Parks and Wilderness Society (CPAWS) is continuing to try to move the proposal forward; Parks Canada is working with BC on the Southern Rocky Mountain planning process; other options for protection are being explored.

Ron Bronstein – Regional Director, BC Ministry of Sustainable Resource Management

- June 4th, 2001 – new ministries created from what was previously “Environment”
- Reviving the economy is a central goal of the new government – but not at the expense of the environment
- Core review of all ministries is continuing through the fall
- Many amalgamations
- 35% reduction across the board (0-50%)
- Sustainable Resource Management has a strategic land use planning function
- Consolidate and eliminate the mapping a data base – 6 regional data base warehouses + 2 provincial
- Streamline regulations and red tape e.g. Land & Water BC
- Treaty negotiations and settlement continue to be a significant issue – frustrations by all partners
- New white paper on sustainability issues
- New sustainability act for 2003 session
- Kootenay Region – 43 staff consolidated to 2 offices in Nelson and Cranbrook, ~ \$3.3 million budget – 30% to strategic planning and 60% to resource inventory and information
- Significant boundary changes
- Forest Renewal BC eliminated under new government – research dollars down from \$350 million to \$130 million
- Mineral interests returning to planning table

- 2-32 year mandate to complete strategic plans
- Southern Rocky Mountain planning focus groups and consultations continuing; plan recommendations to Minister toward the end of June; process becoming less acrimonious
- On-going dialogue re: national park proposal

Cathy Barbouletos, Forest Supervisor, Flathead National Forest

- New USFS chief in May – Dale Bosworth – was previous Regional Forester, solid career professional, credibility with foresters, came up through the system, high on forest service professionalism, main focus is surrounding himself with good people to improve cooperation and working across boundaries, high credibility with Congress, cut bureaucracy and get more money to the field, reduce fire potential while maintaining fire in the ecosystem
- Brad Powell – new Regional Forester – consensus building, strong resource ethic
- Region is updating Forest Plans – last updates from 1980s
- Flathead, Bitterroot and Lolo forests will happen together – will take 4 years
- Moose Fire was one of 86 fires in the FNF, 13 were “managed for use” in the Bob Marshall; great ecological benefits – a lot of road work, planning, trail improvements, week monitoring, salvaging timber outside of Wilderness - EIA by late spring decision by fall
- Snowmobiling is a growing issue
- Grizzly Bear recovery in the Northern Continental Divide Ecosystem – 10 forest supervisors met with Governor, need \$2.4 million for DNA work
- Budgets are declining – 10-15% fewer boxes on org charts

Ray Warden, Natural Resource Technician, Ktunaxa Kinbasket Tribal Council

- Comment on presentation from Ron Bronstein re: treaty process
- Mentioned recent court cases and referendum
- \$500 million has been spent on the treat negotiations and only 1 treaty has been settled
- Stated that money will be paid back – not going to be a cost to the taxpayers
- Feels that BC is slowing the process down

Roy Doore, on behalf of Ira Newbreast, Blackfeet Tribe

- Fire fighters preparing and training
- Elections coming in June to replace ½ the council members
- BIA court case – still no e-mail
- Good snow pack

Dan Gravelle, Ktunaka Treaty Council

- Had a good working relationship with the previous BC government
- No relationship with current BC government
- Watching jurisdictional issues with Parks
- Think about “the third government”

Mike Alexander, Alberta Sustainable Resource Development

- C5 Forest Management Plan by 2006
- New regional strategies being developed – 1st meeting coming up in Crowsnest Pass

- Draft plan by fall 2002
- Access management is a key issue – forestry, oil & gas – mentioned Castle Access Management Plan
- Summer of 2001 saw the first every forest closure due to fire hazard – 16 days
- Noxious weed program – some concerns over new structure

Cliff Thesen, Area Manager, Alberta Parks and Protected Areas

- Parks was moved to Ministry of Community Development, a lot of energy in reorganization
- Split Conservation Officers between SRD and CD – concerns about effectiveness

Ian Dyson, Head, Environmental Management, Alberta Environment

- Imperative to deal with planning exercises more quickly
- South Saskatchewan River Basin Plan – transfer of licenses; 2nd stage on human use and instream flows
- Great deal of complexity – how do we connect in a manner that benefits us all?

Rich Moy, Flathead Basin Commission

- Great drought statute – see web site
- Working with local communities & watersheds
- EIS completed on the effects of sodium on water quality
- What are the effects of drought on water users?
- National Drought Preparedness Act going to Congress
- National Drought Advisory Council

10:50

Steering Committee Report to Forum

- **Introduction of committee members**
- **Summary of actions since the Cranbrook meeting**

Bill Dolan

Introduction of the Steering Committee:

- Brace Hayden- Glacier National Park
- Ian Dyson- Alberta Environment
- Marc Holston- Flathead Basin Commission
- Danah Duke / Mike Quinn- Miistakis Institute for the Rockies
- Roy Doore- Bureau of Indian Affairs
- Margaret Bakelaar- BC Sustainable Resource Management
- Jimmie DeHerrera-Flathead National Forest
- Bill Dolan - Waterton Lakes National Park

Nb – Margaret Bakelaar has recently left her position with the Province of BC and will be replaced under the direction of Ron Bronstein. The committee thanks Margaret for her tremendous service and would like to wish her well in her new endeavors.

- Bill recognized the efforts of Brace Hayden in organizing the current forum. Ian Dyson was also recognized for his role as a “champion” of this initiative.
- Review of the Forum structure and aims.
- Open question as to future membership of the Steering Committee.

7. Address cumulative effects of human activity across region

Action 1.1- Develop concept paper to conduct a Cumulative Effects Analysis of Crown of Continent Region - completed

Action 1.2- Prepare a proposal from Miistakis, including financial resources and data requirements, to complete the Cumulative Effects Analysis – to be reported later in this meeting

8. Address public interest in how lands are managed and decisions are reached

Action 2.1- Investigate the feasibility of an Interagency Memorandum of Understanding – concepts to be discussed at this meeting

Action 2.2- Public survey on issues & challenges in Crown of the Continent Region (benchmark public knowledge and values) – graduate student interest at the University of Calgary

Action 2.3- Tool kit to support managers in building bridges around controversial issues – no direct progress

Action 2.4- Inventory public processes and decision making across jurisdictions in Crown of the Continent Region – no direct progress

9. Address increased recreational demands

Action 3.1- Complete environmental scan to predict future recreational demands and pressures in Crown of the Continent over the next 15-20 years – no progress

Action 3.2- Conduct an inventory of human use (quantity and quality) within the Crown of the Continent – no progress

10. Collaborate in sharing data, standardizing assessment and monitoring methodologies

Action 4.1 - Organize a workshop to share info on GIS and application on strategic land use issues – *completed, see report in this summary*

Action 4.2 - Inventory databases with an emphasis on available data, standards, dictionary, collaborative efforts & analytical tools – *initial progress through Action 4.1*

Action 4.3 - Investigate existing/future ecological monitoring protocols and standards - *continuing*

Address maintenance and sustainability of shared wildlife populations

Action 5.1 - Provide info on agency involvement in Wildlife Planning aspects of British Columbia Southern Rocky Mountain Conservation Area – *completed and on-going*

Action 5.2 - Clarify status of Rocky Mountain Grizzly Bear Committee & work plan - *ongoing*

Action 5.3 - Update Crown of the Continent Managers Steering Committee on IUCN large carnivore initiative in Crown of the Continent - *ongoing*

6. W-G IPP host a second CCEMF in Montana - this meeting

11:30 Data Coordination and Recommendations

Results and recommendations from the January 2002 Workshop in Lethbridge

Richard Menicke

A workshop, hosted by Ian Dyson of Alberta Environment, was held in Lethbridge, AB on 22-24 January 2002. Twenty-four individuals representing more than a dozen agencies involved in geospatial data acquisition and analysis in Montana, B.C. and Alberta gathered to explore the potential for proceeding with a joint cumulative effects analysis of the Crown of the Continent and to discuss other areas of potential collaboration. On the first evening an illustrated presentation on Cumulative Effects in the Oldman River Basin was given to set the scene and introduce the simulation model A Landscape Cumulative Effects Simulator (ALCES).

Considerable time was invested on the second day in demonstrating the capabilities, requirements and limitations of the ALCES model. Participants also provided an overview of the agencies, the kinds of geospatial data collected, decision support tools used and work emphases. Work undertaken already to standardize data sets in the Crown was reviewed briefly, and options for how to proceed with cumulative effects analysis were discussed.

On the final morning, costs and boundaries were discussed and there was a discussion of the key strategic issues affecting the Crown in an effort to focus the cumulative effects work. Ways in which the data groups can collaborate to assist in meeting other identified priorities of the Crown Partnership (public interest, recreational use and shared wildlife) were also discussed.

The following recommendations were made by the group for presentation at the current meeting:

- 1) To proceed with a joint cumulative effects analysis of the Crown, using ALCES.
- 2) To retain the services of Miistakis under contract for data compilation/coordination.

- 3) To develop a Crown of the Continent Partnership website to communicate and relay information about priorities and issues.

The following needs to be done before proceeding further (Miistakis and Steering Committee):

- 1) Produce an illustrated presentation to introduce the cumulative effects agenda item (time series, stats, illustrations).
- 2) Develop a proposed budget and identify options/implications.
- 3) Draft a proposed boundary for the Cumulative Effects analysis.

1:00

Cumulative effects in the Crown of the Continent

Ian Dyson

A Power Point presentation prepared by Ian Dyson provided an overview of the need for cumulative effects analysis. The title of the presentation was: Crown of the Continent: Where have we come from? Where are we now? Where are we going? The following is a summary of some of the key points from that presentation

- Landscapes patterns are a function of disturbance regimes – disturbances in the Crown of the Continent include: fire, flooding, wildlife activity, First Nations historic hunting and fire
- All of these disturbances and the resulting landscapes determine the biodiversity of the region
- Human activities have modified the natural disturbance regimes through such activities as fire suppression, damming, irrigation and grazing with domestic livestock
- Various sectors have altered and continue to alter the landscape gradient (alpine to prairie) – significant sectors in the Crown of the Continent include: forestry, agriculture, settlement and infrastructure, energy and minerals. The additive and synergistic effects of activities on the landscape have changed the landscape of the region.
- The next series of slides provided time series examples of the extent of landscape change: Lundbreck-Burmis Corridor – an example of recreational and rural residential development; Irrigation infrastructure in the Oldman River basin; Glacial melting in Glacier National Park; Population growth in Flathead County, MT; Urban expansion in southern Alberta; the growth of Calgary; Road networks; remaining native prairie; forest harvesting; Recreation pressures; Protected areas network, Energy Sector changes – the presentation provided examples of simulated projections using data for some of the above examples
- The current management situation is characterized by a parallel series of independent management line agencies: each with growth goals on a finite landscape, each affecting the goals of the other land uses, each contributing to an “ad hoc” future landscape – this is untenable. The Crown of the Continent is being reshaped by human land use practices–Natural disturbance regimes have been modified, resulting in changes to vegetation community composition and structure.
- The human footprint in the Crown is growing – fragmenting the landscape and placing increasing demands on a broad suite of resources.
- Demand for natural resource commodities is high and growing.
- Human population, both in the Crown and within easy driving distance is exploding.

- The Crown contains stunning landscapes and provides a wide range of recreation and tourism opportunities.
- As the regional human population increases, so do the demands on the landscape for recreational opportunities.
- Species sensitive to linear disturbances face an uncertain future
- Jurisdictional fragmentation is extremely high. A multiplicity of entities exercise mandates, rights or have interests in the land and its resources. The Crown is finite in size, yet numerous land uses are increasing in size and intensity (forestry, settlements, energy sector, roads, commercial and non-commercial recreation)
- The Crown Partners should assess current trends through “meaningful” space and “meaningful” time. Do we have, can we have, a common vision of the future we want?
- What are the implications for resource managers? Can capacity building, collaboration and a clear vision help us do a better job, or must we react to each and every issue within the confines of our individual, limited, jurisdictions?

1:45

Cumulative Effects; Project

Brad Stelfox

- **Brief review of ALCES model**
- **What are the next steps and information requirements**
- **Focus on output of model**

- Introduction to ALCES – A Landscape Cumulative Effects Simulator
- Provided an overview of ALCES structure and function
- Demonstrated the use of “Data Grabber” to populate the model
- ALCES is a user-friendly landscape simulator
- Tracks the ecological footprint of human activity on the landscape
- Designed to be employed at the regional level
- Can input data directly or link to existing data
- Land use metrics set by user
- Future land use trends set by user for “what if” scenarios
- Output is graphics and tables
- The model is now being applied on 2/3 of the Province of Alberta
- Natural disturbance regimes – fire, insects, plant community dynamics, carbon pool dynamics, wildlife habitat
- 7 steps: 1) define study area, 2) describe initial conditions, 3) identify landscape & resource indicators, 4) set future land use trends, 5) estimate thresholds and targets, 6) forecast future indicator levels, 7) explore mitigation options if indicator levels are unacceptable
- ALCES is a spatially stratified model, but is not spatially explicit – e.g. will give you output for a query but not where on the landscape it is
- Stakeholder input is essential – input/validation of trends, review results, seek solutions, validate indicators
- Disciplines must provide input detail e.g. resource selection functions for grizzly bears
- Base is land cover, overlay of human use
- Indicators – environmental, economic and social
- All land use actions cause societal benefits and liabilities
- Difference between targets and thresholds

- Next steps for the Crown of the Continent Managers Forum – 1) establish boundary, 2) identify spatial themes, 3) summarize landscape, 4) assemble historical data, 5) assemble specialists for trends, 6) identify indicators, 7) simulate landscapes
- Ended the presentation with a demo of trend projections

2:45 Breakout Group Discussions of Cumulative Effects Project (Facilitated by Steering Committee members)

- **Feedback and discussion from participants**
- **Support for project from agencies**

Questions:

1. Are we on track with this initiative?
2. Are there other outstanding issues or concerns with this Project?
3. Is your agency or organization prepared to provide resources in support of this Project?
 - In-kind and/or
 - Financial resources

<p>Group 1 – Bill Dolan (Facilitator) Mike Alexander Ron Bronstein Cathy Barbouletos Len Broberg James Wallace Ray Warden Carole Stark</p>	<p>Group 2 – Brace Hayden (Facilitator) Marilyn Wood Roy Doore Ted Flanders Paul Galbraith Wayne Kasworm Luther Probst</p>
<p>Group 3 – Ian Dyson (Facilitator) Peter Lamb Doug Martin Rich Moy Mike Quinn David Rockwell Dan Gravelle</p>	<p>Group 4 – Mark Holston (Facilitator) Bob Sandyman Cyndi Smith John Kilpatrick Brad Stelfox Robin Strathy Cliff Thesen Ted Hall</p>

A summary of the break-out session comments is provided in the following section.

On Track?

- Yes, no one agency has a handle on the bigger picture – significant changes in the future
- Very useful tool in the political arena
- Clear linkages between population, water quality and wildlife
- This could help to optimize use of resources for better planning
- Model seems useful and user-friendly
- Output and process also has broad educational value
- Good for larger scale issues
- May need to scale back to smaller number of indicators
- Consider applying at a pilot level first – but be careful of losing interest in current stakeholders
- Need to talk to some of the users – industry, chambers of commerce, towns, etc.
- Clearly define how this could be used – could be threatening to some
- Collaboration can help to optimize the use of resources
- Methodology and tool development required
- Greater pressures due to a more industry-friendly/development context
- There is public interest, but lack of education
- A credible process and model is required
- Goals and objectives need to be defined
- What are some of the other options available for modeling approaches and software?
- Need a defining proposal
- Overall support to the idea and approach in principle
- Overall, a lot of enthusiasm

Issues and Concerns

- Funding – who is going to do it and pay for it?
- Human resources are scarce at the agency level
- Need to identify and engage stakeholders
- Formation of a technical advisory group needed
- Concerns about the quality of existing information
- Will governments accept this type of approach?
- Information must be accessible and understandable
- Method of communicating results is critical
- Robustness of the tool is important
- How are we going to use the information?
- Education and buy-in are related
- How many indicators would be appropriate/meaningful/feasible?
- How does this relate to existing processes – avoid duplication
- What are the costs & time associated?
- How can we incorporate traditional ecological knowledge?
- Do we require some higher level of sanction?
- Influencing community values – engaging the community at the right time
- Could be confusion between competing planning processes

Resourcing

- Economy of scale – this will work in a partnership
- Need more budget information
- May need a more formal arrangement to get buy-in from senior levels
- Beneficial for agencies to provide seed funding
- In-kind support through technical support and management assistance
- Need to be smart about getting matching and leveraging funds – e.g. foundations
- Traditional use studies should be incorporated
- \$5K / agency seems reasonable
- Important distinction between data boundary and Crown of the Continent Region

Summary

Peter Lamb

On track?

- General support
- What are the objectives? Uses?
- What are the costs? Implications?
- How can this be used as an educational tool?

Issues/Concerns

- Funding
- Scale
- Relating to existing functions
- TEK
- Communications

Resourcing

- Data
- In-kind
- Hesitation on \$\$
- Maybe a formal agreement/MOU would help

4:15

MOU or Cooperative Agreement for Managers Forum

Ian Dyson

➤ **Is the concept worth pursuing?**

Presentation: Is an MOU a Good Idea?

- Partnership Advantages:
 - Value of cross-ministry and multi-jurisdictional partnerships
 - Share some key challenges on a common landscape.
 - Larger pool of ideas, approaches, experiences and expertise.
 - Efficiency – pool resources, better bang for the buck.
 - Minimize 'collateral damage' problems.
- Partnership Liabilities:
 - Lack high level political and jurisdictional support.
 - Budget constraints – Out-of-Province/State travel.
 - Security concerns post 9/11 accentuate issue.

- Priorities/resources.
- Reactive mode: high urgency/low import. A Magic Bullet? Not solve all issues.
- Help change the dynamic.
- Put some wind in our sails.
- Make easier to invest some effort.
- Remove some inconsequential irritants.
- Options Memorandum of Understanding
 - Cooperative Agreement
 - News release
 - Political
 - USA/Canada
 - State/Province
 - Both
 - Agency – Agency Key Points: Geographic
- Jurisdictional convergence
 - Continental drainage convergence
 - Geological, climatic, ecological similarities Key Points: Political
 - Goodwill
 - Undefined border
 - History of cooperation
 - International Peace Park
 - 70 year effective and mutually beneficial relationship
- Key Points: Challenges Communities, jobs and economic activity
 - Increasing recreational and tourist demands
 - Outstanding landscape, rich ecological heritage
- Therefore, be it resolved:
 - Manage lands for a sustainable flow of economic, social and environmental benefits,
 - Maintain heritage values of an outstanding landscape,
 - Collaborate at regional/field level,
 - Normal, on-going operational business,
 - Tackle identified priority issues – public interest, recreational demand, shared wildlife, data, cumulative effects. What it is NOT a protected areas initiative.
 - A surrender or watering down of existing mandates.
 - A commitment of \$\$/resources. What it IS
 - A building upon and extension of an existing relationship beyond the core Peace Park
 - An expression of a willingness to address common challenges collaboratively

Plenary Discussion

Rich Moy

- Flathead Basin Commission has done some work on a similar question (MOU at international level) and found that it gets very complicated, very quickly – decided that it was not worth the effort
- Maybe consider an agreement between the state and province – this would require a political champion
- There is currently an MOU between MT & AB that is working quite well

Paul Galbriath

- Rather than an MOU, consider a prospectus to develop a tool
- A number of interests are not represented at the current meeting
- If forest management plans & park management plans benefit, the it will sell itself

Doug Martin

- Group needs to be clear about goals and objectives as well as process

Ian Dyson

- Loose collaboration probably works better than a highly formal structure

Mary Riddle

- Focus on the development of a useful management tool

Bill Dolan

- Move this forward without high level signature requirement

Roy Doore

- Building a relationship, open communication, develop collaborative strategies

Cyndi Smith

- Some formal arrangement is probably required to facilitate data sharing – highlighted some discussion on this topic from the Data Workshop

Ian Dyson

- Some formal recognition would also be helpful for getting travel approval, etc.

Cathy Barbouletos

- Policies in place if you call it an MOU or MOA
- Support for intent was o.k. e.g. principles
- State to province agreement is good idea

Peter Lamb

- 2 issues: 1) political – not currently the right climate, 2) working level – something to facilitate this would be beneficial
- need for a communication tool
- potential for sometime in the future to have some kind of tool to formalize the process
- each agency sends this up the chain as necessary
- there are currently barriers to enabling this

Len Broberg

- communicating, data sharing, data coordination, towards better management of the region between the agencies

Ian Dyson

- if we continue with the forum we need to clarify the definition
- potential for a formal agreement is more the back burner – someone can pick this up and run with it if wanted

**6:30 Banquet Presentation: Ecosystem Management:
The Importance of Partnerships**

**Luther Propst
Sonoran Institute**

Luther Propst, Executive Director of the Sonoran Institute made a slide presentation to the group that highlighted some of the partnerships that SI has developed. The presentation included an emphasis on partnerships between protected areas and their neighbours. The Sonoran Institute approach is predicated on “community stewardship”.

Community stewardship suggests that rural communities must focus on the big picture: the social and financial implications of growth, as well as its ecological and recreational impacts. Unplanned growth can challenge the very social fabric of communities--a fact that potentially unites old-timers and newcomers and provides the constituency for a meaningful response. Many rural communities are experimenting with local strategies to address these problems. In many cases, the goals are similar: to maintain an affordable, diverse, compact town surrounded by open space; to encourage a diverse economy balancing old and new activities; to promote local businesses rather than national franchises; to preserve and restore historic districts; and to retain distinctive local character.

Several factors tend to distinguish successful rural communities. First, they build local policies around a vision of what the community can be. People often share more in common than they realize--with disagreement not about goals, but about how to reach them. Positive, shared goals can convert polarization into enthusiasm. Successful communities also build local policies around the special assets that make them distinctive. Successful communities go beyond regulations to secure quality development and protect local values. Alone, regulations are too blunt a tool. Regulations are essential to establish a minimum code of conduct; however, they prevent the worst rather than create the best. Successful communities have an effective broad-based quality of life lobby. These groups provide long-term leadership, promoting informed dialogue that goes beyond polarized public hearings and single-issue advocacy, as well as implementing the community's ideas and initiatives. They range from land trusts to economic development councils, from senior citizen groups to Chambers of Commerce. Successful communities are discriminating about development. They create partnerships with responsible developers, local government officials, and public land managers to promote local values. They acknowledge that traditional formulas for creating jobs in extraction or manufacturing are not working in many rural communities. They understand that in a rapidly changing global market, small town character and natural beauty are all critical to developing a vital economy. They accept that as Colorado Governor Roy Romer notes, "America's brightest people are attracted by America's most beautiful places."

The most important message is that citizens should first develop a shared vision for the community's future and the specific actions that can get them there. Change is inevitable. The challenge is to create rural communities capable of capitalizing on change. We have the choice to either be victims of change or to shape it and emerge better off.

There are at least two books that Luther specifically mentioned in his presentation:
Building gateway partnerships, River, Trails, and Conservation Assistance, National Park Service, 1997 (1997) and *Balancing nature and commerce in gateway communities* Island Press, 1997.

Wednesday, April 10th, 2002

8:45 Presentation: Transboundary Policy, Planning and Management Joint Initiative

**Mike Quinn/
Len Broberg**

Transboundary Environmental Policy, Planning & Management
A Joint Graduate Education And Research Initiative

- Background
 - UofC / UofM
 - Bioregional context – Calgary to Missoula
 - Transboundary – all boundaries
 - Capacity-building – not just University students
 - Applied / Relevant
 - Cooperative
 - Cross Cultural
 - Components
 - Field Course – 10-day intensive field component followed by a paper project
 - Exchanges
 - Collaboration
 - Internships – potential here to place students with CoC management agencies
 - Research Program
 - Communication & Outreach
 - Sample Outcomes
 - Field Course Papers – examples circulated
 - Thesis Projects
 - Research Workshop
 - Emerging Research
 - Recruiting Students
 - Potential Connections to CCEMF
 - Direct geographic overlap
 - Long-term contribution to guided research
 - Research Partnerships
 - Internships
 - Model testing and development
 - Communication / Education
-

**9:15 Role of Miistakis Institute for the Rockies in support
Of Forum – background & proposal**

**Brace Hayden/
Mike Quinn**

Overview of Miistakis Institute for the Rockies – Mike Quinn

- Miistakis <Mis-toc-is> Piikani/Blood (Blackfoot dialect) n. appellation referring to Rocky Mountains of Montana/Alberta/British Columbia; literally translated as backbone.
- Background
 - Non-profit formed in 1995 as a data atlas project – Crown of the Continent
 - Exists to serve the public interest in overcoming barriers to ecosystem-based management by offering a non-partisan information base to stakeholders
 - GIS, database, web programming, decision support tools
- New Developments
 - Affiliated institute of the University of Calgary
 - 5 Staff working out of EVDS
 - Research support function
 - Linked to Transboundary initiative with University of Montana
- Current Projects
 - Biodiversity Spatial Data Infrastructure
 - Northern Rockies Conservation Data Consortium
 - Transboundary Cumulative Effects for Grizzly Bear
 - SALTS – Easement mapping and conservation planning tool
 - Facilitating Role with CCEMF

Proposal to Provide 3rd Party Services to CCEMF

Secretariat	½ FTE	\$30K
Facilitation, Communication		
Project Mgmt	½ FTE	\$30K
Data Mgmt, ALCES		
Core Support		\$10K
Meeting Support		<u>\$ 5K</u>
TOTAL		\$75K

Administrative and Technical Support for the Crown of the Continent Managers Partnership
Brace Hayden

- Status of CCEMF
 - IPP Sponsored Annual Forum
 - Interagency Steering Committee
 - Workplan with some preliminary projects
 - Limited support from Miistakis (funded by WLNP)
- Administrative & Technical Support
 - Coordinating/facilitating SC meetings/calls
 - Organizing annual Forum and other workshops as needed
 - Developing and maintaining a spatial data base for CCE
 - Providing Project Management support in CCE research and education initiatives
 - Fund raising and leveraging resources
- Proposed Options - CCEMF
 - Option 1 - Annual Forum

- alternates between Canada and U.S.
 - hosted by W-G IPP
 - primarily information sharing and networking forum
- Option 2 - Collaborative Partnership
 - accountable to Forum on annual basis
 - implements direction from Forum through a work plan
 - includes Interagency Steering Committee and Secretariat to provide both admin and technical support, incl. Fund raising and leveraged resources
- Plenary Questions
 - Are there other options for the CCEMF?
 - What is the preferred option?
 - What support or resources are the agencies prepared to commit?

10:00 Plenary – Direction; for Steering Committee

**Bill Dolan/
Brace Hayden**

- **Are the right priorities being addressed?**
- **Are tasks/action; being addressed appropriately?**
- **Is representation on the Steering Committee adequate?**
- **What role, if any, should Miistakis play in support of this Forum?**

Rich Moy

- Miistakis should take a lead role, but will have to develop a formal link with the University of Montana to provide credibility on both sides of the border – as well as to facilitate funding

Ian Dyson

- Careful about “lead role” – sees Miistakis as advisory to the Forum e.g. Miistakis role would exist to serve the Forum and not vice versa

Ron Bronstein

- Likes the idea of the second option
- Can contribute in-kind, some minor \$\$ available for secretariat
- Critical to have the right mix of people involved to provide advisory role – decision makers

Bill Dolan

- Important to have key people at the annual forum and then a strong steering committee
- Working with the two universities is a positive aspect
- Supportive of the connection

Brace Hayden

- Dynamic environment
- Needs to be regular interaction/communication
- Reflected on the personal experience of working with the steering committee over the past year – much benefit from regular discussion
- 3rd party required to provide support

Len Broberg

- Requirement for an MOU between UofC and UofM
- Miistakis housed at UofC – need to provide rationale to UofM administration

John Kilpatrick

- Update on the Glacier National Park Learning Center – good potential for collaboration here

Bill Dolan

- Refocused discussion on the two options – group indicated clear support for Option 2

Peter Lamb

- The Forum supports option 2 with Miistakis as the 3rd party secretariat
- Follow up on Ron's comment – whatever comes out of this partnership must come from a core group of managers that can make decisions
- One challenge is the make-up and annual variation in attendees to the forum

Ian Dyson

- Undercurrent is environmental stewardship and leadership
- Great potential
- Need assurance about how this might work
- We need the right people and a clear work plan
- Require a reporting mechanism from the steering committee to the rest of the group
- Willing to allocate time and dollars
- Either we do this right or walk away – “fish or cut bait”
- Needs to be core support beyond 3 or 4 agencies

Ron Bronstein

- Maybe there should be a drop dead date
- BC needs to take this back for support and then report to group
- Agencies should report back to steering committee to indicate their support

John Kilpatrick

- Clear consensus for option 2
- Miistakis needs both a UofC and UofM link
- Impower steering committee to contact Forum re: level of commitment
- Continue with annual forum

Rich Moy

- It would be nice to have a document to respond to. Recommend that the steering committee draft something on operating principles

Bill Dolan

- Agreed that the steering committee should create a document. Timeframe for commitment should be 1-3 months maximum.

Ian Dyson

- Document should update progress on the 5 priorities from Cranbrook meeting
- Include discussion of cumulative effects approach
- Budget
- Education and awareness

Peter Lamb

- Suggested a date of June 1 for agency decision
- Tie this into existing processes e.g. EIA in U.S.

Ian Dyson

- Forum conceived as a decision-makers forum, but not everyone here today – need to provide time for people to get this in the right hands

Rich Moy

- Do not confuse work plan with operational procedures – concentrate on how this might work
- How could the funding structure work?

Bill Dolan

- At this stage the paper should just be about the concept and the overall costing
- Use this to get sense of agency support
- Intent is that decision makers are involved in the Forum

Ian Dyson

- \$5K should be \$5K in both U.S. and Cdn

Ron Bronstein

- Kevin Weaver to replace Margaret on the steering committee as BC representative
- There was then a discussion of steering committee membership. The overall feeling was that the steering committee was constituted adequately. Add Len Broberg from University of Montana. Ensure Flathead National Forest representation. Local governments are important, but the feeling was not to involve them directly on the steering committee at this time. The IGBC has representatives from a couple of municipalities to provide a voice for local government interests – this is a possible model for the CCEMF.

Ian

- Proceed with option 2
- June 1st drop dead date
- Steering committee will develop work plan for the year – include budget and institutional arrangement with Miistakis
- Question – what happens if we get 4 or 5 agencies responding with a clear “yes” and others are interested but will not commit? What is the critical mass necessary to make this work?

John Kilpatrick thanked the group for the productive discussion and wished the steering committee will with the task of developing a concept paper.

Appendix I

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