

Considerations in Management within National Wildlife Refuges

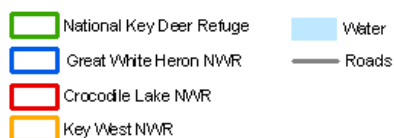
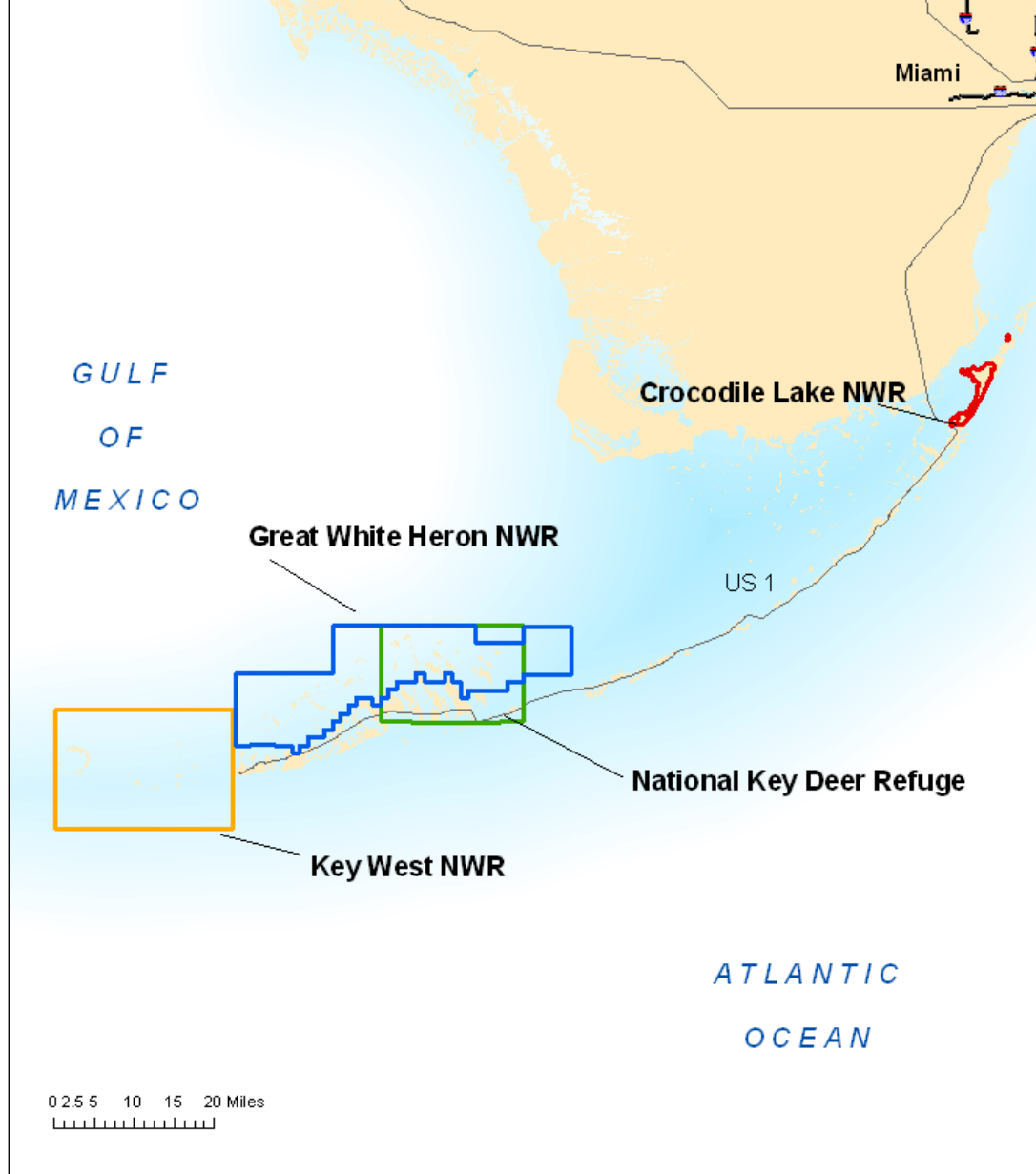
U.S. Fish and Wildlife



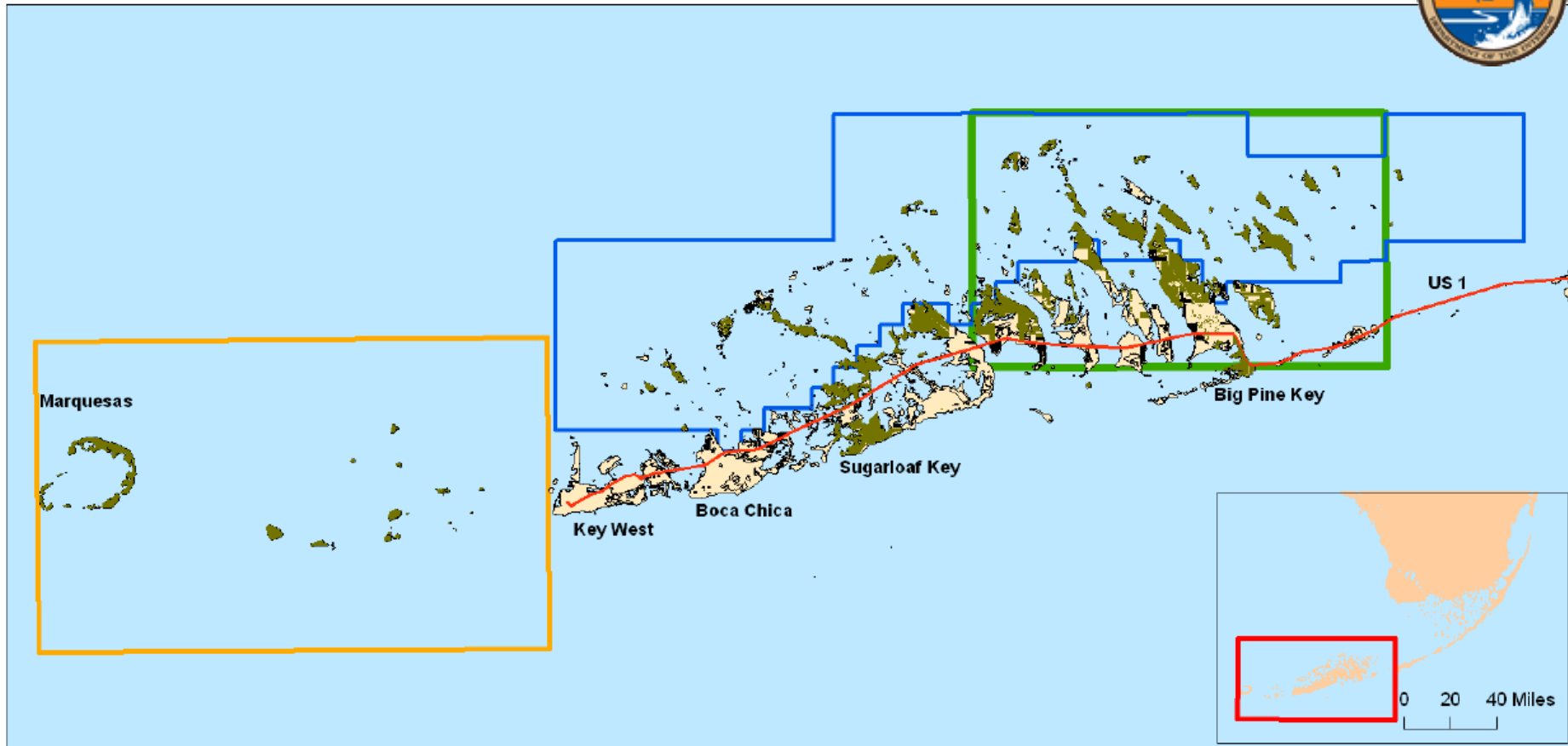


National Wildlife Refuges

- Lower Florida Keys - National Key Deer, Great White Heron National Wildlife Refuge (NWR), and Key West NWR - include virtually all of the offshore islands that are not linked by U.S. Highway 1.
- These refuge islands extend for about 60 miles from East Bahia Honda Key west to the Marquesas Keys.



Florida Keys National Wildlife Refuges



- Refuge Owned Land
- Key West NWR Approved Acquisition Boundary
- Great White Heron NWR Approved Acquisition Boundary
- National Key Deer Refuge Approved Acquisition Boundary
- US Highway 1

0 3 6 9 Miles



Lower Florida Keys Refuges With Approved Acquisition Boundaries

Source: FL Dept. Transportation, 2007; U.S. Census Bureau, 2000; Monroe Co. FL Geographical Information Systems Department, 2007; USFWS Realty Division, 1981, 1985, 1988



Refuge Purposes

KEY WEST NWR

- “... a preserve and breeding ground for native birds.”
- “... particular value in carrying out the national migratory bird management program.”
- “...so as to provide protection of these areas...and to ensure...the preservation of their wilderness character....”

GREAT WHITE HERON NWR

- “... as a refuge and breeding ground for great white herons, other migratory birds and other wildlife.”
- “... for use as an inviolate sanctuary, or for any other management purpose, for migratory birds.”
- “... to conserve (A) fish or wildlife which are listed as endangered species or threatened species or (B) plants”
- “... suitable for—(1) incidental fish and wildlife-oriented recreational development, (2) the protection of natural resources, (3) the conservation of endangered species or threatened species ...”



Management Responsibilities

- The National Wildlife Refuge System Improvement Act of 1997 states that "compatible wildlife-dependent recreation is a legitimate and appropriate general public use of the System."
 - The Act defines wildlife-dependent recreation as a use of a refuge involving hunting, fishing, wildlife observation and photography, and environmental education and interpretation. (see <http://www.fws.gov/policy/605fw1.html>) - six wildlife-dependent recreational uses
- We are required to consider each proposed use and determine if it is appropriate or compatible at the individual refuge
- Required to review wildlife-dependent recreation programs annually



Appropriateness

- When compatible, the six wildlife-dependent recreational uses are appropriate.
- Refuge managers determine if other proposed uses are appropriate in the Refuge System ([603 FW 1](#)).
- Refuge managers must be able to show that the requested use contributes to fulfilling the refuge purpose(s), the Refuge System mission, or goals or objectives described in an approved management plan before investing additional resources for a compatibility determination.



Compatibility

- To ensure uses remain compatible, refuge managers may establish use limits and/or zones for specific activities, disperse or restrict use, or use other means to minimize or eliminate conflict between uses on refuges.
- We ensure that other recreational uses, if allowed, do not interfere with or diminish the opportunity for, or quality of, compatible wildlife-dependent recreation
- Some refuges cannot support wildlife-dependent recreation or can support only limited wildlife-dependent recreation and that we cannot accommodate every wildlife-dependent recreational use on every refuge.



National Wildlife Refuge System

Wilderness Management





Wilderness Character

What is 'Wilderness Character'?

- An area where the earth and its community of life are **untrammeled** by man
- Affected primarily by the forces of **nature**
- An area is **undeveloped** and retains its primeval character and influence
- Has outstanding opportunities for **solitude** or a **primitive and unconfined** type of recreation



President Lyndon Johnson signing Act



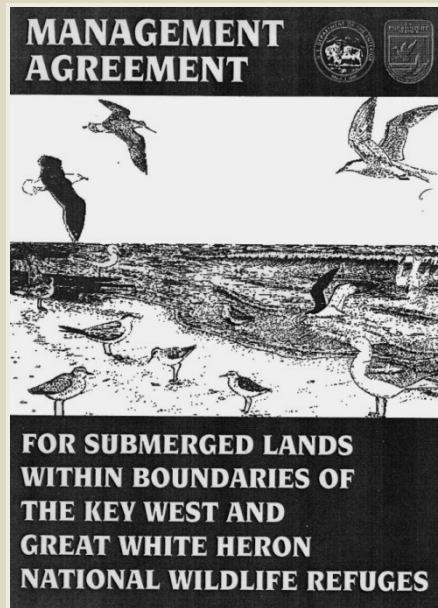
Natural & Untrammeled

Wilderness is essentially unhindered and free from the actions of modern human control or manipulation.





Submerged Lands Management Agreement aka “Backcountry Management Plan”

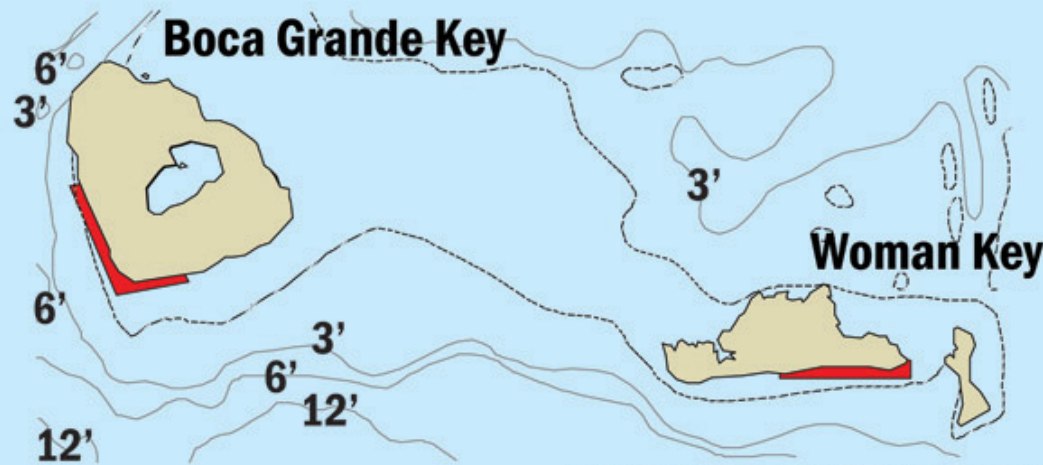


This agreement with the State of Florida grants USFWS the authority to apply Refuge regulations to certain State submerged lands and waters “to minimize impacts of expanding public uses on wildlife and wilderness values”



Submerged Lands Management Agreement aka “Backcountry Management Plan”

Boca Grande Key & Woman Key Wildlife Management Areas



Half of the beach is closed.
(Beach above mean high tide is
closed by the U.S. Department of
Interior.)

Half of the beach and sand spit on the
southeast side is closed. (Beach above
mean high tide is closed by the U.S.
Department of Interior.)

- Closed most backcountry island to public access
- Established idle speed, no motor, and no access zones around certain islands and tidal creeks
- Prohibited personal watercraft (jetskis), airboats, hovercraft, aircraft landing, and water skiing throughout Key West & Great White Heron NWRs



Compatibility

We develop our wildlife-dependent recreation programs in consultation with State fish and wildlife agencies and stakeholder input based on the following criteria:

- **A.** Promotes safety of participants, other visitors, and facilities;
- **B.** Promotes compliance with applicable laws and regulations and responsible behavior;
- **C.** Minimizes or eliminates conflict with fish and wildlife population or habitat goals or objectives in an approved plan;
- **D.** Minimizes or eliminates conflicts with other compatible wildlife-dependent recreation;
- **E.** Minimizes conflicts with neighboring landowners;
- **F.** Promotes accessibility and availability to a broad spectrum of the American people;
- **G.** Promotes resource stewardship and conservation;
- **H.** Promotes public understanding and increases public appreciation of America's natural resources and our role in managing and conserving these resources;
- **I.** Provides reliable/reasonable opportunities to experience wildlife;
- **J.** Uses facilities that are accessible to people and blend into the natural setting; and
- **K.** Uses visitor satisfaction to help define and evaluate programs.



Shallow Water Workgroup Objectives

- Evaluate existing Wildlife Management Areas for effectiveness in protecting wildlife and their habitats under current as well as emerging public uses and environmental conditions; recommend status quo, modification, and/or new areas.
- Develop recommendations considering existing regulations and zoning – mainly use of vessel restrictions on access, anchoring, speed, and channel marking – to further protect seagrass and critical shallow water habitats in FKNMS.
- Address concentrated uses that diminish and destroy seagrass and shallow water habitats.
- Identify where high impact activities known to occur should be allowed and encouraged for public and private uses.
- Identify seagrass and shallow water habitat areas for exclusion to allow for research control areas.
- Evaluate mangrove habitat protection for bird nesting.
- Reduce damage to natural resources from improper vessel salvage methods.

Shallow Water Workgroup Recommendations



- Encourage the National Wildlife Refuge to take a proactive approach in managing human activity that could negatively impact near-shore and shallow water resources of concern
 - Allow for effective and adequate resource protection:
 - Temporal zoning, buffer zones, specific buoys for zone restrictions that can move for specific resource protection goals
 - Use buffer zones- both temporal and permanent for wildlife protection
 - Proactive in addressing shifting and new high use and high impact activities:
 - Party zones, new islands/ sandbars
 - Consider a balance of areas restricted or closed for certain high use/ high impact activities

Protection of Wildlife Marking System



How FWS Authorities Might Apply

- Consider creation of “intelligent” markers
 - Base markers for closures of areas on active resource concerns (can be temporal and/or spatial)
 - Use same markers and list in the rule the meaning of the marker (e.g., red buoy indicates area closed along a 300 ft buffer around an island).
 - Exact buffer distances will be derived from literature and study data. May have to be conservative because type of use may impact distances (e.g., greater sensitivity to say paddle boards may require added distances)
 - Keep it simple and consistent



Commercial Use

- Wildlife-dependent human activities on wilderness islands – Need to meet Compatibility and Appropriateness standards
- Permit for activities, which occur within a certain distance around islands or that are a specific type of activity.
- The National Wildlife Refuge System has three different Special Use Permit (SUP) Application forms to enable the public to engage in activities on a national wildlife refuge.



Commercial Use Permits

- *National Wildlife Refuge System Commercial Activities Special Use Application* (FWS Form 3-1383-C) <http://www.fws.gov/forms/3-1383-C.pdf>
 - Commercial activities such as guiding hunters, anglers or other outdoor users
 - Commercial filming (audio, video, and photographic products of a monetary value)



Commercial Use Permits

How FWS Authorities Might Apply

- Make permit system simple and accessible and interchangeable with Marine Sanctuary and Refuge (“one stop shopping”)
- Establish Best Management Practices to ensure protection of fish and wildlife species and have commercial activity and resources co-exist
- Allows for better understanding of what is occurring and how that works in the environment
- Need to address compatibility of use (a requirement of USFWS)



Questions?

For more information:

Nancy Finley

Nancy_Finley@fws.gov

or

Chris Eggleston

Christian_Eggleston@fws.gov

(305) 872-2239

<http://www.fws.gov/southeast/>