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Alaska State Legislature

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Senate Committee on Resources

TO: Senate Resource Committee Members March 7, 1986
FROM: Senate Resource Committee Staff *M/S*
RE: Senate Bill 398
"An Act relating to establishing a moose habitat and conservation tag and fee; and providing for an effective date."

This bill is modeled on the existing duck stamp program. It would raise money for moose conservation and management in a manner similar to the money presently being raised for waterfowl work.

In this packet are:

- A copy of the bill
- A written statement from Stan Smith, the President of the International Moose Federation
- A fiscal note and analysis from the Department of Revenue
- A bill analysis and fiscal note from the Department of Fish and Game

MOOSE HABITAT AND CONSERVATION
STAMP PROGRAM HB 478

PURPOSE AND GOALS

The purpose of HB 478 is to provide funding for habitat manipulation and moose research.

The Habitat Stamp itself would provide approximately four hundred fifty thousand dollars (\$450,000.00) annually to the Department of Fish and Game. Habitat manipulation could be achieved by mechanical means or by controlled burns. The cost of mechanical manipulation is approximately one thousand five hundred dollars (\$1,500.00) to one thousand seven hundred dollars (\$1,700.00) per acre, the cost of a controlled burn is approximately five hundred dollars (\$500.00) per acre. Therefore, it is easy to see what could be done to provide more habitat for our moose.

In South Central Alaska, as in the rest of our State, there is an ever increasing demand for more land to develop housing and industry. The land that is being encroached upon is most often critical winter moose habitat. If we don't begin now to replace this critical habitat, there will be very little future left for our moose in this expanding State.

Another problem moose are being made to contend with is the automatic suppression of wildfires. Wildfires are nature's way of providing food and habitat for wildlife. The suppression of these fires allow the immature growth (browse) to grow to maturity. Mature growth is insufficient browse, moose need new growth i.e., 3 years old. Mechanical manipulation is needed around communities where fire would be unsafe to the public.

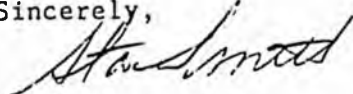
AREAS AND PROJECTS THAT NEED ATTENTION: The 1947 burn area on the Kenai Peninsula is becoming overgrown with mature growth blocking out the sun to feed new growth. Portions of the upper Kenai Peninsula, the Matanuska Moose Range, in and around Fairbanks as well as other areas in the State, could use manipulation of one kind or the other. The International Moose Federation is currently working to provide this additional information to you.

Research projects would benefit moose throughout the State. these studies could be: More biological data on diet, reproduction, calf survival. predator/prey relationships, seasonal movement, moose reaction to colors, sounds, smell, light. disease that threaten moose etc. This list could go on and on, as you can see. I hope that after seeing this, you will feel the need for a bill such as HB 478.

The International Moose Federation is busy gathering more data and as soon as it is compiled, you will be notified.

Thank you very much for taking the time to read this, we are looking forward to receiving your support.

Sincerely,



Stan Smith, President
International Moose Federation

copy: Senator Tim Kelly
Representative Terry Martin

STATE OF ALASKA 1986 LEGISLATIVE SESSION
FISCAL NOTE

Revision Date: 2/18/86

REQUEST

Bill/Resolution No: SB 398
 Title: An Act relating to establishing a moose habitat and conservation stamp and fee; and providing for an effective date.
 Sponsor: Kelly
 Requestor: Senate Resources
 Date of Request: 2/14/86

FISCAL DETAIL

Agency Affected: Revenue, Fish and Game
BRU: Revenue Public Services
 Components: Public Services Operating

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 86	FY 87	FY 88	FY 89	FY 90	FY 91
PERSONAL SERVICES	-	13.3	27.3	28.1	28.9	29.6
TRAVEL	-	1.5	0	0	0	0
CONTRACTUAL	-	2.0	62.0	63.8	65.6	67.5
SUPPLIES	-	1.8	1.8	1.8	1.8	1.8
EQUIPMENT	-	1.5	-	-	-	-
LAND & STRUCTURES	-	-	-	-	-	-
GRANTS/CLAIMS	-	-	-	-	-	-
MISCELLANEOUS	-	-	-	-	-	-
TOTAL OPERATING	-	20.1	91.1	93.7	96.3	98.9

CAPITAL	-	-	-	-	-	-
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REVENUE	-	-	293.6	302.2	310.9	320.0
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FUNDING: (Thousands of Dollars)

GENERAL FUND	-	20.1	91.1	93.7	96.3	98.9
FEDERAL FUNDS	-	-	-	-	-	-
OTHER	-	-	-	-	-	-
TOTAL	-	20.1	91.1	93.7	96.3	98.9

POSITIONS:

FULL-TIME	-	1	1	1	1	1
PART-TIME	-	-	-	-	-	-
TEMPORARY	-	-	-	-	-	-

ANALYSIS: Attach a separate page if necessary

Prepared by: Sally Smith
 Division: Public Services

Phone: 465-2392
 Date: February 18, 1986

Approved by: Shirley H. Sturdale
 Commissioner:
 Agency: Revenue

Date: 2/21/86

Distribution (by Agency preparing fiscal note):
 Legislative Finance
 Legislative Sponsor
 Requestor
 Office of Management & Budget
 Impacted Agency(ies)

HB 478 Analysis
Public Services Division BRU

Estimated Revenue for Mandatory Moose Stamp Program

Figures for computation are based on 54,876 Moose harvest tickets distributed by vendors for the Department of Fish and Game during the 1984/85 hunting season. Since the 1983 hunting season there has been an average increase of 3% in the distribution of the Moose harvest tickets. It is assumed that this increase will continue. It is also assumed that an additional 1750 hunter stamps will be purchased each year by collectors. Hunter net revenue is based on gross revenue for all \$5.00 stamps minus a 5% commission to the license agent. Collectors' stamps are sold through Revenue Offices only; therefore no commission is deducted.

	<u>Harvest Tickets Issued</u>	<u>Hunters' Net Revenue</u>	<u>Collectors' Stamps Sold</u>	<u>Net Revenue</u>	<u>Total Net Revenue</u>
FY 1988	59,963	284.8	1,750	8.8	293.6
FY 1989	61,761	293.4	1,750	8.8	302.2
FY 1990	63,613	302.1	1,750	8.8	310.9
FY 1991	65,521	311.2	1,750	8.8	320.0

Estimated Costs for Mandatory Moose Stamp Program

It is assumed that the Department of Fish and Game will be responsible for the costs of the contest and printing the stamps. Below is a breakdown of estimated costs to the Public Services Division for FY 87 and FY 88. This program needs to be implemented prior to the receipt of any revenues. There are costs involved in informing the public of the program, distributing the stamps to the licensing agents, selling the stamps to collectors, and doing the accounting for the program. Per AS 16.05.390(a)(2) and (d), additional compensation must be paid to the licensing agents from the general fund. A new position will be required to handle these duties.

	<u>FY 87</u>	<u>FY 88</u>
<u>Personal Services</u>		
1 Accounting Clerk I (Range 8) (FY87 6 months; FY88 12 months)	\$13.3	\$27.3
<u>Travel</u>		
One trip to the Anchorage, Kenai, and Fairbanks areas to explain the program.	\$ 1.5	
<u>Contractual</u>		
Additional Compensation Payments		\$60.0
Postage	\$ 2.0	\$ 2.0

HB 478 Analysis
Public Services Division BRU

Commodities

Miscellaneous paper, envelopes, mailing tubes.	\$ 1.8	\$ 1.8
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Equipment

Desk	\$800	
Chair	\$200	
Calculator	\$150	
Filing Cabinet	\$300	\$ 1.5

TOTAL PUBLIC SERVICES DIVISION COSTS	<u>\$20.1</u>	<u>\$91.1</u>
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Proposed Amendment for Mandatory Moose Stamp Program

Proposed Amendment #1: Establish an effective date for the sale of the Moose stamp. If the intent is to have this stamp available for the 1987-1988 Moose hunting season, then in order to have sufficient time to select an artist and contract for the stamp, we propose an effective date of July 1, 1987. Moose season extends from July 1 through March 31, so the stamps would have to be available through licensed agents no later than June 1, 1987.



STATE OF ALASKA
OFFICE OF THE GOVERNOR
BILL ANALYSIS

DEPARTMENT Fish and Game	DIVISION Game	BILL NUMBER SB 398	SPONSOR Kelly
DEPARTMENT POSITION Neutral			
PREPARED BY Robert Hinman	DATE 3/6/86	COMMISSIONER'S SIGNATURE <i>[Signature]</i>	DATE 3/7/86

SUMMARY

OTHER AGENCIES AFFECTED BY BILL Department of Revenue Department of Public Safety	CONSTITUENT GROUP(S) AFFECTED BY BILL Subsistence and recreational hunters
ORGANIZATIONAL SUPPORT FOR BILL Unknown	ORGANIZATIONAL OPPOSITION TO BILL Unknown

FISCAL IMPACT: NONE FISCAL NOTE ATTACHED

BACKGROUND/LEGISLATIVE INTENT

The intent of this legislation is to provide a new funding source for management and research on moose in the state.

ANALYSIS OF BILL/PROGRAM EFFECTS

This legislation is patterned after the existing statutory provisions for a waterfowl conservation stamp and would raise monies for moose conservation and management in a manner similar to the monies presently being raised for waterfowl work. It would require that all hunters, resident and nonresident, hunting moose in the state first purchase a moose tag (in the form of a \$5.00 stamp). Resulting revenues would go directly into the Fish and Game Fund, and would be earmarked for moose conservation work. Like the statute pertaining to the waterfowl stamp, this legislation would mandate a competitive program each year to select the design of the stamp and to provide for the production and issuance of a limited edition of art prints of the stamp. Like the waterfowl program, proceeds from the limited edition print sales would go into the General Fund, with legislative intent noting that a sum equal to this amount would be appropriated to the department for moose conservation purposes.

Unfortunately, there are several drawbacks to this proposal. First, we do not believe that the sale of art prints related to moose would enjoy the nationwide popularity of the [(see page 2)]

AMENDMENTS PROPOSED

PLEASE ATTACH A SEPARATE SHEET FOR ADDITIONAL COMMENTS OR ANALYSIS.

Page 2. Continued from preceding page.

waterfowl prints and, therefore, would not result in significant income to the state. Second, we are apprehensive about the tendency toward creating additional dedicated funds within a dedicated fund; creation of these stipulations on how various portions of the Fish and Game Fund may be spent greatly increases the difficulty of accurate accounting from the fund and it also limits the department's management flexibility to address unexpected wildlife management needs.

Moose are one of our more important big game species; for this reason, more money is spent on moose management than on any other species. There is no question that additional funding is desirable for adequate management of moose. However, we caution against going too far with the concept of spending on a species only that which is derived from fees relating to that species; if this were strictly followed, a number of species that are important to both hunters and non-consumptive users (e.g., bison and musk-oxen) would suffer.

Two other alternatives may be more useful in increasing the funding for management of moose. First, the contribution by Alaska residents to the Fish and Game Fund and therefore to the management of wildlife resources has not increased significantly for many years. An increase in resident license fees would add significantly to management monies. Second, a system of resident tags for all big game (not just moose) would provide an additional source of revenue to the Fish and Game fund.

Department costs to administer the program would be 6.0 to 10.0, plus personnel costs.

We estimate that a minimum of 550 prints would have to be sold annually before a profit would be enjoyed by either the dealer or the state. While the first year sales might exceed that figure, it is likely that subsequent year sales would drop below that level.

In this case, it is likely that the income from sale of tags (stamps) to hunters would constitute the only meaningful source of added income over a period of years. Total number of moose hunters who would buy a moose stamp is unknown, but estimated at 30 to 35,000. Income from the program is based on this figure only; if a profit were realized from sale of prints, that should be added to the revenue figure.

STATE OF ALASKA 1986 LEGISLATIVE SESSION
FISCAL NOTE

Revision Date : _____

REQUEST

Bill/Resolution No. : SB 398
 Title : An Act relating to establishing
 a moose habitat and conservation tag
 and fee, efd
 Sponsor : Kelly
 Requestor : _____
 Date of Request : _____

FISCAL DETAIL

Agency Affected : Fish & Game
 BRU : Game

 Components : _____

EXPENDITURES/REVENUES : (Thousands of Dollars)

OPERATING	FY 86	FY 87	FY 88	FY 89	FY 90	FY 91
PERSONAL SERVICES	18.8	18.8	18.8	18.8	18.8	18.8
TRAVEL	1.4	1.4	1.4	1.4	1.4	1.4
CONTRACTUAL	4.0	4.0	4.0	4.0	4.0	4.0
SUPPLIES	1.0	1.0	1.0	1.0	1.0	1.0
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	25.2	25.2	25.2	25.2	25.2	25.2

CAPITAL						
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REVENUE	150.0	150.0	150.0	150.0	150.0	150.0
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FUNDING : (Thousands of Dollars)

GENERAL FUND	25.2	25.2	25.2	25.2	25.2	25.2
FEDERAL FUNDS						
OTHER						
TOTAL						

POSITIONS :

FULL-TIME						
PART-TIME	3	3	3	3	3	3
TEMPORARY						

ANALYSIS : Attach a separate page if necessary

Figures are estimated on the basis of our experience with the state duck stamp program. Costs may vary appreciably, depending on amount of advertising, etc. that we are willing to invest in the program. (see attached page)

Prepared by : Robert A. Hinman *Robert A. Hinman* Phone : 465-4190
 Division : Game Date : 3-5-86
 Approved by Commissioner : *[Signature]* Date : 3/7/86
 Agency : _____

Distribution (by Agency preparing fiscal note) :

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

SB 398 "An Act relating to establishing a moose habitat and conservation tag and fee"

SB 398 was introduced to provide a funding source for moose habitat programs in Alaska. The bill would require moose hunters to purchase a moose stamp for hunting and the money from the sale of these stamps would go to the state's Fish and Game Fund, specifically for the purpose of moose habitat projects. This program will also allow for the sale of stamps and prints to collectors.

The moose stamp program would be unique. Only Alaska, Wyoming and Maine have sufficient moose populations for hunting. Alaska would be the first to have a moose stamp program.

Currently, the Department of Fish & Game is involved in habitat manipulation and improvement programs in the Kenai National Wildlife Refuge, on the Mat-Su Moose Range, the Delta Bison Range and in the Tok area. Habitat improvement in these areas primarily involve tree crushers that crush old growth trees to allow for the growth of new trees for moose to graze. This method of habitat manipulation cost approximately \$1,500 per acre. Once crushing is completed, a new growth range will mean 80 moose per square mile as opposed to one moose per square mile in an old growth area.

Based on the number of moose hunting permits sold last year, revenue to the Department of Fish and Game through a moose stamp program would be about \$300,000. This does not account for additional money that will be made available from collectors who will buy the stamp and prints.

The competition for selection of this print will be limited to Alaskan artists.

The federal Wildlife Restoration Act, known as the Pittman-Robertson Act, provides money to the states for wildlife projects. This federal money is the 11% tax paid by manufacturers of sporting guns and ammunition to be used by the states for wildlife management and hunter education. To be eligible for P-R money, states must establish and maintain a dedicated fund in which money from the sale of fish and game permits and tags to hunters is deposited into this fund and used for wildlife programs.

Since moose prints would not be required for hunting, money from their sale cannot be deposited in the Fish and Game Fund. This money, as well as money from the sale of tags to collectors, would be accounted for through the Legislative Intent Language in Section 6 which says, "...a sum equal to the amount collected each year from the sale of moose habitat and conservation tags and limited addition prints to the public" under the Moose Habitat and Conservation Tag Program be appropriated to the Department of Fish and Game for moose habitat projects. Therefore, program receipts will fund these projects.

I would suggest some ammendments to SB 398:

1) page 2, line 5 (5) insert before emergencies ...wildlife or habitat. This is to make clear that money in the dedicated fund be used for only wildlife related emergencies for consistency with federal requirements.

2) page 3, line 27 insert after department ...of Fish and Game and the Department of Revenue. This allows program receipts for the Moose Tag Program to be used for administering the program which is the responsibility of the Department of Revenue. Because of Pittman-Robertson requirements for the use of money in the Fish and Game Fund, we have a provision in our state's statutes that prohibits the diversion of funds from the fish and game fund for wildlife projects or managment of these programs. This amendment would allow for money from the sale of prints and tags to the public to be appropriated to the Department of Revenue for the administration of the moose habitat and conservation program.

3) At the request of the Department of Revenue, make the effective date July 1, 1987.

A few comments about the fiscal note:

1) The new position Revenue is requesting, would be to administer both the duck and moose tag programs.

2) The \$60,000 compensation payment is the commission paid to vendors who sell moose tags. Based on the legislative intent language this money would be paid from program receipts.

introduced: 2/2/86
Referred: Resources
and Finance

*It is the intent of the leg in control
this program that funds be used*

fun

1 IN THE SENATE

BY KELLY

2

SENATE BILL NO. 398

3

IN THE LEGISLATURE OF THE STATE OF ALASKA

4

FOURTEENTH LEGISLATURE - SECOND SESSION

5

A BILL

6 For an Act entitled: "An Act relating to establishing a moose habitat and
7 conservation tag and fee; and providing for an effective date."
8

9 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

10 *→ Legislative Intent*
* Section 1. AS 16.05.110 is amended to read:

11 Sec. 16.05.110. COMPOSITION OF FUND. The fish and game fund
12 shall be made up of the following money and other money the legisla-
13 ture appropriates, which shall be deposited and retained in the fund
14 until expended:

15 (1) money received from the sale of state sport fishing,
16 hunting, and trapping licenses, special permits, moose habitat and
17 conservation tags, and waterfowl conservation tags purchased by hunt-
18 ers;

19 (2) proceeds received from the sale of furs, skins, and
20 specimens taken by predator hunters and other employees;

21 (3) money received in settlement of a claim or loss caused
22 by damage to the fish and game resources of the state;

23 (4) money received from federal, state, or other govern-
24 mental unit, or from a private donor for fish and game purposes;

25 (5) interest earned upon money in the fund;

26 (6) money from any other source.

27 * Sec. 2. AS 16.05.130 is amended by adding a new subsection to read:

28 (d) Money accruing to the state from moose habitat and conserva-
29 tion tag fees may not be diverted to a purpose other than (1) the

Debate

It is the intent of the law to establish a program to conserve and enhance moose and moose habitat

ref

1 conservation and enhancement of moose and moose habitat (2) the
2 acquisition, by lease or otherwise, of habitat that is important for
3 moose and public use of moose in the state; (3) moose related projects
4 approved by the commissioner; (4) administration of the moose habitat
5 and conservation program; and (5) emergencies in the state as deter-
6 mined by the governor. The department shall maintain a state moose
7 habitat and conservation account within the fish and game fund to
8 permit separate accounting records for the receipt and expenditure of
9 money derived from the sale of moose habitat tags.

10 * Sec. 3. AS 16.05.340(a) is amended by adding a new paragraph to read:

11 (18) Moose habitat and conservation tag 5
12 (A) A person may not engage in moose hunting without
13 having the current year's moose habitat tag in the person's
14 actual possession, unless that person

- 15 (i) qualifies for a 25-cent license under AS 16.-
- 16 05.340(a)(6);
- 17 (ii) is a resident under the age of 16;
- 18 (iii) is 60 years of age or older and has been a
- 19 resident for at least one year;
- 20 (iv) is a disabled veteran eligible for a free
- 21 license under AS 16.05.341.

22 * Sec. 4. AS 16.05.350 is amended to read:

23 Sec. 16.05.350. EXPIRATION OF LICENSES AND TAGS. Licenses and
24 tags required under AS 16.05.330 - 16.05.430, except biennial li-
25 censes, the nonresident special sport fishing license, the resident
26 trapping license, the moose habitat and conservation tag, and the
27 waterfowl conservation tag, expire at the close of December 31 follow-
28 ing issuance. Biennial licenses expire after December 31 of the year
29 following the year of issuance. The resident trapping license expires

1 at the close of September 30 of the year following the year in which
2 the license is issued. The waterfowl conservation tag expires at the
3 close of January 31 of the year following the year of issue of the
4 tag. The moose habitat and conservation tag expires at the close of
5 March 31 of the year following the year of issue of the tag.

6 * Sec. 5. AS 16.05 is amended by adding a new section to read:

7 Sec. 16.05.828. MOOSE HABITAT AND CONSERVATION TAG PROGRAM. (a)
8 The moose habitat and conservation tag authorized in AS 16.05.-
9 340(a)(18) shall be produced annually by the department in an amount
10 the Department of Revenue considers appropriate. The department shall
11 make tags available for the creation of moose habitat and conservation
12 limited edition prints and shall provide for the sale of tags and
13 prints to the public.

14 (b) The tag design shall be selected through competition open to
15 artists residing in the state who have submitted entries to the de-
16 partment. Selection shall be made by a panel of five judges comprised
17 of two department employees and three members of nonprofit organiza-
18 tions dedicated to state moose and moose habitat conservation.

19 (c) The department may contract to others the performance of the
20 department's responsibility under this section, including provisions
21 for advance payment or reimbursement for services performed under con-
22 tract. All costs incurred under this section may be paid from the
23 fish and game fund.

24 * Sec. 6. LEGISLATIVE INTENT. ^V It is the intent of the legislature that
25 a sum equal to the amount collected each year from the sale of moose habi-
26 tat and conservation tags and limited edition prints to the public under
27 AS 16.05.828 be appropriated to the department for the purposes listed in
28 AS 16.05.130(d).

29 * Sec. 7. This Act takes effect immediately in accordance with

As per

1 AS 01.10.070(c).

V

AS 01.10.070(c)