

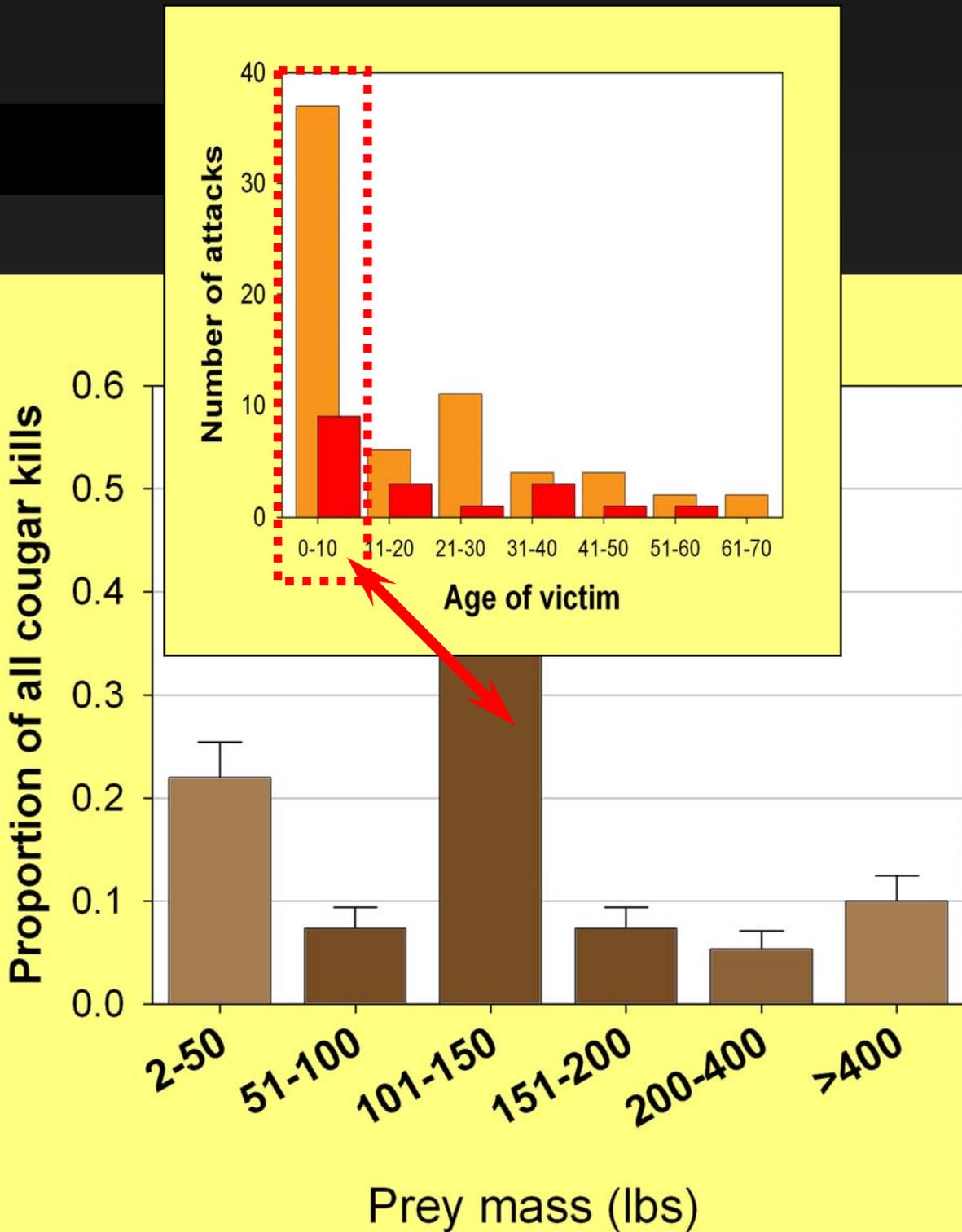
Conflict over Cougars

A Window on Scientific Management

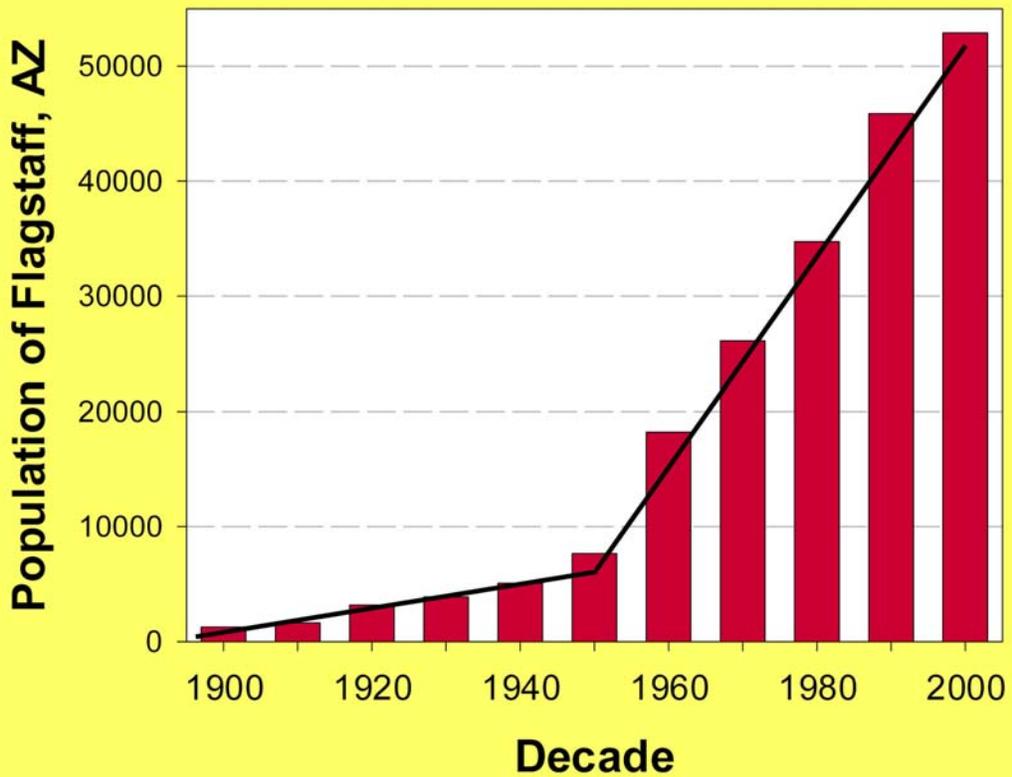
David Mattson

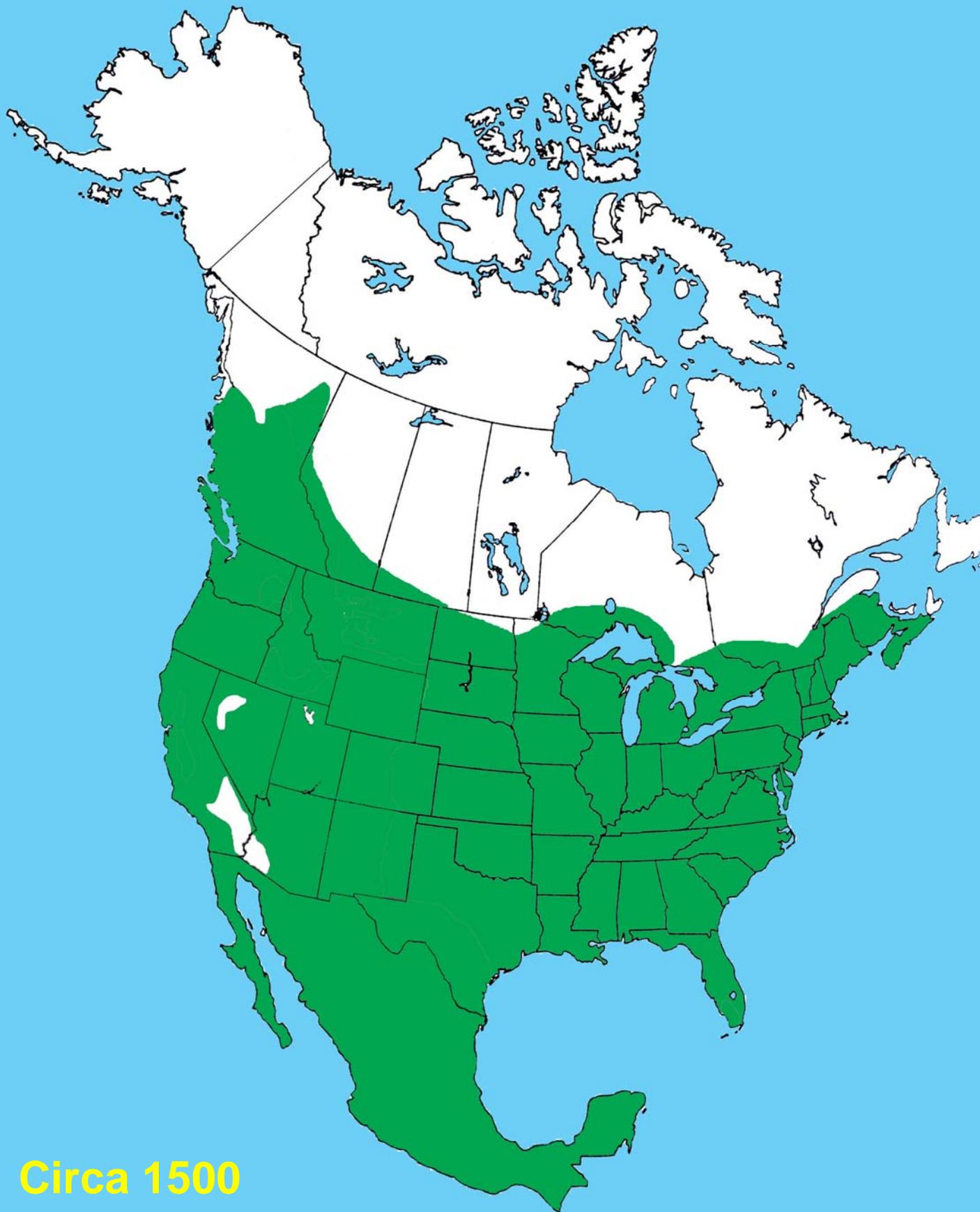
USGS Southwest Biological Science Center

Size of cougar kills...

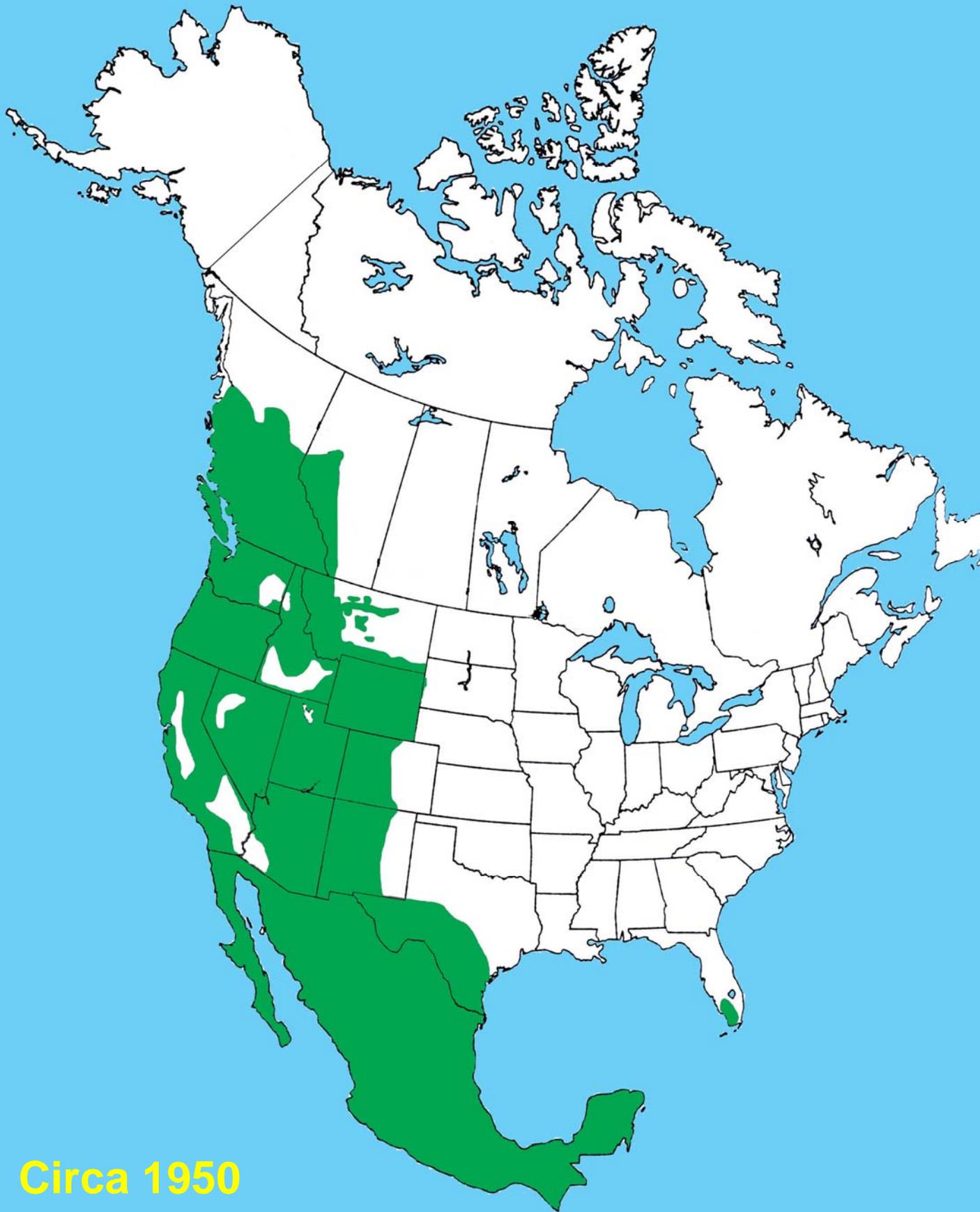


Trends

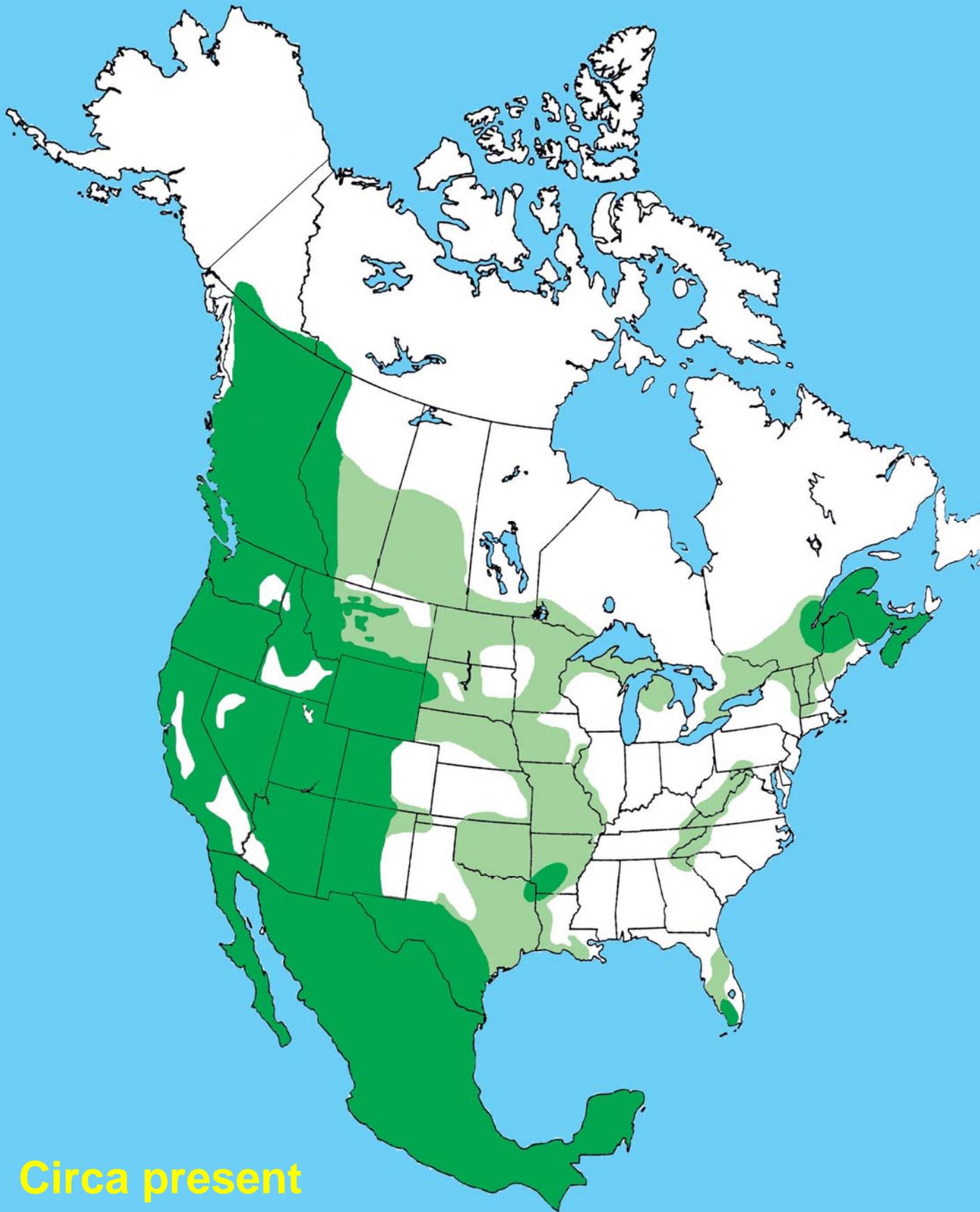




Circa 1500

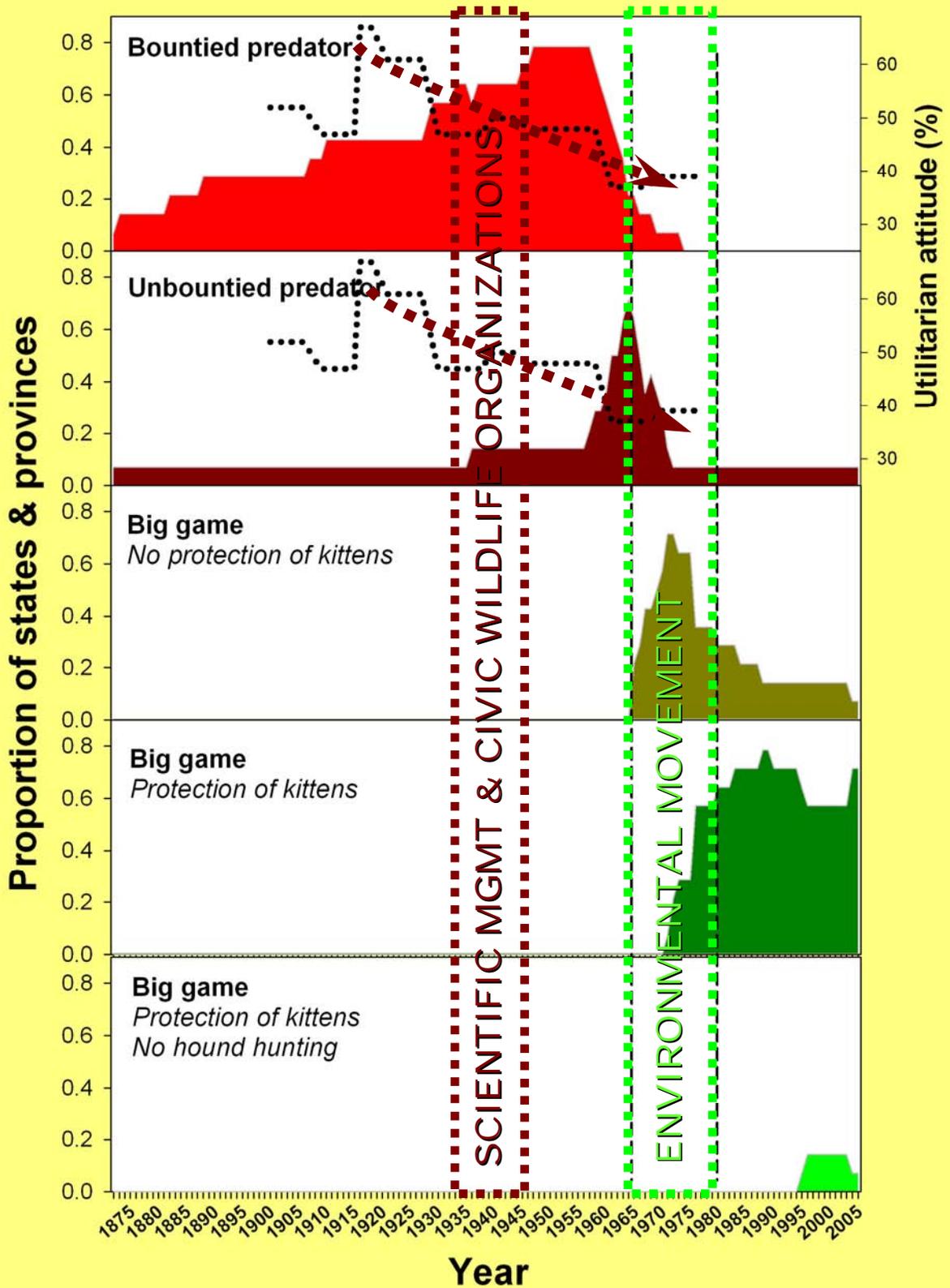


Circa 1950

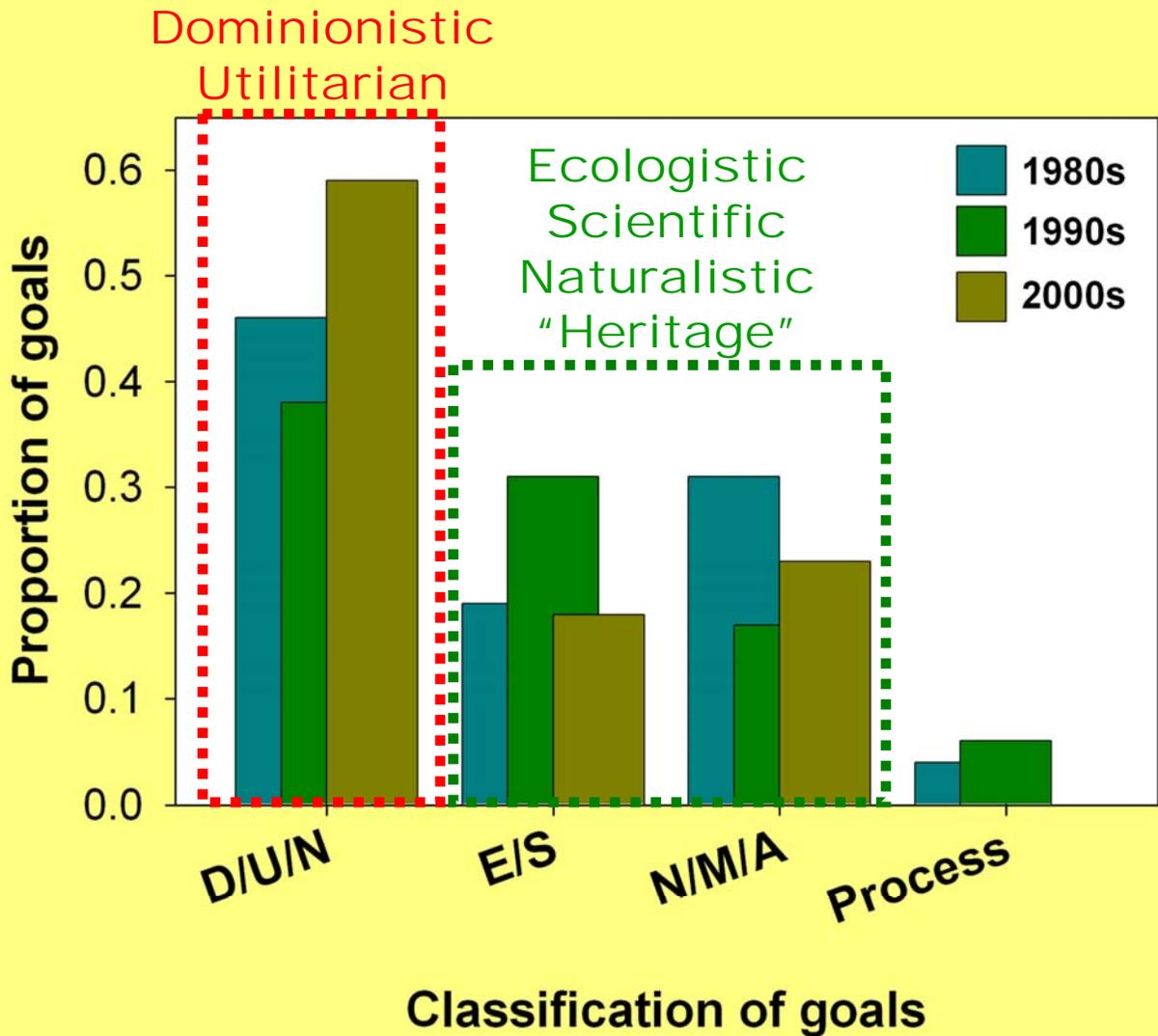


Circa present

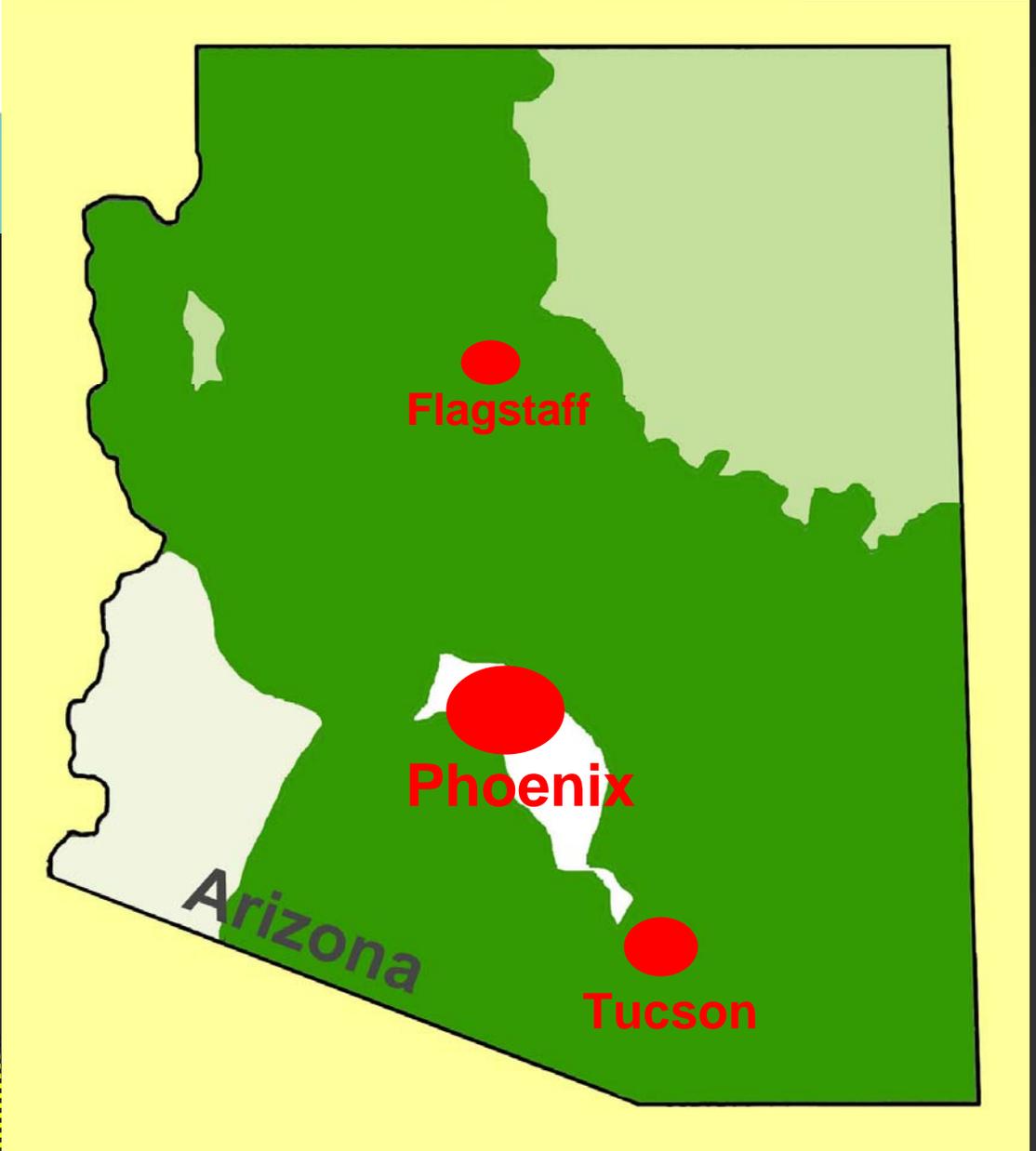
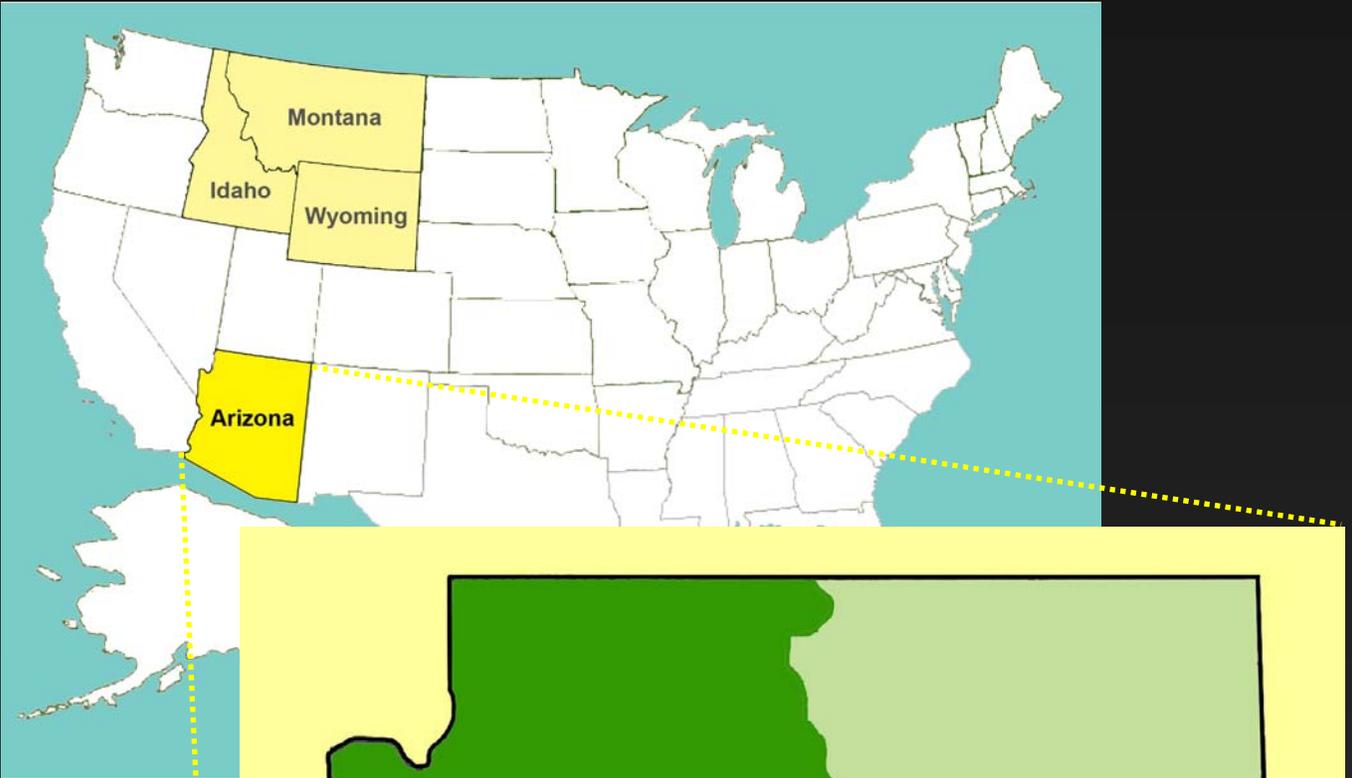
Changes in management



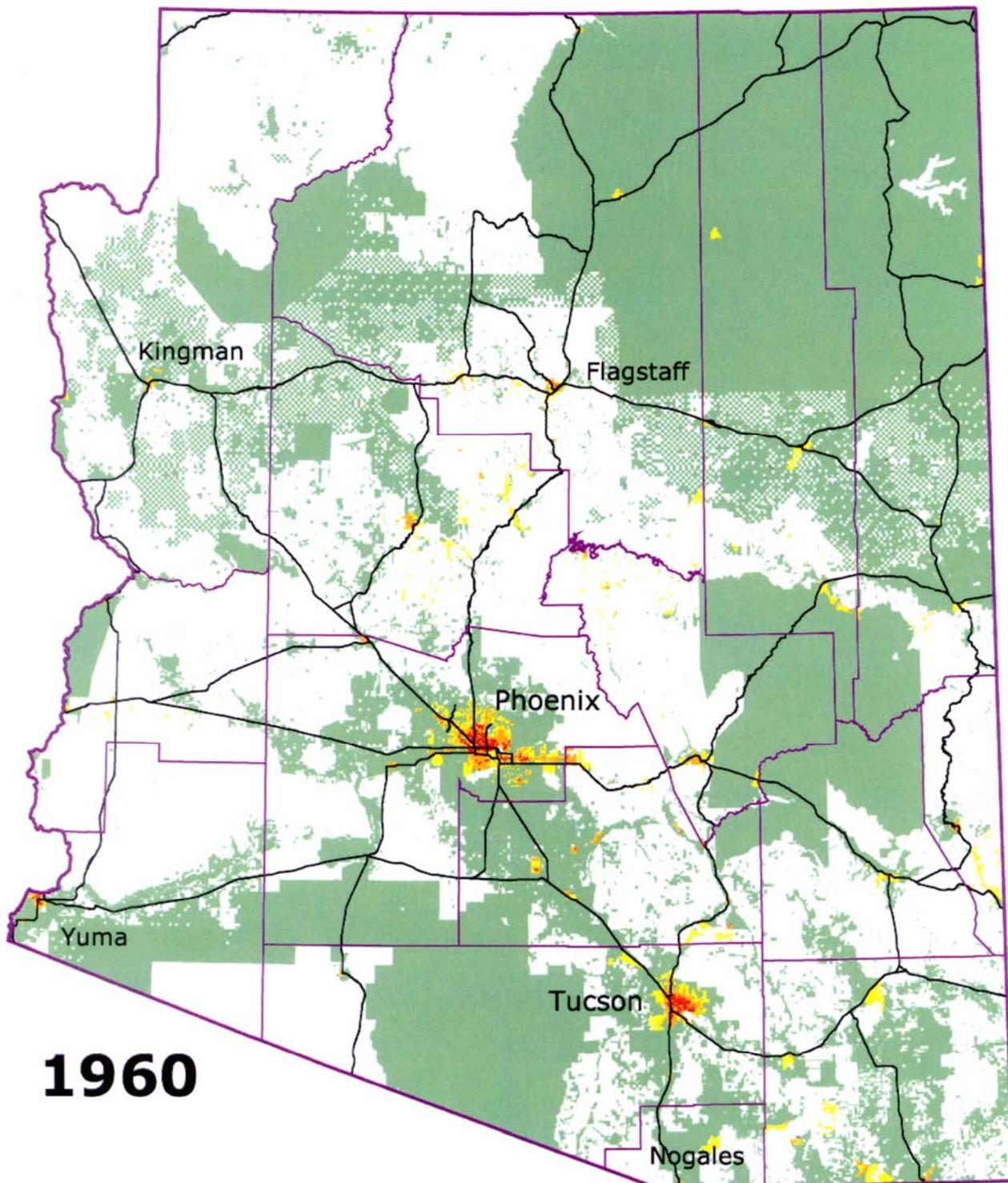
Persistence of goals 1980-present



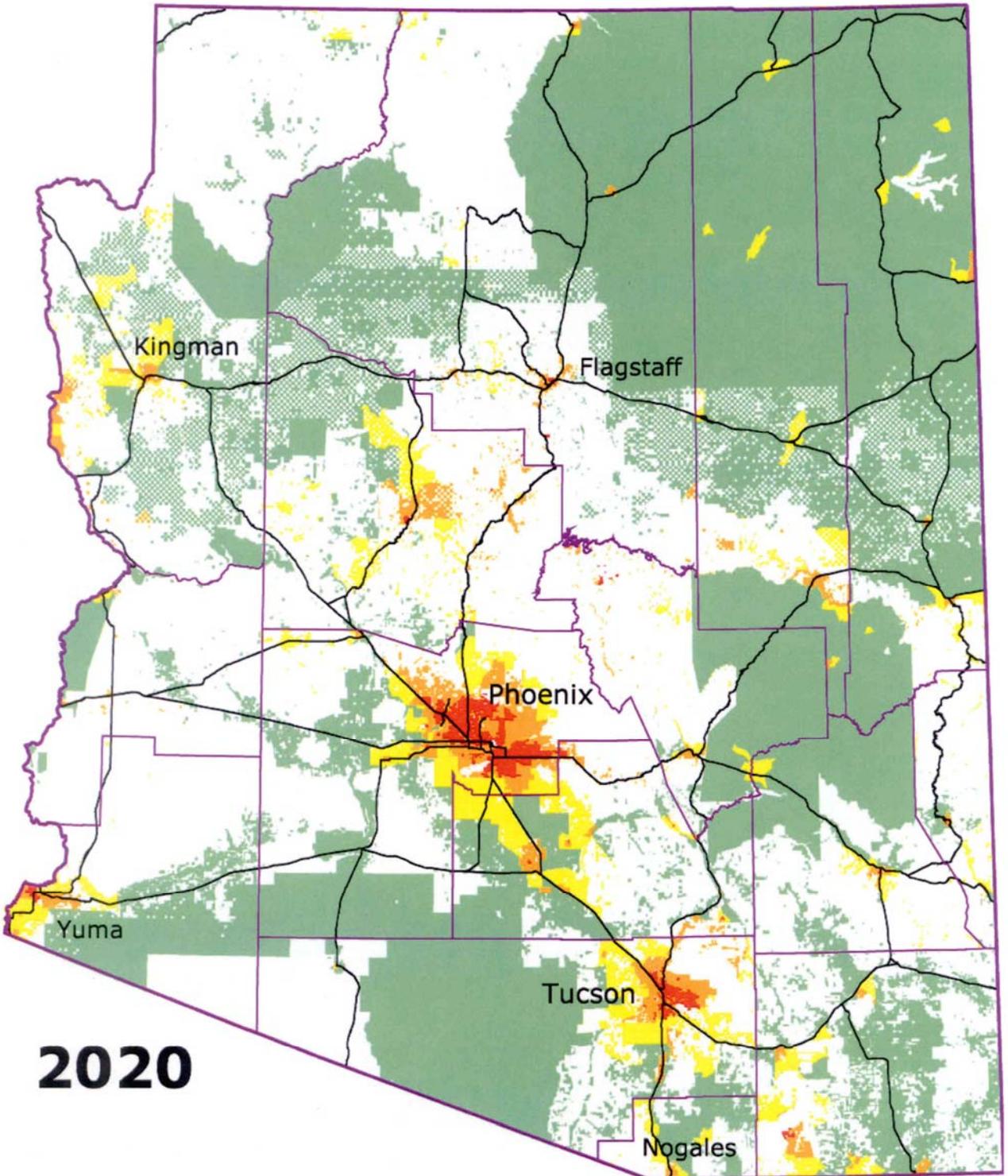
Provision of sport-hunting
Depredation control
Human safety

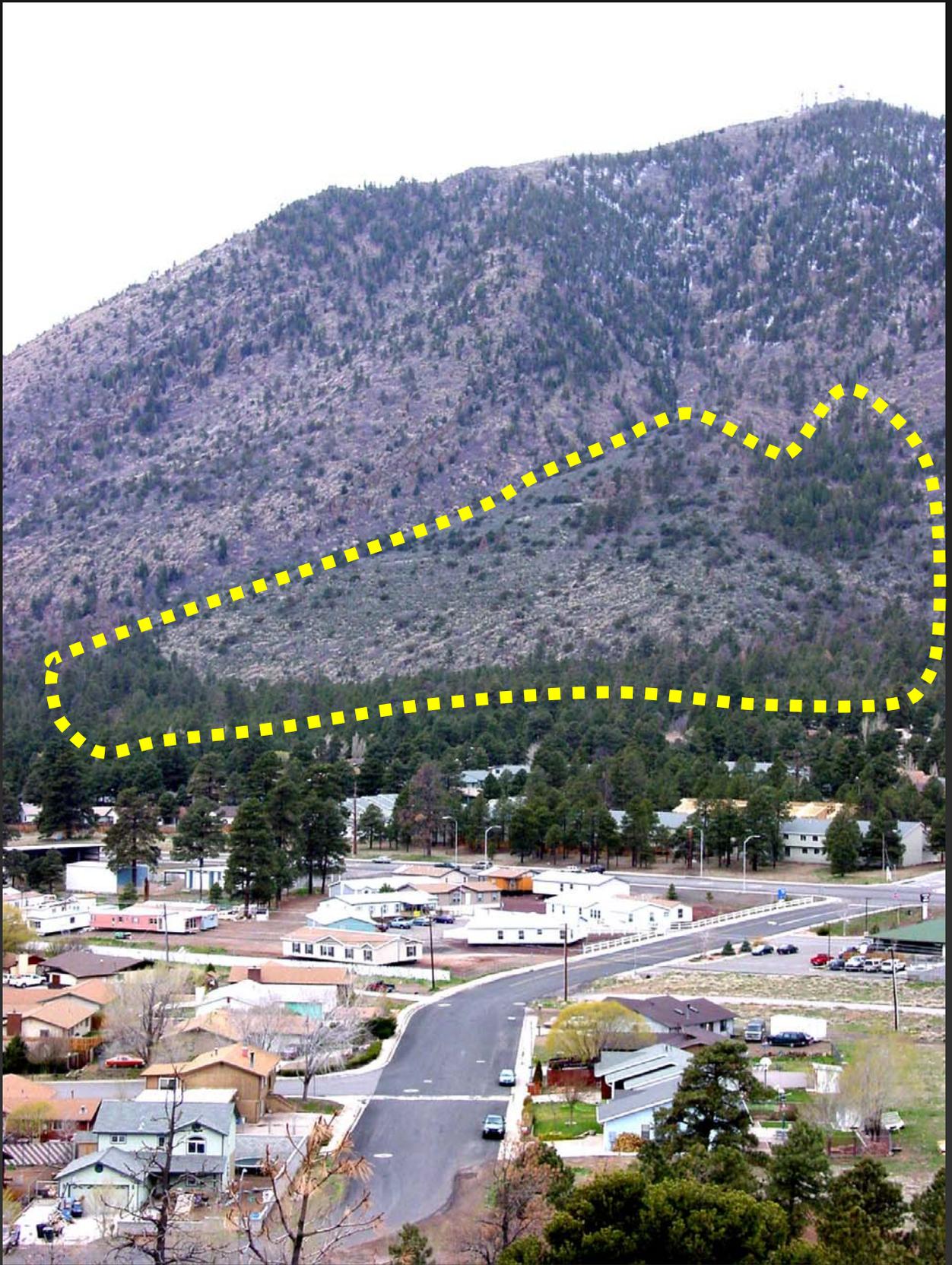


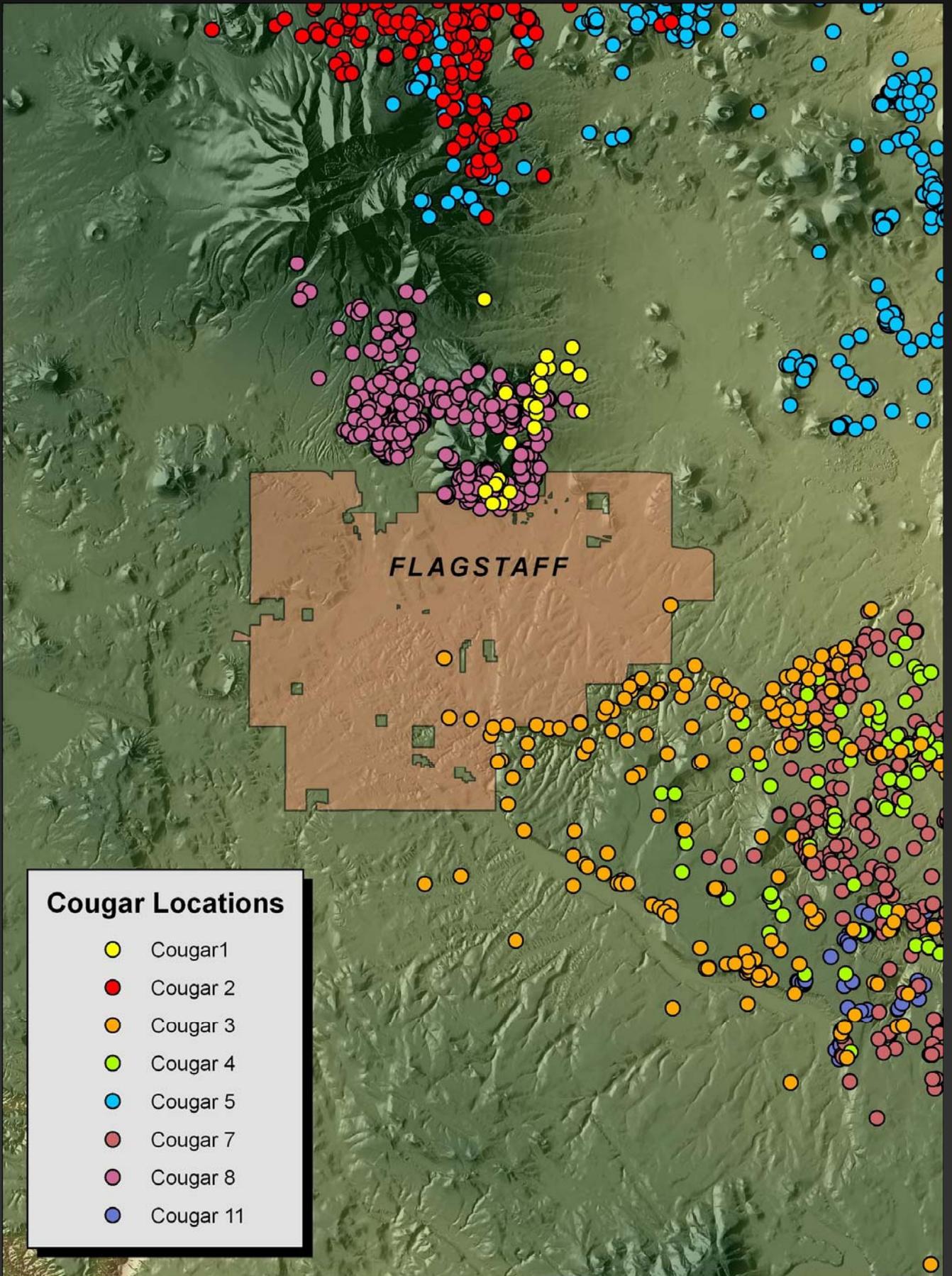
Arizona Population, 1940 to 2025



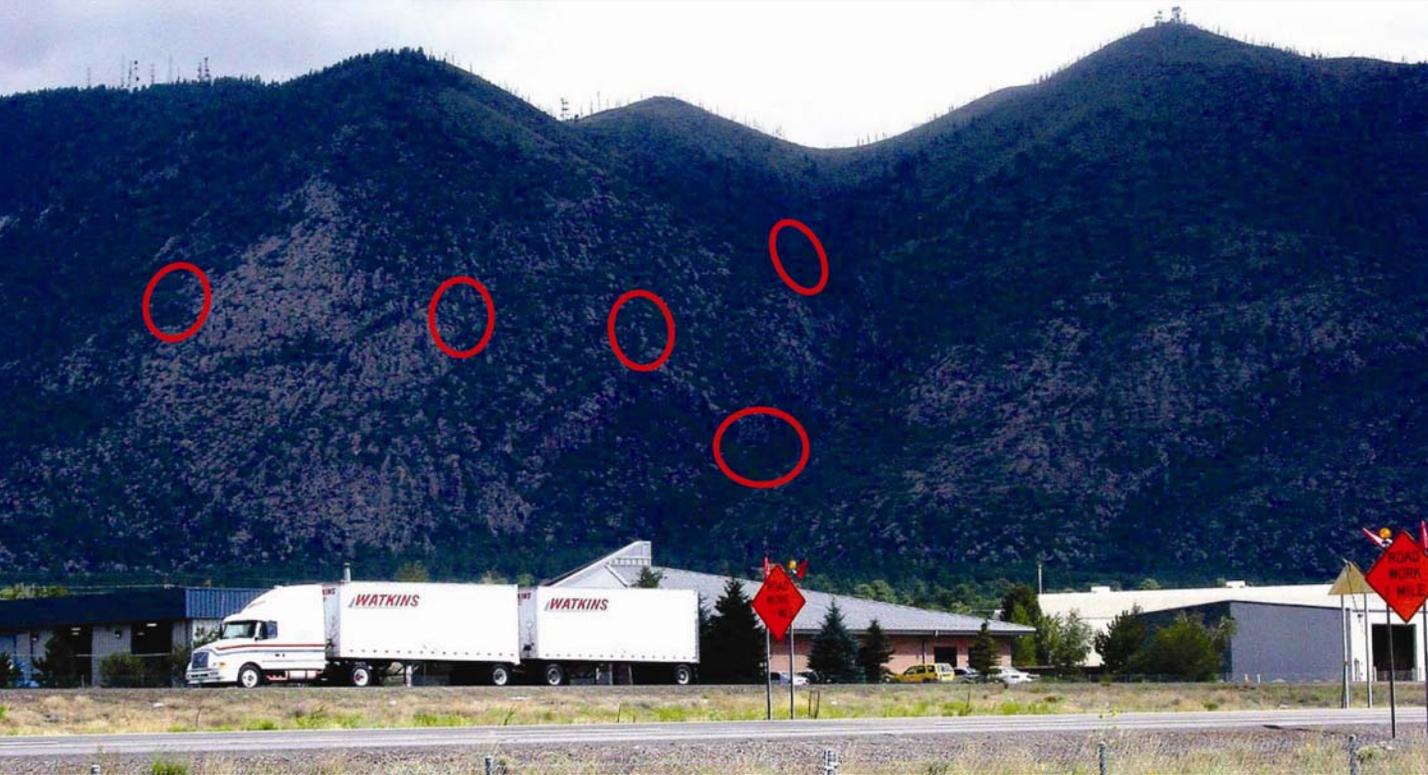
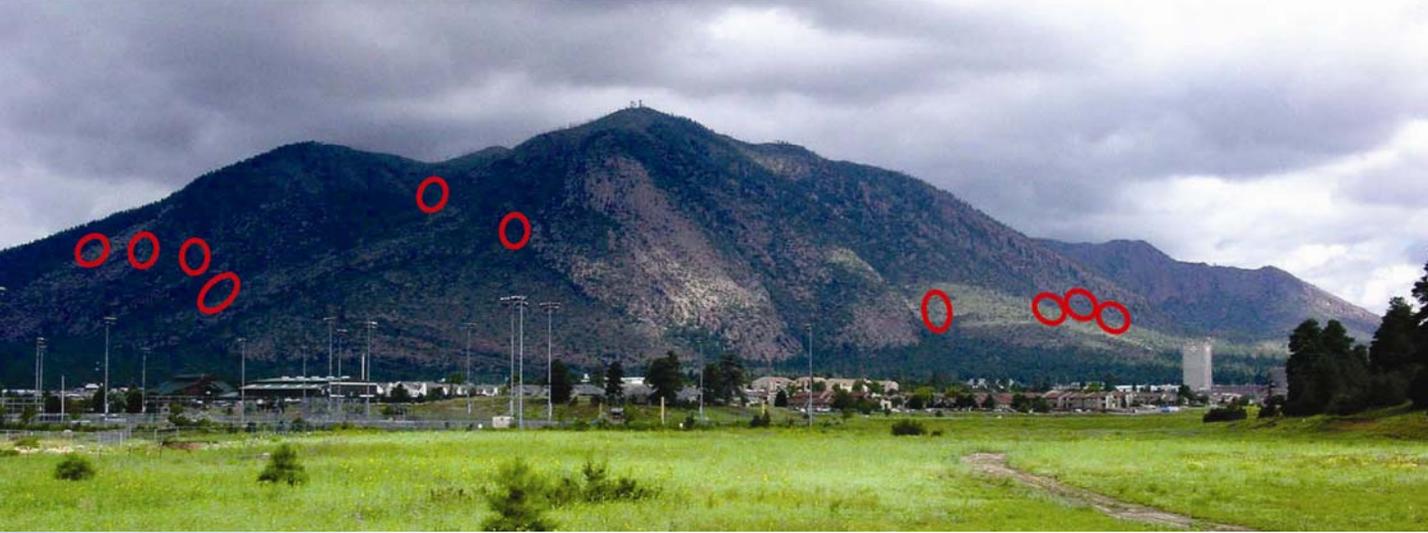
Arizona Population, 1940 to 2025



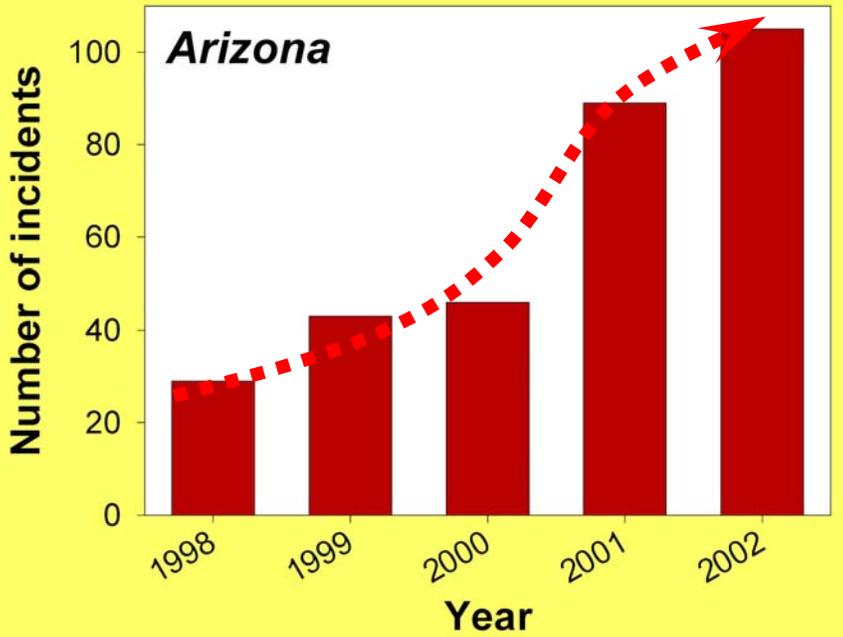
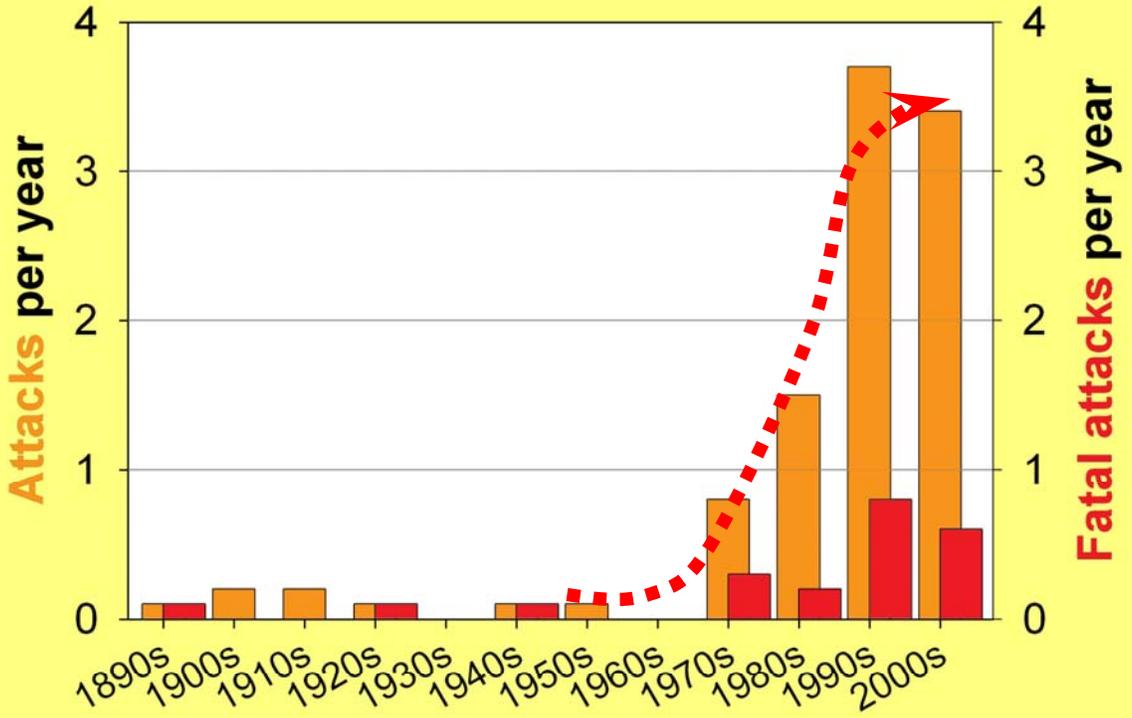




Known sites of cougar predation



The “Normal” Regime of Rule-Making & Implementation



9 month season

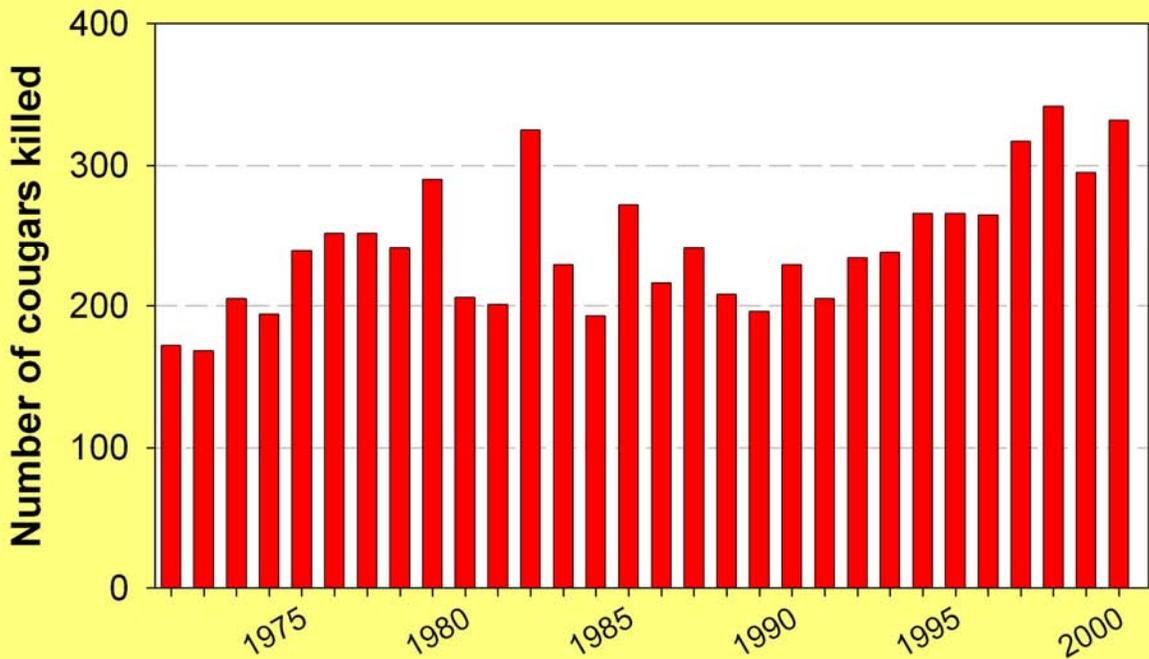
No area limits

Until recently, no limit on type of animal

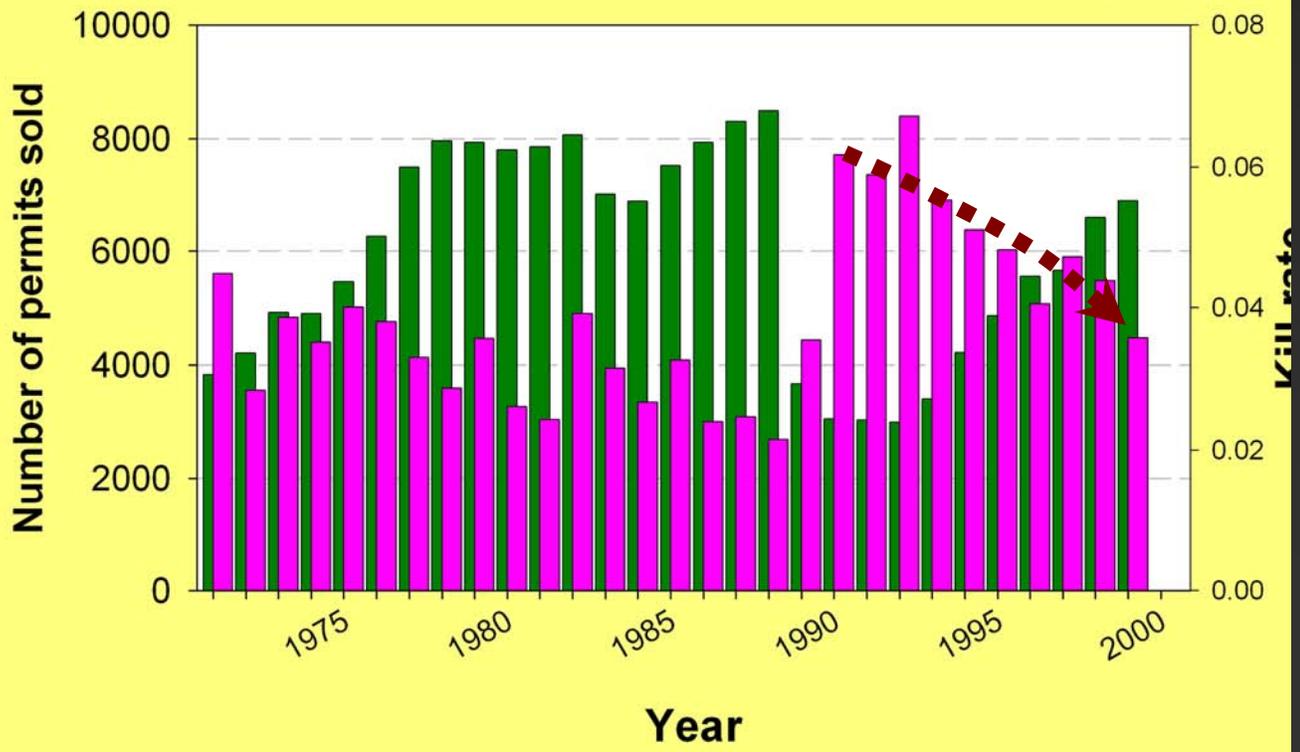
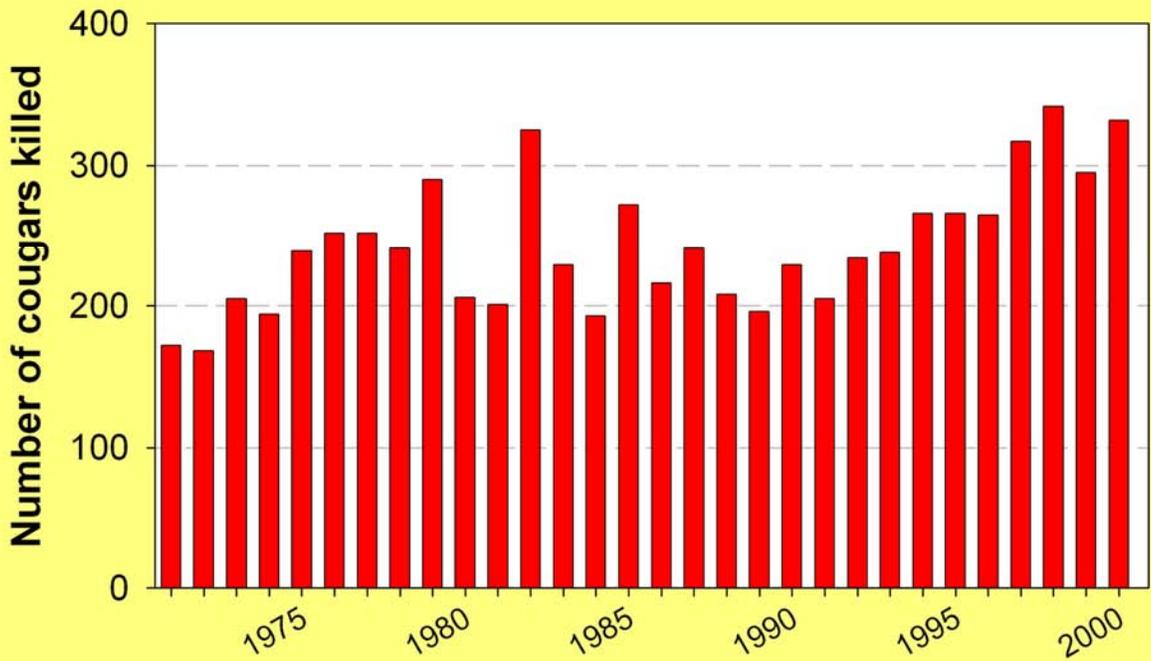
Hunter reports kill within 10 days

1 lion/resident/year, *with some exceptions*

Monitoring the lion population & managing the harvest



Monitoring the lion population & managing the harvest



A Regime Shift



Arizona Mountain Lion Information



The Fund for Animals
we speak for those who can't

ARIZON
By DJ Schul

SEARCH THIS SITE

ABOUT US

DONATE NOW

SPREAD THE WORD

ACTION CENTER

ADLA and The Fund are unalterably opposed to the sport hunting of any wildlife species. While the Commission/AGFD admittedly do not share my clients' perspective on sport hunting, both have an obligation to consider

adequacy o

The first se
summarizes
and objectiv
lion kill dat
critique ide
provided. T
Arizona.

Animal Funding
Black Beauty Ranch
Canned Hunts
Donate
Learning Zone
Library / Info Center
Links
News Room
Neiman Carcass
Online Store
Sanctuaries and Services

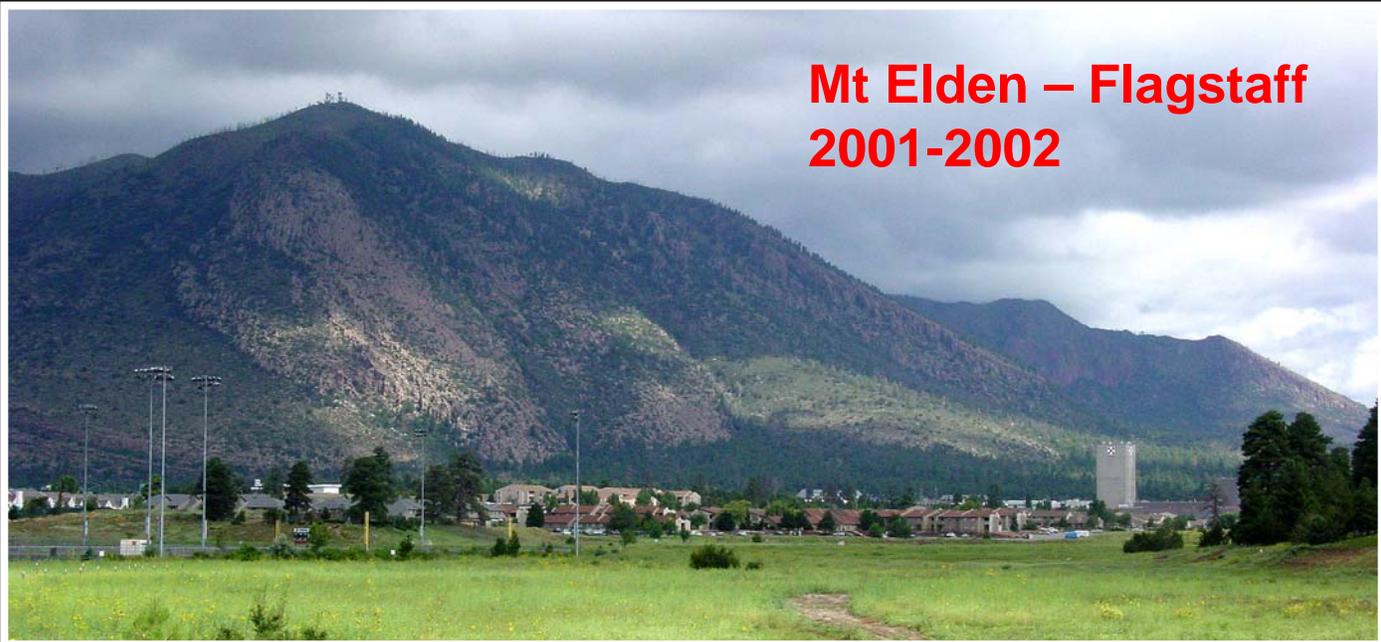
Mr. Duane Shroufe, Director
Arizona Game and Fish Department
2221 W. Greenway Avenue
Phoenix, AZ 85023-4312

Dear Chairman Golightly, Commission Members, and Director Shroufe:

As is clear from the foregoing evidence, the AGFD has engaged in a game of statistical chicanery (by artificially increasing the estimate of high quality lion habitat and by using inaccurate lion density estimates) to create "paper lions" that don't actually exist. Indeed, other than the AGFD's paper data sheets, my clients are aware of no other data to substantiate the alleged increase in the GMU-specific lion population estimates. By purposefully manipulating the data to make it appear that more lions exist in the state than actually do, the AGFD is able to: 1) increase lion hunting opportunities and the number of lions killed while claiming that the lion population continues to expand; 2) increase the number of lions killed to reduce lion predation on more popular and financially-valuable game species and livestock; and, 3) placate its hunting constituents who consistently complain that lions are responsible for the decline in certain big game species and who refuse to consider other factors (i.e., drought, disease, over-hunting, harassment) that are more probable explanations for the documented decline.

In short, the AGFD's statistical game-playing is likely a purposeful effort to increase lion hunting opportunities and reduce lion numbers and their alleged impact on big game species and livestock while claiming that the lion population is healthy and viable. In reality, the AGFD has no earthly idea how many lions live in Arizona, how many lions are killed each year in Arizona (by sport hunters or under depredation policies), or the ecological impact of lion hunting on lion populations and the ecosystems in which lions live. By creating a false sense of security by manufacturing "paper lions," the AGFD is able to downplay the real impact of sport

“Incidents”



**Sabino Canyon - Tucson
2004**



“Incidents”

“Opening the door to public input only gives voice to the animal rights nuts who will never be satisfied with less than a complete no kill policy.”

“The governor is mightily displeased.”

A Regime Shift

Some symptoms

**Existential
anxiety**

**Public
discontent**

Incivility

A Regime Shift

Some symptoms

**Great difficulty
identifying & securing
the “common interest”**

An Analysis

Problem orientation

Decision process

(Psycho-) Social process

Kellert's schematic of worldviews

World Views

(Kellert 1996, Ruther 2005)

Negativistic

Utilitarian/Dominionistic

Ecologistic/Scientistic

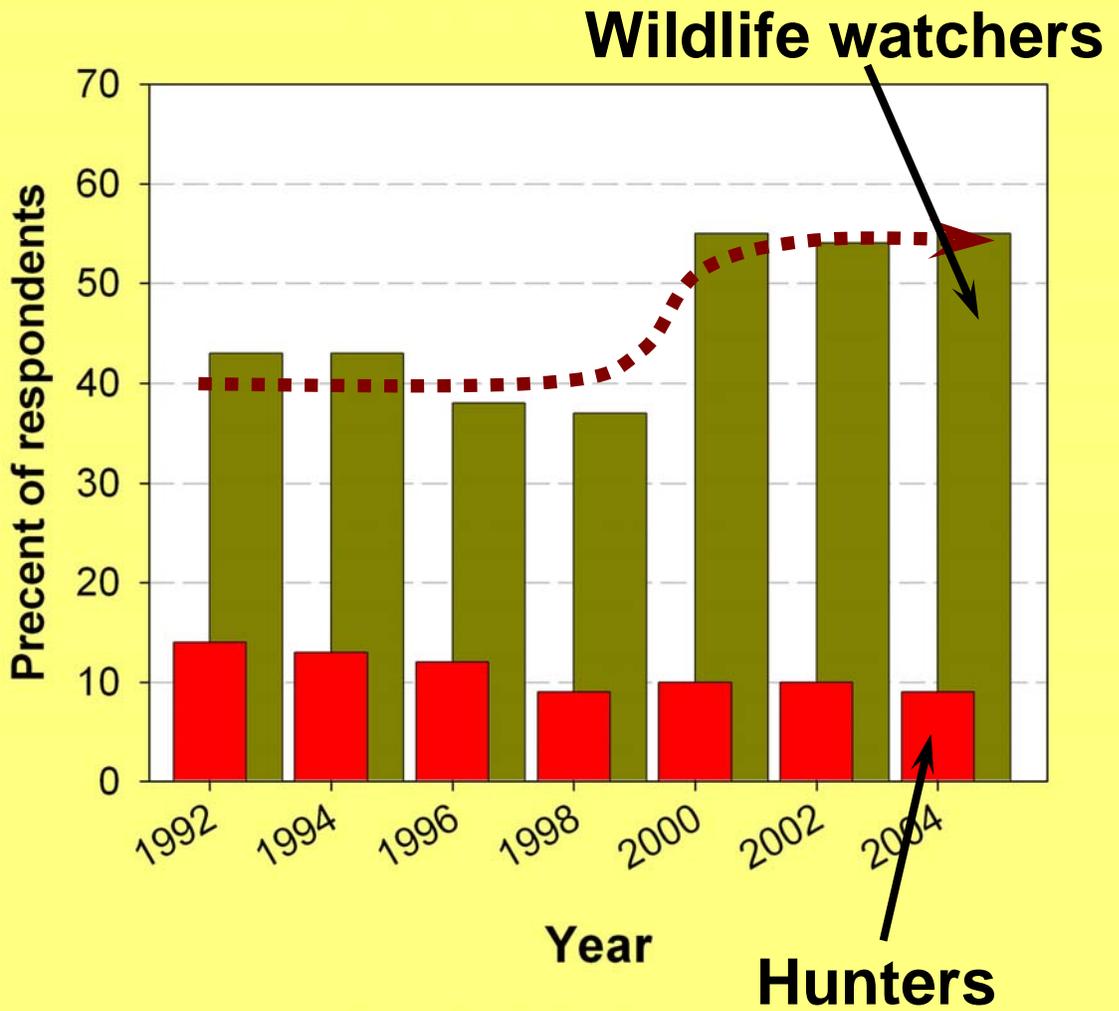
Aesthetic/Naturalistic

Humanistic/Moralistic

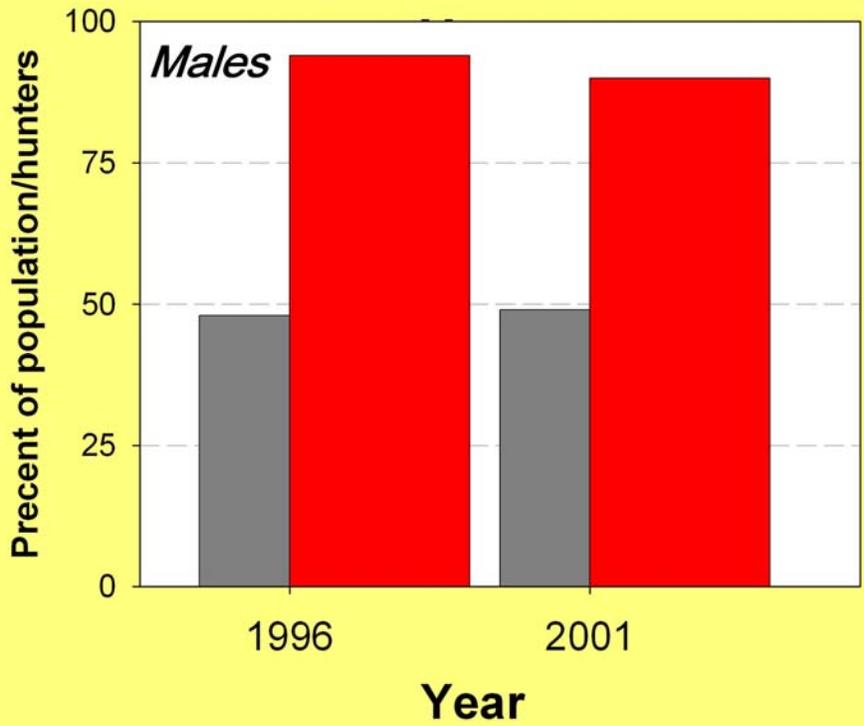
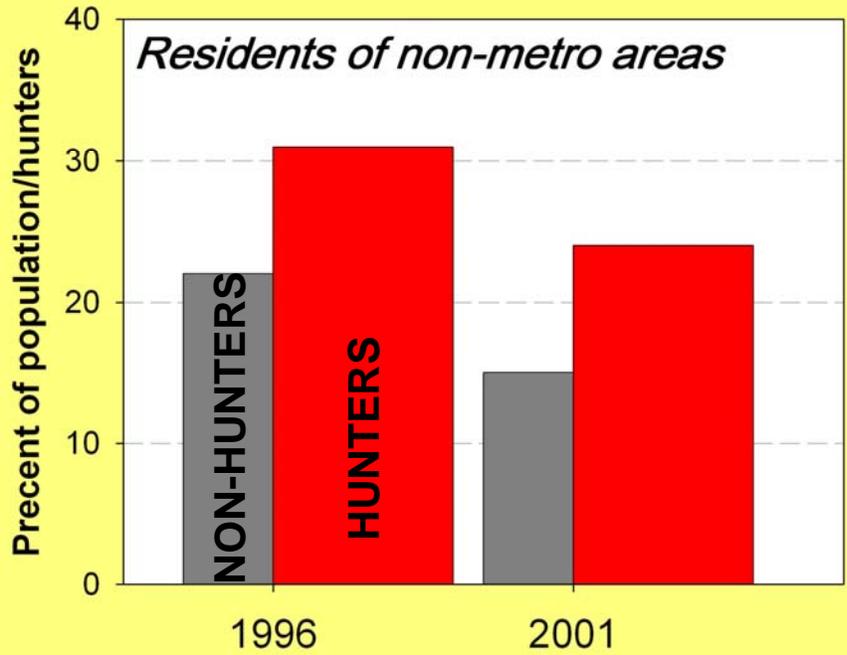
The Ingroup

**The Dominionistic/Utilitarian
Subsystem**

Hunters

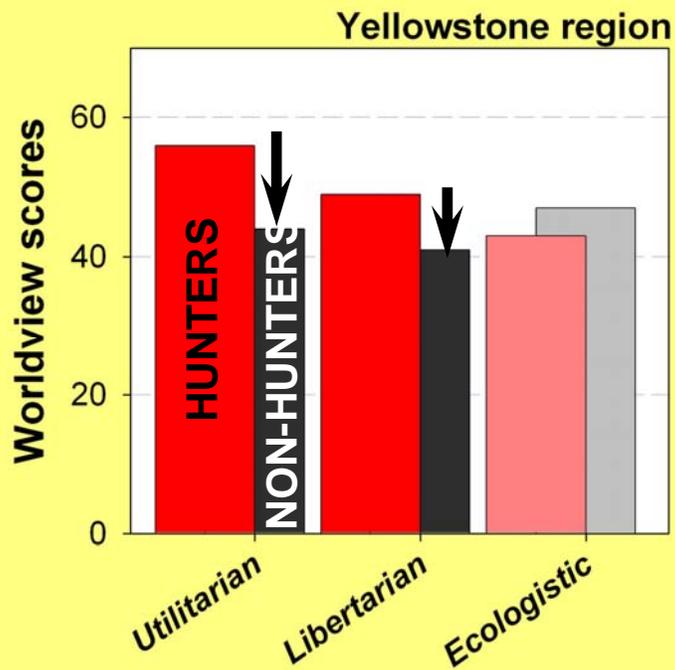
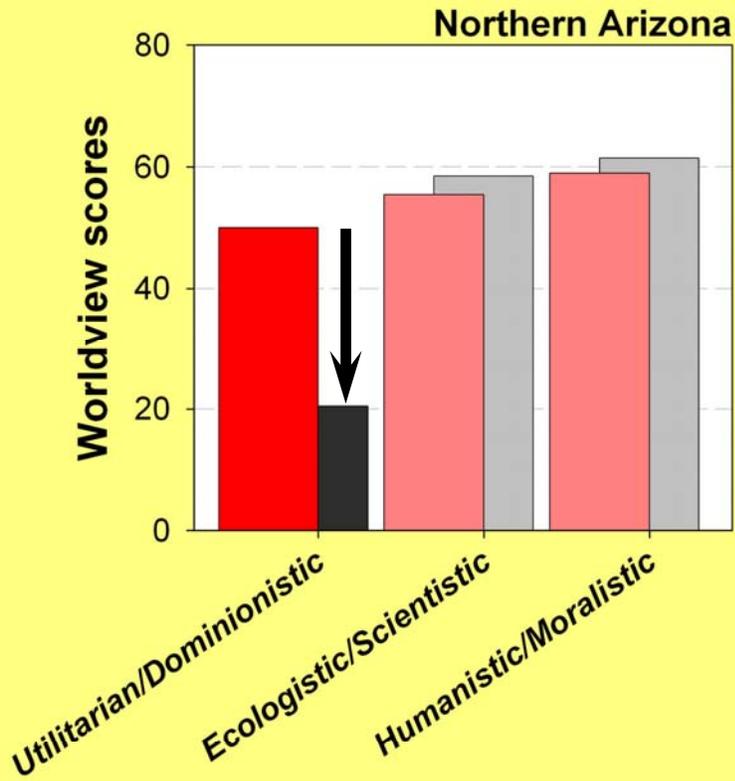


Hunters

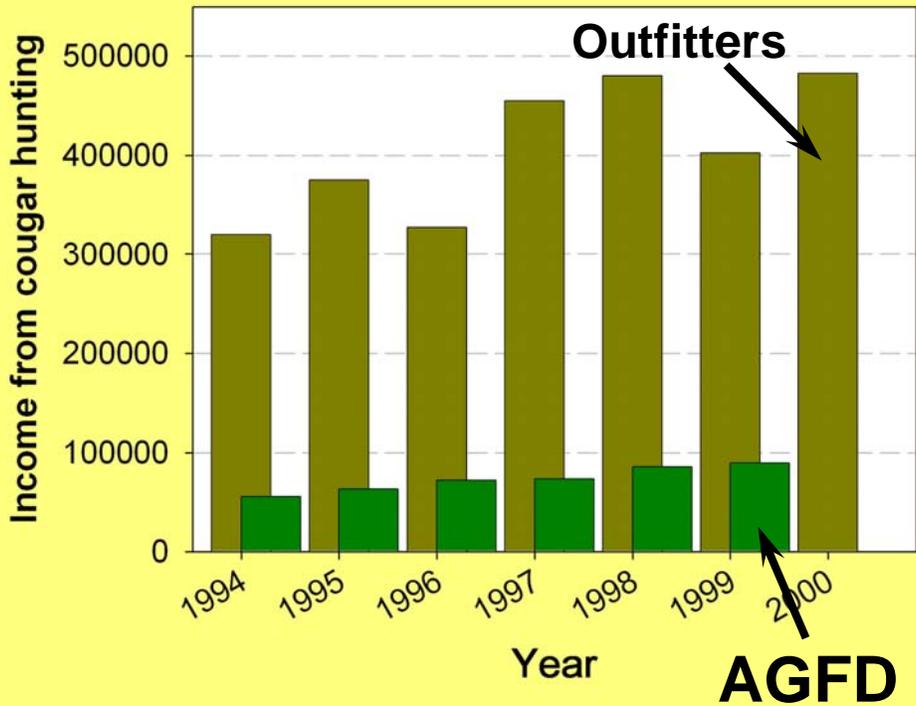
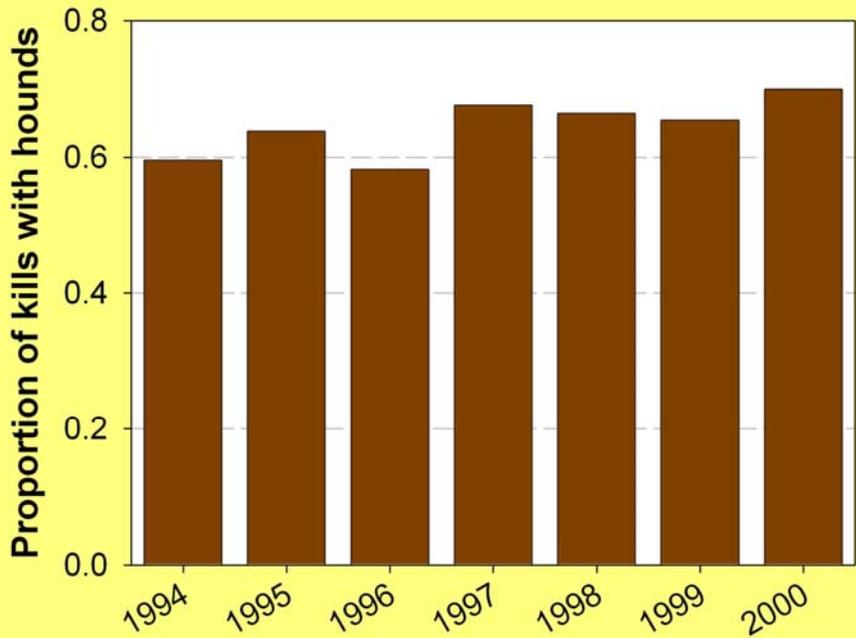


Hunters

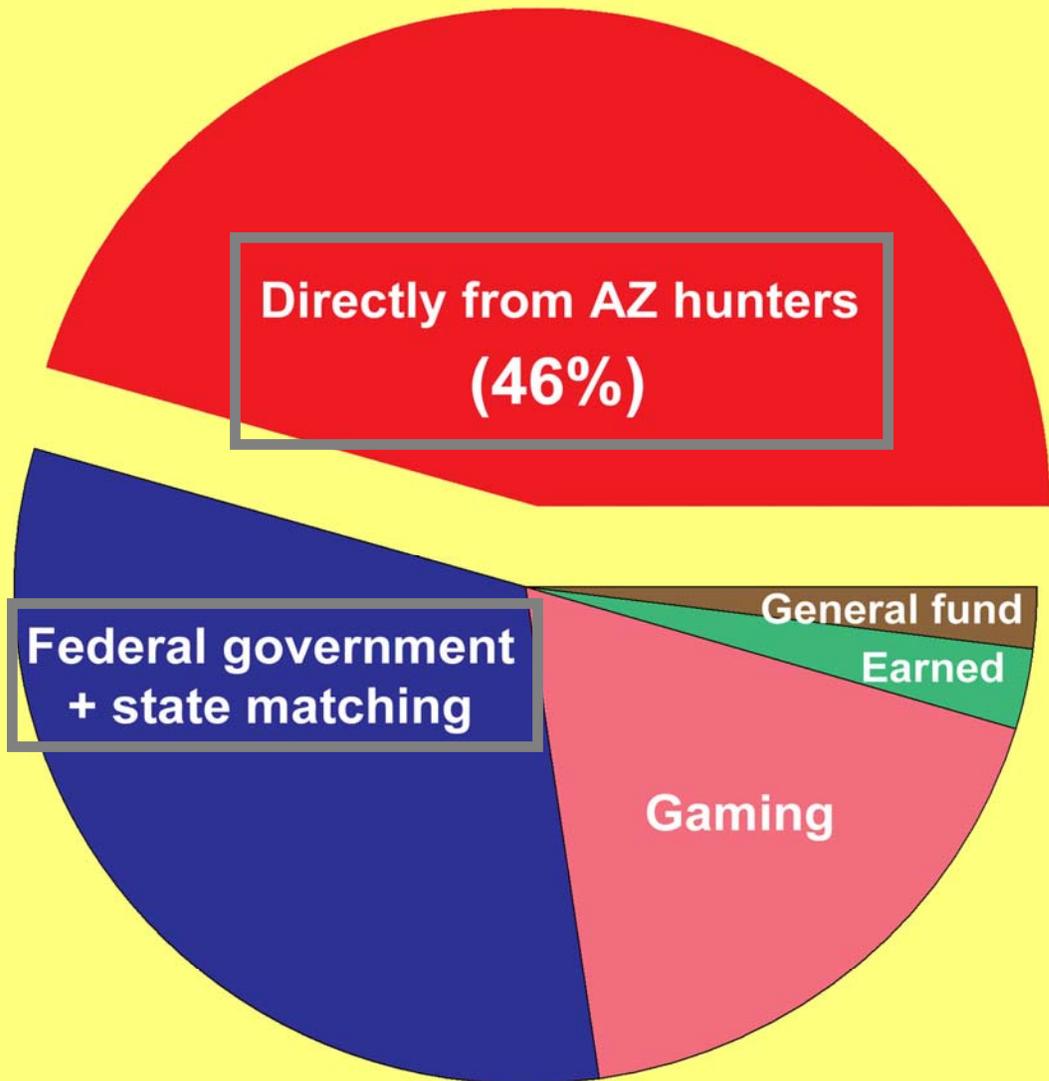
Non-hunter worldviews



Hunters



Agency wealth



Agency 'governance' **Commission**

Set policy
Hire/fire the Director

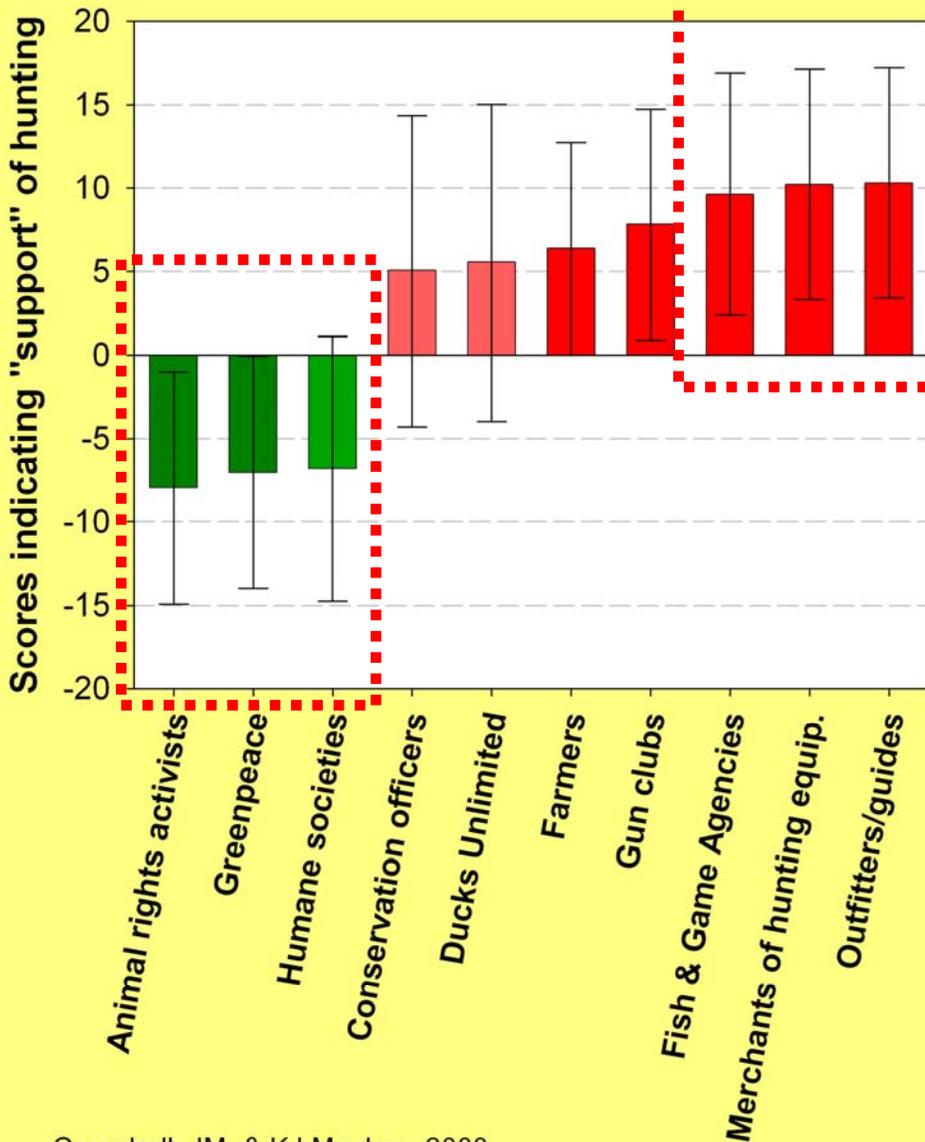
Safari Club International

Yuma Rod & Gun Club
Safari Club International

Boone & Crocket records;
North American bighorn
sheep Grand Slam

Veteran of game
management agencies

Agency culture



Campbell, JM, & KJ Mackay. 2003.
Human Dimensions of Wildlife 8:181-197.

Agency plans

Wildlife 2006

The Arizona Game and Fish Department's
Wildlife Management Program Strategic Plan
for the Years 2001-2006

The Department must manage Arizona's wildlife resources as a public trust, through activities that are efficient, effective, well-planned, collaborative, and appropriately funded, with ample opportunities for public participation in planning, implementation, and evaluation.



In other words, a commitment to partnerships means that we will try our best to find "win-win" solutions to problems, and we will be respectful, forthright, and honest. It means that if we do fail to find common ground, it will not be for lack of effort on our part.

Arizona Game and Fish Department
2221 West Greenway Road
Phoenix, Arizona 85023-4399

January 22, 2001

Agency plans

Wildlife 2006

Mission, Goals, and Objectives

Mission: Protect and manage game wildlife populations and their habitats to maintain the natural diversity of Arizona, and to provide game wildlife oriented recreation opportunities for present and future generations.

Goals:

1. Maintain, enhance, and restore (when appropriate and economically feasible) populations of game wildlife to provide for recreation opportunities, including wildlife viewing.
2. Minimize adverse impacts to wildlife and wildlife resources, and strive to resolve human/wildlife conflicts.
3. Increase public awareness of Arizona's game wildlife, its management, and hunting and viewing opportunities.

Objectives:

1. Provide hunting recreation for 190,000 or more hunters annually (190,000 combination licenses and hunting licenses were sold to Arizona resident, junior, and non-resident hunters in 1998, the most recent year for which records are complete).
2. Achieve a 60 percent satisfaction rating among Arizona's hunting public (i.e. 60% of Arizona's hunters indicating they were satisfied with their hunting experience over the past year).
3. Provide Arizona's diverse publics with information and education about game animals and hunting.

Arizona Game and Fish Department
2221 West Greenway Road
Phoenix, Arizona 85023-4399

January 22, 2001

Agency plans

Game Management Subprogram

In America's past, hunting was a widespread recreational pursuit, and sometimes a necessity. Today, hunting provides a unique link to our past. As our society becomes increasingly urban, outdoor recreation patterns are changing. During the last quarter of a century, even though the total number of hunters has increased, the percentage of the population that hunts has decreased. An understanding of demographics and preferences of Arizona hunters is crucial to establishing hunt objectives and guidelines. Equally crucial is offering diverse opportunities to all Arizona residents to experience and appreciate Arizona's hunting heritage.

- C. Encourage participation by youths, females, and other under-represented groups in hunting, fishing, other wildlife recreation programs, and shooting sports.

Mountain Lion

Status and Use

Estimates for the statewide population in 1999 are as follows: 2500 mountain lions; 62,000 mi² of occupied habitat, including 10,700 mi² classified as high quality habitat; and 6826 permits sold and 246 animals harvested (Fig. 18).

Note: these estimates do not include tribal lands or National Parks.

Goal

Manage the mountain lion population, its numbers and distribution, as an important part of Arizona's fauna. Provide mountain lion hunting (including hunting with dogs) and other related recreational opportunities.

Objectives

1. Maintain annual harvest at 250 to 300 mountain lions (including depredation take).
2. Provide recreational opportunity for 3000 to 6000 hunters per year.
3. Maintain existing occupied habitat and maintain the present range of mountain lions in Arizona.

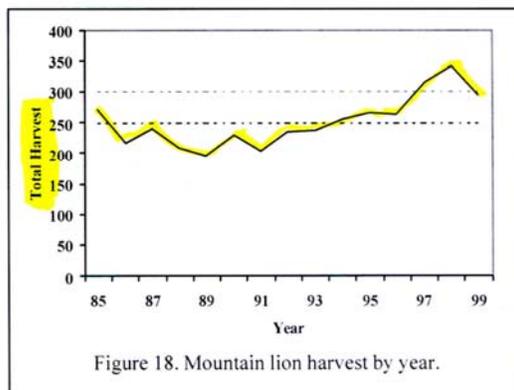
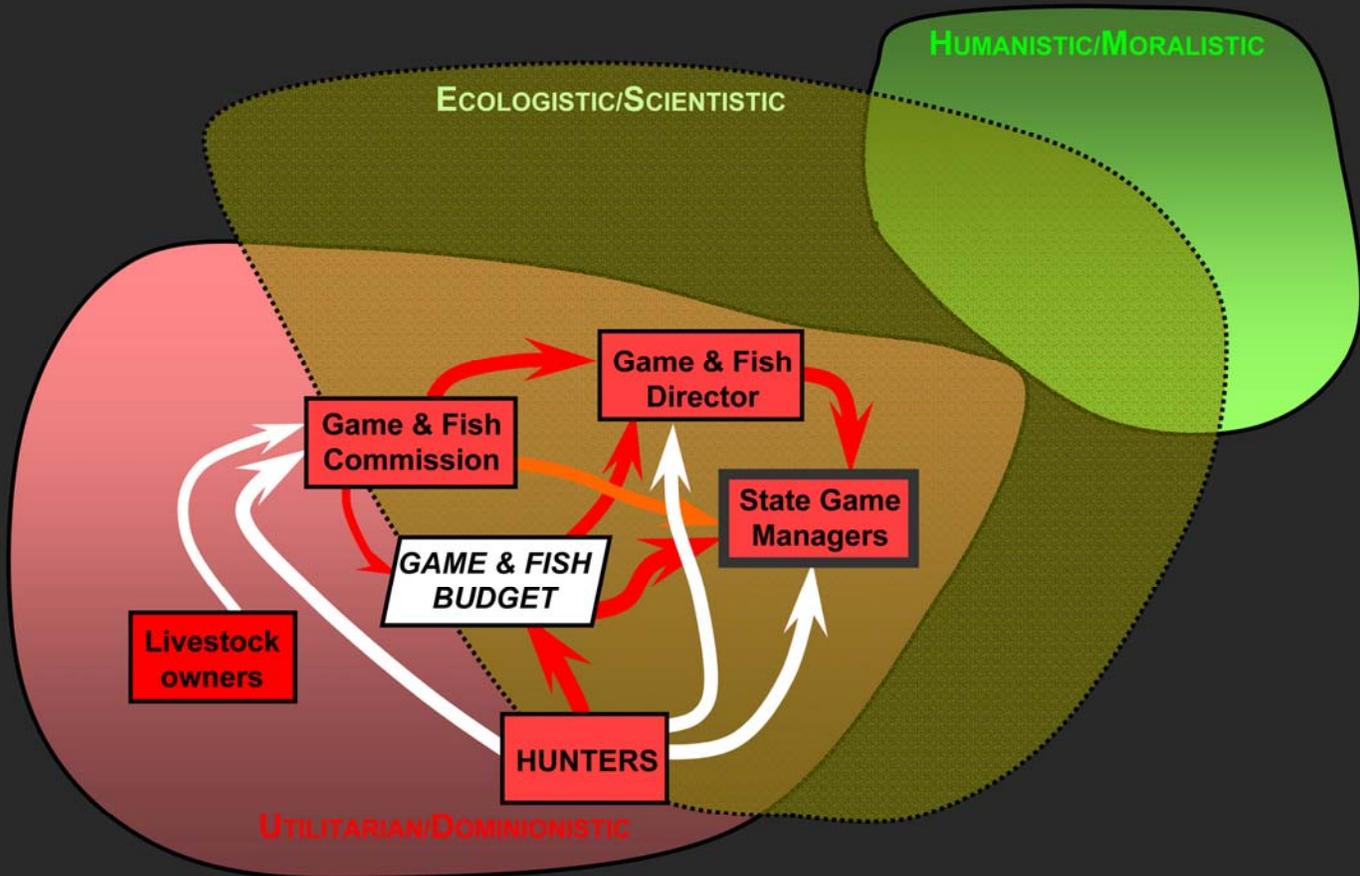


Figure 18. Mountain lion harvest by year.

The Dominionistic/ Utilitarian Subsystem



Legitimacy and wealth are largely generated within the subsystem through provision of the “wildlife product.”

MODELS OF GOVERNANCE & MANAGEMENT

ement

2 A Government Manager's Guide to Quality Management

Doing what's right isn't the problem. It's knowing what's right.

Some critics worry about the new roles assigned to the empowered co-worker in a quality management organization. Worker involvement and continuous process improvement are the basic sources from which quality flows. **Every co-worker in a quality management organization has one central and common purpose—that is, to improve the quality of the organization's services and products in order to satisfy the customer.**

Total Quality

array of practices and techniques designed to implement these organizing principles. In other words, quality management is both a comprehensive

...through provision of the wildlife product. a radical
tic focus
er than
function of product. Some question quality management's insistence that the customer is best equipped to define the quality of your work.

Some critics worry about the new roles assigned to the empowered co-worker in a quality management organization. Worker involvement and continuous process improvement are the basic sources from which quality flows. Every co-worker in a quality management organization has one central and common purpose—that is, to improve the quality of the organization's services and products in order to satisfy the customer.

MODELS OF GOVERNANCE & MANAGEMENT

Scientific Management

The over-riding goal of this Strategic Plan is to best meet the needs of the biological resource, while remaining in balance with many different, often conflicting, public desires and the Department's limited resources. Not everyone's desires or comments will result in changes to this plan, but everyone's comments were fully considered before the final plan was adopted.

“Let Arizona Game & Fish manage wildlife, using scientific and statistical methods, rather than having to be concerned about the public, political, and media reaction.”

“No commissioner should ever have to bow to the wishes of emotional masses when science proves them wrong...politics should never interfere in their decisions.”

“Problems” are of a technical & biophysical nature to be defined and solved by the experts (i.e., AZGF)

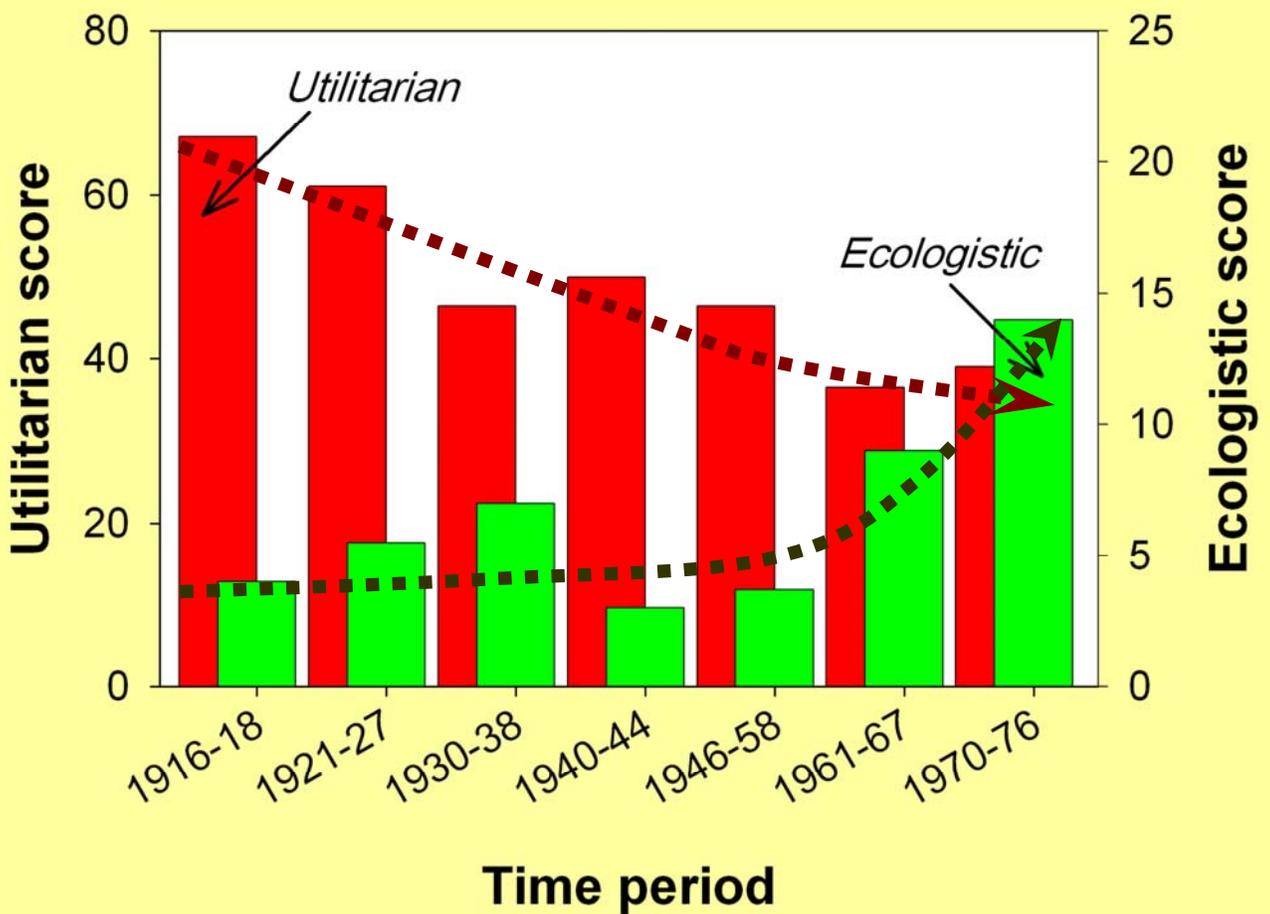
Virtually no concept of governance related to liberal democracy & civility.

Essentially no way to conceptualize “management” as fundamentally about identifying & securing common interests.

A Dynamic Environment

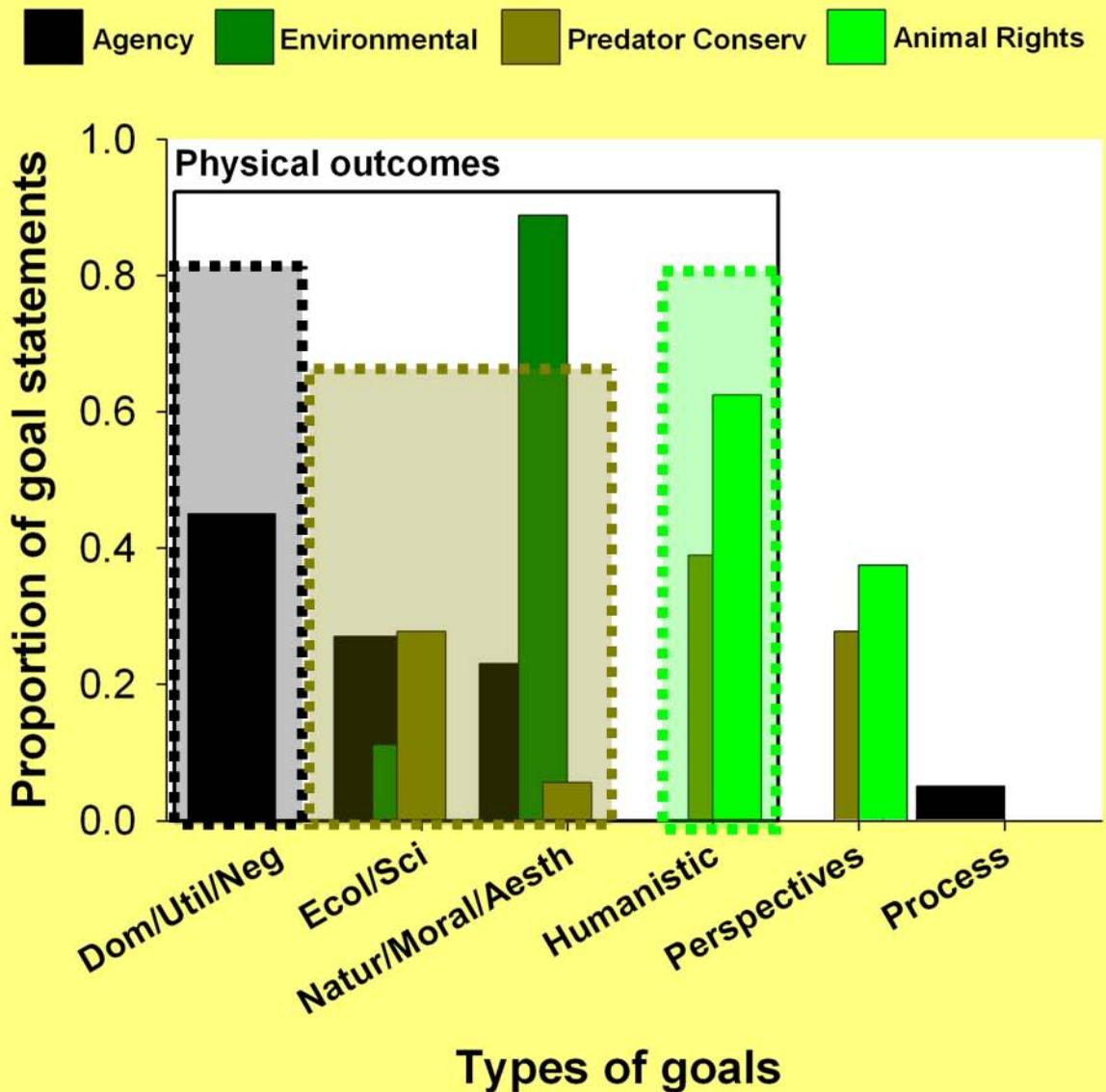
World Views

(Kellert 1996)



World Views

(Kellert 1996)



Social Capital & Public Trust

Capacity for Civility

Organizational Involvement

Active organizational involvement, 1973-1994



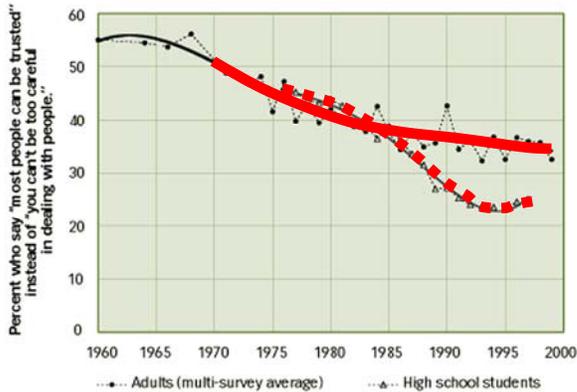
Club attendance

Club meeting attendance dwindles, 1975-1999



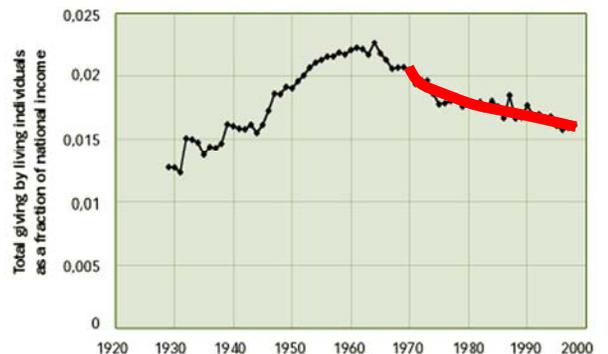
Trust

Four decades of dwindling trust Adults and teenagers, 1960-1999



Philanthropy

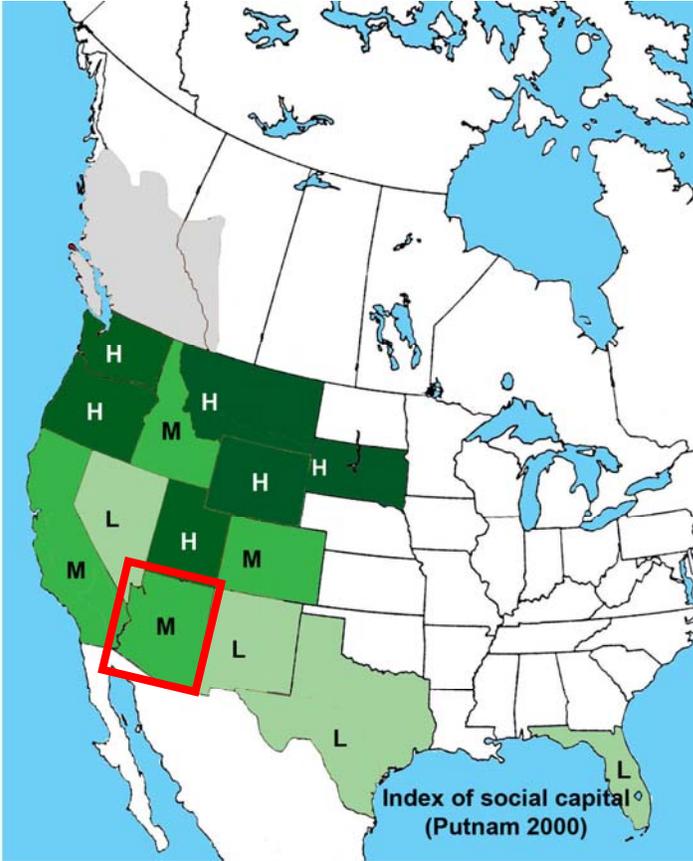
The rise and fall of philanthropic generosity, 1929-1998



Social Capital & Public Trust

Capacity for Civility

Attentiveness of goals to emerging values

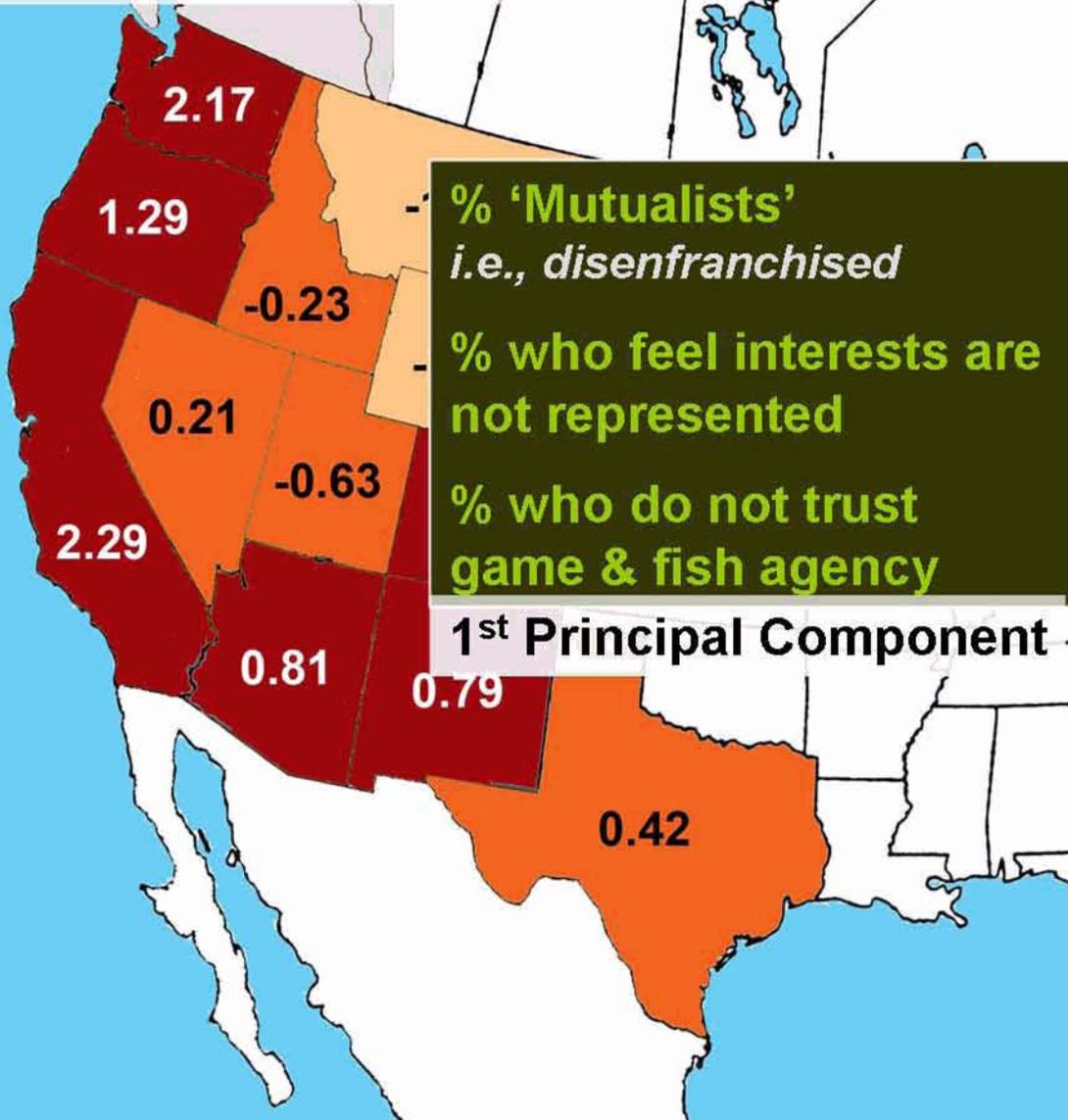


$r = 0.63$

Social Capital & Public Trust

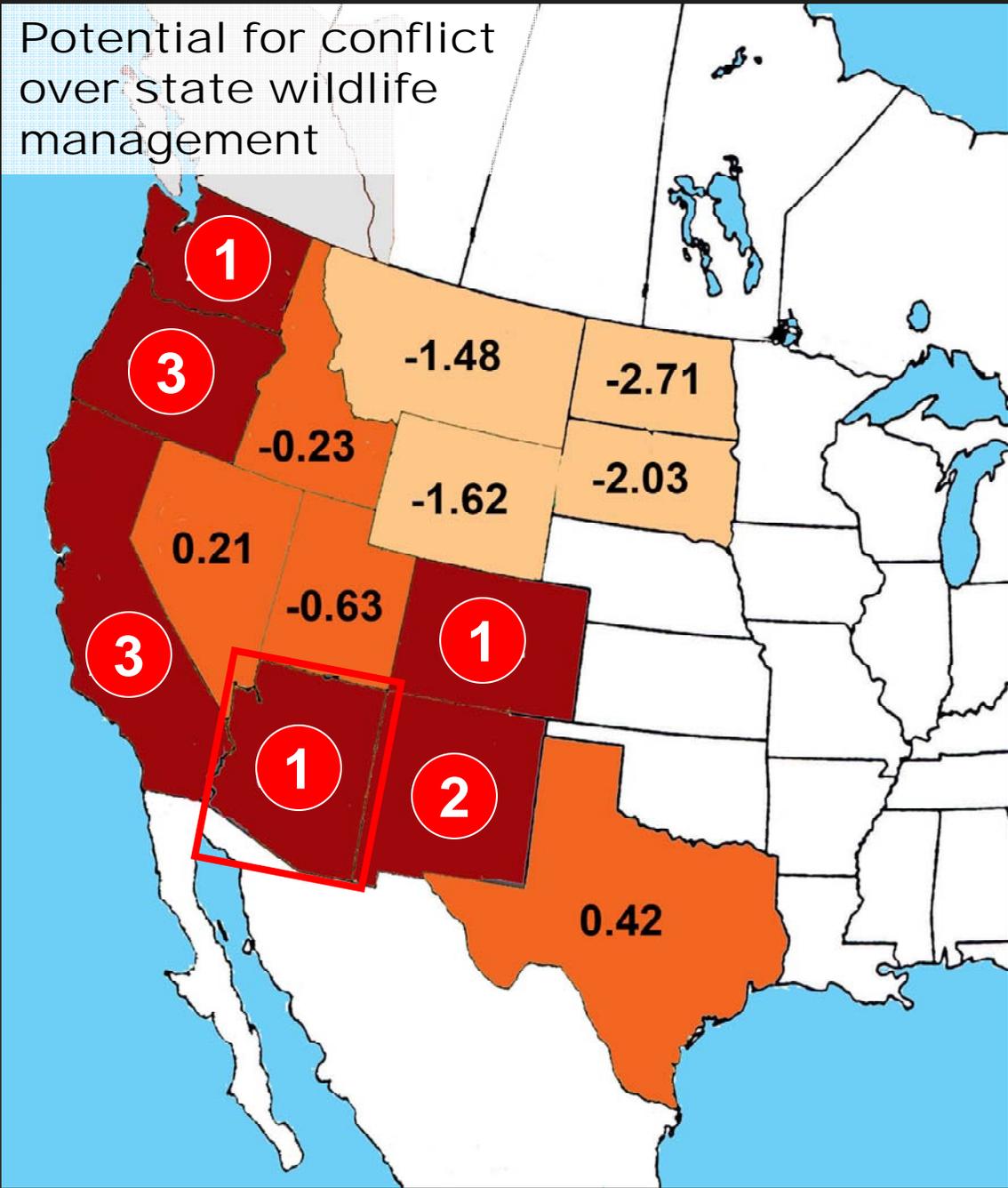
Capacity for Civility

Potential for conflict over state wildlife management



Social Capital & Public Trust

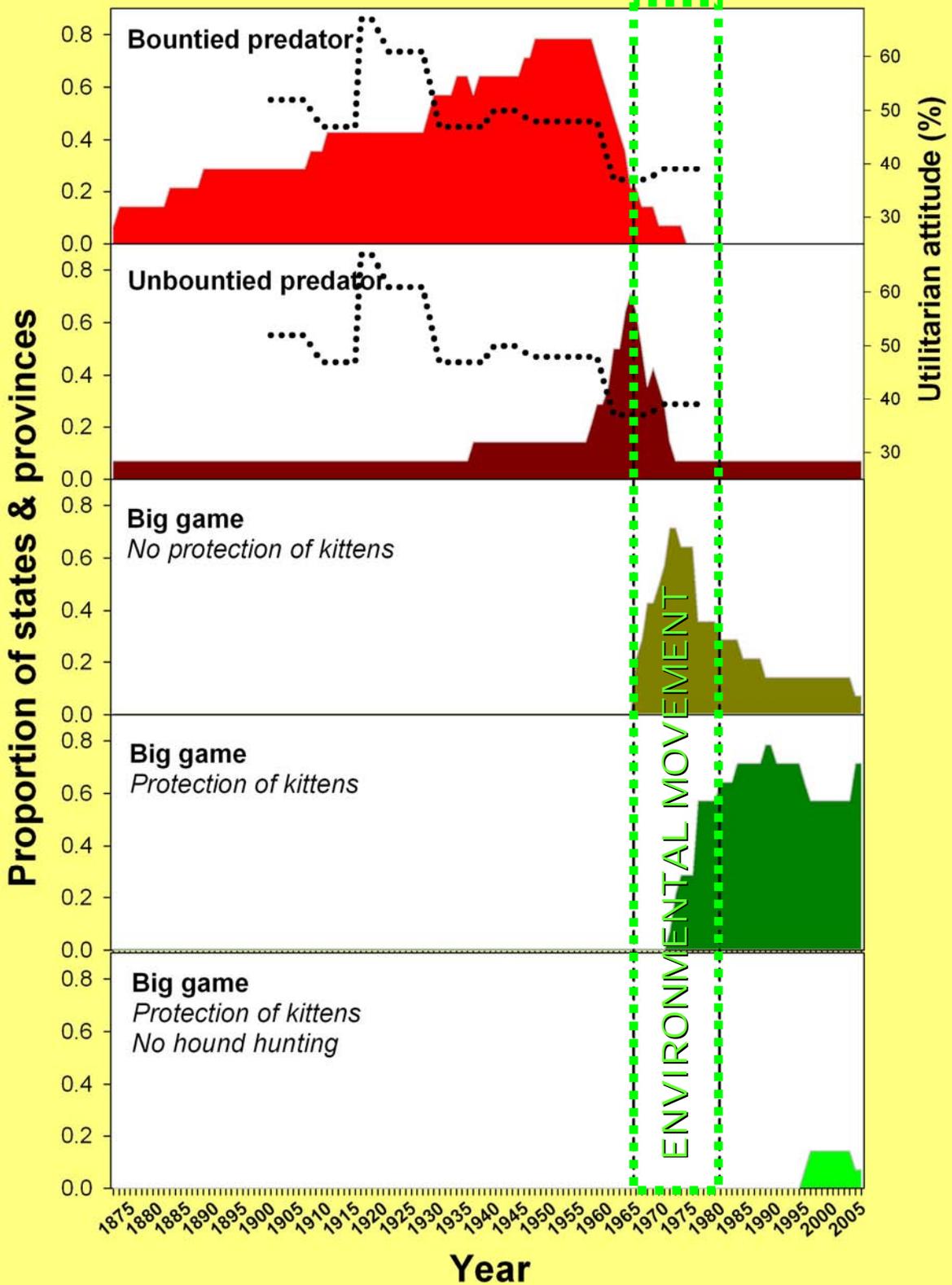
Capacity for Civility



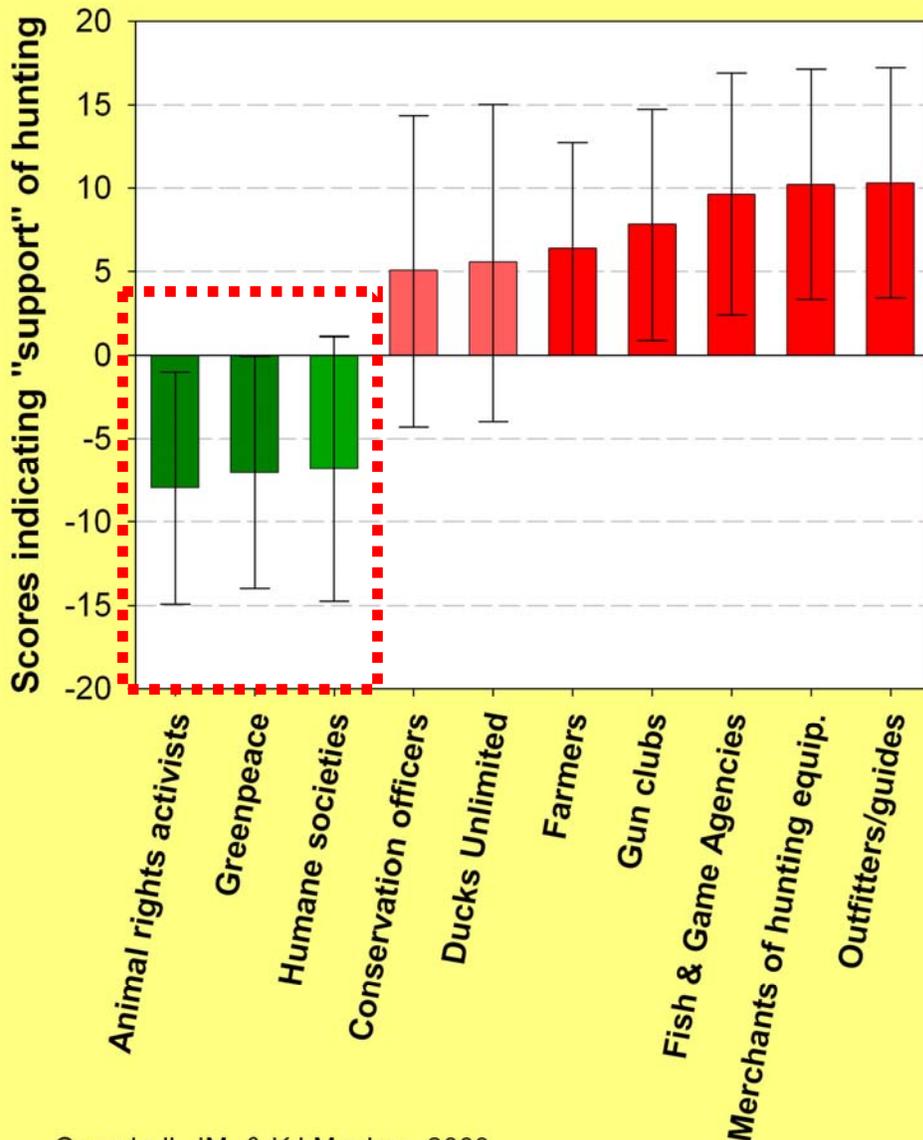
The Outgroup

**Animal Rights &
Animal Welfare Activists**

The Outgroup

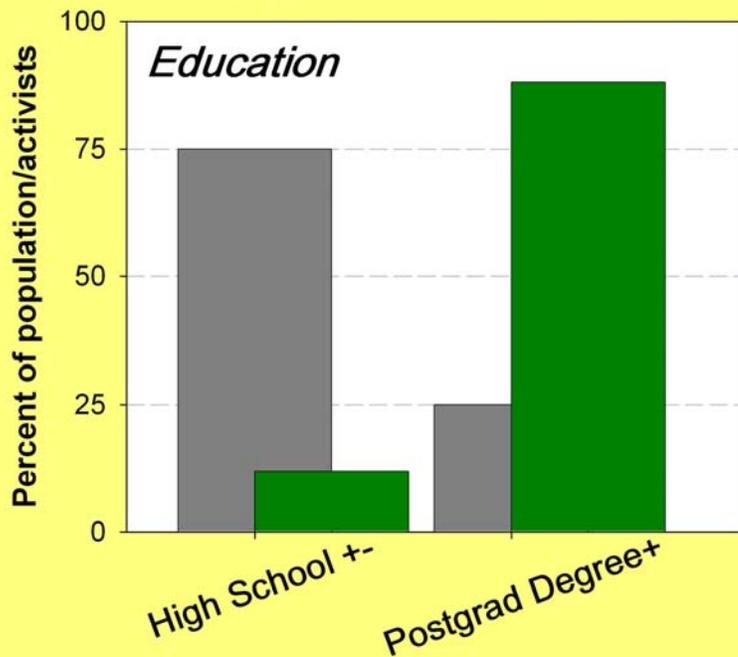
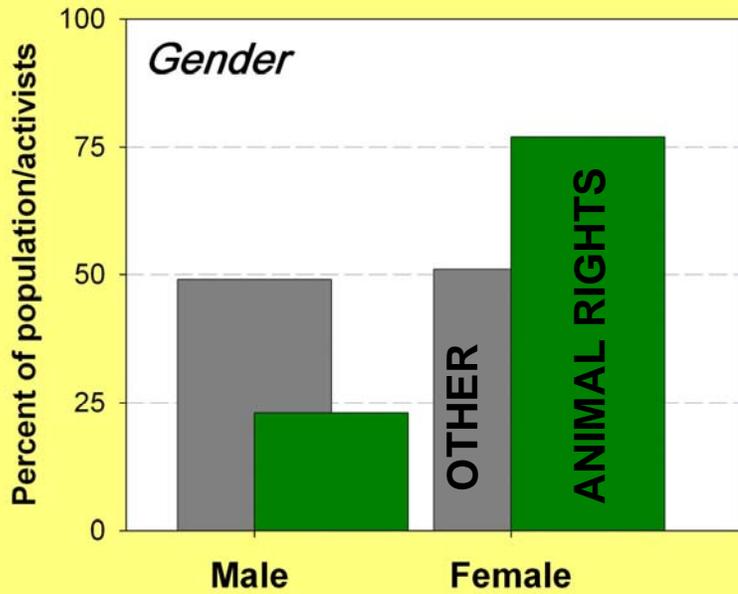


Animal Rights & Animal Welfare Activists



Campbell, JM, & KJ Mackay. 2003.
Human Dimensions of Wildlife 8:181-197.

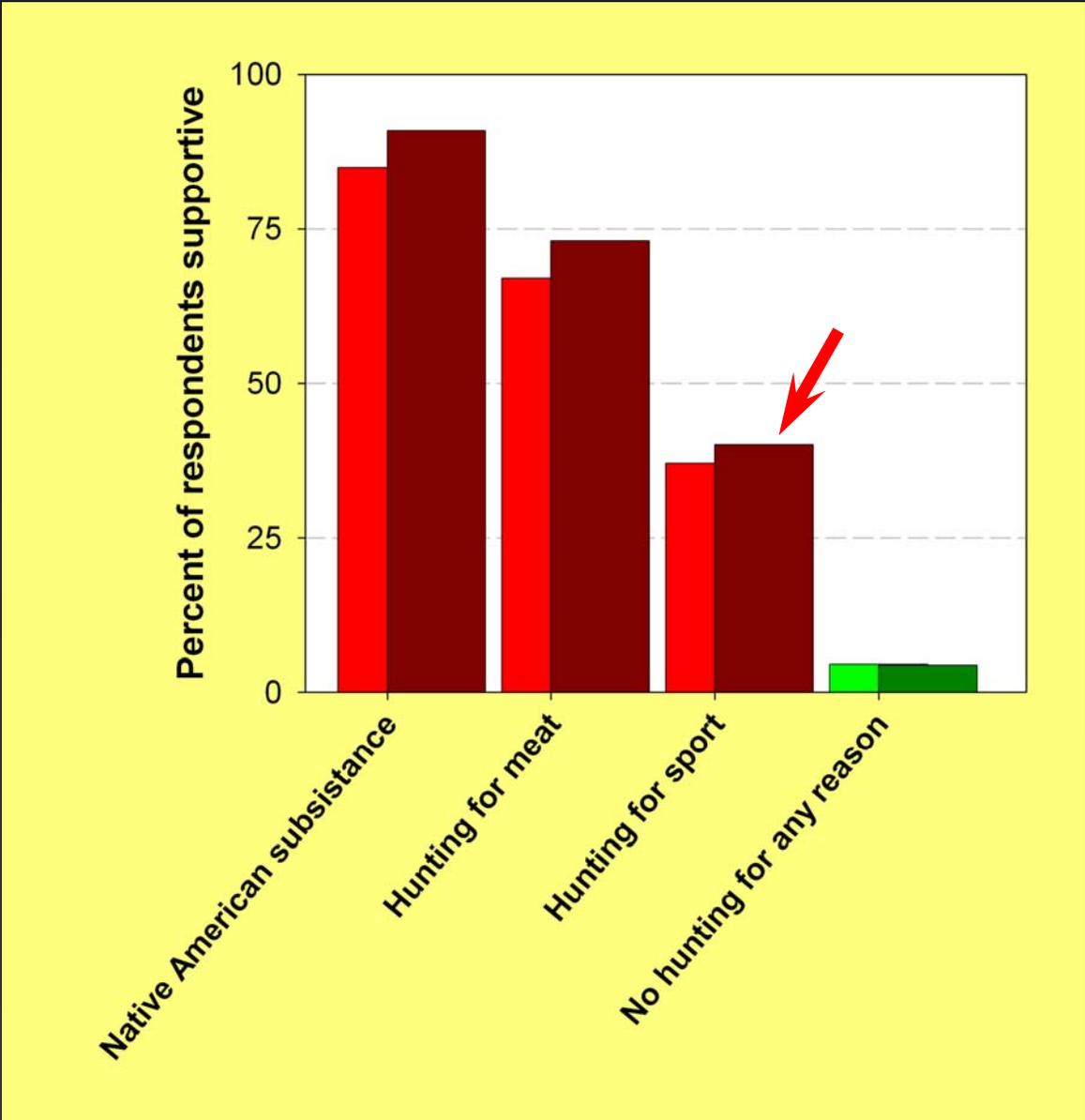
Animal Rights & Animal Welfare Activists



**Animal Rights &
Animal Welfare
Activists**

“...a religious fervor...”

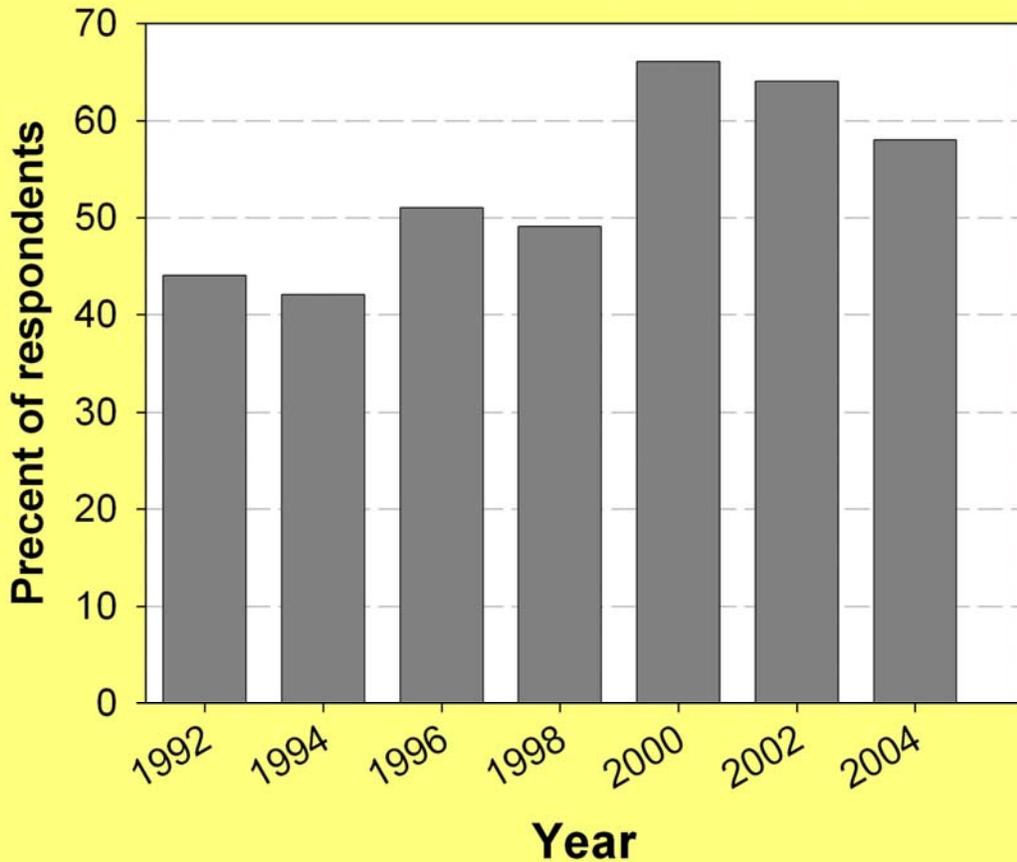
Animal Rights & Animal Welfare Activists



1978

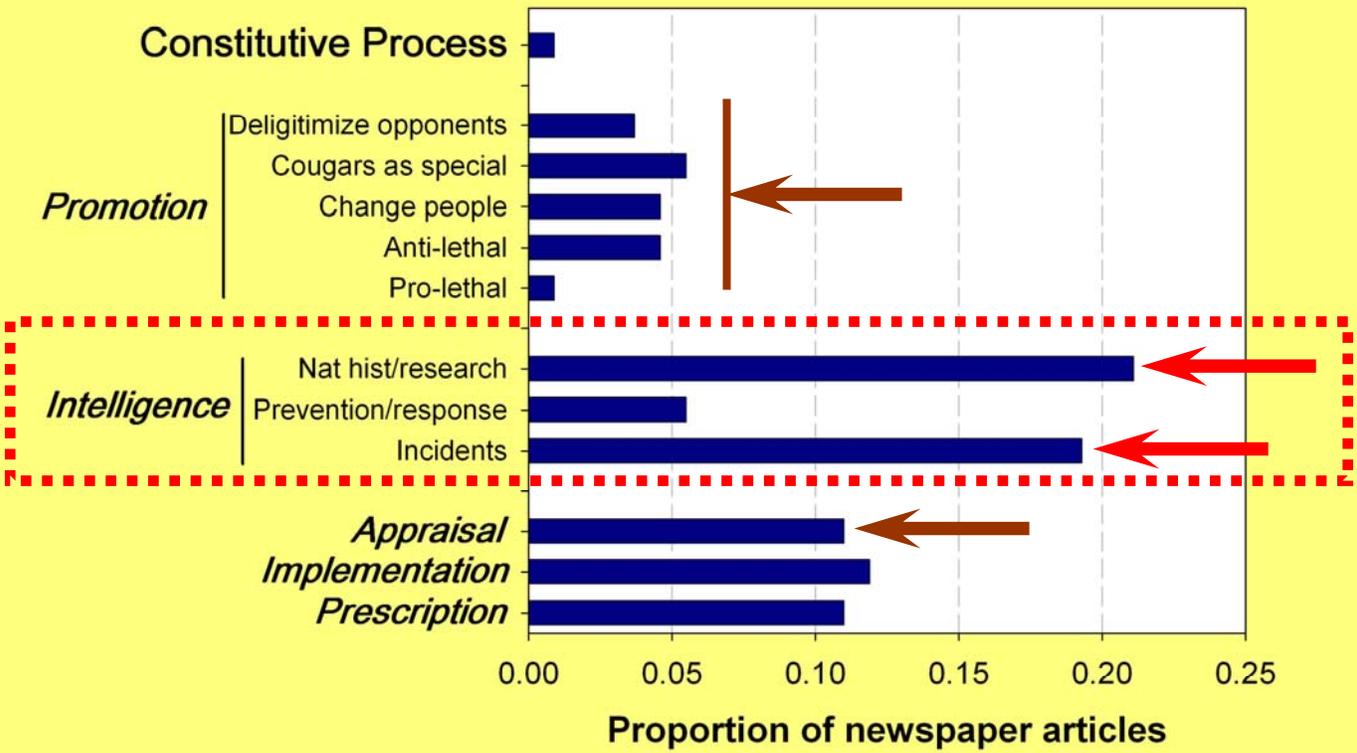
1995

Animal Rights & Animal Welfare Activists



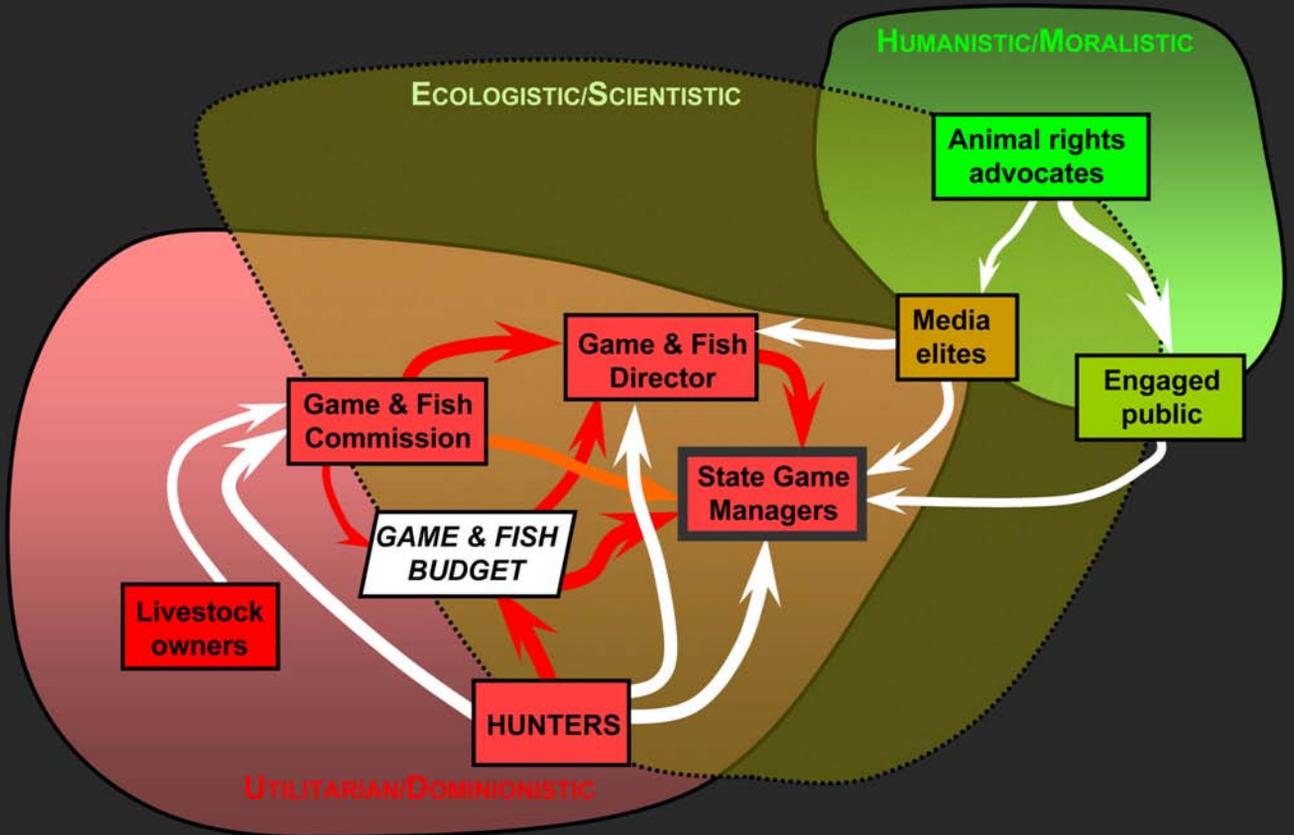
Percent of AZ residents who did not know who manages AZ wildlife

Animal Rights & Animal Welfare Activists



Foci of articles in the Flagstaff, AZ, *Daily Sun* during “normal” periods, 1999-2005

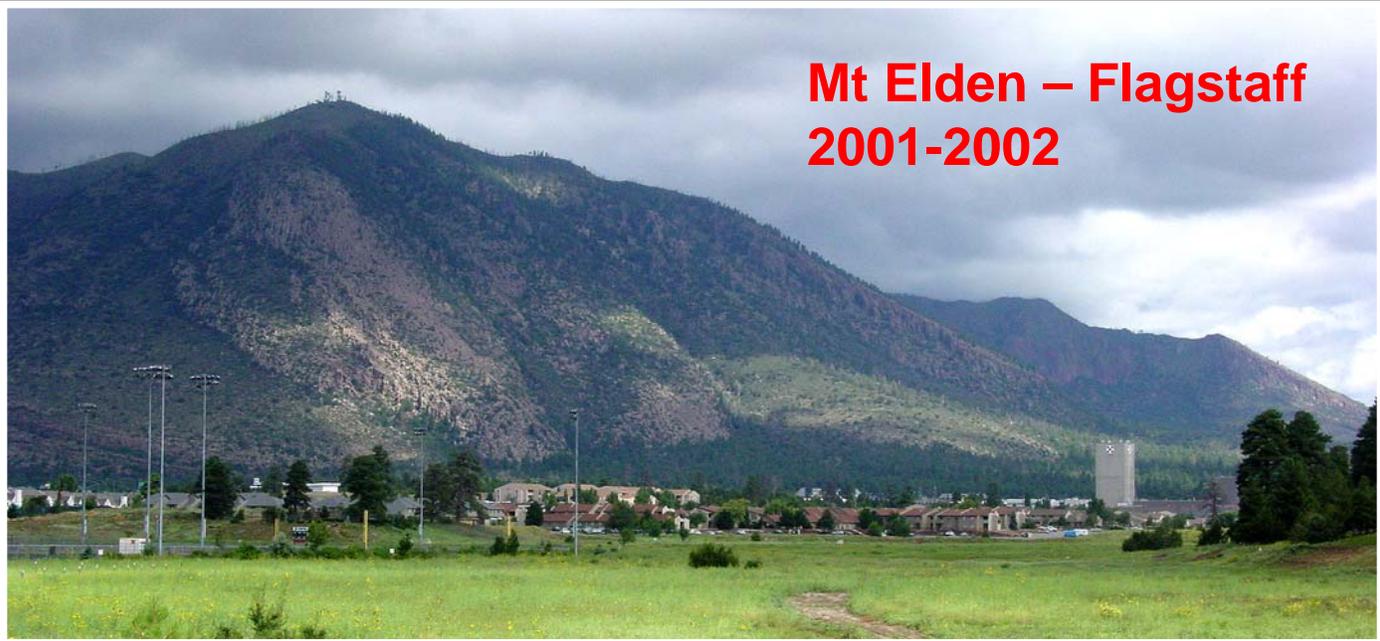
Animal Rights & Animal Welfare Activists



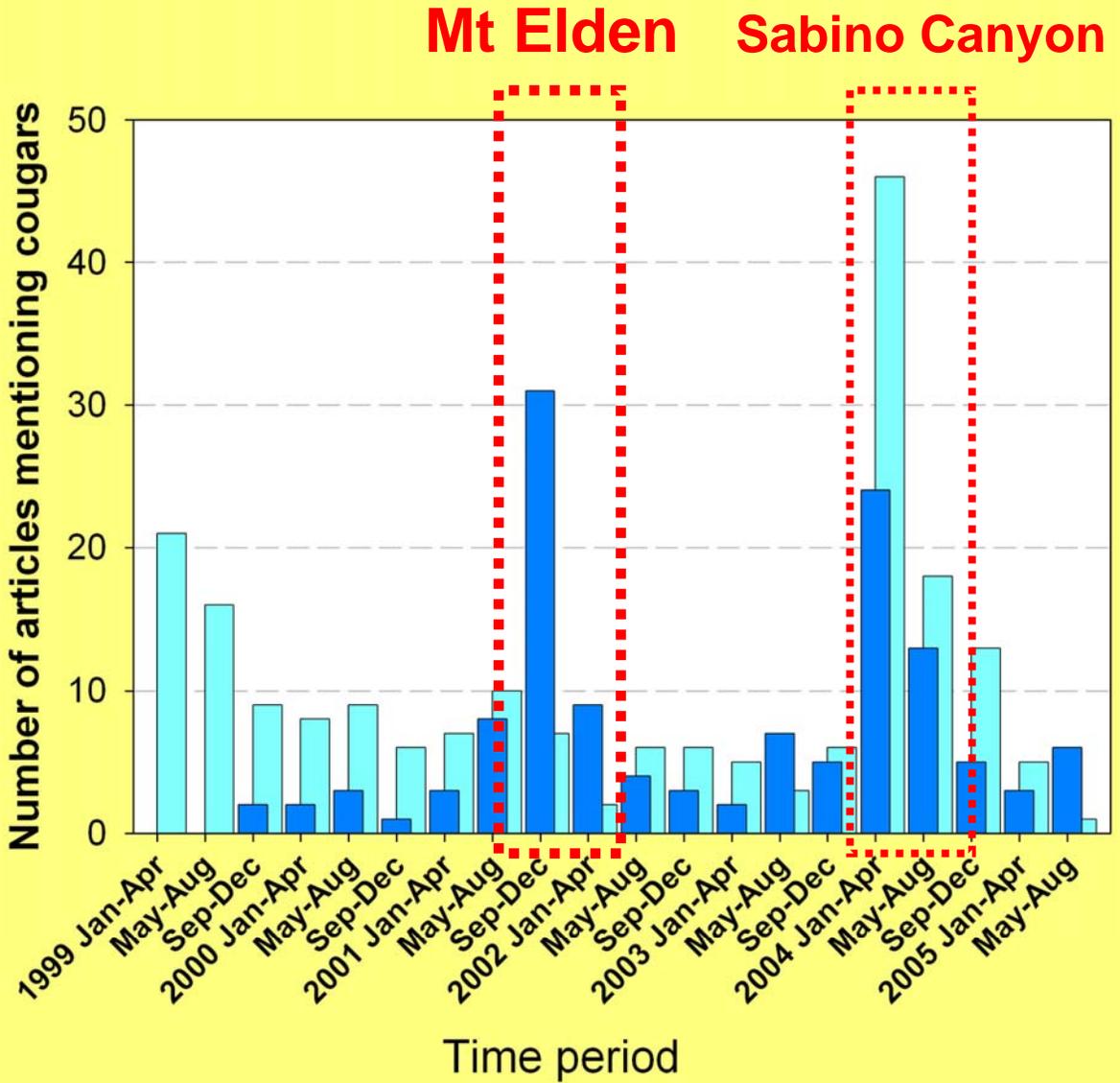
Perturbations

(continued)

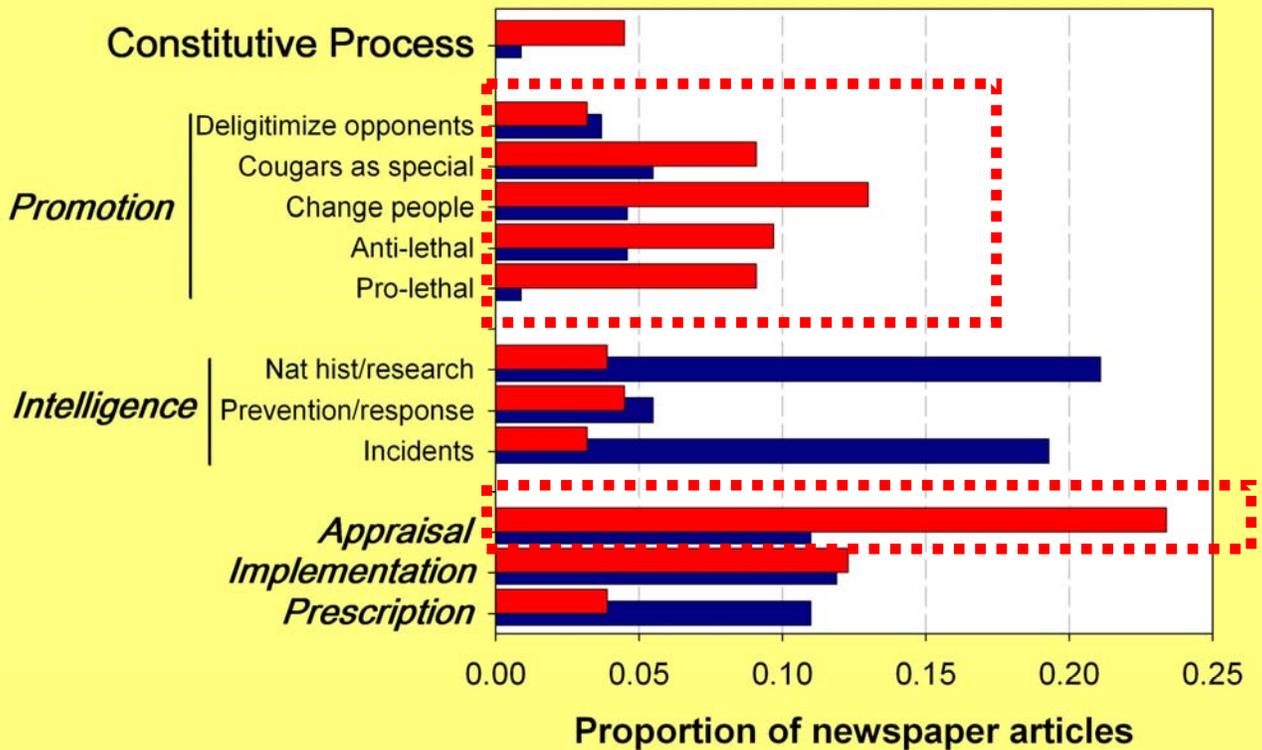
Perturbations



Perturbations

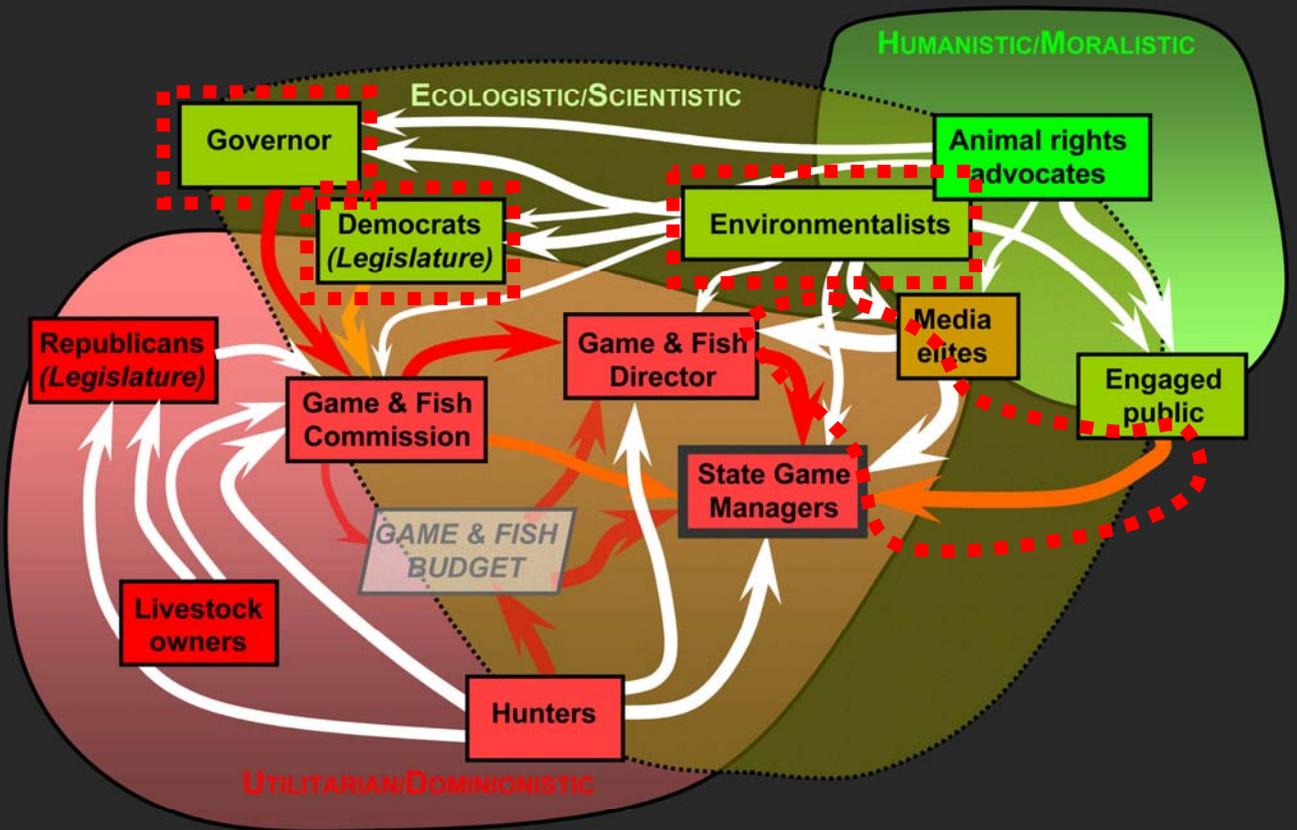


Perturbations



Foci of articles in the Flagstaff, AZ, *Daily Sun* during perturbations, 1999-2005

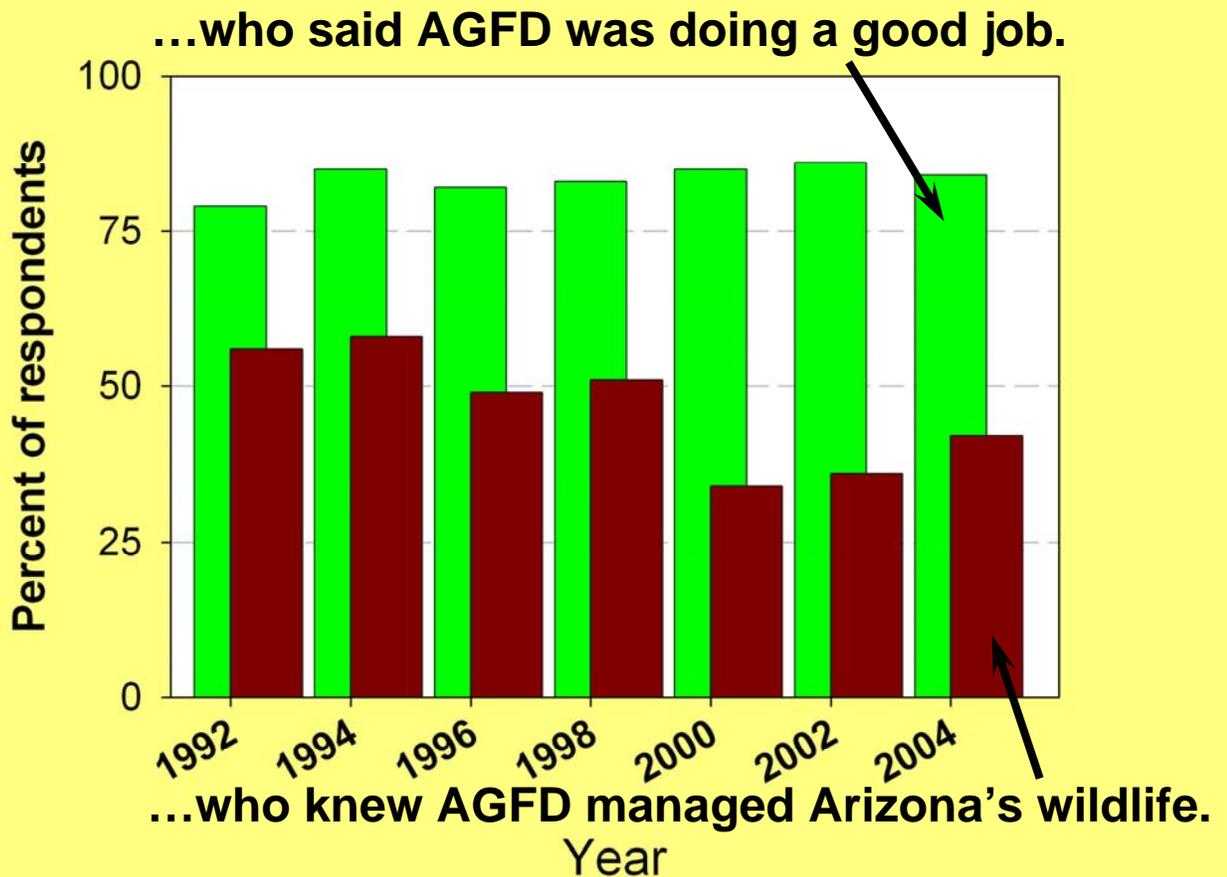
Perturbations



“The governor is mightily displeased.”

Perturbations

AZGF defends its legitimacy...

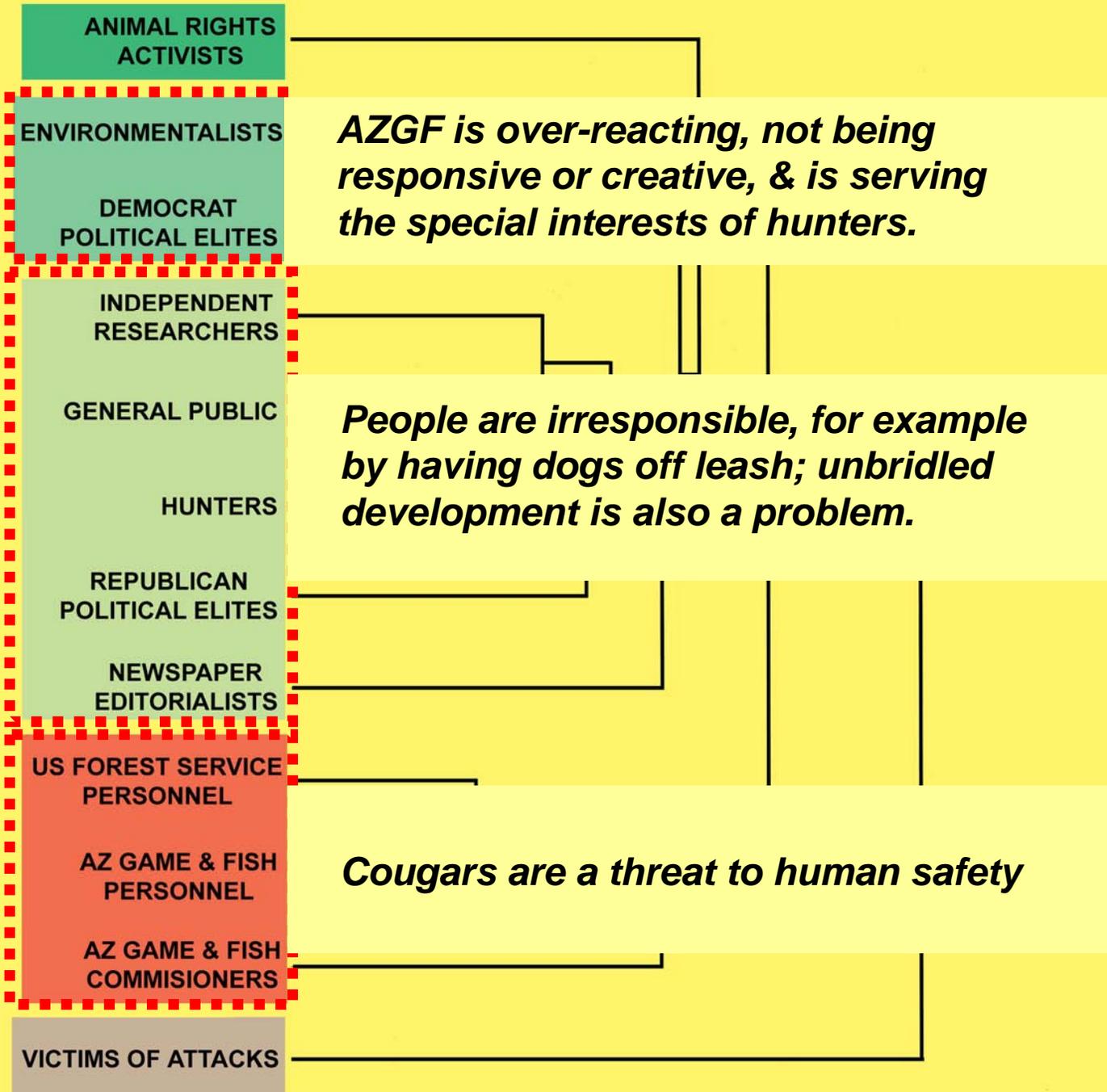


Discourse content

“The Problem”

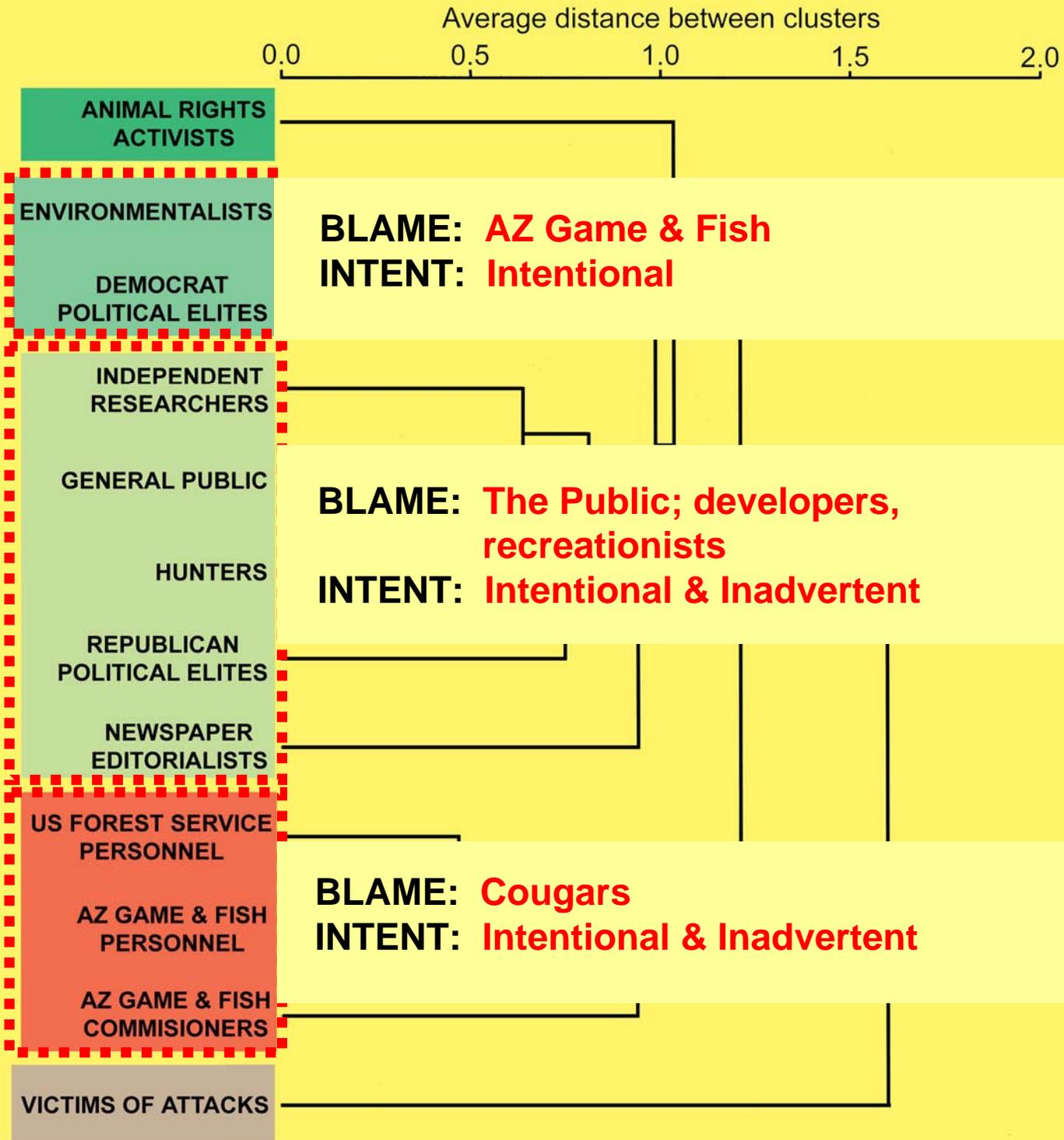
Average distance between clusters

0.0 0.5 1.0 1.5 2.0



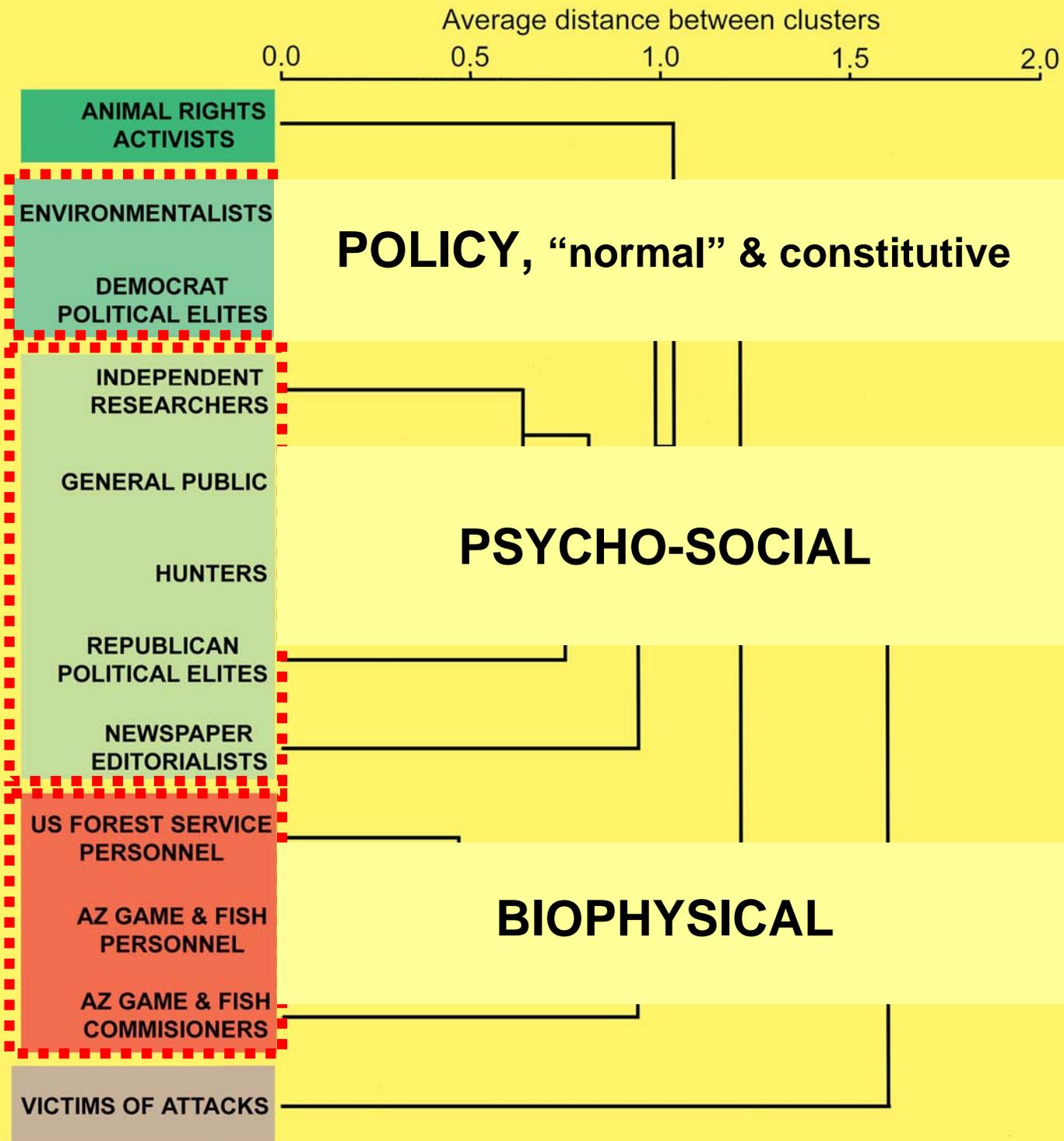
Discourse content

“The Problem”



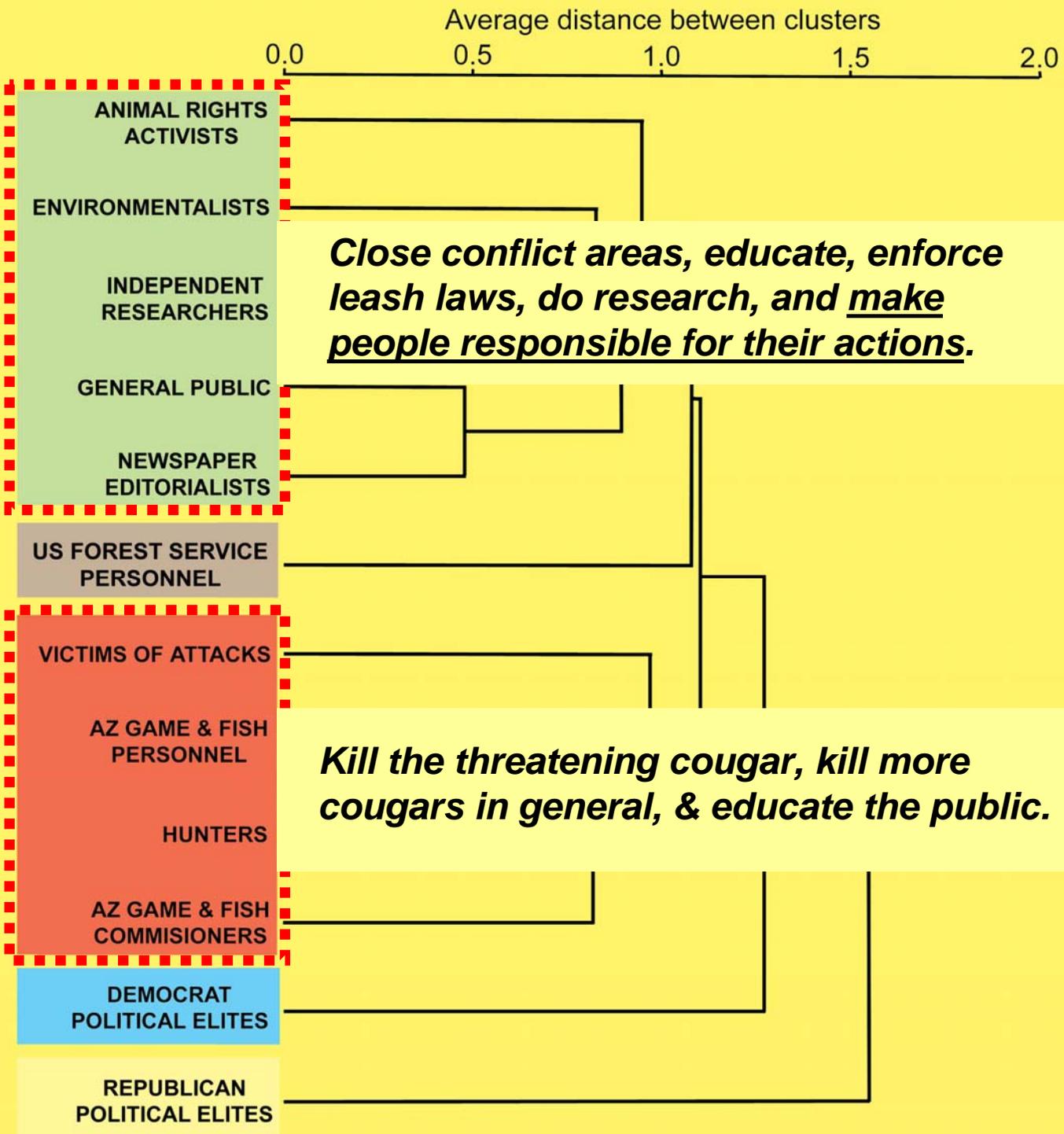
Discourse content

“The Problem”



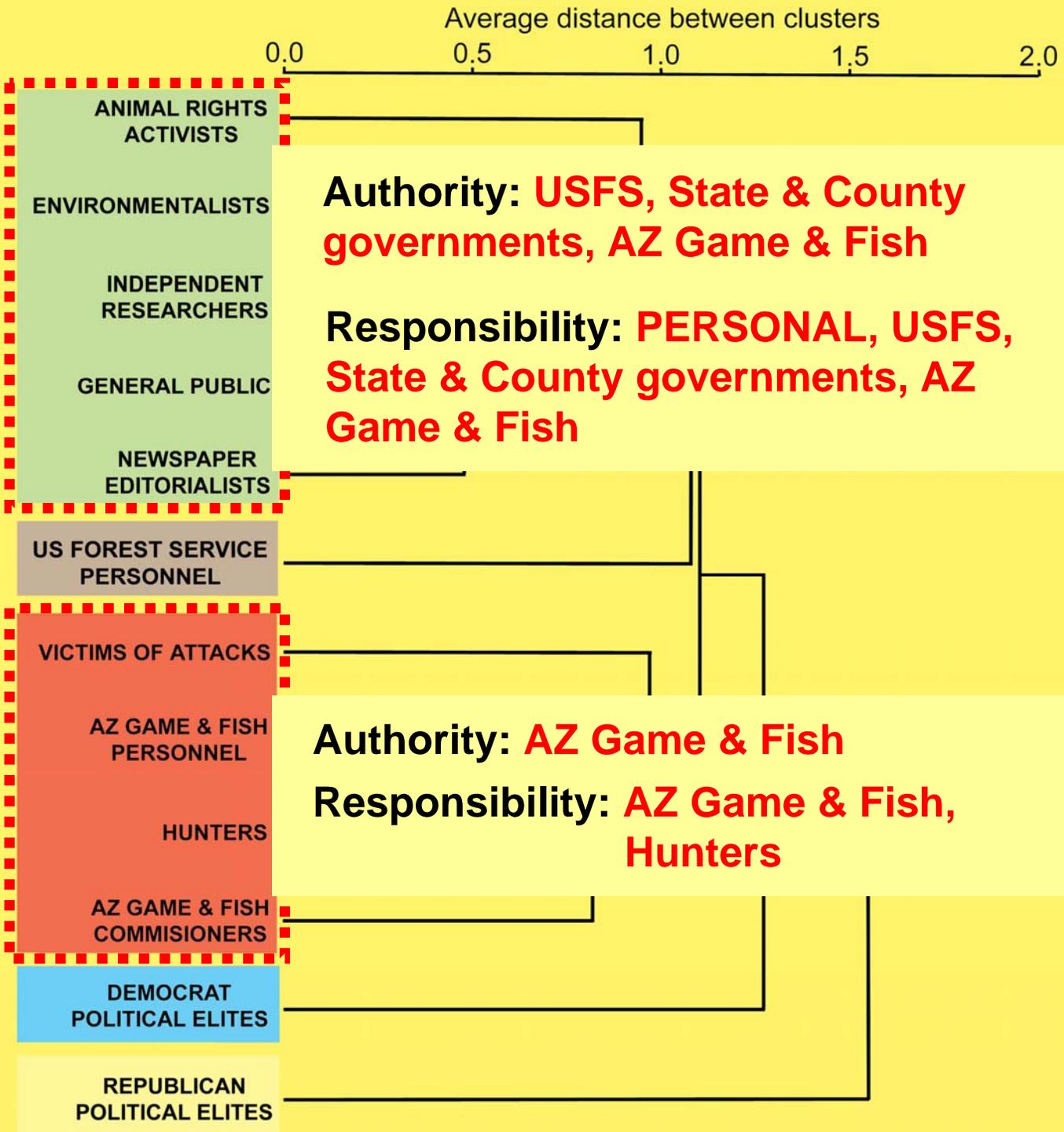
Discourse content

“The Solution”



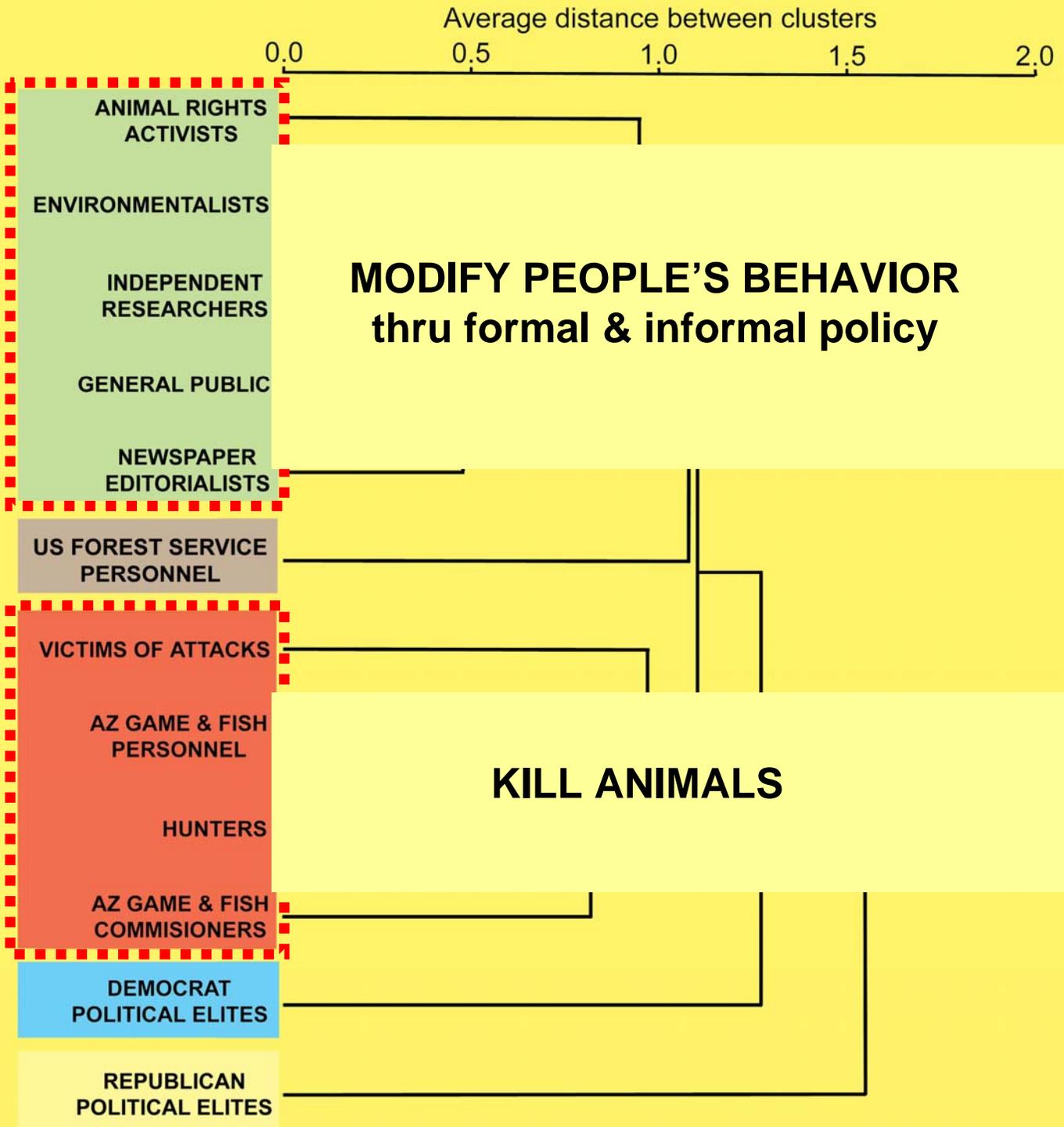
Discourse content

“The Solution”

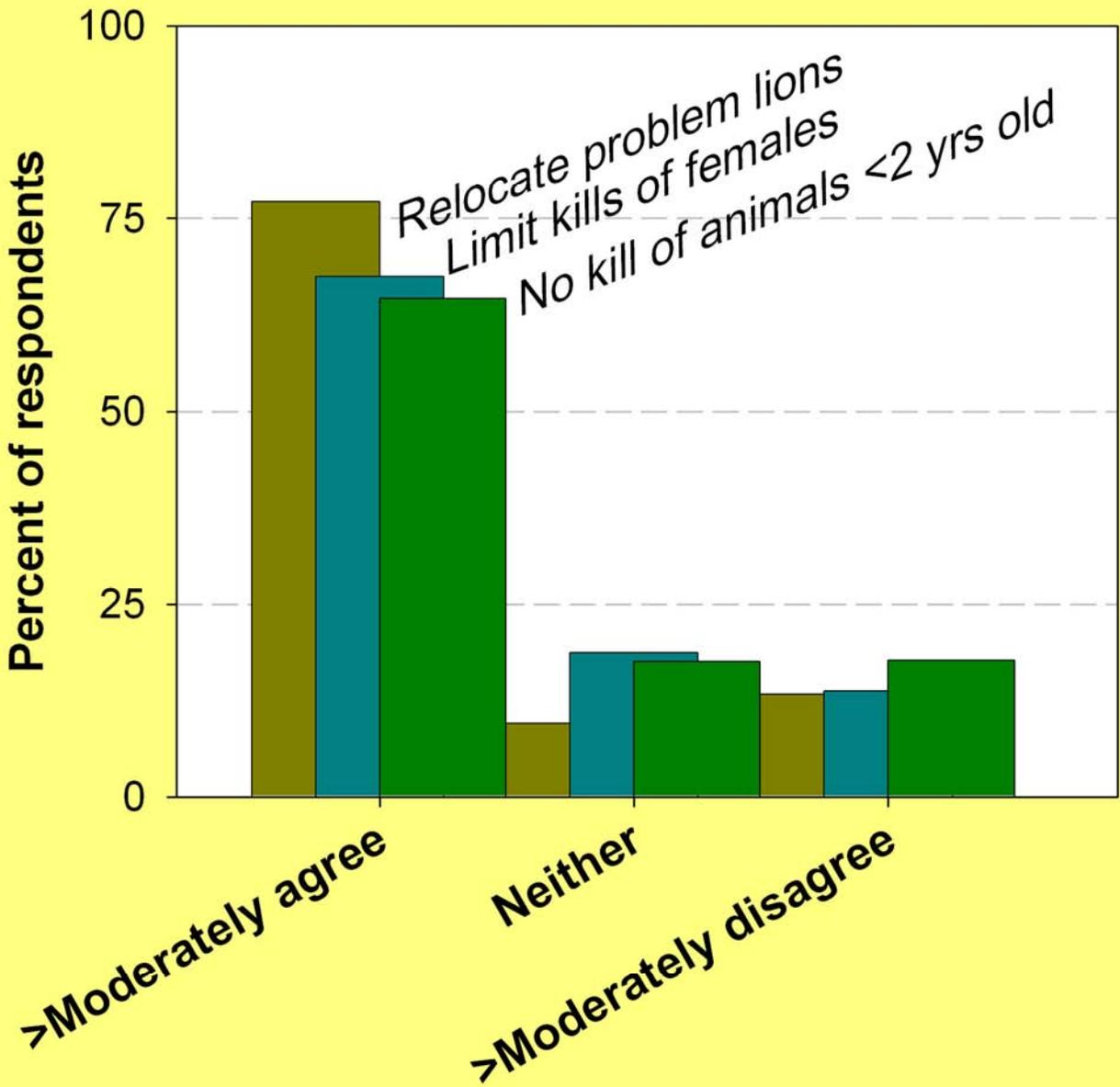


Discourse content

“The Solution”



“The Solution”?



Learning (& Change)?

Learning(& Change)?

Workshops to develop a standard protocol for responding to “incidents.”

(Stabilize expectations)

Learning(& Change)?

REPORT OF THE MOUNTAIN LION WORKSHOP

Education



Several major clusters emerged from participant discussion during the four sessions: (1) The communication/decision making process of Game and Fish, (2) networking and collaboration with interested stakeholders, (3) educational outreach, and (4) funding efforts. These categories and their sub-themes are detailed below and in **Chart 12, p. A-19**). Several additional recommendations and next steps are outlined in **Chart 14, p. A-25**).

Agency Communication and Decision-Making Process

Many participants felt AGFD mishandled the communication and decision making process during the Sabino Canyon incident that inspired this public workshop. Participants agreed that there may have been an increased effort to educate people about the agency's protocol but that it was done too close, even after, the decisions were made. Some participants highlighted the need to create a new relationship with the media that will get education and decision processes to the public with plenty of notice. There is currently a communication gap between the public and the agency, although workshops, similar meetings to be held in the future, will close the gap.

Many participants did not fully understand the role of AGFD and stressed public misunderstanding about the agency's roles and responsibilities. A theme in this discussion was the need for AGFD to reach a larger constituency. Participants repeatedly suggested AGFD expand their constituency and adjust to take in the views of all (see below). Many participants stressed that AGFD needed to expand its constituency from a primary focus on hunters and anglers to the larger population that has an interest in wildlife and the outdoors. Game and Fish officials, when asked by participants, agreed on the need to incorporate anyone who enjoys wildlife in their educational outreach. Participants discussed a possible name change for the agency to reflect this larger constituency.

Learning(& Change)?

REPORT OF THE MOUNTAIN LION WORKSHOP

May 1, 2004

The Commission

Legislation



There is much passion on this issue from both the consumptive and non-consumptive communities. The key points of debate are around representation and whether public-user groups are or are not represented. Participants generally disagreed about Commission members' expertise, experience, and accountability. The non-consumptive community feels like they have no voice on the Commission at the present time (Chart 18, p. A-32).

Habitat Protection and Management

This issue was identified throughout the sessions as an area that needs more attention and consideration in the context of wildlife in the urban interface, public safety and wildlife management (Chart 19, p. A-32). Growth and development are tied to the destruction/disruption of wildlife habitat, and habitat protection and management is directly connected to the policy and practices associated with state land exchanges. Several participants spoke for retaining high quality trust land for wildlife habitat, with

Learning(& Change)?

**Change in hunting
regulations & development
of a management plan**

***(Stabilize expectations &
increase legitimacy)***

Learning(& Change)?



The Fund for Animals

we speak for those who can't

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Mr. Michael Golightly, Chairman
Arizona Game and Fish Commission
2221 W. Greenway Avenue
Phoenix, AZ 85023-4312

Mr. Duane Shroufe, Director
Arizona Game and Fish Department
2221 W. Greenway Avenue
Phoenix, AZ 85023-4312

Dear Chairman Golightly, Commission Members, and Director Shroufe:

On behalf of the more than 200,000 members and supporters of the **Animal Defense League of Arizona (ADLA)** and **The Fund for Animals (The Fund)**, including our members who reside and recreate in Arizona, I am writing to you concerning the proposed regulations for the 2002-2003 hunting seasons in Arizona. These regulations were submitted to the Arizona Game and Fish Department (AGFD) on March 4, 2002. I am writing to you to request that the Arizona Game and Fish Department (AGFD) consider these comments prior to the Arizona Game and Fish Commission (Commission) meeting on April 10, 2002. In addition, as my clients in Arizona have other interests in the issues raised in the letter as well as other wildlife issues that come to bear, they would like to arrange to meet with AGFD officials to discuss the comments and recommendations contained in the letter.

ADLA and The Fund are unalterably opposed to the sport hunting of any wild life species. While the Commission has admitted, do not share my clients' perspective on hunting, both have an obligation to consider the interests of all species, not just those of hunters. ADLA, including the members and supporters of my clients, as they fulfill the public trust responsibilities associated with the management of Arizona's wildlife. My clients and their members/supporters in Arizona are your constituents and, by law, you cannot arbitrarily dismiss or ignore their interests simply because they do not partake in hunting, trapping, or fishing activities. For far too long, the interests of the majority have been ignored in favor of continuing sport hunting practices for the benefit of a small minority (i.e., Arizona's hunters).

While my clients oppose a sport hunting season for any animal, there is ample scientific evidence demonstrating that hunting seasons for lions and bears are **not biologically justified** and are solely intended to provide recreational opportunities to hunters. The following comments are primarily limited to mountain lion hunting and management. In addition, I have included a few recommendations pertaining to black bear hunting and management and the hunting of bighorn sheep and mule deer in GU 22.

My clients are particularly concerned about the management of mountain lions in Arizona. As described in greater detail below, **the AGFD has no idea as to how many lions exist in the state, has no mechanism to accurately track the number of lions killed annually by sport hunters and/or through depredation kills, uses incorrect density factors when estimating unit-specific lion population numbers, has never assessed the**

INVOKED THE NORMS OF OTHER STATE GAME & FISH AGENCIES

Learning(& Change)?

Modal Value Profile of Game & Fish Employees

SKILL ←

RESPECT ←

POWER

Learning(& Change)?

Demands by Animal Rights Activists

- Stop all cougar hunting
 - Stop hunting females
 - Stop using hounds

No effect on harvest

- Curtail the hunting season
 - Require inspection of kills
 - Require closure of hunt in GMUs meeting quota
 - Prepare & implement management plan
- Revise & justify cougar density estimates

Learning(& Change)?

Demands by Animal Rights Activists

- Stop all cougar hunting
 - Stop hunting females
 - **Symbolic rather than substantive**
 - Require inspection of kills

Designed to conform state with broader norms

- Revise & justify cougar density estimates

Alternatives?

Substantive reorientation toward civility and liberal democracy will require:

Restructured funding to represent a broader spectrum of stakeholders.

Rules for Commission composition that insure broader stakeholder representation.

Change in agency culture to engender democratic & civil ideals of governance.

Change in societal norms & expectations...?

Alternatives?

Nearer term:

Develop parallel institutions of wildlife management...

involving a broad spectrum of stakeholders...

dealing with concrete rather than symbolic issues.