

**DRAFT MISSION AND GUIDELINES**  
**WOLF ADVISORY GROUP**  
**October 2013**

**Mission: The mission of the Wolf Advisory Group is to allow a diverse group of stakeholders to advise Washington Department of Fish and Wildlife in implementation of the Wolf Conservation and Management Plan.**

- **Appointment:** Wolf Advisory Group Members will be appointed by the Director. All members first term will expire on December 31, 2014; subsequent appointments will be for a period of two calendar years; members are eligible for reappointment.
- **Membership Composition:** Membership will include representation from each of the following: livestock industry, environmental, and hunting organizations; for a total of 10 members. WDFW personnel participating during meetings are not WAG members.
- **Alternate Members:** Each Advisory Group member may identify one individual to serve as an alternate when the appointed member cannot attend meetings.
- **Lead:** WDFW Game Division Manager (currently Dave Ware) will Lead the group and develop the meeting agendas, which will be shared with and approved by the Advisory Group. The Advisory Group will determine meeting dates. Whenever possible, the Department will provide a facilitator for the meetings.
- **Meeting Attendance:** meetings will be open to the general public.
- **Meeting breaks:** Members may request a recess during meetings to consult with others in attendance.
- **Meeting Record Keeping:** Recordings of each meeting will be taken and posted on the web page.
- **Meeting location:** Location will rotate around the state, unless weather conditions or other factors dictate an alternate location or the use of teleconference or phone conference technology. All scheduled Advisory Group meetings will be held at locations that provide reasonable accommodations for members of the public and persons-of-disability to attend.
- **Minimum Number of Meetings:** There will be a minimum of four Advisory Group business meetings held annually.

- Advisory Group Business: Will be conducted - regardless of the number of members present.
- Decision Making: Input and information provided by WAG members is advisory to the Department and will be carefully considered in its decision making, including any recommendations it may make to the Fish and Wildlife Commission concerning wolf conservation and management. WDFW will make final decision regarding all products and final outcomes. Members are expected to express whether or not their represented group can accept (live with) what is being proposed and to explain why they can or cannot accept the proposed action. The Department will provide feedback regarding decisions the Department makes; this feedback shall articulate all views provided and how the Department determined their action, final decision, or outcome.
- Committees: By consensus of the group, committees may be established to work on specific topics with the expectation that they will report to the full group with recommendations as appropriate. All Committee Leads must report back to the full Advisory Group where formal recommendations, if any, to the Department are subsequently put forth.
- Obligation of representation: Individual members may not share views representing the Advisory Group, as a body, or other members and are encouraged to inform the Lead when interviews or information is requested by entities other than Advisory Group members.
- Termination Before Term is Served: The Lead may recommend to the Director that appointed members be terminated if they a) are absent without excuse from two or more scheduled meetings in any 12 month period; b) violate the provisions and intent of these guidelines; c) are unable to fulfill their responsibilities as a member; d) have failed repeatedly to meet obligations to which they have volunteered to perform or to which they have been assigned to perform; or e) have used abusive language and/or shown disrespect for other members, the Department, or the public.
- Amendments to the Guidelines: Must be approved by a majority of appointed Advisory Group members present.



# Washington Department of Fish and Wildlife

## Staff Guidelines: LIVESTOCK-WOLF MITIGATION MEASURES

This checklist contains examples of proactive measures that are recommended for use by livestock operators to help avoid or reduce conflicts between livestock and wolves when practical and applicable. Identified within the checklist are measures that can be implemented to meet the requirements to enact non-lethal measures provided by state law (chapter 77) and WDFW regulations (WAC 232-36). The measures identified as essential are the minimum baseline measures that should be implemented if feasible prior to consideration for compensation or lethal management options. Identification of such measures through this checklist does not guarantee either compensation claims or that requests for lethal control measures will be granted. Effective implementation at the time of the conflict must be verified by WDFW.

<b>SANITATION</b>		Compensation for loss	Agency authorized lethal removal
<input type="checkbox"/>	Remove or manage livestock carcasses from lambing or calving areas and from cooperators' lands when they are discovered (includes burying, burning, or composting consistent with state law and county or city ordinances).	Essential action	Essential action
<input type="checkbox"/>	Install predator-proof fencing around a bone yard.	Essential action <u>where applicable</u>	Essential action <u>where applicable</u>
<input type="checkbox"/>	In areas where available, contact WDFW when livestock carcasses are discovered so that they can be removed or protected from wolves.	Essential action <u>where applicable</u>	Essential action <u>where applicable</u>
Rationale: <i>It is important to include rationale outlining the action the landowner will take and any limitations to their effort.</i>			
<b>SICK AND INJURED LIVESTOCK</b>		Compensation for loss	Agency authorized lethal removal
<input type="checkbox"/>	Remove <del>sick or injured</del> non-ambulatory <u>(treat sick or injured)</u> livestock from unsafe pastures in areas where wolves are present <del>(when feasible)</del> .	Essential action	Essential action
Rationale: <i>It is important to include rationale outlining the action the landowner will take and any limitations to their effort.</i>			

<b>CALVING AND LAMBING AREAS</b>		Compensation for loss	Agency authorized lethal removal
<input type="checkbox"/>	Traditional calving or lambing areas are away from areas occupied by wolves (if known at the time this checklist is dated). (if this box is checked the next two boxes are not applicable; <u>if this box is not checked then one or two of the next boxes must be checked</u> )	<u>Essential</u> <u>1 or more action(s) is Essential</u>	<u>Essential</u> <u>1 or more action(s) is Essential</u>
<input type="checkbox"/>	In the event that there is known wolf activity in <u>the vicinity of a</u> producer's calving or lambing areas then use protective fencing or fladry around calving or lambing areas when deemed necessary by <del>the department</del> <u>WDFW</u> .	1 or more action(s) is Essential	1 or more action(s) is Essential
<input type="checkbox"/>	Use lambing sheds during and immediately after lambing.	1 or more action(s) is Essential	1 or more action(s) is Essential
Rationale: <i>It is important to include rationale outlining the action the landowner will take and any limitations to their effort.</i>			
<b>TURNOUT</b>		Compensation for loss	Agency authorized lethal removal
<input type="checkbox"/>	Other technique for managing risks of wolves being attracted to young calves on private lands (explain in Rationale box below).	1 or more action(s) is Essential	1 or more action(s) is Essential
<input type="checkbox"/>	Turnout of calves onto forested/upland grazing allotments until calving is finished.	1 or more action(s) is Essential	1 or more action(s) is Essential
<input type="checkbox"/>	Turnout of calves onto forested/upland grazing pastures or allotments once calves are larger (e.g., 200 lbs).	1 or more action(s) is Essential	1 or more action(s) is Essential
<input type="checkbox"/>	Delay the turnout of livestock onto forested/upland grazing pastures or allotments until June 10th when wild ungulates are born.	1 or more action(s) is Essential	1 or more action(s) is Essential
Rationale: <i>It is important to include rationale outlining the action the landowner will take and any limitations to their effort.</i>			

<b>RANGE RIDERS AND SHEPHERDS</b>		Compensation for loss	Agency authorized lethal removal
<input type="checkbox"/>	Use herders with dogs at night to protect sheep.	Recommended <a href="#">where applicable</a>	Recommended <a href="#">where applicable</a>
<input type="checkbox"/>	Use guarding animals (dogs, llamas, donkeys, etc.) to alert herders and protect livestock.	Recommended <a href="#">where applicable</a>	Recommended <a href="#">where applicable</a>
<input type="checkbox"/>	Manage grazing livestock near the core areas (dens, rendezvous sites) of wolf territories to minimize wolf-livestock interactions. Tools that may help achieve this include placing watering sites, mineral blocks, and supplemental feed away from wolf core areas. If available, it may also include temporarily switching grazing sites and moving livestock to another location.	Recommended	Recommended
<input type="checkbox"/>	Use Range Riders to Increase the frequency of human presence checking livestock in areas with wolves or when wolves are in the vicinity of livestock pastures. Range riders can be used to keep cattle distributed throughout pastures (as appropriate) and away from wolves while working to distribute grazing and improve forage utilization.	Recommended	Recommended
<input type="checkbox"/>	Increase the frequency of human presence checking livestock in areas with wolves or when wolves are in the vicinity of livestock pastures.	Recommended	Recommended
Rationale: <i>It is important to include rationale outlining the action the landowner will take and any limitations to their effort.</i>			
<b>HAZING PRACTICES conditioned on known wolf packs and presence; pick one</b>		Compensation for loss	Agency authorized lethal removal
<input type="checkbox"/>	Install light and noise scare devices to frighten wolves away from livestock and to alert ranchers or herders to the presence of wolves. These devices include propane cannons, light systems, and radio-activated guard (RAG) systems that emit flashing lights and loud sounds at the approach of radio-collared wolves.	Recommended	Recommended
<input type="checkbox"/>	Haze wolves with non-lethal munitions (screamer rounds, shots from firearms, etc.) if encountered	Recommended	Essential <a href="#">where applicable</a>

	to frighten them away from livestock.		
<input type="checkbox"/>	<u>Coordinate with WDFW to expand hazing once a depredation event occurs.</u>	<u>Recommended where applicable</u>	<u>Essential where applicable</u>
Rationale: <i>It is important to include rationale outlining the action the landowner will take and any limitations to their effort.</i>			
<b>FENCING</b>		<b>Compensation for loss</b>	<b>Agency authorized lethal removal</b>
<input type="checkbox"/>	Use predator-resistant or electric fencing as a permanent barrier to keep wolves away.	Recommended where applicable	Recommended where applicable
<input type="checkbox"/>	Use predator-resistant or electric fencing as a temporary barrier to confine sheep or goats and keep wolves away. Portable fencing can be effective as night pens under open grazing conditions.	Recommended where applicable	Recommended where applicable
<input type="checkbox"/>	Fladry (strips of cloth hung along a fence or rope) or electrified fladry (“turbofladry”; strips of flagging hung from an electrified wire) around livestock can be used as a temporary deterrent to wolves.	Recommended where applicable	Recommended where applicable
<input type="checkbox"/>	Use bio-fencing in coordination with WDFW study or research project.	Recommended where applicable	Recommended where applicable
Rationale: <i>It is important to include rationale outlining the action the landowner will take and any limitations to their effort.</i>			
<b>OTHER TECHNIQUES (as needed)</b>			
<input type="checkbox"/>			
<input type="checkbox"/>			
<input type="checkbox"/>			

Use the log below to clearly document the preventative actions the livestock operator has taken to minimize wolf-livestock conflict.

If livestock operator has a Damage Prevention Cooperative Agreement-Livestock then please include their name or the name of the ranch: \_\_\_\_\_

<b>Log of Site Visits by WDFW</b>		
<b>Date:</b>	<b>Measures Reviewed:</b>	<b>Comments:</b>

**DEFINITIONS:**

Essential action is considered a required action with greater importance and emphasis than a recommended action. Therefore, essential actions will weigh more heavily by WDFW than recommended actions in the decision process for agency authorized lethal removal. All producers will be eligible for payment regardless of implementation of practices.

## 2013 DRAFT

# Operational Details for Lethal Removal of Gray Wolves in Washington During Recovery

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The primary purpose of this document is to outline a process and provide guidance that supports the Wolf Conservation and Management Plan (Plan) and other actions (e.g. Livestock-Wolf Mitigation Measures Checklist) implemented through Washington Department of Fish and Wildlife (WDFW) when lethal removal of wolves may be necessary. This document is intended as advisement to WDFW. As stated in the Plan (p. 85), non-lethal management techniques will be emphasized throughout the recovery period and beyond. Wolf-livestock conflicts will be managed using a range of options to prevent depredations as presented in the Wolf Conservation Management Plan (pgs. 85-87). The Operational Detail assumes non-lethal measures, as outlined in the Livestock-Wolf Mitigation Measures Checklist and/or the Damage Prevention Cooperative Agreement- Livestock, have been ~~implement~~ deployed where feasible before having to implement lethal measures. As a result of different geographic recovery areas and a variety of potential scenarios surrounding depredation events, the WDFW may apply different lethal and non-lethal strategies to deal with wolves that engage in depredation events. This document is intended solely as guidance and does not establish any mandatory requirements except where items may be referenced in statute or administrative code. These guidelines may be reviewed and revised as-needed by WDFW with partner scientists, researchers, and stakeholders.

### **Definitions and background information:**

Per the Wolf Conservation and Management Plan (p. 88) lethal removal may be used to stop repeated depredation when it is documented that livestock have been killed by wolves, non-lethal methods have been tried but failed to resolve conflict, depredations are likely to continue, and there is no evidence of intentional feeding or unnatural attraction of wolves by the livestock owner. Lethal control will be used only as needed after case-specific evaluations are made, with use becoming less restrictive as wolves progress toward delisting (Wolf Conservation and Management Plan pg. 88). Situations will be evaluated on a case-specific basis, with management decisions based on pack history and size, pattern of depredations, conflict history, number of livestock killed, state listed status of wolves, extent of proactive management measures being used on the property, and other considerations.



Per the Wolf Conservation and Management Plan (pg.80) lethal control may be necessary to resolve repeated wolf-livestock conflicts and is performed to remove problem animals that jeopardize public tolerance for overall recovery. Both the northern Rocky Mountain states and Great Lake states have used lethal control actions during wolf recovery (Wolf Conservation and Management Plan; pg. 80).

Offending wolves and repeated depredations, as stated within this document, means as at least 1 confirmed livestock kill plus 1 or more livestock injuries/kills by a pack of wolves or a lone wolf within the same calendar year.

Therefore, on property leased or controlled by the livestock owner where livestock are managed to avoid and reduce conflict, wolves or other members of a group or pack of wolves (including adults, young, and young-of-the-year) that have depredated on domestic livestock; ;that were directly involved in the depredations; or fed upon the livestock remains that were a result of wolf depredation; or were fed by or are dependent upon adults involved with depredations may be candidates for removal. (59 FR 60252, November 22, 1994).

### **Caught-in-the-act authority permit to lethally remove a specified number of wolves**

#### Western Washington: where wolves are under Federal jurisdiction

Currently, WDFW has no authority to issue a caught-in-the-act permit or take lethal action in the western two-thirds of Washington. However, should the USFWS grant authority to WDFW a caught-in-the-act permit to lethally remove a specified number of wolves may be issued after a documented wolf depredation (injury or kill) on livestock in the area and efforts to avoid and resolve the problem through conflict avoidance measures identified in the Livestock-Wolf Mitigation Checklist have been deemed ineffective by WDFW staff.

Conditions to issue a caught-in-the-act permit will be considered on a case specific basis, as identified by responding WDFW staff (using tools such as the Livestock-Wolf Mitigation Checklist).

The Director makes the decision to issue a caught-in-the-act permit.

#### Eastern Washington: where wolves are not under federal jurisdiction

The WDFW emergency rule below allows farmers, ranchers and other domestic animal owners, including their employees or agents, to kill one wolf if it is attacking their animals. Attacking is defined by the Wolf Conservation and Management Plan (p. 88) as biting, wounding, or killing. In further defining attack; means that there is evidence to support the fact that animal to

animal contact has occurred or is imminent and the wolf is in an attack posture or mode; (draft Washington Administrative Code). The goal of the emergency rule is to allow landowners to defend their domestic animals on their property at the time of a wolf attack. The WDFW emergency rule applies under the following conditions:

- The rule applies only in areas of Eastern Washington where the gray wolf is not listed as threatened or endangered under the federal Endangered Species Act. The gray wolf is not federally listed in the eastern third of the state, designated in the state Wolf Conservation and Management Plan as the Eastern Washington Recovery Region.
- The rule allows the owner of a domestic animal to kill only one wolf, for the duration of the regulation. If the owner can make the case that subsequent attacks are likely, he or she will need a permit from the WDFW director to kill an additional wolf during an attack.
- The lethal removal must be reported to WDFW within 24 hours, and the wolf carcass must be turned over to the department.
- The owner of the domestic animal that was attacked must grant access or help the department gain access to the property where the wolf was killed to enable investigation and data collection.
- Anyone who kills a wolf that was not attacking a domestic animal as spelled out in the rule will be subject to criminal prosecution for the illegal taking of endangered wildlife.

### **Stipulations for lethal removal of wolves**

Depending on the status of wolves within a recovery zones , the Department will consider lethally removing wolves when there has been at least 2 separate (different days) depredations including at least 1 confirmed kill, essential non-lethal measures (consistent with the Livestock-Wolf Mitigation Checklist and the Wolf Conservation and Management Plan (p. 88)) have been tried but failed to resolve the conflict, depredations are likely to continue, and there is no other evidence of intentional feeding or unnatural attraction of wolves by the livestock producer (not associated with carcass and bone yard removal as identified in the Livestock-Wolf Mitigation Checklist). The objective for lethal removal is to quickly respond to repeated depredation events soon after they occur to attempt to target specific wolves that have engaged in livestock depredation behavior. Stipulations will be evaluated on a case-specific basis, with management decisions based on pack history and size, pattern of depredations, number of livestock killed,

state-listed status of wolves, extent of proactive management measures being used on the property, and other considerations.

### **Strategy Actions for lethal removal of wolves by WDFW**

The number of wolves targeted for lethal removal depends, in part, on the specific circumstance in the local area, and the foraging behavior of wolves and escalating dependency on livestock. In general, the approach for lethal removal will be to target problem wolves if known, no special age and sex consideration will be made except on a case by case basis and could include the following actions:

- **Remove specific problem wolves** – The removal of specific problem wolves may be used to *keep repeated depredations from continuing beyond 2* by removing the wolf or wolves that have been attacking livestock. This approach would likely be used at the time of the first confirmed livestock kill when there is significant wolf-livestock spatial overlap and depredation history in the area. For example, if a dead calf is found that is partially consumed and it's a confirmed wolf kill, and it's an area with high wolf use and active livestock grazing, then the Department may set a trap to capture and kill the offending - wolf or wolves.
- **Remove multiple problem wolves** – If *repeated wolf depredations have developed*, the removal of multiple pack members involved in depredation may be used when the removal of a single wolf has not deterred the depredations or there is evidence to suggest multiple wolves are involved in depredations.
- **Remove all problem wolves or entire pack** – Removal of all problem wolves or an entire pack may be used when depredation events continue despite previous non-lethal measures used or lethal removals or attempts.

Lethal removals will likely be incremental, meaning the process includes removing or attempting to remove offending wolves and/or multiple pack members prior to pack removal.

### **Lethal removal process**

1. **Decision process** – Regional Wildlife Program Managers and/or the Conflict Section Manager are jointly responsible for notifying Regional Director when a depredation situation may warrant lethal removal of wolves. The recommendation shall include documentation (such as Livestock-Wolf Mitigation Measures Checklist) demonstrating that all of the stipulations required to justify lethal action have been met, a

recommendation for the number of wolves to remove, the start date, methods, staffing, geographical area, and other operational details. The situation will be discussed with senior staff and section managers (including Game Division Manager, Wildlife Program Assistant Director, Carnivore Section Manager, and Conflict Section Manager). The Director makes the decision to lethally remove wolves.

2. Communication on lethal decision notice

- a. Follow supervisor-employee “chain of command” for communicating on decisions for lethal removals.
- b. Decisions for lethal removals will also be discussed during Wildlife Program senior staff weekly meetings and Olympia-Regional bi-weekly conference calls.

3. Methods – The preferred option is to complete the removal from the ground or air using marksmen or by trapping. Other humane options may be considered on a case-by-case basis.

4. Staffing – Once the determination for lethal removal is made by The Director, Senior Staff will decide if WDFW or USDA Wildlife Services will implement a removal. For removals implemented by WDFW, the core team to carry out the removal includes regional wildlife biologists and enforcement staff, conflict specialists, and carnivore biologists.

- a. Each region has a list of staff available for control operations
- b. A Team Leader will be identified (by the Regional Wildlife Program Manager) and supervise day-to-day field activities

5. Field oversight – For removals implemented by WDFW staff or USDA Wildlife Services, oversight for field operations will be through the Regional Wildlife Program Manager and Enforcement Captain, in coordination with Game Division.

6. Duration – The objective for any removal process (conducted by WDFW or Wildlife Services) is to have the removal completed within a short time period. Because the removal process can be incremental, there may be multiple strategies or incremental events employed in the identified geographic area depending upon the response of wolves remaining in an area after the initial strategy action is implemented. WDFW will use its discretion to determine the duration of time needed to effectively resolve depredation problems. Generally the objective for each strategy or incremental event is

to have the removal completed within 7-15 days for first time depredation areas days; efforts may extend beyond 15 days if necessary depending upon effectiveness of initial actions

7. Media – Updates will be provided to the public. WDFW does not intend to place news releases for every action or depredation.

### **Kill Permit**

Kill permits may be issued to landowners on a case by case basis when department lethal removal strategies have not reached the target objective. The goal of issuing a kill permit would be to reduce the risk of depredation in areas where previous depredations have been verified. A few example scenarios include: 1) unsuccessful department trapping attempts lasting beyond a reasonable time frame, 2) one or more wolves have been removed but some remain that are identified for removal, 3) one or more wolves have been removed but it is unknown if others remain in the area therefore a landowner is issued a kill permit in the event a wolf returns and the landowner has livestock at risk of depredation, 4) depredation history within the area indicates proactive control would reduce the risk of depredations by lowering the abundance of wolves involved in these depredations.

A kill permit can only be issued with prior Director approval. The following stipulations will be outlined on a case by case basis for each permit; duration of permit, number of wolves, and method of take. All wolves killed or injured under the kill permit must be reported to WDFW within 24 hours of incident. No wolves may be transported dead or alive to other locations. All wolves killed under the permit shall be turned over to WDFW. WDFW may add additional conditions to permits as necessary.