

A Political Ecology of Wolves and Men: Understanding the Conflict

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Abstract

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The growth of gray wolf population in the Greater Yellowstone Ecosystem (GYE) has prompted discussion, debate and planning concerning their reestablishment in Oregon. The possibility of gray wolves spreading to Oregon has led to the creation of a Wolf Conservation and Management Plan, but reestablishment of wolves continues to be very controversial. There are a number of different interests and stakeholders in Oregon when it comes to the return of wolves and the controversy over this subject, other endangered species and resource use in Oregon has led to a rift and often animosity between rural and urban residents in Oregon. Viewing this controversy through a lens of political ecology, looking at politics, economics, social factors and peoples feelings about the issue creates the possibility for understanding it in a new way.

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A Political Ecology of Wolves and Men: Understanding the Conflict

Chapter I: Introduction & Background

“The truth is we know little about the wolf. What we know a good deal more about is what we imagine the wolf to be.”

Barry Lopez, *Of Wolves and Men*

Wolves have long been feared and demonized by Western culture and embraced and revered by many Native American cultures and others. Throughout much of America's history wolves were often seen as ferocious predators that threatened humans. They were seen as competitors who would consume livestock and decimate their environments. Despite or maybe because of their extermination many of those stereotypes and fears remain in the minds of much of the American public. Others, however, believe that wolves are vital to the ecosystems which they used to inhabit. The reintroduction and reestablishment of wolves into the lower 48 states has been and continues to be a very controversial issue. With so many parties involved, so many emotions and so much at stake for all sides, communication is not always open and tensions are high.

In places where land-use rights and the use of natural resources are surrounded by battles between rural and urban residents, the return of the gray wolf is not as simple as some would like to believe. Land-use and the purpose of wilderness and nature in Oregon are hot topics. There are debates surrounding such issues as cougar populations, farmland protection, logging, Oregon's endangered species and their habitats; one of the most

current and most controversial surrounds the reestablishment of the gray wolf in Oregon. Land-use and wilderness debates often ultimately boil down to differing opinions about what nature is and what role nature should play in society. Views of nature are essential to understanding land-use and wilderness controversy in Oregon like elsewhere, but they are even more pertinent when it comes to understanding the controversy over wolves. In many ways and in many cultures wolves have come to represent nature and wilderness, and wolves take on different meanings depending on what a culture's or a person's idea of wilderness is. To many Native American and Eskimo¹ cultures wolves were close to sacred, they were revered and honored, as was nature. In Western culture however, wolves are often feared and demonized much in the same way that wilderness was feared for its wildness, godlessness and its host of demons and dark forces. Why wolves have come to represent nature and wilderness is not entirely clear, but throughout history legend and myth have tied wolves to wilderness in a way that is not seen with many other creatures. Perhaps it is because, as some have argued, humanity sees something of itself in the wolf; perhaps we see the wolf as our counterpart in nature, man without reason and civilization. One thing is sure, wolves have captured human imagination for as long as we have lived with them and in the modern world where differing views of nature cause conflicts within societies instead of among them, the wolf has become a powerful and complicated symbol for a debate that divides rural and urban life, conservationists, land-use rights activists and many other stakeholders.

¹ The term Eskimo is not generally used and may not be the correct term, however, in his book Barry Lopez uses the term Eskimo. Since I relied on Lopez as the source for information about Eskimo cultures, I will use the term Eskimo throughout this paper.

Hunting in America in the 19th and early 20th century wiped out wolves' prey species. When the wolves turned to hunting livestock the federal government instituted and funded programs to exterminate wolves from much of the lower 48 states. Their extirpation has resulted in many complex ecosystem changes as wolves are a keystone predator, meaning they are important to maintaining the overall health of their ecosystems, and are involved in top-down control of ecosystems. For this reason many scientists and conservationists believe that wolves are an integral and necessary part of their ecosystems. At this point gray wolf populations have been reestablished in Wyoming, Montana and Idaho, and there is currently an adopted plan for wolf conservation and management in Oregon.

The reintroduction and reestablishment of wolves, however, was not and is not favored by everyone. There are many ranchers, hunters and others who are adamantly opposed to the reintroduction and presence of wolves in the U.S. west. From a scientific standpoint, the actual threat of wolves today is arguably drastically less than the perceived threat. With reasonable control of the hunting of prey species, with protections for livestock and with open minds and understanding wolves and humans could learn to live together; but in the dialogue between conservationists, scientists, hunters, ranchers and others much is lost and often little is gained. The purpose of this paper is to advocate for the reestablishment of wolves but also to understand the controversy that surrounds wolf reestablishment and reasons for that controversy in an attempt to find insights that could lead to minimizing the conflict between stakeholders. Looking at the controversy through the lens of political ecology has the potential to reveal dimensions of the debate that are often left unsaid. Political ecology studies how people relate to and interact with

their environments and how power, politics, economics and many other factors affect interactions with and use of the environment.

Wolves will not be actively reintroduced into Oregon as they were into Idaho and Wyoming, but populations of Idaho's gray wolves will be allowed to naturally disperse into Oregon. Oregon has a higher population density and less wilderness and roadless area than Idaho, therefore human and wolf conflicts are expected to be greater and human tolerance or a lack thereof may be more of a problem than in other western states. Controversy or no, at this point Oregonians, like others, will have to try to learn to coexist with wolves. Gray wolf numbers in Idaho, Montana and Wyoming have been increasing significantly and they will soon disperse into Oregon. Wolves are federally listed as endangered under the Endangered Species Act and they are also listed as endangered under the Oregon Endangered Species Act. Currently there are no wolves known to exist in Oregon although there have been multiple sightings of wolves and wolf tracks in Eastern Oregon that are all unconfirmed. Also several dead wolves have been found in Oregon and one radio-collared gray wolf entered Oregon from Idaho in 1999, but was captured and returned to Idaho. No one knows exactly when wolf populations will reestablish in Oregon and there are frequent new reports and sightings; gray wolves are on their way and that means many things to many different people.

Chapter II: Perception and Myth

Views of Nature

There are many conflicts that occur between wolves and people's interests today. One of the greatest hurdles to overcome in the battle between wolf proponents and opponents is the way in which each views nature and the wolf's place within nature. Fundamentally the argument boils down to differing ideas of nature. Historically, western culture's views of nature have been dominated by a dualist paradigm, one that separates nature from humanity, society and culture (Binde 2001). Many non-western societies, however, have no such separation. In understanding differing opinions about wolves it may be helpful to first look at the origins of ideas about nature that exist in western and other societies.

Binde (2001) argues that "society, religion and notions of nature are intertwined" (16). He focuses his study of western notions of nature on the Roman Catholic Church's views of nature. Looking at religious influences on views of nature is an important part of understanding our society's current views of nature. Religion helped shape the ideas of nature that have been passed down to us for centuries; from western culture's European ancestors to the early European settlers of America religious views played a major role in shaping conceptions of nature. Binde (2001) argues that three of the most important ideas of nature from the Roman Catholic Church are "the notion that nature is matter, as distinct from the spiritual; the idea that nature is related to the divine; and the conception of nature as a realm of supernatural forces" (16). The first idea that nature is matter and separate from the spiritual realm goes as far back as Greek philosophy. In this view the spiritual and the development of spirituality and the soul are all important, while matter

and nature are irrelevant in the larger sense. The soul should in a sense be dominant over the trivial things like matter in nature. This is part of the basis for ideas that man should be dominant over nature. Hoffman (1997) agrees that Western religions have helped create this kind of attitude toward nature. He quotes Coole saying, ““Western thought generally...relies on...dualistic foundations, where”” (2) the mind is valued over the body and culture is valued over nature. This contributes to the “attitude that nature can be exploited to fulfill human needs” (Hoffman 1997, 2).

Binde’s (2001) second idea of nature, that it is related to the divine, is what he argues is a moderate view that considers nature to be part of God’s creation and is therefore to be protected by man. This still implies dominance over nature, but it is a gentle kind of dominance. The third idea of nature, that it is the realm of the supernatural, can have both good and bad connotations. There were and are many shrines for local saints located in natural settings, but in mythology many natural features and landscapes contained spirits and were perceived as dangerous and destructive places, especially at night. Also, Binde (2001) states, natural disasters and other natural phenomena were seen as either punishment from God, or they might have been related to the Devil and other evil spirits, contributing to the idea that nature or wilderness was a godless, evil place. Many of these ideas of nature influenced by religion have remnants in society today that influence thoughts about and behaviors toward nature.

Not all views of nature see it as malevolent or as something over which we have dominance. Many Native American cultures, Inuit cultures and other “societies of nature” as Binde calls them, don’t have a dualistic paradigm through which they understand

nature. In such cultures there is often a close connection to and a great respect for nature. (I will discuss this in greater depth below.)

Society today has diverse views and values associated with nature. Some still maintain a fear of nature or a belief in humanity's separation from and dominance over nature, some are similar to the non-western societies' views and values, some hold nature higher or at least equal to man, but still maintain a separation and a belief in "pristine" wilderness devoid of man that arguably does not exist. And still there are others who value nature for its own sake, for its intrinsic value. No matter the view, everyone has some sort of values associated with nature. Our feelings toward nature may be further explained by Edward O. Wilson's biophilia hypothesis. Wilson defines biophilia as "the innately emotional affiliation of human beings to other living organisms" (31). He explains:

innate means hereditary and hence part of ultimate human nature. Biophilia, like other patterns of complex behavior, is likely to be mediated by rules of prepared and counterprepared learning – the tendency to learn or to resist learning certain responses as opposed to others...the feelings molded by the learning rules fall along several emotional spectra: from attraction to aversion, from awe to indifference, from peacefulness to fear-driven anxiety(31).

Wilson argues that for most of our existence humankind has lived in and with nature. We evolved in nature, not in cities with technology, but with other organisms; and that has shaped the way we learn, the way we interact and the way we think about nature, landscapes and art, and it has shaped the myths and metaphors that we have created. He says, "the brain evolved in a biocentric world...it would therefore be quite extraordinary to find that all learning rules related to that world have been erased in a few thousand years" (32). Kellert argues that the biophilia hypothesis suggests that:

our identity and personal fulfillment somehow depend on our relationship to nature. The human need for nature is linked not just to the material exploitation of the environment but also to the influence of the natural world on our emotional, cognitive, aesthetic, and even spiritual development. Even the tendency to avoid, reject, and, at times, destroy elements of the natural world can be viewed as an extension of an innate need to relate deeply and intimately with the vast spectrum of life about us (42).

The idea of biophilia helps to explain not only the diversity of views of nature, but also the intensity of those values and beliefs and emotions associated with those views.

Wolves, Men & Myth

Wolves and wolf lore are laden with symbolism. Currently they are symbols of the battle between environmentalists and land use rights activists, they are symbolic of the environmental movement, of the threat of the endangered species act, and of the power of the federal government. Rohrer (2005) writes that “Humans often attribute to wolves characteristics more symbolic than biological – we make them representative of either savior or demon” (2). There are many examples of this, for both the savior and the demon. Begley & Glick (1995) contend that “to animal-lovers and environmentalists, [the return of the gray wolf] is news comparable to the return of the prodigal son” (1). MacAdams (1994) called the return of the wolf “an ecological milestone” (1). The incredible commercial power of the wolf for Yellowstone is evidence of its symbolic importance to the public’s perception of conservation. On the flip side, Jones (2002) says that for many the wolf has long been “a potent symbol of savage nature” (2). Begley and Glick (1995) argue that the wolf is symbolic of the value shift occurring in the American

West: “Canis Lupis has also come to stand for the overwhelming changes buffering the West – suburban sprawl, attacks on federally subsidized grazing on public lands, a shift from Marlboro Man culture to one of cappuccino bars and ranchettes. Powerless against these forces, ranchers seized on the wolf as one change they could, perhaps, prevent.” (2). King and Reibstein (1997) portray the wolf as a symbol of the threat of the environmental movement with a quote from Chuck Cushman of the American Land Rights Association: “There is no end to the greed of the environmental groups. They’ve got to save all these animals, and they’ve got to have my house to do it” (2). These symbolic formations of the wolf show how little understanding and compassion there is between interest groups.

Much of the symbolism, both good and bad, can be traced to myths and folklore from different cultures around the world and throughout history. Human history and cultures are riddled with myths that relate to and explain certain aspects of nature, and the wolf is no exception. It is safe to say that every culture that has lived with the wolf has created myths regarding it. While views of nature help us understand our relationships to nature and ultimately wolves, so to do myths, for they are an extension of our relationship to the natural world. A comment from the Baker City town hall meeting in 2002 held by the Oregon Department of Fish and Wildlife and the Oregon Fish and Wildlife Commission regarding wolf reestablishment shows that even today myth and folklore influence how people view nature; “I recommend the Commission review fairy tales and myths. They have a basis of truth about the big bad wolf. I’m concerned about introducing a stalker in our midst that we can’t control.”

There are many examples from around the world of the types of interactions between men and wolves, just as there are many ideas and myths associated with wolves.

In his book *Of Wolves and Men*, Barry Lopez, looks into the relationship between arctic wolves and several Eskimo cultures. Lopez says that the Eskimo and the wolf have lived and survived as hunters in same area for hundreds if not thousands of years, and because of that they have “evolved” the same kinds of skills and efficiency. The two are intimately connected through their environment and their means of survival. Lopez argues that the Eskimo and the wolf are so connected that it is difficult to distinguish between “what the arctic hunter sees in the wolf [and] what we see of the wolf in the arctic hunter” (78). Many Eskimo cultures respect and admire wolves and attempt to emulate them because as an old Eskimo pointed out to Lopez, the wolf is a good hunter and does not starve as often as people.

Lopez also looks into the relationship between Native Americans and wolves. Like many Eskimo cultures, many Native American cultures respected and admired wolves as great hunters. Wolves were a fixture of Native American myth and spirituality, especially among the hunting tribes. Wolves were a feature of cosmology, creation, communication with the spirit world, medicine, tribal unity and many other aspects of Native American life. The wolf was mysterious and powerful, it was seen as a medicinal animal. It was also a hunter to be imitated, from which to learn. Here are some examples of wolf imitation:

a Cherokee setting out in winter on a long journey rubbed his feet with ashes and, singing a wolf song, moved a few steps in imitation of the wolf, whose feet he knew were protected from frostbite, as he wished to be. Nez Perce warriors wore a wolf tooth pushed through the septum of their noses. Cheyenne medicine men wrapped wolf fur around the sacred arrows used to motion antelope into a trap. Arikara men wove wolf hair and buffalo hair together in small sacred blankets. Bella Coola mothers painted a wolf's gallbladder on a young child's back so he would grow up to perform religious ceremonies

without making mistakes as a hunter. An Hidasta woman experiencing a difficult birth might call on the familial power of the wolf by rubbing her belly with a wolf skin cap (106).

Wolves are present in Native American folklore and myth, they are present in many aspects of Native American life, but they were also useful in a physical sense. According to Lopez many Native American tribes rarely killed wolves, but they did have some uses. Their fur and pelts were warm, various parts of the animal were used in medicinal bundles and religious ceremonies, and sometimes wolves were killed because they would prey on horses or meat caches. Many tribes however have religious ceremonies associated with killing wolves; often the weapons used to kill them were thereafter considered tainted and needed to be spiritually cleansed.

Lopez also points out that in Native American myth wolves were not always friends. He writes, "Indians understood [wolves] in a wider context. Wolves, like grizzly bears, could, after all, kill Indians" (122-123). The Navajo have myths about werewolves or "human witches in wolf's clothing" (123). This kind of representation of wolves is more similar to that of western and European cultures. Lopez says,

The human mind entertains itself with such symbols and metaphors, sorting out the universe in an internal monologue, and I think it delights in the wolf. The wolf is a sometime symbol of evil, and the mind dotes in distinctions between good and evil. He is a symbol of the warrior, and we are privately concerned with our own courage and nobility. The wolf's is also a terrifying image, and the human mind likes to frighten itself (226).

Werewolves are a part of many European cultures' folkloric and mythic heritage.

According to Lopez, not only were werewolves part of myth and lore, but in the Middle Ages they were a real part of everyday life and thousands of people suspected of being

werewolves were burned at the stake during a church-sanctioned inquisition much like the witch trials of the same time. Lopez writes, “werewolves were a stark reality in the Middle Ages. Their physical presence was not doubted; at a symbolic level the werewolf represented all that was base in man, especially savagery and lust” (227).

Throughout his book Lopez argues that much of western civilization’s hate for the wolf was based on men’s perception of the wolf as violent, savage and beastlike, and on the notion that those same traits are present in man. The wolf was a scapegoat for men’s own sins, a representation of the ungodly and devilish qualities within. He writes, that if “to love what was good in the wolf was really to express self-love, and to hate was evil in the wolf was to express self-hate, then the hunting down of werewolves was simply the age-old attempt to isolate and annihilate man’s base nature. That it went on for so many hundreds of years indicates an abiding self-hatred in man” (227).

This is also why the wolf was so savagely and brutally killed in 19th and 20th century America. In the middle ages wolves were represented, even in “scientific” literature as savage, violent creatures that were more demon-like than animal. They were even called the devil’s dog. In myth and folklore and even in literature and discussion today, wolves are anthropomorphized; Lopez discusses the work of Karen Kennerly and she asserts that “the wolf is the creature who is most like us in fable...his attempt to live a rational life is defeated by his urge to behave basely. Thus, the human and bestial natures” (226). In this case what man saw in himself, he also saw in the wolf; and killing of wolves or werewolves was almost an act of cleansing. Similarly, Mowat (1963) writes, “we have doomed the wolf not for what it is but for what we deliberately and mistakenly perceive it to be: the mythologized epitome of a savage, ruthless killer – which is, in

reality, not more than the reflected image of ourselves. We have made it the scapewolf for our own sins” (viii).

This kind of mentality is what Lopez argues was the reason for the extent and brutality of the wolf campaigns in the U.S. in the 19th and 20th centuries. The reasons for killing some wolves in America were at least understandable. After the prey species of wolves were wiped out, they began to hunt livestock; at a time before factory farming when smaller scale operations were more common, the loss of livestock, especially young like calves, was devastating. However, Lopez argues that even after the need for killing was done we continued for a long time to slay wolves. They were exterminated from almost the entire lower 48 states. Wolves were also killed for money and bounties, for pelts, for research and for trophies; but the campaigns in America to wipe out the wolf went beyond that, beyond predator control, “beyond the casual cruelty sociologists say manifests itself among people under stress, or where there is no perception of responsibility” (140). It was “the violent expression of a terrible assumption: that men have the right to kill other creatures not for what they do but for what we fear they may do” (140). This had to do with fears based on superstitions. Also Lopez poses a theory that supplements the superstitions, and suggests that the excess shown in the killing of wolves perhaps stemmed from theriophobia or fear of the beast. It is the fear of a creature as a beast, a rapacious creature whose hunger for violence cannot be quenched. Also, “at the heart of theriophobia is the fear of one’s own nature. In its headiest manifestations theriophobia is projected onto a single animal, the animal becomes a scapegoat, and it is annihilated. That is what happened to the wolf in America” (140). That is also to a lesser or equal extent what has happened to the wolf throughout history in many places of the

world. Why always the wolf? Perhaps it is because they are one of the easiest creatures to identify with. They are social creatures, loving parents (and are even occasionally portrayed that way in myth and folklore) but we also see in them the violent acts that man can often be prone to.

During the Middle Ages wolf parts were used in ways similar to the way they were used in Native American cultures. Many parts of the wolf were believed to have medicinal qualities and to cure different ailments. For example, in an apothecary shop, “there would be wolf dung to treat colic and cataract, powdered wolf’s liver to ease birth pains, and the right front paws of wolves to treat swelling in the throat. You’d find wolf teeth for teething” (Lopez 213). Also similar to the Cherokee, the wolf’s ability to fend off frostbite was admired and “the grease rendered from a wolf’s body...will protect the hands from the worst cold” (Lopez 213) was written in *Notable things* by Lupton. It is interesting that in the myths and folklore of both Native American cultures and Western cultures, man and wolf are seen as similar creatures, although for very different reasons and with very different outcomes. Lopez explains this, saying that cultures made up of primarily hunters (who did not rely on agriculture) like many of the Native American cultures who revered the wolf, respected the wolf for his hunting ability, his stamina, his very essence. However, societies that became agricultural began to see the wolf as a violent, evil creature to be hated. The wolf did not change, but man’s perception of it did, no doubt aided by myth and lore. (233). The different images of the wolf and the power that they held demonstrate how powerful myth and folklore are when it comes to how one views nature and how one views and treats animals like the wolf.

Chapter III: Wolf History in the U.S. and Oregon

Wolves in the U.S.

Native American cultures coexisted in North America with wolves for centuries, but “as the first European immigrants arrived in North America they brought with them an aversion for the wolf. This prejudice was founded either by direct contact with wolves in their homelands or was ingrained by their culture or religion...the immigrants found wolves to be a threat to their domesticated animals” (ODFW, 2005). This meant that the wolves were competition for the settlers, and what was at stake was their means for survival. Gray wolves were found in most of the U.S. until federally instituted predator control programs that consisted of among other things agency related predator control programs and bounties on wolves were created. This was done because wolves began to rely increasingly on livestock when their natural prey base was hunted and severely reduced. The result of these programs was that wolves were virtually wiped out in the lower 48 states except for pockets in Iowa and Minnesota.

In 1967 gray wolves were listed as endangered under the federal endangered species act and by 1990 wolf recovery efforts were beginning. Thirty-one gray wolves from Canada were reintroduced into Yellowstone National Park and 35 into central Idaho in 1995 through 1996 (ODFW). These populations were part of the goal of reestablishing gray wolves in the northern Rocky Mountains. The northern Rocky Mountain recovery area for gray wolf populations is comprised of three smaller recovery areas. They are the Greater Yellowstone Area, Northwest Montana, and Central Idaho. The recovery goal for gray wolves for the entire northern Rocky Mountain recovery area is set at 30 breeding pairs that are uniformly distributed throughout these areas. The populations of wolves in

this recovery area have rapidly increased and have spread throughout the area, prompting plans for delisting. Wolves from these populations are expected to disperse first into northeastern Oregon from Idaho. (ODFW).

This reintroduction of wolves into Yellowstone and Idaho, while currently considered a success, was at the time and still is very controversial. Zumbo (2003/2004) put it best by saying, "Not everyone is thrilled about recovering wolf populations." A 1995 article in *Human Events* titled "Anti Federal Backlash Grows" discusses the controversy and opposition to gray wolf reintroduction. It states that the concerns surrounding the Yellowstone program were almost immediately confirmed when shortly after their release into the Yellowstone wilderness in Idaho and Wyoming, one of the 19 Canadian gray wolves was shot and killed nearly 60 miles from where it was released. It had attacked and devoured a new-born calf. Representatives from Idaho argued that the wolf program infringed on states' rights.

According to Wilson (1997), this is exactly the kind of larger picture argument that is part of the wolf controversy. He argues that to many, the return of the gray wolf to Yellowstone symbolizes something other than conservation and environmentalism; it symbolizes the loss of rights. That loss comes in many forms, but one the most important is the loss of land-use rights. He argues that "to view the return of the wolf to the Greater Yellowstone Ecosystem as the final chapter in this ongoing saga would be to miss the greater significance of the moment. This is not really a story about wolves, but a story about people and their struggle to define the future of land use in the American West" (454). He goes on to say that "it is in this highly charged political context that the wolf in Yellowstone must be understood as a symbol, a 'biopolitical pawn' in a much larger

conflict currently being waged between activists of two social movements – environmentalism and wise use” (454). Wilson says that many opponents see the wolf as a means to an end for the opposition, “to gain increased social control over private property” (454). This argument is supported by the statement seen earlier from Chuck Cushman: “there is no end to the greed of the environmental groups. They’ve got to save all these animals, and they’ve got to have my house to do it” (King & Reibstein, 2). Further support for this idea comes from a comment made during the Baker City town hall meeting held by ODFW & OFWC in 2002, “what gives the state the right to allow a species to come in to private land and affect my property and livelihood?”

This is also demonstrated by Begley and Glick (1995) when they argue that the controversy over wolves has a great deal to do with a shift in the culture of the West from the traditional ranching cowboy culture to one of the affluent suburbs, Starbucks and wilderness recreation. This kind of shift places more importance on wilderness areas as nature than it does on open spaces as productive land. They say that “the wolf became a vehicle for [grappling with] the profound value shifts occurring in the west...civilization eliminated the wolf, for ranchers’ benefit, and thus tamed the wild a half century ago; now it is letting go.” This shift that perhaps undervalues the work and products of ranching and farming communities is a threat to their interests and their way of life.

Wilson (1997) argues that in the GYE (Greater Yellowstone Ecosystem) where the federal government is the primary land owner, the dynamic relationship between rural people and the government is a precarious one riddled with distrust and animosity. Environmental land use legislation is something they are very unhappy with, but feel they have little voice to change. The reintroduction of the wolf is something that “symbolizes

the ultimate 'land lock up,' a wholesale takeover of the land on which local people's livelihoods depend" (463). Since it is the wolves of these populations that will find their way into Oregon, it is these same problems and debates that will likely follow if they are not already here.

Wolves & Oregon

The fate of gray wolves in Oregon has been much the same as the fate of gray wolves in the rest of the country. Wolves were extirpated from Oregon by the mid 20th century, the last bounty being paid in 1946. After that there were no reports of wolves in Oregon until the mid 1970's, but those reports are not confirmed to have been true wild wolves. (ODFW, 2005). It is interesting to note that wolves in Oregon played a very important part in the formation of the state. Weiss (2006) pointed out that the wolf meetings held by the Oregon Wolf Association drew in large numbers of leaders, more so than any other meetings, and were used to discuss and aid in the formation of Oregon as a state and the local government.

In the latter part of the 20th century attitudes toward wolves have begun to change; they are more valued as a species and their conservation and reestablishment is strongly supported by many. According to the Oregon Wolf Conservation and Management plan, 70% of Oregonians support the return of wolves to the state. The appearance of wolf B-45 and several others from Idaho in Oregon created discussion and interest around the state. In 2002 the Oregon Fish and Wildlife Commission began the public process to plan for the arrival of wolves in Oregon. In the Oregon Wolf Conservation and Management Plan a statement from the Oregon Fish and Wildlife Commission reads:

With the knowledge that gray wolves will re-establish in the near future a permanent residence in Oregon, we directed the development of a wolf conservation and management plan. It was our intent to proactively decide in advance of wolves' arrival how the state of Oregon would meet the intent of both the Oregon Endangered Species Act and the Oregon Wildlife Policy...The state ESA requires us as members of the Oregon Fish and Wildlife Commission to conserve listed species by the use of methods and procedures so that protection measures in the ESA no longer are necessary. Once wolves are delisted, they will be managed, like all other species...the Wildlife Policy directs the Commission to manage wildlife: "to prevent serious depletion of any indigenous species and to provide the optimum recreational and aesthetic benefits for present and future generations of the citizens of the state." (ODFW, 2005, iii).

To begin the planning process the Commission held four workshops open to public viewing with presentations from wolf experts, livestock producers, outfitters and guides, and various other interested parties on the various aspects, biological, political, social and economic, of the return of wolves to Oregon (ODFW 2005). The Commission then held 15 town hall meetings where written and oral public comments were accepted on the subject of the return of wolves to Oregon. The Commission considered these comments and the information from the workshops and appointed a 14 person Wolf Advisory Committee to draft the Oregon Wolf Conservation and Management Plan. The Committee was comprised of people representing a variety of Oregon's interests surrounding the return of wolves. The Committee met once a month for a year from fall of 2003 to fall of 2005 (Weiss 2006 & ODFW 2005). The goal that the Commission set forth for the Wolf Conservation and Management Plan was "to ensure the long-term survival and conservation of gray wolves as required by Oregon law while minimizing conflicts with humans, primary land uses and other Oregon wildlife" (ODFW, 2005, 12). This goal was later changed by the Wolf Advisory Committee to read "to ensure the

conservation of gray wolves as required by Oregon law while protecting the social and economic interests of all Oregonians” (ODFW, 2005, 12). After completion of the draft plan the Committee submitted it to the Oregon Fish and Wildlife Commission who then submitted it for public comment. There were then four more public hearings with opportunities for public comment on the draft plan. After these hearings the Wolf Advisory Committee met one final time to review the new public comments and incorporate them into the draft as amendments. In February of 2005 the Oregon Fish and Wildlife Commission adopted the Oregon Wolf Conservation and Management Plan with minimal changes from the final Wolf Advisory Committee draft. Along with the adoption of the Plan, the Commission directed ODFW to pursue several changes to Oregon law that would aid in the implementation of the plan. The proposed changes are:

- 1) Changing the legal status of the gray wolf from protected non-game wildlife to a ‘special status mammal’ under the ‘game mammal’ definition in ORS 496.004; 2) Amending the wildlife damage statute (ORS 498.012) to remove the requirement for a permit to lethally take a gray wolf caught in the act of attacking livestock; and 3) Creating a state-funded program to pay compensation for wolf-caused losses of livestock and to pay for proactive methods to prevent wolf depredation” (ODFW, i).

These changes were unfortunately not adopted by the legislature because the bill in which the proposals were included did not pass by the full House. It failed in the House Agricultural and Natural Resources Committee due to lobbying efforts by the Oregon Cattleman’s Association and their attempts to prevent the return of wolves. The proposals however, will be up for consideration again in the 2007 legislative session (Weiss 2006 & ODFW 2005).

Chapter IV: Oregon Wolf Conservation and Management Plan

Wolf Ecology

The reestablishment of wolves will have many impacts on the state of Oregon; some of the greatest impacts could be on ecosystems. The role of predators in ecosystems is very significant; often predator species are keystone species, meaning that their presence plays an important role in shaping their ecosystem and its diversity. Typically the loss of a keystone species produces numerous negative effects on an environment and results in a decrease in biodiversity. Wolves have been called a keystone species because “the absence of highly interactive carnivore species such as wolves can thus lead to simplified or degraded ecosystems” (Ripple & Beschta 2004, 755). This is due to a trophic cascade. Trophic levels are the levels of the food chain, for example plants and organisms that get their energy from the sun occupy the first trophic level, herbivores or creatures that eat plants occupy the next trophic level and creatures that eat herbivores are in the next trophic level. A trophic cascade is made up of indirect effects on species of lower trophic levels by the predator in one of the top trophic levels. Wolves for example have indirect effects on many plant and tree species as well as other predators, birds and countless other species within their ecosystems. Wolves, being the top predator species, have direct effects on the population sizes of their prey, mostly deer, elk and moose. The presence of wolves helps keep their prey species’ populations in-check through mortality and this in turn affects the foraging pressure put on vegetation by the prey species. When wolves are not present the populations of their prey species can increase drastically and that can have very negative effects on vegetation. A decrease or change in vegetation can in turn affect other species that live in the ecosystem, often in negative ways (Ripple &

Beschta 2004). In their paper "Wolves and the Ecology of Fear," Ripple and Beschta (2004) cite several examples of this. One of them is from the Isle Royale of Michigan: "as a result of suppression by moose herbivory, young balsam fir on Isle Royale showed depressed growth rates when wolves were rare and moose densities high" (756). This illustrates that the food chain is directed by top-down control where the presence of predators affected plant-growth (756).

Predator species also affect the ways in which herbivores use space in a habitat. The presence of predators creates predation risk for the prey species and those prey species often change their behavior accordingly. The population density of the prey species will increase in one area while they will leave another more dangerous area alone altogether (Ripple and Beschta 2004). Ripple and Beschta cite an example from Jasper National Park where the reintroduction of wolves resulted in new aspen growth in the park in areas of high predation risk.

A look at Yellowstone National Park before and after the reintroduction of wolves demonstrates some of these concepts relating to predator, prey and ecosystem relations, and helps to make a case for the presence of wolves in their original habitat. From the early 1900's until 1995 wolves were not present in Yellowstone National Park. They were listed as endangered under the Endangered Species Act in 1974. In the late 1980's plans for reintroduction began, following the migration of a few wolves from Canada into Glacier National Park in Montana. Since they were released into Yellowstone National Park the wolf populations have been increasing and many scientists are arguing that we can already see the positive effects of their presence. Following the extirpation of wolves, the elk populations in Yellowstone National Park began to increase rapidly. According to

Ripple and Beschta (2004) the elk populations no longer needed to fear their natural predators, wolves, and no longer showed predation risk behavior. Usually, with wolves present, elk would steer clear of aspen stands and river bottoms where wolves frequented. With wolves gone, elk no longer needed to steer clear of these areas and the resulting effects were devastating for several plant and animal species (Levy 2004). Immediately after the extermination of wolves, the new growth of aspen trees in Yellowstone decreased dramatically, as did new cottonwood and willow growth. The increased and unafraid elk populations were eating the new trees. This adversely affected vegetation and riparian ecosystems, including beavers. Beavers need riparian trees for food and to build their dams, and since elk were eating new shoots and new trees were not growing, beaver populations declined. Along with them went the benefits they provided to riparian habitats. Beaver dams flood riparian areas creating more habitats for aspen, cottonwood and willow trees (Ripple & Beschta 2004).

The elk and their “persistent over browsing and reduction of woody browse species has also had consequences for other faunal species. With fewer aspen and riparian woody plants, the capability of these plant communities to provide food for avian species [was] greatly diminished” (Ripple & Beschta 2004, 762). Also, according to Wilmers, Crabtree, Smith, Murphy and Getz (2003) the absence of wolves in Yellowstone allowed moose populations to flourish. The moose played a role in the decrease of willow trees and this in turn damaged neo-tropical migrant bird species’ populations “which nest and feed in riparian areas” (909). Not only does the absence of wolves and the overpopulation of elk and moose negatively affect other species, but it negatively affects those ungulates as well. Since they are overpopulated, their ecosystem cannot support their numbers, and

during bad winters herbivores suffer from above normal rates of starvation. Also, the absence of keystone predators removes the evolutionary “selection pressure to keep deer fast and moose powerful” (Begley & Glick 1992).

Since the reintroduction of wolves, scientists have observed changed behavior in elk and other prey species. They are reacting to predation risk and they are learning not to frequent areas where they are most vulnerable to predation by wolves. According to Robbins (2004) wolves in Yellowstone are having the desired effect on elk populations and indirectly other species as well. Riparian area trees are beginning to grow again, unhindered by the nibbling of elk and moose. Also beavers are beginning to return, and the first documented dams along the Lamar River in 50 years have been found. Even better results have been seen in Banff National Park in Canada where wolves were reintroduced in the 1980's and “willows reappeared, the diversity and abundance of songbirds doubled” (76-81). In Yellowstone researchers are seeing the beginnings of what are likely to be dramatic results like those in Banff.

Some scientists argue that the results in Yellowstone are not conclusive and it is too early to tell if the wolves really are the cause of Yellowstone's restoration or if we are just seeing temporal fluctuations from climactic variations. Many scientists and researchers, however, agree that wolves are proving that they are a keystone predator and that their presence is essential to healthy ecosystems in their natural range. With the return of wolves to Oregon there will be another opportunity to better understand the effects of wolves on their ecosystems.

Oregon Wolf Conservation & Management Plan

The goal of the Oregon Wolf Conservation and Management Plan is to “ensure the conservation of gray wolves as required by Oregon law while protecting the social and economic interests of all Oregonians” (ODFW 2005, 2). The purpose of the wolf management plan is to find and propose procedures and methods that will allow for the protection of wolves in Oregon, with the overriding goal being the establishment of a self-sustaining population of gray wolves in Oregon. Five delisting criteria from state statutes and the OARs (Oregon Administrative Rules) that are part of that goal:

- the species is not now (and is not likely in the foreseeable future to be) in danger of extinction in any significant portion of its range in Oregon or in danger of becoming endangered; and
- The species’ natural reproductive potential is not in danger of failure due to limited population numbers, disease, predation, or other natural or human-related factors affecting its continued existence; and
- Most populations are not undergoing imminent or active deterioration of range or primary habitat; and
- Over-utilization of the species or its habitat for commercial use, recreation, scientific, or educational purposes is not occurring or likely to occur; and
- Existing state or federal programs or regulations are adequate to protect the species and its habitat (ODFW 2005, v).

Gray wolves are listed as endangered under the federal ESA as well as the Oregon ESA. The Plan is consistent with both federal and state ESAs, however when protections are eased under the federal ESA, it will be the Oregon ESA that governs protections in the state (ODFW 2005). The Oregon ESA

requires the conservation of listed species, and defines conservation as ‘the use of methods and procedures necessary to bring a species to the point at which the measures

provided under ORS 496.171-496.182 (the Oregon ESA) no longer are necessary.

Such methods and procedures include, but are not limited to, activities associated with scientific resource management such as research, census taking, law enforcement, habitat acquisition and maintenance, propagation and transplantation' ORS 496.171(1) (ODFW 2005, 10).

Since the wolf is a federally and state listed endangered species the Oregon Fish and Wildlife Commission is required to conserve the species and has statutory authority to create, adopt and implement a wolf conservation and management plan. The Oregon Wolf Conservation and Management Plan has now been adopted, is fully implementable and "this plan is the primary document governing the State of Oregon's wolf conservation and management actions" (ODFW 2005, 8). It is important to note that the habitat protections mentioned will not be required on private lands, only public lands because "nothing in (the Oregon ESA) is intended, by itself, to require an owner of any private land to take action to protect a threatened species or an endangered species, or to impose additional requirements or restrictions on the use of private land.' ORS 496.192(1)...certain conservation and management mechanisms under the Oregon ESA would apply only to state-owned lands" (ODFW 2005, 10) This has obvious implications for the argument regarding wolves as a threat to land-use rights. However, tolerance of wolves on private land will be essential to their conservation.

According to the Wolf Conservation and Management Plan, the conservation approach outlined in the plan is meant to meet the criteria for delisting as well as encourage human tolerance of wolves, because wolf conservation will not only depend on habitat conditions, but it will also depend on the level of human tolerance associated

with the establishment of gray wolf populations. The conservation part of the Plan establishes objectives for three key elements of conservation, population management, distribution and monitoring. These conservation objectives include the natural establishment of a reproducing wolf population within Oregon in suitable habitat. “Suitable habitat (e.g. high, medium, low suitability) is defined by factors including availability of natural prey, level of human occupation, level of livestock activity, and density of open roads” (ODFW 2005, 16). Wolves are habitat generalists and are able to survive in many different places, and so because of that “unsuitable habitat likely will be defined by human tolerance” (ODFW 2005, 16).

Other conservation objectives are the promotion of “social tolerance for wolves by effectively and responsibly addressing conflict with competing human values through the use of management measure consistent with long-term wolf conservation in all phases of wolf management status under this plan;” creation of “separate population objectives for two regions of the state: east and west of a line defined by U.S. Highway 97, U.S. Highway 20, and U.S. Highway 395” (ODFW 2005, 16) (see Figure 1); and the creation of three management phases for each region with corresponding population objectives. The population objectives are for eastern Oregon during Phase I are “four breeding pairs of wolves present for three consecutive years (a breeding pair is a pack of wolves with an adult male and an adult female with at least two pups surviving to the end of December)” and for Phase II “seven breeding pairs of wolves present for three consecutive years” (ODFW 2005, 16). Another conservation objective is the protection of wolves entering western Oregon and population objectives for Phase I of “four breeding pairs of wolves present for three consecutive years” and for Phase II “seven breeding pairs of wolves

present for three consecutive years” (ODFW 2005, 16). The final conservation objectives are the determination of the status of wolf populations using a comprehensive monitoring program and the development and implementation of “agreements with other agencies and/or organizations to help achieve wolf conservation” (ODFW 2005, 16).

The separate eastern and western management areas are meant to provide flexibility for reaching the conservation goals of the state. This way the process for delisting wolves will start when the population objectives for eastern Oregon have been met. There are three management phases for wolf conservation in the state of Oregon. During Phase I the population objective of four breeding pairs present in eastern Oregon for three consecutive years will be the goal of management activities. During Phase I wolves will be listed as endangered, but when the population objectives for Phase I are reached the delisting process will begin. During Phase II wolves will no longer be listed as endangered, but management will work toward the goal of seven breeding pairs present in eastern Oregon for three consecutive years. During Phase III the focus of management will be to make sure that wolf population levels do not drop below Phase II levels and to make sure that the wolf populations do not exceed manageable levels. (ODFW 2005, 26-27). Associated with each of these phases are monitoring requirements and OARs governing harassment and take of wolves. During Phase I ODFW will attempt to radio collar at least the alpha male and female of every pack and at least one member of every pack will be collared with a GPS unit. Phase II monitoring will be like Phase I with all new packs radio collared. Also ear tagging or tattooing of pups could occur. During Phase III collaring will only be used in certain situations for example when wolves disperse into new areas. Populations will be monitored through wolf pack counts.

(ODFW 2005, 31-32). The Oregon Administrative Rules relating to each of the three management phases govern what can and cannot be done to protect livestock, and the take (killing or capturing) of wolves for human safety and scientific and other purposes. (See Appendix C.)

Oregon's landscape, like much of the country's, has been dramatically altered since the extirpation of wolves due to things like habitat loss and fragmentation from development and roads. The Plan suggests that deaths related to roads will be a major challenge to wolf conservation since road densities are so high in many areas of Oregon (see figure 4). Also mortality from humans and displacement and population isolation due to human activity or development are major challenges (18). For those reasons the Plan predicts that wilderness areas and habitat away from livestock will provide the best chances for conservation success. Another important factor in determining where wolf habitat will be is the prey base. All of these factors however, are merely guesses; it is difficult to determine where wolves will actually establish populations (20).

Figure 1. This figure from the Oregon Wolf Conservation and Management Plan shows the border between the eastern and western management zones. (ODFW, 17).

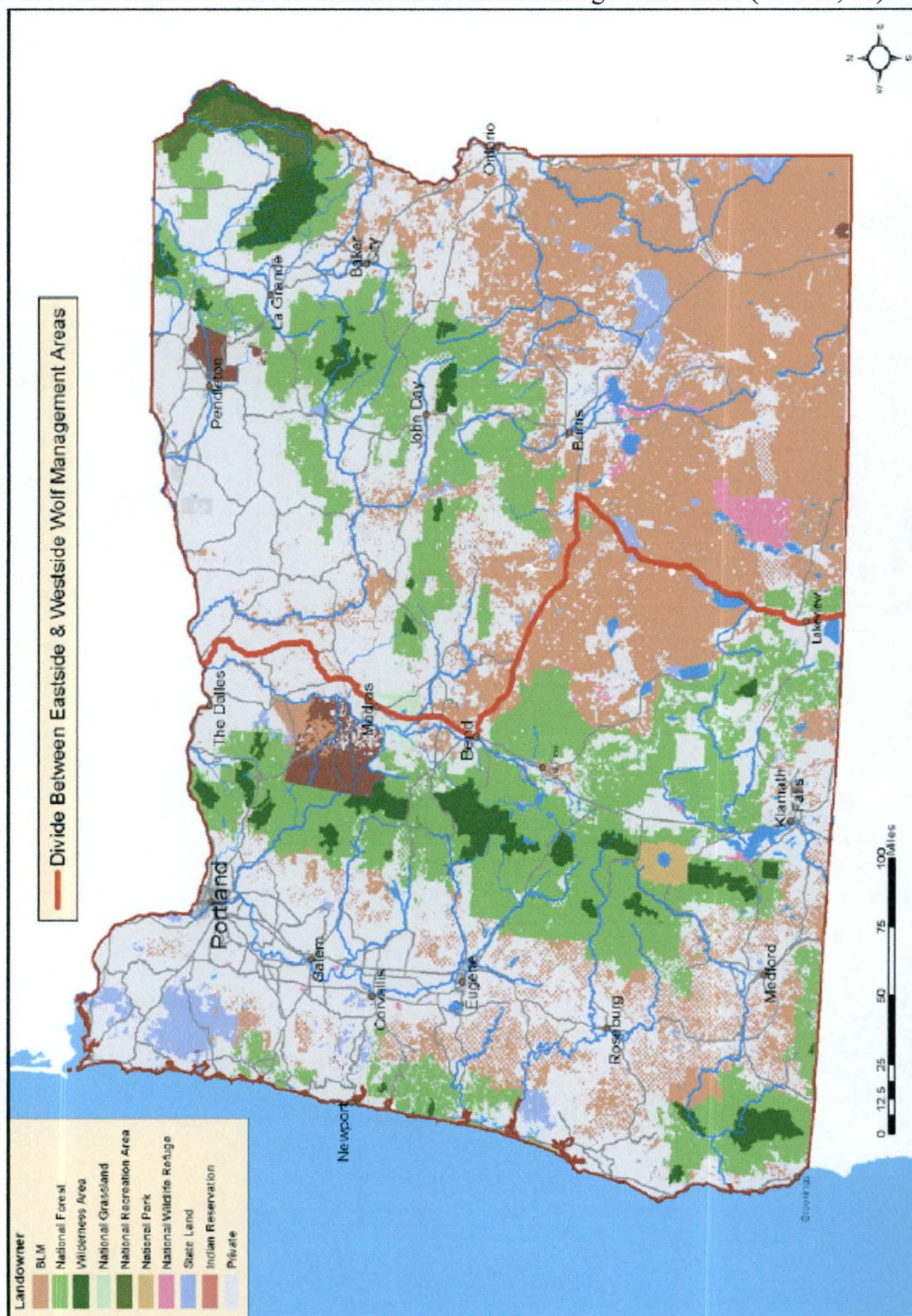


Figure 2. This figure from the Plan shows the vegetative cover of Oregon. (ODFW, 21).

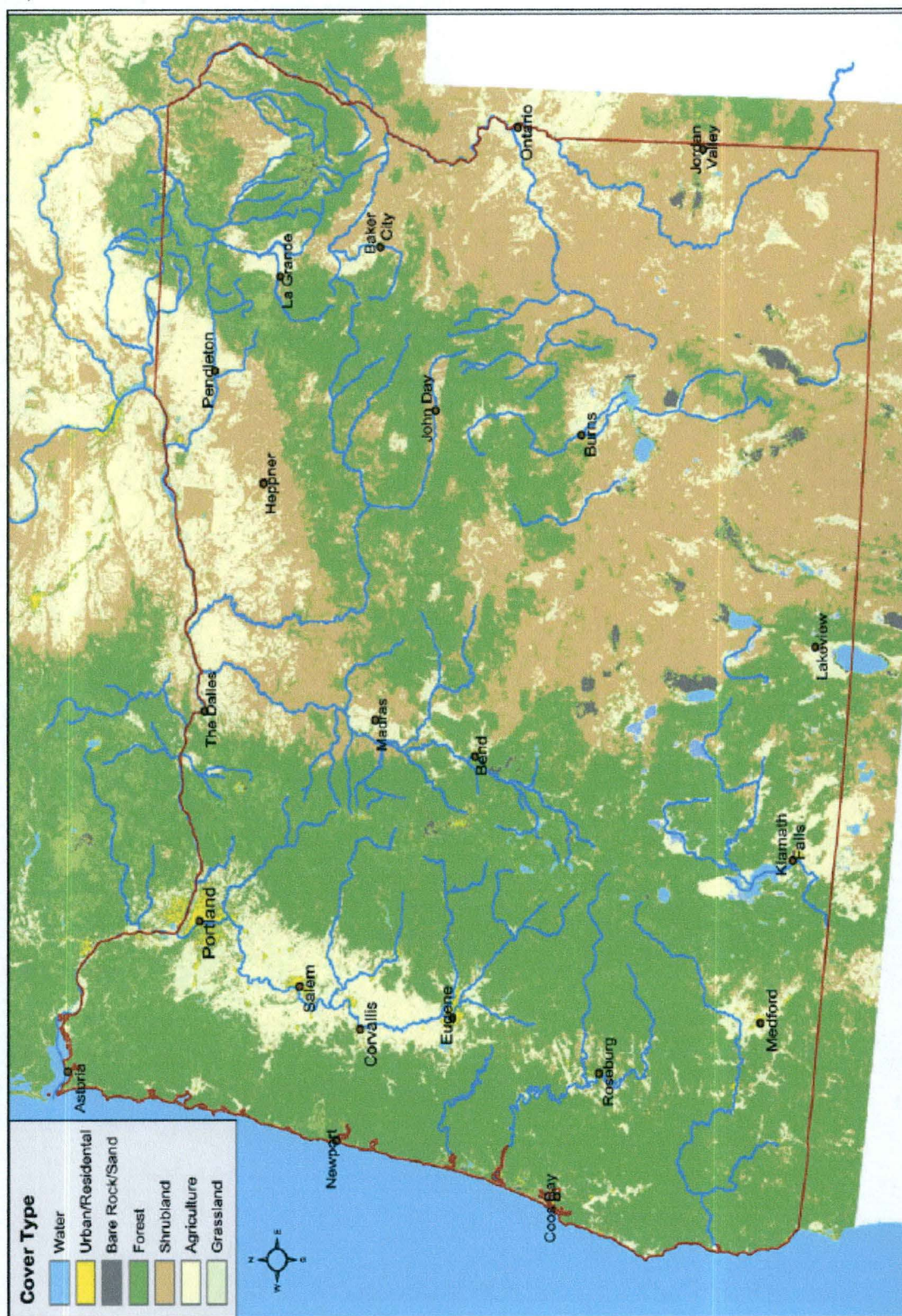


Figure 3. This figure from the Plan shows the wilderness areas, forest lands and National Forests of Oregon. (ODFW, 22).

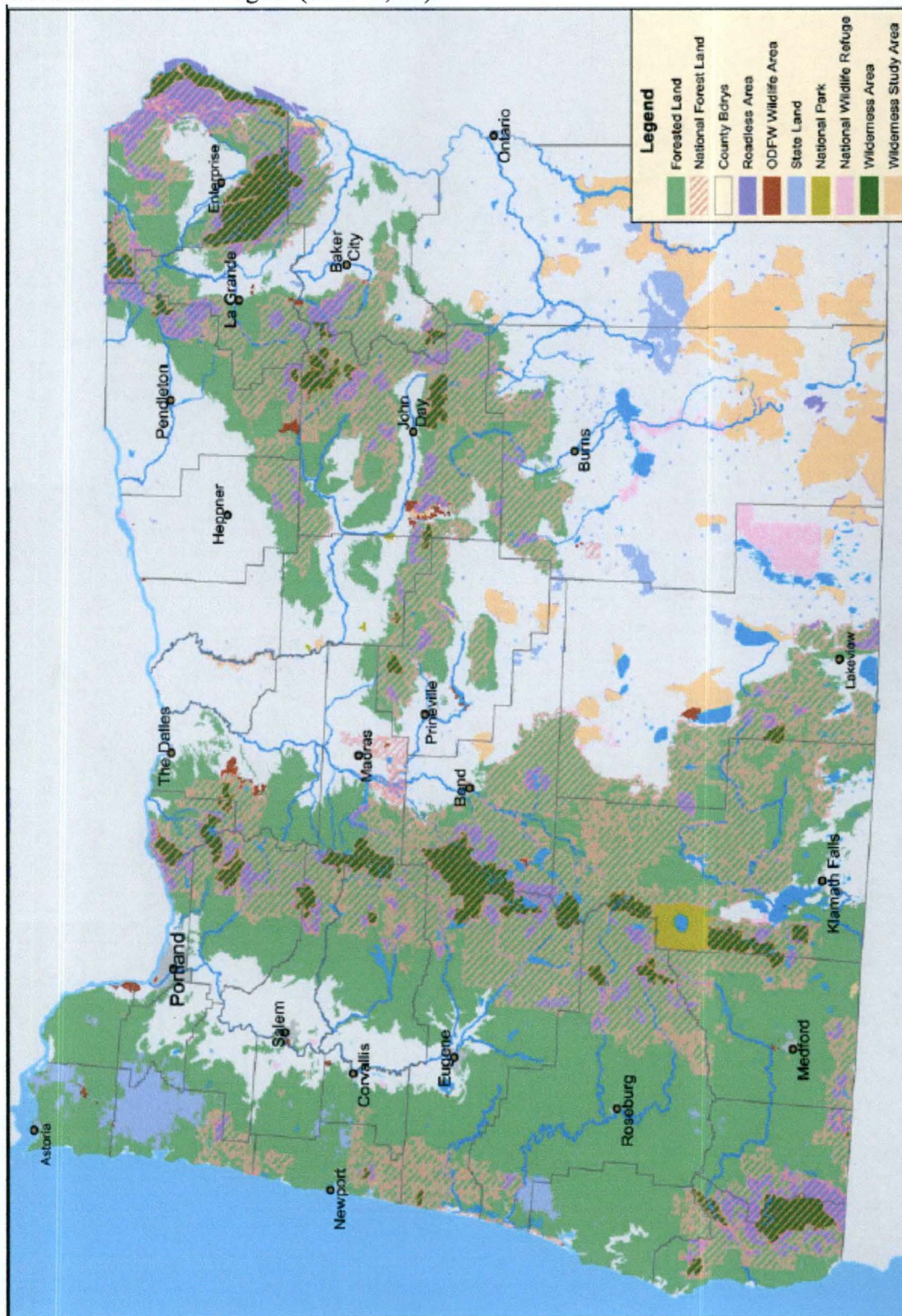
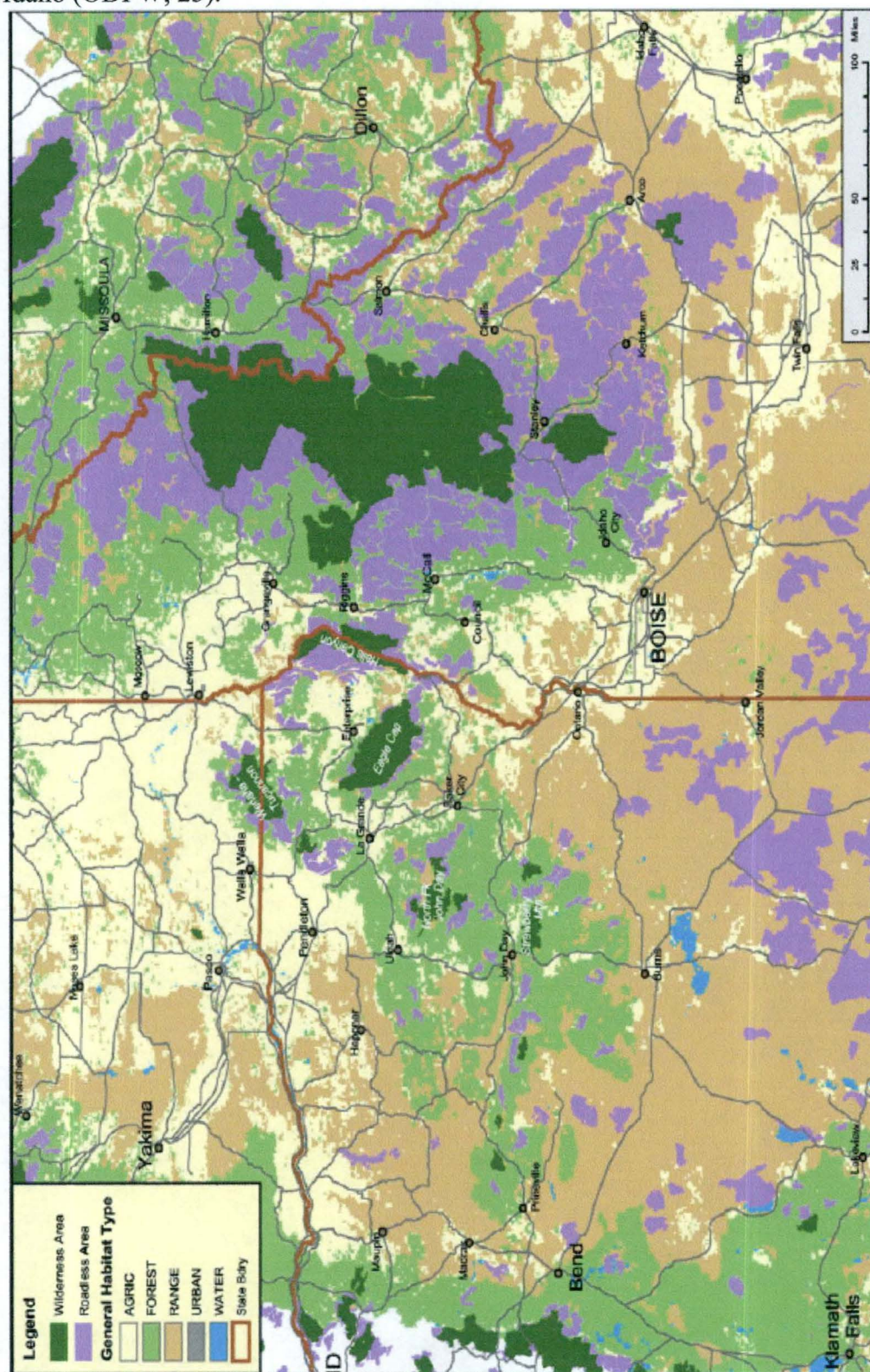


Figure 4. This figure from the plan shows roadless areas in eastern Oregon and central Idaho (ODFW, 23).



Figures 2 and 3 show the vegetative cover, wilderness areas and forest lands of Oregon. These figures show that a large portion of eastern Oregon contains rangeland, and that western Oregon has much more forestland that could be more suitable to wolves than the more sparsely forested and wilderness areas of eastern Oregon. Figure 4 shows a wilderness corridor in the northeastern corner of Oregon at the border with central Idaho. This corridor is where wolves from Idaho will most likely enter eastern Oregon. Figure 4 also shows that the wilderness and roadless areas in eastern Oregon are much smaller and more spread out than they are in central Idaho. The wilderness and roadless areas in Idaho are very good habitat for wolves, and the lack of comparable habitat in eastern Oregon is part of what makes it hard to predict where wolf populations will establish themselves. The lack of such habitat means that there is possibly more potential for wolf-human interactions and conflicts, especially in the form of livestock depredations. While these depredations are also difficult to precisely predict, the Oregon Wolf Conservation and Management Plan states that

Private lands associated with the livestock community provide important habitat for many wildlife species. Ranches and farms often are located at lower elevation foothills or in large riverine valleys that are seasonally occupied by wintering deer and elk...Once livestock are gathered in from public lands each autumn, the majority are transferred to private property at lower elevations where they are fed on winter feed grounds. Deer and elk herds generally migrate to lower elevation winter ranges, often in close proximity to livestock, particularly during the more severe winter periods. This close proximity of big game and livestock during winter months may increase wolf-livestock interactions as wolves follow deer and elk to winter range. (ODFW 2005, 35).

This means that wolf conservation and management in Oregon as outlined in the Plan will require “tolerance for wolves on both public and private lands” (35). According to the Plan, wolves do occasionally prey on livestock, but not necessarily automatically, and

livestock are not something that wolves rely on to survive (36). In light of that, the Plan developed a wide range of tools and options for livestock owners and producers to deal with wolf depredations. The rules governing those actions available to livestock producers can be found in the OARs in appendix C. The Plan focuses on a number of non-lethal non-injurious and injurious approaches to controlling wolf depredations such as guard animals, fencing, fladry (“involves attaching numerous strips of flagging material along a fence...for the purpose of keeping wolves out”) (103), firing shots in the air, confronting the animal, the use of rubber bullets and bean bag projectiles. During certain phases relocation is an option, as is take of problem wolves by ODFW officials. Also, with a permit, during some phases, a livestock producer may be allowed to kill a wolf caught in the act of killing or biting or otherwise wounding a livestock animal. There are also a number of livestock producer assistance programs proposed by the Plan, such as funds to compensate for lost livestock, to compensate for the costs of preventing livestock depredations and educational programs to keep producers informed and knowledgeable about rules and how to prevent and deal with livestock depredations.

The addition of wolves will not only affect livestock and livestock producers, it will also affect ungulate populations. There will likely be a number of biological benefits to ungulate populations by the reestablishment of wolf populations, but there are also concerns regarding ungulate hunting opportunities. The management plan addresses strategies, in line with the goals of ensuring healthy wolf populations as well as recreational opportunities, to “ensure retention of recreational ungulate hunting opportunities and healthy ungulate populations” (49). Hunting in Oregon is a major source of revenue and contributes greatly to many local economies. The revenue from tag

and licensing fees supports many wildlife conservation efforts in Oregon, and as such is very important. There is a great deal of debate about what the effect of wolves will be on ungulate populations, but like wolf distribution it too is difficult to predict. If predation is determined to be the cause of a significant and harmful decline in an ungulate population, actions may be taken to manage other carnivore populations as well as wolves if they are not state-listed. If wolves are determined to be the cause of an ungulate population decline they may be relocated or if they are not state-listed controlled take may be one of the options for action. (ODFW 2005, 50-58). Boswell (2004) cites anecdotal evidence that wolves have had a significant negative impact on elk populations in Idaho. However, the kill rates for Utah gray wolves were about 9 to 12 ungulates/wolf/year (UDWR 2003), and the elk population in Oregon is estimated to be 120,000 (ODFW 2005). The estimated mule deer population of Oregon in 2001 was 266,050 and the black tail deer populations in Oregon equal about 320,000. Populations of white-tailed deer, California bighorn sheep, Rocky Mountain bighorn sheep and Rocky Mountain goat are significantly lower and they could be vulnerable to wolf depredation (ODFW 2005). However, because studies have shown that wolves in Idaho prefer elk and with only 9 to 12 ungulates/wolf/year wolves should not have a significant impact on elk populations in Oregon.

Other effects that wolves may have on the state of Oregon are economic, and are potentially both positive and negative. Like many other aspects of the reestablishment of gray wolves, the exact economic impacts are hard to predict, but wolves will no doubt affect local economies in Oregon. For one thing, if and when gray wolves are federally delisted, the gray wolf conservation programs in Oregon will no longer receive federal

funding, and the state of Oregon does not have the necessary funds to make up for that loss (Weiss 2006). Finding other sources of funding will be a challenge.

There will of course be costs associated with livestock depredation from the direct loss to livestock producers, but also to ODFW and Oregon Fish and Wildlife Services from lethal and non-lethal management measures. However, there is currently a fund set up by Defenders of Wildlife to compensate livestock producers for any losses due to depredation (ODFW 2005). A state fund has yet to be created as a result of the 2005 legislative assembly and the efforts of opponents of wolf reestablishment.

There may be economic losses in the form of decreased tag revenue and licensing revenue, if cutting back on hunting will be required. If there is a lower supply of hunting opportunities that not only means lost revenue for ODFW, but also for local economies that benefit from the presence of hunters and the purchase of supplies, food and lodging. (ODFW 2005). However, if the feeding habits of gray wolves in Utah (9 to 12 elk/wolf/year) is an accurate indicator for Oregon gray wolves, then a negative impact on big game herds and hunting opportunities should be minimal or nonexistent. Also, the presence of wolves will create wildlife viewing opportunities and wolves are a charismatic species whose return is valued by many. According to the Plan there is significant potential for revenue from wildlife viewing and associated economic activity similar to that associated with hunting. The Plan also points out that there is a willingness on the part of many Oregon residents to pay for wolves because of their belief in the existence value of wolves.

Chapter V: Public Education and Values

Views, Values & Wolves

Since the disappearance of wolves from most of the U.S. and Oregon, society's views and values regarding nature have been changing, so too have its views and values regarding wolves; the reintroduction and reestablishment of wolves in many places in the country proves that. However, as much as those views and values have changed for some, for others they have stayed the same. More often than not, in the U.S. and Oregon, the determining factor for a person's opinions about wolves is whether they live in a rural or urban area. The reasons for this are not simple, but a major factor in those opinions is the fact that rural communities bear a disproportionate amount of the costs and burdens associated with the presence of wolves. When the Oregon Wolf Conservation and Management Plan discusses the importance of human tolerance in the conservation effort, what it mostly means is that the tolerance of wolves in rural communities is key to wolves' survival. Rural communities will be the closest physically to wolves, their livestock and pets may be preyed upon by wolves and they are the communities that will fear the most for their children's safety and their own. That is not to say that everyone living in rural areas is against wolves or has strong feelings either way. There is a diversity of opinions in every landscape, rural and urban. But rural communities are the most affected by wolves, other predators and other environmental and land-use issues and that fact has created a rift and sometimes even animosity between rural and urban communities in the U.S. and especially in Oregon.

Since wolves have only recently returned to some parts of the U.S., ranchers today have not had to worry much about wolves probably for most of their lives.

However, if their families have been in the business long they probably remember when their parents and grandparents had to worry about wolves. Charles Price, a rancher in Wyoming, wants to be able to kill wolves without restrictions now that they are being considered for delisting. He says, ““that’s the way we took care of them before...It’s the way my grandparents took care of them. They roped them, shot them, anyway to get rid of them”” (Robbins 2006). Mr. Price believes that wolves have no place in the U.S. (Robbins 2006). Zumbo (2003/2004) feels the same way; he describes wolves in a way similar to that of European myth. He speaks of the violence and savagery of wolves and the inhumane way in which they kill. While he acknowledges that all predators kill, he further objects to wolves because of their impacts on species that people like to hunt. This is a sentiment shared by many who are uneasy about the return of wolves in the west. Zumbo (2003/2004) relates many of the frustrations that are shared by those who oppose wolves. In Wyoming elk tag sales have been reduced, and according to Zumbo fewer elk calves are seen, while friends and neighbors have lost pets to wolves. Zumbo says of his neighbor who lost a dog to wolves, “he was unable to defend his pet because he would have faced a stiff fine and a possible jail term” (73). These are valid concerns and they are problems that for the most part only rural communities will have to face.

As Zumbo points out though, there are a range of opinions on how to deal with wolves. Some people want no wolves, some want no management of wolf populations and others like him feel that since wolves are here to stay, they should be managed to ensure that big-game populations remain large. He makes it clear that he and many others, as well as the states of Idaho, Montana and Wyoming did not want the

reintroduction of wolves to happen. However, now that it has, most agree that management is the only option, but that doesn't mean they have to like it.

The Wallowa County Commissioner, Ben Boswell, does not support the return of wolves to Oregon, but chose to sit on the Wolf Advisory Committee to see that the interests of his constituents were represented. According to Boswell, wolves will not represent a large threat to livestock producers because they already lose far larger numbers to disease, starvation and predation from other creatures than they would to wolves. However, he believes that wolves will represent a threat to big game herds and the revenue that the state and local communities receive from hunting and related activities. Boswell argues that wolves in Idaho have severely reduced big game herds in part because of the wolves' incredible numbers. He says that wolves in Idaho, Montana and Wyoming have been much more prolific than expected and that they are reproducing too fast. Boswell worries that the same scenario will play out in Oregon once wolves are reestablished here. He says that in eastern Oregon communities or at least in Wallowa County, local economies have already suffered due to other endangered species and environmental legislation; and that has created a fear of the federal government. Now the federal government has done it again with wolves. Eastern Oregon residents don't fear the wolf; they fear what they see as an attack on their way of life.

In Oregon there is a wide range of stakeholders in the wolf controversy, including livestock producers like sheep and cattle ranchers, rural community members, outdoor recreationalists, hunters, conservation groups, environmentalists, ODFW, Oregon Fish and Wildlife and wildlife viewers. Each of these stakeholders has a direct interest in the reestablishment of wolves and for some the return of wolves is a threat. As with wolves

everywhere, there is a great deal of emotion tied to the issue. The public comments made during the 14 town hall meetings held by the Oregon Fish and Wildlife Commission demonstrate this diversity of opinions, and illustrate the rift and animosity between urban and rural communities in Oregon. This is demonstrated by comments like “Portland seems to control Oregon. What good does it do for us to come to meetings? Eastern Oregon residents are frustrated with control of natural resource issues by the Westside” (ODFW 2002). This comment shows that some eastern Oregon residents and rural community members feel like wolves are just another example of a larger problem: their lack of voice, and government regulation that they see as unfair. Another comment that supports this is, “Eastern Oregon should have more say than Portland metro area. We don’t vote on light rail. They shouldn’t vote on wolves” (ODFW 2002). The rural communities of eastern Oregon are acutely aware of the fact that they will be the most negatively affected by the return of wolves. They also feel they have no voice, “I am concerned that the people who are affected by predators (wolves, cats and bears) are not being heard” (ODFW 2002).

Other comments from those town hall meetings in rural areas reflect concerns about human and livestock safety, livestock compensation, the lack of funds for livestock compensation and the use of tag sale revenue to fund wolf conservation. This is something that many hunters in Oregon are opposed to. They don’t want to see the ODFW revenue that comes from tag and licensing fees to go to wolves. Many comments also suggested that there is not suitable habitat for wolves and that deer and elk populations and hunting opportunities will suffer greatly from the reestablishment of

wolves. It is clear from the comments that in rural communities in Oregon there is a large amount of intolerance of the idea of letting wolves return to Oregon.

Since wolves have not established populations in Oregon yet, there are many who want to see to it that they do not. For example the Oregon Cattleman's Association has a zero tolerance policy for wolves and is lobbying and doing everything in its power to prevent the successful reestablishment of gray wolves in Oregon. Their lobbying efforts resulted in the failure of the 2005 Oregon legislature to pass the necessary legal changes included in the draft of the Oregon Wolf Conservation and Management Plan. There are other groups however, like the Oregon Sheep Growers Association, which accept the return of wolves as inevitable and are willing to compromise and find a management system that will work to ensure the continuation of their livelihoods. Unfortunately for livestock producers in Oregon, the stand of the Cattleman's Association, although contrary and damaging to many of their constituents, has meant that the compensation legislation did not pass, although it will get another chance in 2007 (Weiss 2006).

Although there are many in Oregon who do not welcome the return of wolves, there are those, as many as 70%, that do. It should be noted that the breakdown of who the 70% of Oregonians are that support the return of wolves is not known. However, from town hall meeting comments it appears that the majority of people who support the return of wolves live in urban areas. It also appears that the majority of people living in rural areas do not support the return of wolves. Many of the comments made at town hall meetings show that a large part of the population are happy to see wolves return. The positive comments ranged from believing that wolves should have more right to the land than ranchers to being glad about wolves, but wanting to be sure that ranchers and rural

communities do not suffer. Many of the comments reflect a feeling of deep satisfaction that a native species once exterminated from Oregon will be returning. Weiss (2006) feels a similar sentiment. She believes that since gray wolves are a native they belong here. She says that it is so rare to see a species that was extirpated from a region return and that this is an incredible opportunity for Oregon. But she too believes that wolf conservation and management programs should assure that the return of wolves will work for the many different stakeholders in Oregon.

Wolves & Public Education

With a controversial issue like the reestablishment of wolves, emotions and tensions tend to run high. Since human tolerance of wolves' presence in Oregon is central to the success of their conservation, that success and the future of gray wolves in Oregon is difficult to predict. However, if states like Idaho, Montana and Wyoming are any indicator, wolves in Oregon should flourish. Those states faced possibly greater opposition than Oregon faces, and still wolf populations there have increased dramatically. Also, if the length of a management plan helps determine its success, then Oregon is in great shape. The management plans of Wyoming and Montana are less than half as long as the Oregon Plan. The Oregon Wolf Conservation Plan is also more detailed and comprehensive and seems to "cover all the bases," especially when compared to the other states' plans. Although Idaho, Montana and Wyoming wolf populations have been very successful, with about 70 breeding pairs and over 1000 wolves in those states and 500 to 600 in Idaho alone by December 2005, Idaho Fish and Game (2005), the return of wolves to those states is very recent and wolves are still listed

as endangered there. Therefore the potential success of long-term survival of wolves is unknown. Also, as seen in figure 4, Oregon does not have the same habitat conditions as Idaho, and it is unclear how that will affect the success of the Oregon plan.

To help ensure the successful conservation of gray wolves in Oregon the Oregon Wolf Conservation and Management Plan proposes several things. Among them are public education programs, cooperation between various state agencies and a swift response to wolf complaints. The informational and educational strategies that are important for successful gray wolf conservation are,

- “Actively educate livestock producers about non-lethal management techniques...
- Provide wolf monitoring information to livestock producers as needed to keep them informed of wolf activities and movements...
- Educate livestock producers, landowners living near wolves, livestock producer organizations, county extension services, ODA and others to develop and deliver a comprehensive education program to prevent depredation...
- Inform and educate the public regarding appropriate responses to encounters with wolves...
- Develop and implement a comprehensive education program that prepares citizens to coexist with wolves. (72).

The Plan emphasizes that two-way communication is an important part of wolf management. It also recommends a number of tools and goals for communication.

Among them are the creation of an annual report on management activities and meetings, creation of public interest posters, creation of lesson plan kits and classroom materials regarding wolves for teachers, so that the “next generation” learns about wolves and wolf management, and the organization of meetings to explain the Management Plan and its implications and effects.

Wolves will depend on human tolerance in Oregon, and educating the public about wolves is an essential element in creating greater tolerance. One of the objectives of the Plan is “to have an informed and educated population to prompt two-way communication between wildlife managers and others with an interest in wolves” (74). The ways in which the Oregon Fish and Wildlife Commission hopes to achieve that objective are:

- [the development and implementation of a comprehensive] communications plan to meet the following goals:
 - Inform interested parties about ongoing wolf management activities;
 - Educate interested parties about the biology and behavior of wolves as a species in Oregon;
 - Inform domestic livestock and pet owners how to prevent and react to cases of depredation;
 - Inform rural residents, hunters, and back country recreationalists about avoiding human safety threats and what to do if human safety is threatened by a wolf;
 - Inform hunters and trappers how to avoid targeting wolves during legal harvest seasons;
 - Receive and provide wolf sighting information to aid with wolf surveillance; and
 - Receive comments on implementation of the Wolf Conservation and Management Plan for adaptive management purposes.
- Coordinate information and education efforts with other agencies and non-governmental organizations to ensure that accurate information is disseminated to interested parties and that costs are kept to a minimum.
- Develop written materials for distribution and Web-dissemination on wolves and the wolf management program.
- Ensure that members for the public and media have access to the most current information on wolf management through written materials, web site content, oral presentations and news releases.

- Create a 'bulletin board' weekly notice in the Web or elsewhere that describes: 'this is the situation now.' It would contain monitoring results from radio-tagged animals." (74).

The Plan suggests that education be given a sufficient budget because it is so crucial. The above strategies provide for a number of educational opportunities through a number of informational media. If public education efforts proceed as they are outlined above it would lead to a much more informed and knowledgeable public, and is intended to reach everyone with interests in wolf reestablishment. There is already a great deal of information about wolves and their reestablishment in Oregon available at the ODFW website including, the Oregon Wolf Conservation and Management Plan, the OARs regarding wolf take and harassment, a history of wolves in Oregon and various links about wolves. The website and regular bulletin board postings should be a valuable educational tool.

Chapter VI: Conclusions: the Future of Wolves in Oregon

There are certainly a number of challenges facing wolves that enter Oregon and attempt to establish populations here. As the Oregon Wolf Conservation and Management plan emphasizes, human tolerance is one of the most critical factors in conserving gray wolf populations in Oregon. Currently, one of the largest obstacles to human tolerance for wolves is the failed statutory changes to Oregon law allowing for the designation of wolves as a "special status mammal," the removal of the permit requirement to kill a wolf in the act of attacking livestock and the creation of a state-funded program to compensate livestock producers for losses due to wolves. This will potentially be rectified in the 2007 Oregon legislative session. The bill in which the proposed changes were included failed to pass the full House mainly due to lobbying efforts of the Oregon Cattleman's Association. This is not good for their constituents if wolves do reestablish populations in Oregon, but according to Weiss (2006) and others, the Cattleman's Association holds a zero tolerance policy for the presence of wolves and are in no way cooperating with efforts to reach a solution that could work for everyone. They are still lobbying to keep wolves out of Oregon and this was one of their political maneuvers. However, there is strong support for these changes by many of their constituents, and organizations like the Oregon Sheep Growers Association are working with organizations like Defenders of Wildlife to see to it that these changes pass in 2007. (Weiss 2006).

Another obstacle to wolves entering eastern Oregon is that Oregon has significantly less roadless and wilderness area that is sparser than in central Idaho and there is significantly more rangeland in eastern Oregon. This means that wolves will be

living closer to human and livestock populations, so there will be a greater chance for human/wolf and wolf/livestock conflicts. For that reason human tolerance will be even more important to wolf populations in eastern Oregon than in central Idaho. The good news for wolves may be that western Oregon has significantly less rangeland than eastern Oregon and significantly more forestland. Western Oregon will probably have less potential for wolf/human and wolf/livestock conflicts, and the western half of the state is arguably more open to and tolerant of the reestablishment of wolves.

Our views of nature have always affected our tolerance of other creatures and our relationship with the natural world. For Western culture, views about nature and the environment have often been about domination or fear. With the growth the environmental movement in the latter half of the 20th century, Western culture's views of nature have begun to change. The ideas of intrinsic value and sustainability have taken hold over many and have started to change our relationship with the natural world and the other species with which we share the planet. According to the Oregon Wolf Conservation and Management Plan, 70% of Oregonians support the reestablishment of gray wolf populations in the state; this is a figure that would have been unimaginable 100 years ago. Society's views of nature are changing and the preservation of wolves that were once feared and demonized by society is perhaps the greatest proof of that.

However, there are still those, many of whom live in rural areas, who perceive the wolf as a threat to their safety, their children's safety and their livelihood. Some of those perceived threats are grounded and others are more myth than fact. But the fact remains that those perceptions are there and they will influence human tolerance of wolves in Oregon in a negative way. It may be that most of the 70% of Oregonians that support the

reestablishment of wolves in Oregon live in urban areas and that most rural residents, whose tolerance is essential to wolves, do not support the return of wolves. From the Plan, the Oregon Fish and Wildlife Commission seems determined to create an atmosphere that is safe for wolves through the use of educational programs and tools and by creating programs to help livestock producers avoid wolf depredations and compensate for the inevitable losses.

Since it is largely rural communities, especially in eastern Oregon that will bear the most costs related to the reestablishment of wolves, and that feel they have had to bear the costs of environmental and land-use legislation thanks to the urban populations of western Oregon, there has been and continues to be tension and a rift between rural and urban populations in Oregon. This is not only a social problem; it can become a problem for endangered species when those who feel they have no voice when it comes to the politics of the state decide to use an endangered species to gain a voice. This happened with the spotted owl. Unless Oregon can find a way to bridge the gap between the rural and urban peoples of the state, unless Oregonians can find a way to communicate, understand and compromise, human tolerance for gray wolves and other endangered species in Oregon may not be great enough to ensure their conservation. This is certainly a difficult gulf to cross. The wolf town hall meetings held by ODFW show how great the level of animosity can be; but there is hope and there is movement in the right direction.

An Oregonian article called "Overcoming the urban-rural divide" tells the story of students from a Portland area environmental school and ranchers from Monument and their attempt at beginning to bridge the urban-rural divide. Twenty-two students from the

K-8 Sunnyside Environmental School visited Grant County in mid February of 2006 “at the invitation of ranchers hoping to bridge an urban-rural divide” (Cockle B2). The author, states that this all began last year when some of the students testified at a public hearing in favor of wolf conservation. The students recited poetry and sang a rap song to convey their feelings about wolves, and some of the ranchers were offended by their testimony (Cockle B2). And it is easy to see how they were offended; with such passionate feelings about wolves on both sides of the debate, a passionate display by one side could certainly make the other side feel as though their position and needs are being ignored. However, this visit was a step toward understanding each other and toward listening to each other. In the article, Cockle states that many of the students were surprised to learn how much the ranchers know about the environment and that they work hard “to protect streams, meadows and forestlands” (B2). Although there wasn’t much discussion of wolves and their inevitable return to Oregon, this visit was beneficial to both sides and probably the state as a whole. Jan Zuckerman, a Sunnyside teacher, said, ““I think the kids learned we have a lot in common which is probably what we all need to learn in this state””(Cockle, B2). Also, Maureen Hosty who is a wildlife steward extension agent at Sunnyside said, ““the kids felt like it broke down a lot of stereotypes on both sides... We have a lot more in common than we do differences””(Cockle, B2). Both the ranchers and the students learned something in one day that the state of Oregon hasn’t been able to learn yet, we are all stakeholders in this state and we all have something to learn from each other. Hopefully this won’t be the last step taken by the urban and rural peoples of Oregon; hopefully it is only the beginning.

Despite the obstacles that gray wolves face in establishing populations in Oregon, it is possible and the wolves are literally moving in this direction. Society's ideas about nature and wolves are changing, slowly in some places, but they are changing. Oregonians, with the help of some school children, are beginning to try and make the state whole again. Wolves and people can coexist, it is working in other states, it can work here, but it will take sincere effort. All of Oregon's stakeholders will have to calm their emotions and work toward compromise. This will be difficult and it will probably require that the 70% of Oregonians who support the return of wolves put their money where their mouths are. If gray wolves are federally delisted, funding will be a problem. Funds for conservation programs and compensation funds will be at risk and alternative sources of funding will have to be found. Despite the problems and uncertainties, the fate of the gray wolf will be tied to Oregon; the wolves are coming and for now Oregonians will have to learn to coexist with the wolf and each other. I believe the state will be better for it. The return of wolves represents an incredible opportunity for conservation in Oregon; it also represents an opportunity for the state in terms of cooperation. With the diversity of interests in Oregon and the diversity of conflicts between different interest groups in Oregon, a successful reestablishment of the gray wolf that includes low levels of human/wolf conflicts could lay the groundwork and show Oregonians that coexisting with nature and with each other is possible.

Appendix A: Glossary of Terms

Keystone Species: a species that exerts great influence on an ecosystem relative to its abundance. (<http://en.wikipedia.org>)

Keystone predator: A keystone predator may prevent a particular prey species from overrunning an ecosystem. (<http://en.wikipedia.org>)

Trophic Level: the trophic level is the position that an organism occupies in a food chain - what it eats, and what eats it. (<http://en.wikipedia.org>)

Trophic Cascade: A trophic cascade is made up of indirect effects on species of lower trophic levels by the predator in one of the top trophic levels. (Ripple & Beschta).

Take: “as defined by Oregon Law, to kill or obtain possession or control of any wildlife [ORS 496.004(16)].” (ODFW, 105).

Ungulate: “Of or belonging to the former order Ungulata, now divided into the orders Perissodactyla and Artiodactyla and composed of the hoofed mammals such as horses, cattle, deer, swine and elephants.” (<http://dictionary.reference.com>)

Appendix B: Interview Notes

Interview Notes from Interview with Ben Boswell Wallowa County Commissioner and member of Wolf Advisory Committee 4/18/06

Note: The following are paraphrased interview notes, not exact quotations.

How did you become involved in wolf management planning?

Volunteered, goes back to 99, probably before legislative for Oregon state grange, adopted a policy wrote that opposed commissioner in 93 and in 99 held a wolf summit. Applied for it and was appointed.

What was your experience like on the committee? Did you feel like all interests were well represented and that communication was open?

Intended to be a balanced committee. But a distinction wasn't made about were people representing themselves or their constituents. Question of whether of representative govt and delegated govt. Boswell represented his constituents, he was delegated authority from constituents. Problems, hunter rep did not represent constituents and livestock rep did not represent best interests of constituents.

Frustrated by facilitation of committee meetings, wait in line to speak, prohibited from engaging in conversation with others, and not able to respond in a timely manner to issues raised. Late in process discovered that conversation was going on in sidebars, and later brought to table. The mediator did well with documentation, but not with communication. Process was frustrating.

Did you feel like the comments and concerns of all of the stakeholders were heard and incorporated into the plan?

Public comments incorporated, all very similar to what was discussed. Many uninformed and not appropriate.

What could be the impacts of wolves returning to Oregon?

Would not devastate livestock industry, they have lots of other troubles, decimate big game industry and hunting herds. Email from usfw, missing 19 collared wolves in Idaho, but there is no sign in county, but heard from others that there were 3. Lesson from introduced areas, wolves breed like rabbits. Much more prolific than expected, significant impact in big game herds. Good thing they would reduce cougar population.

Two file boxes of wolf reading, lots of study, considers expert, rule of wolf behavior is there is no rule. They are adaptive and can't count on it. At least in Wallowa county suffered sever socioeconomic decline due to endangered species, and extractive resources, and that creates fear of federal govt. and now they have done it again, it's an attack on lifestyle, not fear of wolf.

The rural residents of Oregon and livestock producers especially will bear much more of the costs of reestablishment than urban residents, what do you think the effect of that could be? Is there a way to compensate for that disproportionate burden?

Best compensation is prevention, livestock owners need the permission to protect their property, legalize take in certain circumstances. Prevent loss. Compensating for loss is the next step, in meetings he attended, public consensus was that compensation is necessary, didn't pass legislation. Crop damage compensation programs is a good guide. Fed govt. responsibility, since they released the wolves. Need ability to take a wolf and compensation. State seeking to kill wolves that are impacting big game populations. State needs authority to kill wolves when prey population is reduced.

Federal delisting wouldn't help, would hurt Oregon. There are no wolves in Oregon there fore they are protected.

**Interview Notes from
Interview with Amaroq Weiss
Defenders of Wildlife Director of Western Species Conservation
3/30/06**

Note: The following are paraphrased interview notes, not exact quotations.

How did you become involved in wolf management plans?

Work for defenders of wildlife and working on wolf conservation and recovery issues since 1999...worked for California wolf center...biology and law degree...grew up in Iowa and sought out work for their conservation...appointed by OFWC to sit on wolf advisory committee to assist in developing wolf conservation and management plan...testified at hearing prior to committee...defenders help people who are intolerant with wolves...large number of stakeholder sat on committee represented on committee, nominated

What was your experience like on the committee? Do you feel like the mechanisms for communication were/are open?

Commission and agency hired group called resolve for conflict resolution and mediation, specialize in environmental mediation, communications were about as open as they could be, times when some members wished other members participated more frequently or less frequently...forum designed for and did allow for open communication. Prior to committee wolf experts held hearings and presentations, outfitters and guides, livestock producers, input from experts, 15 town hall meetings on thoughts, commission considered info on wolf workshops and town hall meetings and state attorney generals office regarding Oregon ESA. Wolf advisory committee met for a year once a moth fall 2003 to fall 2004...draft plan to commission submitted draft plan to public...meetings open to the public, public could express comment and written comments, the draft included a number of public comments, draft went out for public comment, several hearings, a final committee meeting after public comment process to review additional comments, then incorporated amendments to plan. By feb. hearing numerous oral and written comments, then adopted draft plan with minimal changes based on internal discussions and public comments. Pretty good, follow up, important to realize entire plan was implementable, four pieces needed legislation needed new legal designations. Attempt to achieve legislation due to bad strategy calls by ODFW, against constituents' interests, lobbied against plans, legislation in 2007 attempt to get enacted by legislation. Commission forced to remove those parts of the plan, commission did not purposefully act to go against interests.

Joint compensation and proactive fund, pay for proactive efforts to cost share non-lethal method to prevent wolf-livestock conflicts. Second piece change agricultural damage statute and accidentally caught a wolf not legally liable. Amend Agricultural Damage statute add wolves caught in act of attacking livestock, biting killing or injuring, not just chasing, fourth creates new designation under game mammal statute sub category called

species status mammal, not general season hunt ever, but specific circumstances where wolves could be trapped or hunted, relocation or lethal take. Main two were compensation and ability to kill wolves in act of attacking livestock.

Do you think that the actions of the OCA had to do with trying to stop wolves from returning to Oregon?

To do with not wanting wolves back period. Oregon cattleman's association will not acknowledge or do anything to support return of wolves. Oregon farm association and sheep growers association support and saw value of this bill and lobbied to pass bill. But cattleman's association lobbied against it to go against constituents. May lobby for it later, may be more inclined to negotiate. The remainder of plan is implementable and operational. Plan is still implementable, includes monitoring, public education, looking for funding sources and things relating to meeting population goals.

What do you see as the wolves' place in Oregon?

Native species of Oregon, once lived here in great numbers, people often think of Oregon being main habitat, but from bounty numbers show wolves in greatest numbers in western Oregon...guy playing fiddle nice nights and accompanied by wolves, south central bioregion tribes include wolves in religion and creation story, tribes traded pelts, used as a reason to call people to together to create a state, to get people to contribute taxes to raise money for bounties for wolves, champoeg, start talking about govt. to become part...wolf should be on state flag...role in natural and political history...fortunate wolf has started to come back from Idaho...not normal to find an extirpated species that comes back on its own, and extraordinary opportunity... not everyone feels the same though, view wolves as reintroduced wolves or wrong type of wolf because they came from Canada...wolves that lived in northern rockies can travel long distances and likely that subspecies was present here in eastern Oregon...many in Oregon grew up with negative stories of wolves...land cleared for grain and cattle...and species that wolves prey on and wolves had little choice but to turn to livestock...we are working to restore wolves, but we have also worked hard to restore wild ungulate species like elk deer and bison, so now their natural prey base is not absent and in northern rockies wolves can coexist with livestock and not attack them...wide range of viewpoints... native species, once lived here and there is excellent habitat, we should welcome them back in way that works for many different stakeholders.

What do you think the problems with the reestablishment of wolves in Oregon are?

One major obstacle is need for more public education...wide need to offer people factual information about wolves and carnivores in general...hysteria about wolves and grizzlies, but cars are dangerous...safety issues regarding carnivores and environmental benefits of wolves...Yellowstone shows benefits, ripple effect of return, benefits of wolf species, elk not eating brushy plants, increase and songbirds coming back that have been absent for decades, beaver coming back with aspen and willow and creates ponds for fish to thrive

in.. people need to learn that wolves are not cruel vicious killers that waste food...not the only animal to feed on their kills...every thing feeds on it and supports interconnectedness among specie...American public appreciates interconnectedness...public education on safety risks, actual impacts on livestock, ecosystem benefits...learn that 70% of livestock death caused by weather, disease, starvation, birth defects, wolves not main predator. Most coyotes, domestic dogs, cougars, bears,. Bobcats, eagles and wolves combined at .1% of livestock losses...national agricultural statistics services...need for perspective, media blows out of proportion wolf kills...one rancher in Idaho, loses 300 out of 14000, any given year lose 1250 25000 to coyotes. In large part biggest obstacle is to understand creature. Funding and politics at federal level, worked to restore wolves in limited parts of country, want to wash their hand of return, want to delist, and when they do no longer get fed funding and states cannot support conservation monitoring and research...Oregon non game checkoff on ...state legislature needs to come up with creative ways to make money for nongame conservation and hunters don't want their money to go to wolf conservation and opposition from those groups could be used. Current administration...most anti-environmental destructive admin...continues to fill cabinet posts with people who are beholden to special interests, aims for natural resource policies, Idaho gov. is up for Norton's position, not fans of wolves, plan is vague and will not provide necessary conservation measures...secretary of interior responsible for conservation of listed species...hope that he steps up and fulfills obligation.

Do you think the controversy over the reestablishment of wolves has to do with private property and land-use rights issues?

Aminosity toward wolves coming back does have a link to private property issues and land use issues...symbol of hatred against gov. regulation...plays into land use arguments...under federal environmental law you cannot take listed species and people who feel strongly about private property issues feel that they should not be prevented from doing what they want to animals on their land. Under Oregon law in private property you cannot take a wolf...wolf does not understand boundaries... Measure 37 not heard anyone draw analogy between wolves and measure 37, develop as long as it doesn't take a listed species, federal law precludes even more activity, wolves don't need chunk of land preserved for them, but we should still be cautious about development on roadless land and such, wolves can live anywhere humans will tolerate them, don't need to use people's land as critical habitat.

Do you think wolf management can be successful without cooperation from all of Oregon's citizens?

The wolf plan has to have large cooperation of many of Oregon's citizens, not everybody will be happy, they will not always want the species that will need protection and conservation... don't want restrictions that accompany them. despite those who don't want to cooperate the plan can be successful... keys to success involve not only citizen

support but support and understanding from gov. and state legislature and senators and county commissioners, they need to work together and understand the complexities of the issues...wildlife and land use regulation and program, respect concerns and opinions, conversely recognize and respect nationally listed species is a national concern , state level, still remains species of national interest.

Appendix C: Oregon Administrative Rules for the Oregon Wolf Conservation and Management Plan

DIVISION 110

OREGON WOLF CONSERVATION AND MANAGEMENT PLAN

635-110-0000

Wolf Conservation and Management Plan

The document entitled "Oregon Wolf Conservation and Management Plan" dated February, 2005 is incorporated here by reference as administrative rule. Copies may be obtained at the Salem headquarters office of the Oregon Department of Fish and Wildlife, 3406 Cherry Avenue NE, Salem, OR 97303. This document includes program direction, objectives and strategies to fulfill management, research, and habitat needs. It is also intended as an informational document to assist resource management agencies with their wildlife program. As of February 11, 2005, those portions of the plan which authorize harassment or take of wolves are pre-empted by the endangered status of the gray wolf under the federal Endangered Species Act. Once federal protections are reduced to a level below that of Oregon law, those portions of the plan will govern harassment and take of wolves in Oregon.

Statutory authority: ORS 496.012, 496.138, 496.146, 496.162

Statutes implemented: ORS 496.171-.496.192, 497.298, 497.308, 498.002, 498.006, 498.012, 498.026

635-110-0010

Harassment and Take of Wolves during Phase I (Conservation)

Note: as of February 11, 2005, these rules are pre-empted by the endangered status of the gray wolf under the federal Endangered Species Act. Once federal protections are reduced to a level below that of Oregon law, these rules will govern harassment and take of wolves in Oregon.

(1) This rule describes the types of harassment and take of wolves allowed by persons outside ODFW (or ODFW or Wildlife Services acting as their agent) during Phase I - (Conservation: 0-4 breeding pairs) as called for in chapter III of the Oregon Wolf Conservation and Management Plan. Other chapters of the Plan authorize ODFW to take wolves for other specified wildlife management purposes. For OAR 635-110-0010, 635-110-0020 and 635-110-0030, "livestock" means ratites, psittacine, horses, jackasses, cattle, llamas, alpacas, sheep, goats, swine, domesticated fowl, any fur-bearing animal bred and maintained (commercially or otherwise) within pens, cages and hutches, bison and working dogs. "Working dogs" means guarding dogs and herding dogs. (2) Non-injurious harassment. (a) Subject to the conditions specified in paragraph (c), the following persons may use non-injurious harassment against wolves without a permit: (A) landowners (or their agents) on their own land; or (B) grazing permittees legally using public land under valid livestock grazing allotments. (b) Non-injurious harassment means scaring off a wolf (or wolves) without doing bodily harm, and includes (but is not limited to) firing shots in the air, making loud noises or otherwise confronting the wolf (or wolves). (c) Non-injurious harassment is allowed without a permit under this rule only if: (A) the wolf (or wolves) is in the act of testing or chasing livestock, is attempting to test or chase livestock or is in close proximity of livestock; (B) the person encounters the wolf (or wolves) unintentionally (i.e., the person is not stalking or searching for wolves); (C) the harassment in fact does not result in injury to the wolf (or wolves); and (D) the harassment is reported to ODFW within 48 hours. (d) Any non-injurious harassment that does not meet each requirement of this rule requires a permit in advance from ODFW. (3) Non-lethal injurious harassment. (a) Subject to the conditions specified in paragraph (c), in addition to state or state authorized agents, the following persons may use non-lethal injurious harassment against wolves by permit: (A) landowners (or their designated agents) on their own land; (B) grazing permittees legally using public land under valid livestock grazing allotments. (b) Non-lethal injurious harassment means scaring off a wolf (or wolves) without killing but with some injury to the wolf. Wolves may be pursued (unintentional

encounters are not required). (c) Non-lethal injurious harassment is allowed by permit from ODFW only if: (A) ODFW confirms persistent wolf activity or wolf depredation on livestock in the area. "Persistent wolf activity" means loitering, testing, worrying, or otherwise disrupting livestock during a 48 hour period; (B) the applicant confers with ODFW to determine the most effective harassment method; (C) ODFW considers the location of known den sites; (D) the harassment in fact does not result in the death of a wolf; (E) No unreasonable circumstances exist that attract wolf/livestock conflict; and (E) the harassment is reported to ODFW within 48 hours. (d) Permits for non-lethal injurious harassment remain valid for the livestock grazing season in which issued, provided the livestock operator complies with all applicable laws, including permit conditions. The agency shall inform harassment permit holders of non-lethal methods for minimizing wolf-livestock conflict and provide assistance upon request. Receiving future lethal control permits is contingent upon documentation of efforts to use non-lethal methods.

(4) Relocation. ODFW will authorize relocation by state personnel when a wolf (or wolves) becomes inadvertently involved in a situation, or is present in an area, that could result in conflict with humans or harm to the wolf. The relocation will be designed to prevent conflict with humans or reduce the possibility of harm to the wolf. The wolf (or wolves) would be relocated to the nearest wilderness area at the direction of ODFW. (5) Lethal take of wolves in the act of attacking livestock. (a) Subject to the conditions specified in paragraph (c) and with a permit from ODFW, the following persons may use lethal force against wolves in the act of attacking livestock: (A) landowners (or their agents) on their own land; or (B) grazing permittees using public land. (b) A wolf is "In the act of attacking livestock" if it is biting, wounding or killing livestock. (c) Lethal force is allowed by permit from ODFW only if: (A) ODFW confirms that wolves previously have wounded or killed livestock in the area and efforts to resolve the problem have been deemed ineffective; (B) The wolf is seen in the act of attacking, not testing or scavenging; (C) There is fresh evidence of the attack (e.g., visible wounds, tracks demonstrating a chase occurred); (D) The wolf carcass is not removed or disturbed; (E) the use of lethal force is reported to ODFW or Wildlife Services within 24 hours; (F) No unreasonable circumstances exist that attract wolf/livestock conflict; and (G) either ODFW or Wildlife Services confirms that the wound was caused by a wolf (or wolves). [Note: the Oregon Wolf Conservation and Management Plan calls for allowing lethal take of wolves in this situation *without a permit on private land*. However, the Plan recognizes that because current statute requires a permit, implementing this portion of the Plan depends upon amendment of the statute by the 2005 legislature. Should the legislature make that statutory change, the Commission will amend this rule to allow for take without permit.] (6) Lethal take to deal with chronic depredation. (a) ODFW may authorize its personnel, authorized agents, or Wildlife Services, to use lethal force on wolves anywhere at a property owner or permittee's request if: (A) ODFW confirms that the property or an adjacent property has had either: (i) two confirmed depredations by wolves on livestock; or (ii) one confirmed depredation followed by up to three attempted depredations (testing or stalking); (B) The requester documents unsuccessful attempts to solve the situation through non-lethal means; (C) No unreasonable conditions exist to cause the wolf-livestock conflict; and (D) The requester has complied with applicable laws and the conditions of any harassment or take permit. (b) When authorized, lethal take under this paragraph will be taken only by ODFW, authorized ODFW agents, or Wildlife Services personnel.

Statutory authority: ORS 496.012, 496.138, 496.146, 496.162

Statutes implemented: ORS 496.171-496.192, 497.298, 497.308, 498.002, 498.006, 498.012, 498.026

635-110-0020

Harassment and Take of Wolves during Phase II (Management)

Note: as of February 11, 2005, these rules are pre-empted by the endangered status of the gray wolf under the federal Endangered Species Act. Once federal protections are reduced to a level below that of Oregon law, these rules will govern harassment and take of wolves in Oregon.

(1) This rule describes the types of harassment and take of wolves allowed by persons outside ODFW (or ODFW or Wildlife Services acting as their agent) during Phase II- (Management: 5-7 breeding pairs) as called for in chapter III of the Oregon Wolf Conservation and Management Plan. Other chapters of the Plan authorize ODFW to take wolves for other specified wildlife management purposes. (2) Non-injurious harassment of wolves is allowed under the same conditions as in Phase I (OAR 635-110-0010 (2)). (3) Non-lethal injurious harassment. (a) Non-lethal injurious harassment is allowed without a permit on private land by landowners or their designated agents. Landowners are encouraged to use non-injurious techniques first. There must be no unreasonable circumstances that attract wolf-livestock conflict, and the harassment must be reported to ODFW within 48 hours. (b) Non-lethal injurious harassment is allowed by permit on public land by grazing permittees who are legally using public land under valid livestock grazing allotments and upon the following conditions: (A) ODFW confirms persistent wolf activity or wolf depredation on livestock. "Persistent wolf activity" means loitering, testing, worrying, or otherwise disrupting livestock during a 48 hour period; (B) ODFW considers the location of known wolf sites; (C) there are no unreasonable circumstances at the site which generate wolf/livestock conflict; and (D) the harassment is reported to ODFW within 48 hours. (c) As to non-lethal injurious harassment on either private or public land, pursuing wolves is allowed. (4) Relocation of wolves will be considered under the same circumstances as in Phase I (OAR 635-110-0010(4)). (5) Lethal take of wolves in the act of attacking livestock is allowed under the same conditions as in Phase I (OAR 635-110-0010(5)). [Note: the Oregon Wolf Conservation and Management Plan calls for allowing lethal take of wolves in this situation *without a permit on private or public land*. However, the Plan recognizes that because current statute requires a permit, implementing this portion of the Plan depends upon amendment of the statute by the 2005 legislature. Should the legislature make that statutory change, the Commission will amend this rule to allow for take without permit.] (6) Lethal take of wolves to deal with chronic depredation. (a) State employees or agents are authorized to use lethal force under the same conditions as in Phase I (635-110-0010(6)). (b) Subject to the conditions specified in paragraph (c) and with a limited duration permit from ODFW, the following persons may use lethal force to deal with chronic depredation: (A) landowners (or their agents) on their own land; or (B) grazing permittees legally using public land. (c) ODFW will issue a permit to use lethal force to deal with chronic depredation only if: (A) ODFW (or its agent) confirms that the property, an adjacent private parcel or the grazing allotment has had at least two depredations by wolves on livestock; (B) ODFW determines that wolves are routinely present on that property and present a significant risk to livestock; (C) there are no unreasonable circumstances at the site which generate wolf/livestock conflict; (D) the applicant is in compliance with applicable laws and the terms of any previous wolf permit; (E) the applicant documents use of non-lethal methods; and (F) any wolf taken is considered property of the state and reported to ODFW within 48 hours.

Statutory authority: ORS 496.012, 496.138, 496.146, 496.162

Statutes implemented: ORS 496.171-.496.192, 497.298, 497.308, 498.002, 498.006, 498.012, 498.026

635-110-0030

Harassment and Take of Wolves during Phase III

Note: as of February 11, 2005, these rules are pre-empted by the endangered status of the gray wolf under the federal Endangered Species Act. Once federal protections are reduced to a level below that of Oregon law, these rules will govern harassment and take of wolves in Oregon.

(1) This rule describes the types of harassment and take of wolves allowed by persons outside ODFW (or ODFW or Wildlife Services acting as their agent) during Phase III (more than 7 packs) as called for in chapter III of the Oregon Wolf Conservation and Management Plan. Other chapters of the Plan authorize ODFW to take wolves for other specified wildlife management purposes. (2) Non-injurious harassment of wolves is allowed under the same conditions as in

Phase I (OAR 635-110-0010 (2)). (3) Non-lethal injurious harassment is allowed under the same conditions as in Phase II (OAR 635-110-0020(3)). (4) Relocation of wolves will be considered under the same circumstances as in Phase I (OAR 635-110-0010(4)).

(5) Lethal take of wolves in the act of attacking livestock is allowed under the same conditions as for Phase II (OAR 635-110-0020(5)). [Note: the Oregon Wolf Conservation and Management Plan calls for allowing lethal take of wolves in this situation *without a permit on private or public land*. However, the Plan recognizes that because current statute requires a permit, implementing this portion of the Plan depends upon amendment of the statute by the 2005 legislature. Should the legislature make that statutory change, the Commission will amend this rule to allow for take without permit.] (6) Lethal take of wolves to deal with chronic depredation is allowed under the same conditions as for Phase II (OAR 635-110-0020(6)). (7) The Commission will authorize controlled take of wolves by special permit in specific areas where necessary to address chronic wolf-livestock conflicts or ungulate population declines. "Chronic" means two livestock depredations have been confirmed by ODFW or Wildlife Services, or one depredation followed by up to three attempted depredations (testing or stalking). The Commission may also choose to authorize such controlled take on private lands where the landowner is willing to provide access.

Statutory authority: ORS 496.012, 496.138, 496.146, 496.162

Statutes implemented: ORS 496.171-.496.192, 497.298, 497.308, 498.002, 498.006, 498.012, 498.026

635-110-0040

Incidental Take of Wolves

Any person may apply for a permit to authorize take of a gray wolf (or wolves) incidental to an otherwise lawful activity, as per OAR 635-100-0170. However, ORS 496.172(4) prohibits the Commission from issuing an incidental take permit for a species that is federally listed.

Statutory authority: ORS 496.012, 496.138, 496.146, 496.162

Statutes implemented: ORS 496.171-.496.192, 497.298, 497.308, 498.002, 498.006, 498.012, 498.026

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