

HB

172

FISCAL NOTE

STATE OF ALASKA
1993 LEGISLATIVE SESSION

BILL NO. CSHB 172(RES)

Revision Date: 3/4/93

Department Affected: Fish and Game

Title: An Act relating to the wildlife conservation tag and to entry onto state game and wildlife sanctuaries

BRU: Wildlife Conservation Administration

Sponsor: Representative Williams

Component: Wildlife Conservation

Requestor: House Resources

COMPONENT SERIAL NO. 0473, 0479

EXPENDITURES/REVENUES:

(Thousands of Dollars)

OPERATING	FY 94	FY 95	FY 96	FY 97	FY 98	FY 99
PERSONAL SERVICES	15.2	9.2	9.5	9.8	10.1	10.4
TRAVEL						
CONTRACTUAL	37.3	22.9	18.0	18.0	18.0	18.0
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	52.5	32.1	27.5	27.8	28.1	28.4

CAPITAL	0	0	0	0	0	0
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REVENUE FUND SOURCE: 1005	40.5	52.0	60.0	68.1	76.9	86.6
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FUNDING:

(Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF	12.0	0	0	0	0	0
1005 GF/Program Receipts	40.5	32.1	27.5	27.8	28.1	28.4
1006 GF/MHTIA						
Other						
TOTAL	52.5	32.1	27.5	27.8	28.1	28.4

POSITIONS:

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

Estimate of current year (FY93) impact: \$ 0

ANALYSIS: (Attach a separate page if necessary.)
See attached page.

Prepared By: John Schoen and Kristin Wright Phone: 267-2280

Division: Wildlife Conservation Administration Date: 3/4/93

Approved by Commissioner: *[Signature]*

Agency: Department of Fish and Game Date: 3/4/93

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Operating assumptions:

1. In the first year (FY94) approximately two man-months of a Wildlife Biologist II or Project Assistant position will be needed to help establish the program. Thereafter, one man-month/annum will be needed to continue the program. In addition, 2.0 man-months of a Data Processing Clerk I position will be necessary to handle application requests, fill orders from vendors, track inventory, etc.
2. Contractual costs include redesigning the existing hunt/fish/trap license to accommodate the "proof of purchase" element of the legislation. These costs also cover production, distribution, and inventory costs of the tag itself (i.e., patch, emblem, decal, stamp, or other item). Once the program is established and the marketability of tags is determined, costs are expected to decline.

Revenue assumptions:

1. The wildlife conservation tag fee will be \$15.00.
2. Voluntary sales will start at 500/annum; double in the second year; and increase by 20 percent annually through FY99.
3. Sales of tags to visitors at Round Island (Walrus Islands State Game Sanctuary) will remain constant at 200/annum and applicants for McNeil Sanctuary viewing permits will increase from 2000 to 3500/annum through FY99.
4. Additional revenue may be earned from the sale of required tags at Pack Creek State Game Sanctuary or other state game refuges, as appropriate. However, no such projections are included in this fiscal analysis.

HOUSE COMMITTEE REPORT

(9) Finance
 Date Referred: February 22, 1993 FURTHER REFERRALS:

Date of Committee Action: 3/3/93

The RESOURCES Committee considered: HB 172

HOUSE BILL NO. 172 WILDLIFE CONSERVATION TAG AND FEE

"An Act relating to the wildlife conservation tag and to entry onto state game and wildlife sanctuaries, state game refuges, state range areas, and fish and game critical habitat areas; and providing for an effective date."

RECOMMENDATIONS:
 be replaced with CS HB 172 (Res) [] the same title
[] a new title
 have attached amendments(s)
 do pass
 do not pass
 no recommendations
 individual recommendations
 additional referral to the _____ Committee

ADOPTS: _____ letter of Intent

ATTACHES NEW FISCAL NOTE(S): (Dept) APPROVES PREVIOUS: (Dept/Date)
 fiscal impact Fish & Game [] fiscal note(s) _____
 zero fiscal note _____ [] zero fiscal note(s) _____

SIGNING DO PASS	DP	OTHER RECOMMENDATIONS	DNP	NR	AM
<i>David Halsten</i>	✓	<i>Bill Hudson</i>		✓	
<i>John F. Quinn</i>	✓	<i>John Quinn</i>		✓	
<i>Edm. Byrd</i>	✓	<i>Joe Green</i>		✓	
<i>Don Buech</i>	✓				
<i>J.R. William</i>	✓				

J.R. William
 CHAIRMAN'S SIGNATURE

DEPARTMENT OF FISH AND GAME
POSITION PAPER

Bill No: House Bill 172
Sponsor: Representative Bill Williams
Division: Division of Wildlife Conservation
Bill Title: "An Act relating to the wildlife conservation tag and to entry onto state game and wildlife sanctuaries, state game refuges, state range areas, and fish and game critical habitat areas; and providing for an effective date."
Department Position: Support

The department supports House Bill 172. This legislation is a response to the growing public interest in wildlife viewing, wildlife conservation, and wildlife education. A national survey performed a few years ago showed that wildlife watching was the fastest growing segment of wildlife oriented recreation. The department estimates that in Alaska over 288,000 people participated in wildlife viewing in 1985.

Alaska's wildlife is, along with our scenery, the major attraction bringing tourists to Alaska. Tourism is one of the major industries in Alaska. Alaska is facing stiff competition from other states, Canada, and other countries for these tourism customers. This legislation would provide a funding source to develop improvements and programs for an important component of the visitor industry.

Wildlife viewing is also popular with Alaska's residents. The department has developed areas such as Creamer's Field near Fairbanks and Potter's Marsh near Anchorage, which are visited extensively by residents.

The Department of Fish and Game constructed a board walk and parking lot to improve public access to this marsh. The board walk was also designed to protect the fragile marsh ecosystem, which would otherwise be damaged by the many visitors to the marsh. Improvements have also been made at Creamer's Field. Between these two projects, approximately one-half million dollars has been spent in capital improvements.

McNeil River State Wildlife Sanctuary is one of the most famous wildlife viewing sites in the world. It is so popular that the number of people applying to visit the area exceeds what the department can allow into the area, while preserving the quality of the area for the bears and their human visitors. As a consequence, permits to enter the area are issued on a lottery basis. The

Division of Wildlife Conservation spent \$64,522 in FY92 to run the program at McNeil River. Revenues from the visitors to the area in that year were \$24,225.

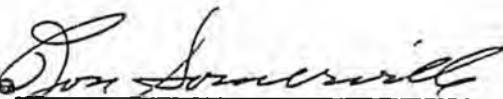
Currently the Division of Wildlife Conservation is spending \$371,700 in FY93 on what we call our watchable wildlife program. Most of the budget for the Division of Wildlife Conservation is provided by hunters and trappers. Virtually none of the cost of the watchable wildlife program is paid by the "users" of watchable wildlife, because there is no mechanism to recover from the users any of those costs. That is what this legislation offers as a modest beginning.

The primary revenue raising potential of this legislation is dependent on voluntary sales of wildlife conservation tags. In exchange for their voluntary contribution, people will receive a commemorative pin or other product, and the satisfaction of knowing that they have made a small contribution toward supporting an activity which they believe to be important.

The success of the voluntary program will depend on an attractive cost for the tag, a desirable commemorative product, and a successful marketing effort for the program.

In order to gear up and provide a minimum promotion of this new program, House Bill 172 provides that visitors be required to purchase a wildlife conservation tag before entering three of Alaska's most outstanding wildlife viewing opportunities. These are McNeil River State Wildlife Sanctuary, Walrus Island State Wildlife Sanctuary, and Stan Price State Wildlife Sanctuary. The department believes that this would provide a modest level of assured funding to develop a successful voluntary program.

Commissioner's Signature



Date: 3/2/93



United States
Department of
Agriculture

Forest Service
Region 10
Tongass National Forest

Admiralty Monument
Kootenai National Monument
3461 Old Dairy Road
Juneau, Alaska 99801
(907) 586-8790

Reply To: 1510

Date: March 18, 1993

Ms. Mary McDowell
Staff Assistant for
Representative Bill Williams
Alaska House of Representatives
Juneau, AK 99801-1182

Dear Ms. McDowell:

Thank you for the opportunity to review the draft of House Bill No. 172 related to the proposed Wildlife Conservation Tag Program. This proposed legislation has bearing on management of the Pack Creek Cooperative Management Area, which is a brown bear viewing area on Admiralty Island comprised of National Forest System lands, and the Stan Price State Wildlife Sanctuary (State land). This highly successful cooperative effort has produced a coveted visitor destination which requires considerable interagency coordination.

State Statute (AS 16.20.150) mandates that the Sanctuary be managed "compatibly with the United States Forest Service's management of the adjacent upland." We have reviewed the Committee Substitute proposed by the House Resources Committee and have worked with you and staff from the Department of Fish and Game and Legislative Legal Services to assure compliance with that objective.

We believe the three proposed amendments to the Committee Substitute for HB 172 (two dated 3/16/93, one dated 3/17/93 by Rep. Williams) satisfactorily resolve our concerns about the effects this legislation could have on management of the Pack Creek Cooperative Management Area.

The Forest Service values the cooperative relationship we have with the Department of Fish and Game in the management of this area.

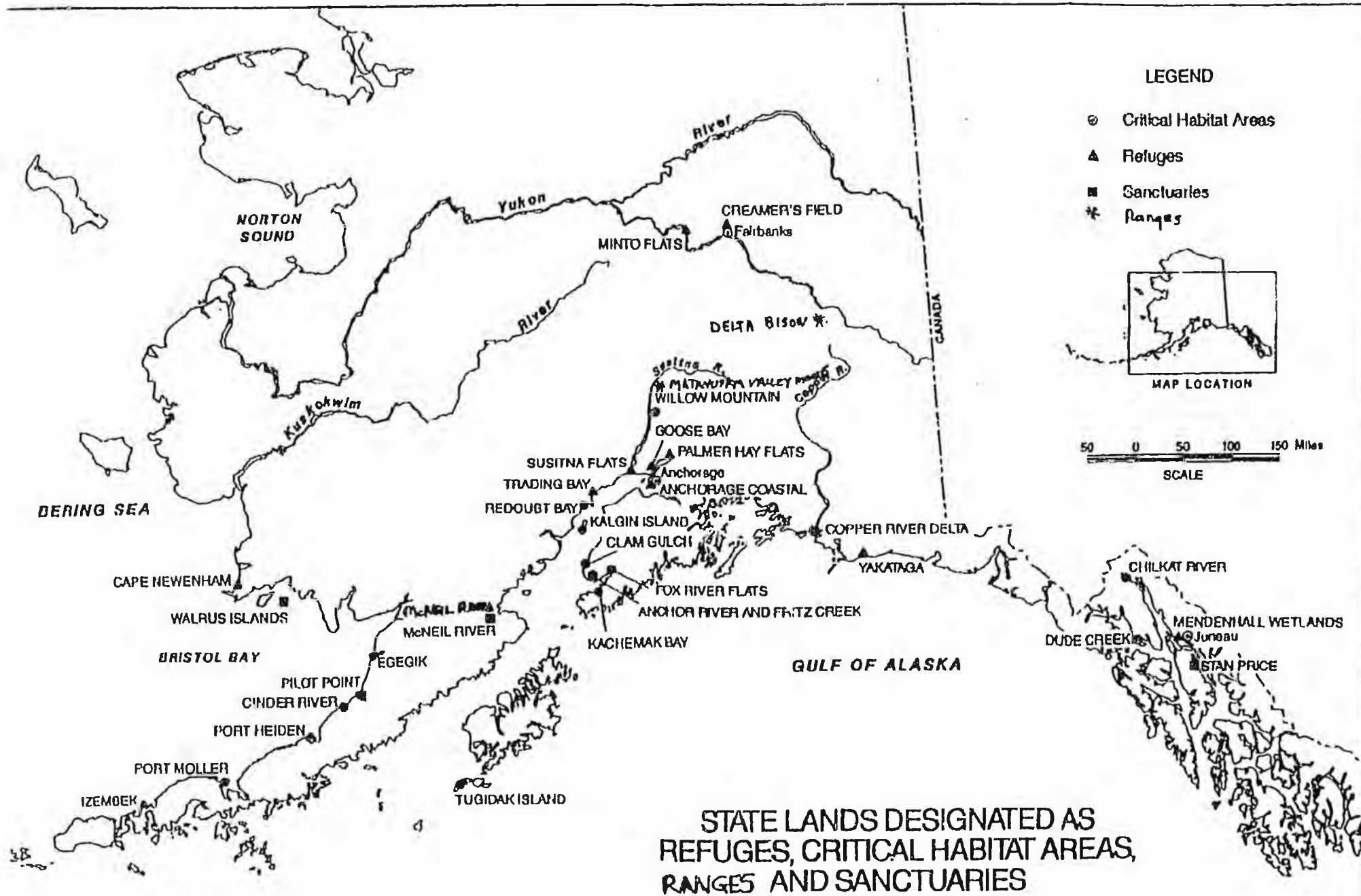
Sincerely,

VIVIAN K. HOFFMAN
Monument Ranger

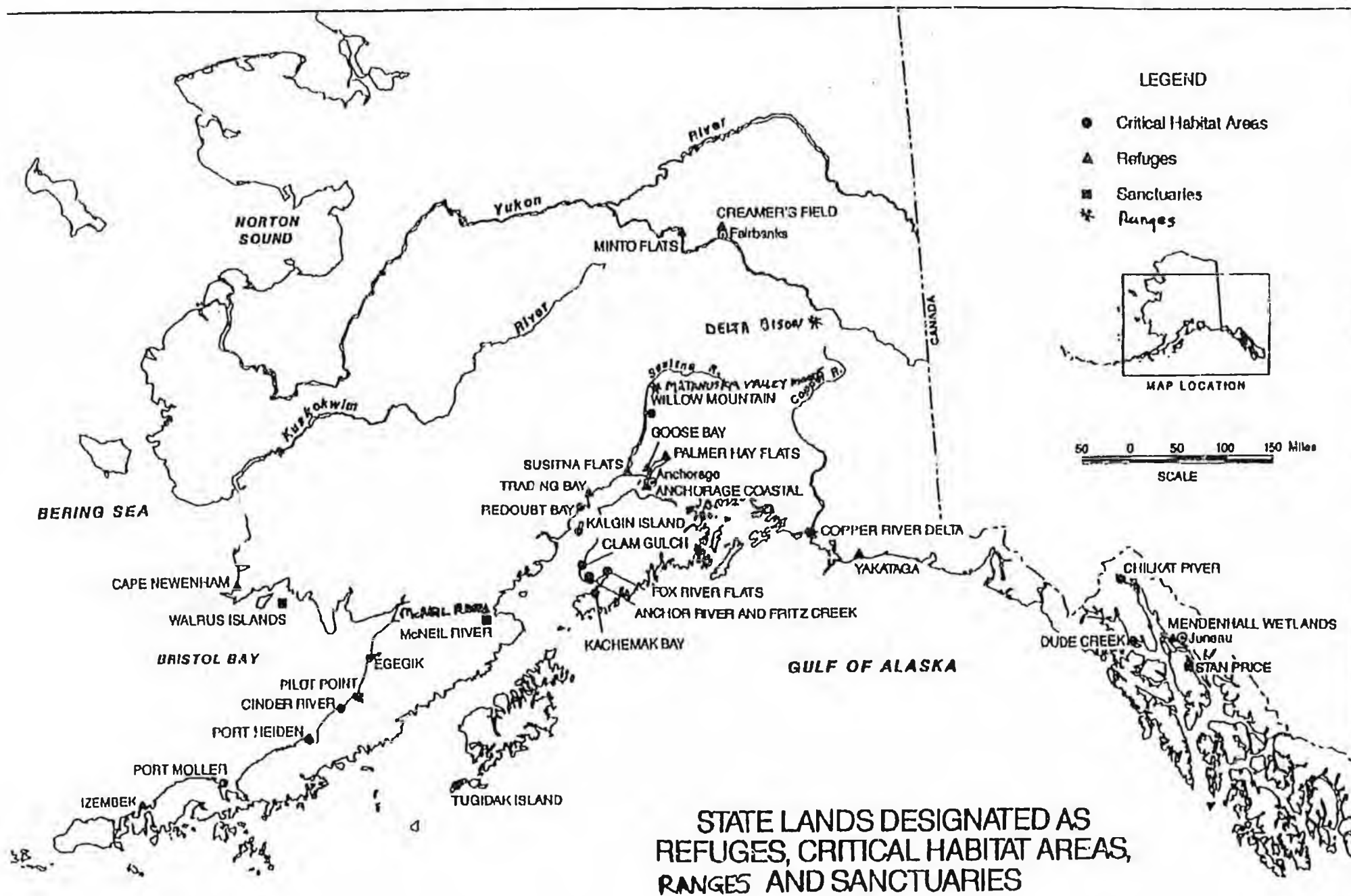
cc: ADF&G-C. Bruce



32 Areas in state



32 areas in state



Note: This mark-up shows changes that were made to version "J" dated 3/23 to get to new version "K" dated 4/2

8-LS0650N
Utermohle
3/23/93



CS FOR HOUSE BILL NO. 172()

IN THE LEGISLATURE OF THE STATE OF ALASKA

EIGHTEENTH LEGISLATURE - FIRST SESSION

BY

Offered:

Referred:

Sponsor(s): REPRESENTATIVES WILLIAMS, Phillips, Larson, Davies, Bunde, Finkelstein, Porter, Ulmer, James, Mulder

A BILL

FOR AN ACT ENTITLED

1 "An Act relating to the wildlife conservation tag and to entry onto state game
2 and wildlife sanctuaries, ~~state game refuges, state range areas, and fish and game~~
3 ~~critical habitat areas~~ relating to the issuance of citations for violations under the
4 Fish and Game Code; and providing for an effective date."

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

- 6 * Section 1. FINDINGS. The legislature finds that
- 7 (1) the diversity of wildlife species in Alaska and the size of Alaska make
- 8 wildlife management extremely expensive;
- 9 (2) the growth in Alaska's human population has placed pressure upon wildlife
- 10 habitat and wildlife populations and has increased demand for use and appreciation of wildlife;
- 11 (3) the Board of Game and other resource management agencies need current,
- 12 accurate wildlife population and human use data for regulatory and planning purposes;
- 13 (4) the quality and extent of wildlife information provided by the Department
- 14 of Fish and Game have a direct effect on the types and levels of human use of wildlife that

1 are allowed:

2 (5) the establishment of a wildlife conservation tag program will allow more
3 Alaskans to directly and actively support wildlife conservation programs in the state through
4 the voluntary purchase of a wildlife conservation tag;

5 (6) a wildlife conservation tag program will benefit wildlife conservation
6 programs in the state through revenue generated by the voluntary purchase of a wildlife
7 conservation tag by ~~residents and~~ ^{citizens} nonresidents who want to support the conservation of
8 wildlife in the state or who use ~~state game and wildlife sanctuaries, refuges, ranges, and~~
9 ~~critical habitat areas~~ to view, study, and enjoy wildlife;

10 (7) revenue generated through the sale of wildlife conservation tags should be
11 used to supplement, but not supplant, funds available from other sources for wildlife
12 conservation, wildlife education, and wildlife viewing.

13 * Sec. 2. AS 16.05.165 is amended to read:

14 Sec. 16.05.165. FORM AND ISSUANCE OF CITATION. (a) When a peace
15 officer stops or contacts a person concerning a violation of this title except AS 16.51
16 and AS 16.52 or of a regulation adopted under this title except AS 16.51 and AS 16.52
17 that is a misdemeanor or a violation, the peace officer may, in the officer's discretion,
18 issue a citation to the person as provided in AS 12.25.180.

19 (b) The supreme court shall specify by rule or order those misdemeanors and
20 violations that are appropriate for disposition without court appearance, and shall
21 establish a schedule of bail amounts. Before establishing or amending the schedule
22 of bail amounts required by this subsection, the supreme court shall appoint and
23 consult with an advisory committee consisting of two officers of the division of fish
24 and wildlife protection of the Department of Public Safety, two representatives of the
25 Department of Fish and Game, two district court judges, and the chairpersons of the
26 House and Senate Judiciary Committees of the legislature. The maximum bail amount
27 for an offense may not exceed the maximum fine specified by law for that offense.
28 If the misdemeanor or violation for which the citation is issued may be disposed of
29 without court appearance, the issuing peace officer shall write on the citation the
30 amount of bail applicable to the offense [VIOLATION].

31 (c) A person cited for a misdemeanor or violation for which a bail amount has

1 been established under (b) of this section may, within 15 days after the date of the
2 citation, mail or personally deliver to the clerk of the court in which the citation is
3 filed by the peace officer

4 (1) the amount of bail indicated on the citation for that offense; and

5 (2) a copy of the citation indicating that the right to an appearance is
6 waived, a plea of no contest is entered, and the bail is forfeited.

7 (d) When bail has been forfeited under (c) of this section, a judgment of
8 conviction shall be entered. Forfeiture of bail and all seized items is a complete
9 satisfaction for the misdemeanor or violation. The clerk of the court accepting the
10 bail shall provide the offender with a receipt stating that fact.

11 (e) If the person cited fails to pay the bail amount established under (b) of this
12 section or to appear in court as required, the citation is considered a summons for a
13 misdemeanor or violation, as appropriate.

14 (f) Notwithstanding other provisions of law, if a person cited for a
15 misdemeanor or violation for which a bail amount has been established under (b) of
16 this section appears in court and is found guilty, the penalty that is imposed for the
17 offense may not exceed the bail amount for that offense established under (b) of this
18 section.

19 * Sec. 3. AS 16.05.350 is amended to read:

20 Sec. 16.05.350. EXPIRATION OF LICENSES AND TAGS. Licenses and tags
21 required under AS 16.05.330 - 16.05.430, except biennial licenses, the nonresident
22 special sport fishing license, the resident trapping license, and the waterfowl
23 conservation tag, expire at the close of December 31 following issuance. Biennial
24 licenses expire after December 31 of the year following the year of issuance. The
25 resident trapping license expires at the close of September 30 of the year following the
26 year in which the license is issued. The waterfowl conservation tag expires at the
27 close of January 31 of the year following the year of issue of the tag. The wildlife
28 conservation tag provided under AS 16.05.828 expires at the close of December 31
29 following issuance.

30 * Sec. 4. AS 16.05 is amended by adding a new section to read:

31 Sec. 16.05.828. WILDLIFE CONSERVATION TAG PROGRAM. (a) In

1 order to provide support for the wildlife conservation activities of the department, there
2 is established the wildlife conservation tag program.

3 (b) The department shall provide a patch, emblem, decal, stamp, or other
4 suitable item to serve as a wildlife conservation tag. The wildlife conservation tag and
5 proof of purchase of a wildlife conservation tag shall be available through vendors of
6 fish and game licenses and other outlets at the discretion of the commissioner.

7 (c) Notwithstanding AS 16.05.080, the commissioner shall establish the fee for
8 a wildlife conservation tag by regulation. The commissioner may establish a different
9 fee for residents and nonresidents. The commissioner may establish a different fee,
10 or waive the requirement for a wildlife conservation tag under this section, for a
11 person who is

12 (1) under the age of 16 years or over the age of 59 years;

13 ~~(2) eligible for a 25 cent resident sport fishing license under
14 AS 16.05.340(a)(1);~~

15 ~~(3) eligible for a \$5 resident hunting, trapping, and sport fishing license
16 under AS 16.05.340(a)(6);~~

17 ~~(4) a disabled veteran eligible for a free license under AS 16.05.341;~~

18 ~~(2) ³ ~~(2)~~ a public employee engaged in official business; or~~

19 ~~(3) ³ ~~(3)~~ a contractor or agent for a public agency while the contractor or
20 agent is engaged in the business of the agency.~~

21 (d) ^{nonresident} A ~~person~~ shall

22 (1) have in the ^{nonresident's} ~~person's~~ physical possession a valid proof of purchase
23 of a wildlife conservation tag, and comply with other applicable statutes and
24 regulations including requirements for permits, in order to enter [↑]

25 ~~the~~ ~~McNeil River State Game Sanctuary~~ ^{or} ~~and~~ the Walrus
26 Islands State Game Sanctuary; and

27 ~~(B) if designated by the commissioner by regulation,~~

28 ~~(i) the Stan Price State Wildlife Sanctuary; or~~

29 ~~(ii) a state game refuge, state range area, or fish and
30 game critical habitat area;~~

31 (2) provide a valid proof of purchase of a wildlife conservation tag at

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the time of application for a permit to enter a ~~state game or wildlife sanctuary, state game refuge, state range area, or a state fish and game critical habitat area~~ *The McNeil River State Game Sanctuary or the Valdez Island State Game Sanctuary.*

~~(A)~~ a permit from the department is required for entry to the sanctuary, ~~refuge, or area, and~~

~~(B)~~ the commissioner has established by regulation that applicants for permits to enter the sanctuary, refuge, or area shall possess a wildlife conservation tag at the time of application for the permit.

request the legislature to designate, by law, additional
(c) The commissioner may designate by regulation those state game and wildlife sanctuaries, state game refuges, state range areas, ^{and} fish and game critical habitat areas where possession of a ~~valid hunting, sport fishing, or trapping license~~ *wildlife conservation tag is required to enter or to apply for a permit to enter the sanctuary, refuge, or area.* ~~may substitute a valid open hunting, sport fishing, or trapping license for a wildlife conservation tag.~~

(d) (f) A wildlife conservation tag may not be required

(1) for access to or from private property within or adjoining a state game or wildlife sanctuary; ~~state game refuge, state range area, or fish and game critical habitat area;~~

(2) to use a public easement or right-of-way across a state game or wildlife sanctuary; ~~state game refuge, state range area, or fish and game critical habitat area;~~

(3) of a person who is lawfully engaged in subsistence hunting, fishing, trapping, or gathering on a ~~state game or wildlife sanctuary, state game refuge, state range area, or fish or game critical habitat area;~~

~~(4)~~ of a person for whom the commissioner has waived the wildlife conservation tag requirement under (c) of this section.

(g) The department may contract with a person to perform the responsibilities of the department under this section to provide a wildlife conservation tag. Contracting under this subsection is governed by AS 36.30 (State Procurement Code), except that a contract may include provisions for advance payment or reimbursement for services performed under the contract.

(h) The revenue received from the sale of wildlife conservation tags may be appropriated by the legislature to the department for programs that benefit wildlife

1 conservation, wildlife education, and wildlife viewing. In this subsection, "wildlife"
2 has the meaning given "game" in AS 16.05.940.

3 (i) A person commits a violation if the person intentionally or knowingly
4 enters upon a state game or wildlife sanctuary, ~~state game refuge, state range area, or~~
5 ~~fish and game critical habitat area~~ where the person is required to physically possess
6 proof of purchase of a wildlife conservation tag under this section ~~or AS 16.20~~
7 ~~regulation adopted under this section or AS 16.20~~ and does not have proof of purchase
8 of a wildlife conservation tag in the person's physical possession. Upon conviction
9 of the violation, the person may be sentenced to pay a fine not to exceed twice the fee
10 that the person would have had to pay to obtain a wildlife conservation tag at the time
11 the person committed the violation. In this subsection, "intentionally," "knowingly,"
12 and "violation" have the meanings given in AS 11.81.900.

13 * Sec. 5. AS 16.05.925 is amended to read:

14 Sec. 16.05.925. PENALTY FOR VIOLATIONS. Except as provided in
15 AS 16.05.430, 16.05.722, 16.05.723, 16.05.828, 16.05.831, and 16.05.860, a person
16 who violates AS 16.05.920 or 16.05.921, or a regulation adopted under this chapter or
17 AS 16.20, is guilty of a class A misdemeanor.

18 * Sec. 6. AS 16.20.094 is amended to read:

19 Sec. 16.20.094. AUTHORITY TO ADMINISTER. Subject to
20 AS 16.05.828(d) - (e), the [THE] boards may adopt regulations governing entry,
21 development, construction, hunting, fishing, and all other uses or activities not in
22 conflict with AS 16.20.096 and 16.20.098 for the purpose of preserving the natural
23 habitat and the fish and game of the Walrus Islands State Game Sanctuary.

24 * Sec. 7. AS 16.20.096 is amended by adding a new subsection to read:

25 (b) Except as provided under AS 16.05.828(e), ~~and (f)~~, ^{nonresident} a person may not enter
26 the Walrus Islands State Game Sanctuary without having in the person's possession
27 a proof of purchase of a wildlife conservation tag.

28 * ~~Sec. 8. AS 16.20.150(e) is amended to read:~~

29 ~~(e) Subject to AS 16.05.828(d) - (f), a [A] board may adopt regulations~~
30 ~~governing access, entry, development, construction, and each other use and activity~~
31 ~~affecting the natural habitat and the fish and wildlife within the Stan Price State~~

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~~Wildlife Sanctuary.~~

* ~~Sec. 9.~~ AS 16.20.162(e) is amended to read:

(e) Subject to AS 16.05.828(d) - (f), the [THE] boards may adopt regulations governing access, entry, development, construction, fishing, and other uses and activities affecting the natural habitat, fish and wildlife, and public use of the McNeil River State Game Sanctuary.

* ~~Sec. 10.~~ AS 16.20.162 is amended by adding a new subsection to read:

(g) Except as provided under AS 16.05.828(e), ~~and~~ ^{nonresident} a person may not enter the McNeil River State Game Sanctuary without having in the person's possession a proof of purchase of a wildlife conservation tag.

~~* Sec. 11. AS 16.20.350(e) is amended to read:~~

~~(c) The Department of Natural Resources may, after consultation with the Department of Fish and Game, adopt regulations governing the public use of the area, except that the commissioner of fish and game may require possession of a wildlife conservation tag under AS 16.05.828 as a condition for access to the area.~~

~~The regulations must include provisions for multiple use, as defined in AS 38.04.910, and for public multiple uses listed in AS 16.20.340. Regulations adopted for the Matanuska Valley Moose Range do not apply to private land within the boundary described in AS 16.20.360.~~

~~* Sec. 12. AS 16.20.625(e) is amended to read:~~

(e) The department shall permit uses of the Redoubt Bay Critical Habitat Area in a manner that is compatible with the purposes for which the critical habitat area is established. Subject to AS 16.05.828(d) - (f), the [THE] department shall permit the following public uses to continue without further approval by the department unless the department determines that the use is not compatible with the purposes for which the Redoubt Bay Critical Habitat Area is established:

- (1) hunting, including subsistence hunting, trapping, and subsistence, commercial, and sport fishing, including the continued use of cabins for the purpose of hunting, trapping, and fishing;
- (2) hiking, backpacking, and camping, including the use of campfires;
- (3) cross-country skiing, snowmachining, boating, and the landing of

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~~aircraft, and~~

~~(4) other related uses that are temporary in duration and have no
foreseeable adverse effects on vegetation, drainage, soil stability, or fish and game and
their habitat.~~

* Sec. ~~15~~. This Act takes effect January 1, 1994.

10



ALASKA OUTDOOR COUNCIL, INC.

P O Box 34097
Juneau, AK 99803
463-3830

March 13, 1992

The Honorable Fran Ulmer
Alaska State Legislature
State Capitol
Juneau, AK 99811

Dear Representative Ulmer:

I am pleased to inform you that the Alaska Outdoor Council voted to support HB446, the wildlife conservation tag bill which you introduced.

Members recommended amendments that would enable a different fee structure for resident, non-resident, and commercial users, consistent with the concept of different fees charged for other uses of wildlife and fish. They also noted that commercial users such as writers and photographers use viewing areas principally for profit, as well as for their personal enjoyment.

Members also recommended requiring guides for ~~non-residents~~ using areas to ensure compliance with regulations, and where necessary, to ensure the well-being of visitors.

We have not prepared specific amendments following these recommendations. I would be pleased to work with your staff on such amendments.

We appreciate your interest and efforts on this bill. If passed it will be a significant contribution to the State's conservation efforts.

Sincerely,

Richard H. Bishop
Legislative Affairs

Post-It™ brand fax transmittal memo 7671		# of pages ▶
To <i>General Bruce</i>	From <i>Bishop</i>	
Co. <i>ADFEG</i>	Co. <i>Rep. Ulmer</i>	
Dept.	Phone # <i>4947</i>	
Fax # <i>2337</i>	Fax # <i>7108</i>	

"WATCHABLE WILDLIFE BILL"

Rep. Ulmer

I AM SPONSORING A "WATCHABLE WILDLIFE" BILL WHICH WILL BE INTRODUCED ON WEDNESDAY.

- THE BILL IS THE RESULT OF A COOPERATIVE EFFORT BETWEEN WILDLIFE CONSERVATION GROUPS, THE DEPARTMENT OF FISH AND GAME, AND THE HICKEL ADMINISTRATION.

- THE BILL WOULD ALLOW THE SALE OF WILDLIFE CONSERVATION PERMITS FOR ALASKA'S STATE GAME REFUGES AND SANCTUARIES FOR VISITORS WHO USE THESE AREAS FOR PURPOSES OTHER THAN HUNTING (KAYAKING, CAMPING PHOTOGRAPHY, TOURS, ETC.).

- IN EXCHANGE VISITORS WOULD RECEIVE A PATCH OR OTHER EMBLEM TO SHOW THEY'RE SUPPORTING WILDLIFE CONSERVATION.

- THREE AREAS HAVE BEEN DESIGNATED AS PLACE WHERE PERMITS WOULD BE REQUIRED. THE STAN PRICE SANCTUARY AT PACK CREEK, MACNEIL RIVER SANCTUARY, AND ROUND ISLAND SANCTUARY IN THE PRIBILOFS. MORE AREAS MAY BE ADDED BY THE COMMISSIONER IN THE FUTURE.

- FEES HAVE NOT BEEN DETERMINED BUT WILL PROBABLY VARY FROM PLACE TO PLACE, DEPENDING ON THE THE SERVICES PROVIDED BY THE STATE.

- MONEY EARNED FROM THE SALE WOULD GO TOWARD WILDLIFE CONSERVATION.

- ACCORDING TO A NATIONAL SURVEY OF WILDLIFE ASSOCIATED RECREATION, WATCHING WILDLIFE WAS IDENTIFIED AS THE FASTEST GROWING SEGMENT OF WILDLIFE RECREATION.

- IN ALASKA, IT'S ESTIMATED THAT MORE THAN 288,000 PEOPLE PARTICIPATED IN WILDLIFE WATCHING IN 1985.

- CURRENTLY OVER 80% OF THE FISH AND GAME'S WILDLIFE CONSERVATION BUDGET COMES FROM HUNTERS IN THE FORM OF LICENSES AND EXCISE TAXES ON FIREARMS AND AMMUNITION. FINDING ALTERNATIVE SOURCES OF FUNDS BASED ON THE WHOLE BREADTH OF PEOPLE WHO USE THE RESOURCE WILL GIVE THE SO-CALLED NON-CONSUMPTIVE USERS A PART TO PLAY IN THE FUTURE OF THE RESOURCE.

- THIS BILL WILL HELP ANSWER A GROWING CONCERN THAT NOT ENOUGH IS BEING DONE TO PRESERVE WILDLIFE AND TO MITIGATE THE IMPACTS OF INCREASED VISITORS TO ALASKA'S WILD PLACES.

- BESIDES THE DEPARTMENT OF FISH AND GAME, GROUPS REPRESENTING A WIDE SPECTRUM OF ENVIRONMENTAL, CONSERVATION AND HUNTING INTERESTS HAVE EXPRESSED SUPPORT FOR THE CONCEPT BEHIND THIS BILL. (ALASKA ENVIRONMENTAL LOBBY, ALASKA OUTDOOR COUNCIL, ALASKA AUDOBAN HAVE ALL INDICATED THEIR SUPPORT)

MEMORANDUM

STATE OF ALASKA
DEPARTMENT OF FISH AND GAME

TO: Geron Bruce
Legislative Liaison
Commissioner's Office

DATE: January 11, 1993

FILE NO.: GB11193

TELEPHONE: 267-2280

FROM: John W. Schoen *JWS*
Senior Conservation Biologist
Division of Wildlife Conservation
Anchorage

SUBJECT: Conservation Tag
Legislation

RECEIVED
ADF & G COMM. OFFICE
93 JAN 20 AM 9:39

This memo summarizes my recent thinking about reintroduction of our Conservation Tag legislation. I believe the language in last year's bill offers a good starting point with only minor revisions. I suggest we consider the following wording changes in last year's draft (5-10-92).

Act language:

Page 3, line 2: omit "during open hunting seasons."

". . . possession of a valid hunting license (during open hunting seasons) or of a subsistence hunting or . . ." I suggest that we should not force wildlife users to pay twice. Our objective is to offer non hunters an opportunity to participate in, and support, Alaska wildlife conservation and management. Hunters already support conservation by buying licenses and firearms. If hunters want to lend additional support to this program they can do so, but let's not require them to do so.

Page 3, line 20, Sec. 5: omit "immediately" insert "on January 1, 1994."

"This Act takes effect (immediately) on January 1, 1994." This delay in implementation provides the department the necessary time to prepare a product and infrastructure for implementation of the program.

Do we need to add additional language about Stan Price or Round Island? Marilyn Sigman is currently discussing the Conservation Tag concept with the Forest Service regarding its application to Pack Creek and the Stan Price Sanctuary.

Market Survey:

I have sent (under separate cover) a packet of 67 resident questionnaires on possible Conservation Tag products. A group of staff questionnaires is separately identified. The percentage breakdown of items for which respondents were willing to pay \$5.00 or more follows. I did not count any product for which less than \$5 was indicated because it would not be cost effective to handle a variety of such products.

Patch	27%	Calendar	75%
Pin	54%	Art Print	51%
Decal	13%	Wildlife Stamp	15%
Poster	57%	Tee Shirt	73%
Cap	63%	Mug	63%

Although this is a very crude analysis (there was substantial variation in prices), the three products we initially considered ranked lowest in market interest. It will be important to include the nonresident and McNeil visitor surveys that Kathleen has collected in our analysis. Phil Koehl has suggested that the respondents may not have clearly understood what the products really represented and thinks we would get better results by actually showing people a prototype product. He is probably right. Before we make a final decision, we should contact other states, and particularly Pennsylvania, for additional information on their programs.

Ideas on Implementation of the Conservation Tag Program:

I have given substantial thought to the Conservation Tag Program and discussed this with a variety of staff. I propose the following general concepts. The program should be as simple to administer as possible. The program should be integrated into the department's standard licensing process. The Conservation Tag program should be equivalent in structure and cost to the department's consumptive programs. Specific proposal for the structure and implementation of the Wildlife Conservation Tag Program follow.

The Tag Product: I propose that we select, as our tag product, a simple, inexpensive product that will not change annually (such as the Wildlife Safeguard decal). Last year, we discussed and debated the pros and cons of various products to serve as the Wildlife Conservation Tag. All of these ideas required substantial administrative effort to develop and market. This was significantly compounded if we were to change the image/logo annually. I do not believe it would be cost effective, at this

January 15, 1993

time, to offer a collectors series, an art print, or other costly-to-develop products that change annually. This may need additional research and discussion, however. At this time, my recommendation is that we develop an attractive logo for the program and mass produce a low-cost decal, pin, or patch. Additional marketing surveys and research into other state programs should be done before a final decision is made.

Proof of Purchase: I propose that we use our fish and game license as the proof of purchase of a Wildlife Conservation Tag. Advantages include: simplicity of administrative infrastructure (this system is already in place) and easy marketing through the existing vendor system; a list of names and addresses of people supporting the program would be useful to the division's Conservation & Education Program; and there would be important symbolic value in providing the nonconsumptive wildlife public an opportunity to be enfranchised (e.g., through purchase of a department license) in the department's fish and game management program. The major disadvantages include: the need to revise the license format (this would necessitate delaying implementation of the program to the calendar year following passage of the Act), and the likely need to expand license vendors (for example, we would want to offer the license at REI in Anchorage and all APLICs). Regarding revision of the license, I recommend that we simply have a box identified as "Wildlife Conservation Tag." We would need to address the issue of combination licenses.

At the time the Wildlife Conservation Tag is purchased, the specific product (yet to be defined) could also be distributed. Attached to the product should be a coupon for the purchaser to fill in with their name and address and sent to either the department's C&E Program or PC Section. We could provide additional benefits associated with the Conservation Tag after receiving their coupon. Another option, would be to have a statement on the license asking purchasers of the Conservation Tag to copy their license and send to it ADF&G to receive additional products and a list of benefits. If the license option is considered, the next step would be to check with licensing to more clearly assess the pros and cons of using the license as our proof of purchase vehicle.

Another option is to provide a simple ID card.

Cost of the Wildlife Conservation Tag: I recommend that the price of the Wildlife Conservation Tag be commensurate with the price of a resident hunting license (\$25.00). This would provide parity for department consumptive and nonconsumptive programs. Again, like using the license, I believe this would be an important symbolic act. I further recommend that we charge the same amount for both the resident and nonresident tag. In recognition of the fact that the purchaser of a hunting license has the opportunity to bag a "product" such as a moose, sheep, caribou, etc., I suggest that we provide additional products (beyond access to specific state lands, and particularly to

enhance the voluntary component). In Texas, the state fish, game, and parks department offers a wildlife conservation passport which is the same cost as a hunting license. This program has had much success and they emphasize the equivalent value of the two products (e.g., hunting license and passport). The Texas passport (or the hunting license in season) provides access to state lands (unlike Alaska, public lands are rare in Texas). Other passport products include guided natural history outings and interpretive materials.

Additional Conservation Tag Products: Additional products associated with purchase of a Wildlife Conservation Tag could include: a subscription to the biannual Wildlife Watcher's Newsletter, an opportunity to spend a half day field trip with an ADF&G Wildlife Biologist on a local state special area or park (to be scheduled once or twice a year by reservation), and free entrance to an evening lecture series on Alaska natural history topics (hosted in Anchorage, Fairbanks and Juneau). These products would offer additional incentives to those people who may not be planning to use one of the state sanctuaries requiring purchase of a Wildlife Conservation Tag. Thus the voluntary component for purchasing the Tag could be enhanced by offering additional incentives.

Subscription to Alaska's Wildlife: A major incentive for purchasing the Wildlife Conservation Tag would be to offer a subscription to our department magazine. If the department's cost to publish the magazine is approximately \$10, each \$25 tag could kick back the department's cost and still make \$15 (minus administrative costs) for the program. Additional benefits for associating the magazine with the tag are increased circulation for the magazine, broader constituency, and an opportunity for the department to increase its public education goals. I recommend that if the magazine becomes a product associated with the Wildlife Conservation Tag, the magazine should offer a regular column or article on natural history or wildlife viewing topics. Because wildlife education is one of the explicitly stated benefits to be derived from the Wildlife Conservation Tag Program, the association of these two programs appears to fit the intent of the Act. Since hunting and fishing license purchasers have the opportunity to bag fish or game, I do not believe it is inconsistent to offer purchasers of a Wildlife Conservation Tag a subscription to Alaska's Wildlife. Offering the magazine to tourist who purchase a Wildlife Conservation Tag has the potential of attracting additional subscribers for future years as well as fostering additional visitor interest in Alaska. If we tie the tag with the magazine we may need to add this to our legislative language. We need to check on this.

Most of the above suggestions do not need to be addressed in the legislation. However, I believe it is useful to consider our overall objectives for this program as well as how we intend to implement it should it pass. I hope these ideas are useful in our efforts for achieving passage of this legislation. If these

January 15, 1993

concepts look reasonable, someone could begin contacting other states to gather more information on alternative products and we could initiate local focus group discussions to refine our approach and generate public support. Please let me know if you would like to discuss these ideas in more detail.

cc: Anderson
Coady
Kelleyhouse
Koehl
Ritcher
Regelin
Sigman
Smith
Somerville
Tankersley
Wright
Wallen

Alaska State Legislature

HOUSE OF REPRESENTATIVES



REPRESENTATIVE FRAN ULMER

MEMORANDUM

February 11, 1992

TO: Rep. Cliff Davidson, Chair
House Resources Committee

FROM: Rep. Fran Ulmer

RE: HB 446 - "wildlife conservation tags"

I am requesting a hearing on HB 446 at your earliest convenience.

Today Alaska is faced with a growing dilemma concerning the future management of our natural resources. Falling oil production and the anticipated drop in revenues, combined with the explosive growth in the use of our natural areas have put tremendous pressures on our present wildlife management efforts. HB 446 is an attempt to find new revenues based on a reassessment of how users of our resources can best contribute to their management.

HB 446 would allow the sale of wildlife conservation tags for visiting the state's game refuges, sanctuaries and other areas. In exchange, visitors would receive a patch, stamp, decal or other emblem to show they're supporting wildlife conservation in Alaska. The money earned from the sale of the conservation tags would be earmarked for the Fish and Game Fund, where it could then be used for wildlife conservation purposes such as interpretive programs, road side viewing areas and scientific studies to help better manage the resource.

Under the bill, three areas have been designated as places where permits would be required. The Stan Price Sanctuary, the MacNeil River Sanctuary, and the Walrus Island Sanctuary. In the future, more areas could be added by the Commissioner including state refuges, ranges and critical habitat areas. The commissioner would also be responsible for setting fees, which would conceivably vary from place to place, depending on the services provided by the state.

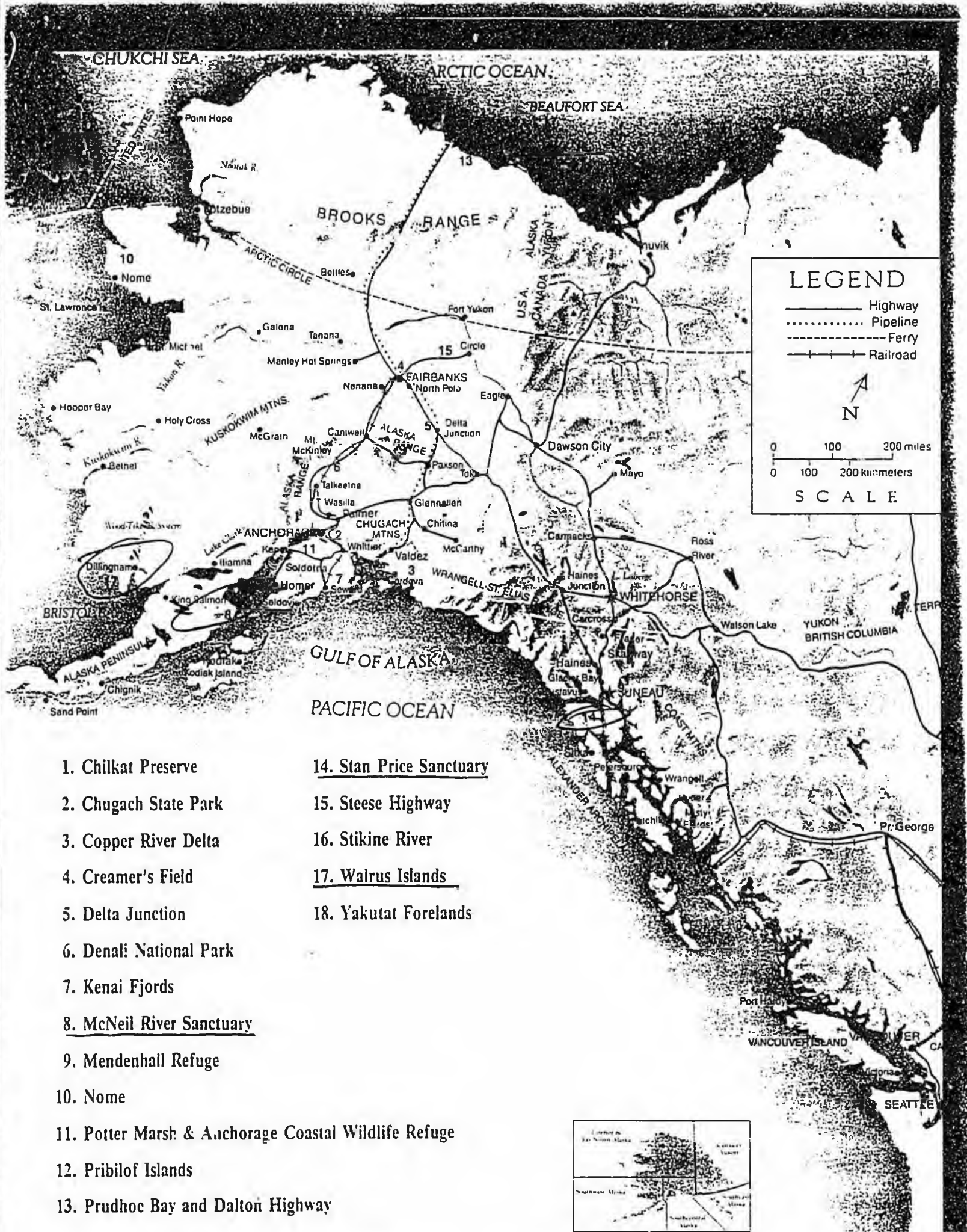
According to a national survey of wildlife associated recreation, wildlife watching is the fastest growing segment of wildlife recreation in the U.S.. In Alaska, it's estimated that more than 288,000 people participated in wildlife watching in 1985.

February 11, 1992
Rep. Ulmer
Page Two

Currently, over 80% of ADF&G's wildlife conservation budget comes from hunters in the form of licenses and excise taxes on firearms and ammunition. Finding alternative sources of funds based on the whole breadth of people who use our resources will help answer a growing concern that not enough is being done to preserve wildlife. It will mitigate the impacts of increased visitors to Alaska's wild places and give non-consumptive users an increased responsibility in providing for the future management of our wildlife resources.

Groups and individuals representing a wide spectrum of environmental, conservation and hunting interests have expressed support for the concept of fees for non-consumptive uses. HB 446 is the result of a cooperative effort between my office, wildlife conservation supporters, the Department of Fish and Game, and the Governor's office.

Thank you for your prompt consideration of this legislation.



- | | |
|--|---------------------------------|
| 1. Chilkat Preserve | 14. <u>Stan Price Sanctuary</u> |
| 2. Chugach State Park | 15. Steese Highway |
| 3. Copper River Delta | 16. Stikine River |
| 4. Creamer's Field | 17. <u>Walrus Islands</u> |
| 5. Delta Junction | 18. Yakutat Forelands |
| 6. Denali National Park | |
| 7. Kenai Fjords | |
| 8. <u>McNeil River Sanctuary</u> | |
| 9. Mendenhall Refuge | |
| 10. Nome | |
| 11. Potter Marsh & Anchorage Coastal Wildlife Refuge | |
| 12. Pribilof Islands | |
| 13. Prudhoe Bay and Dalton Highway | |

W I L D L I F E W A A Growing Nationa

Americans' love affair with the great outdoors traditionally has been expressed through sport fish and game activities. But more recently, the relationship has been marked by a growing national interest in wildlife viewing and appreciation. Wildlife viewers are becoming increasingly vocal on the need for more attention to all wildlife, including the 90 percent of all species that are neither hunted nor fished.

The 1980 U.S. Fish and Wildlife Service Survey of Fishing, Hunting, and Wildlife Associated Recreation showed that some 93 million Americans, age 16 years and older, participated in some form of wildlife viewing, feeding, or photography as a primary or secondary recreational activity. By 1985, the number had increased to nearly 135 million—a 43 percent increase. The 1986 report by the President's Commission on Americans Outdoors identified wildlife-associated recreation as one of the nation's most popular outdoor activities.

Effects on Federal Agencies

Several federal agencies have responded to this trend by integrating wildlife viewing into all resource planning efforts and developing new recreation and conservation programs. The U.S. Forest Service's (USFS) "Eyes on Wildlife" program has resulted in enhancements like viewing platforms and blinds and interpretative information for viewers. The Forest Service has also entered into an agreement with Defenders of Wildlife to coordinate the publication of a state-by-state series of wildlife viewing guide books.

The U.S. Fish and Wildlife Service (USFWS) has joined the charge by playing a prominent role in seeking funding for the federal Fish and Wildlife Conservation Act (1980). The Act (also known as the Nongame Act) was intended to provide funding

to state fish and wildlife agencies to develop and implement comprehensive wildlife conservation plans to benefit species overlooked by traditional game management programs.

The Bureau of Land Management (BLM) has also embraced this trend with enthusiasm, developing a strategic plan to implement more recreation and conservation programs to benefit viewers. BLM also deserves much of the credit for coordinating a partnership of 14 national agencies and conservation groups in a Memorandum of Understanding (MOU) to support wildlife viewing nationwide. Implementation of this national MOU offers exciting opportunities for cooperation among a variety of groups, including the military, federal natural resource agencies, the International Association of Fish and Wildlife Agencies, Defenders of Wildlife, Izaak Walton League, and other conservation groups to develop recreation, education, and conservation programs to benefit viewers.

One product of this partnership has resulted in the Federal Highway Administration adopting a binocular symbol as the official roadside logo for wildlife viewing areas. This logo will aid travelers in finding designated viewing sites along the nation's highways and roads.

Effects on State Agencies

In response to public concern, many state wildlife agencies began expanded efforts towards nongame species in the late 1970s and early 1980s. Funding for many of these programs was based on or enhanced by voluntary income tax donations. Although \$11-15 million has been generated by 34 states annually, most nongame programs have been underfunded and understaffed, constituting less than 3 percent of statewide wildlife management budgets. The voluntary nature of the



John Hyde

Recreation

by Sara Vickerman and Wendy Hudson

donations and growing competition from other income tax check-offs have rendered them an unreliable source of revenue. In any case, estimates are that at least 30 times the annual amount is needed nationally to conduct viable nongame and watchable wildlife programs.

At the same time, hunting has shown a steady decline nationally. In California, for example, the Department of Fish and Game posted a budget deficit of nearly \$10 million in 1990 and anticipates a deficit of \$12.6 million in 1991. "With their budgets still tied to license sales," writes Tom Arrandale in *High Country News*, "most state agencies lack the funds they need to protect nongame species and counter habitat destruction." In the face of declining hunting-related and nongame checkoff revenues, state wildlife managers are beginning to court additional political and financial support from wildlife viewers, most of whom do not fish nor hunt.

Wyoming was one of the first states to recognize that visitors were spending phenomenal sums annually to visit the state to enjoy its wildlife. The Wyoming Game and Fish Department, in coordination with their state tourism agency, developed a trademarked name, "Wyoming's Wildlife - Worth the Watching," and a professional public relations campaign to increase wildlife viewing tourism. Oregon, Montana, Utah, and Idaho also are developing viewing programs, and have published statewide viewing guide books as part of the national series with Defenders of Wildlife. Along with the guide books, these states have formally designated viewing sites, installed signs with the binocular logo, and developed interpretive materials for viewers.

In many of these states, it is hoped that by obtaining the political and financial support of hunters and wildlife viewers, and by enlisting the aid of the tourism industry, state conservation efforts can be expanded.

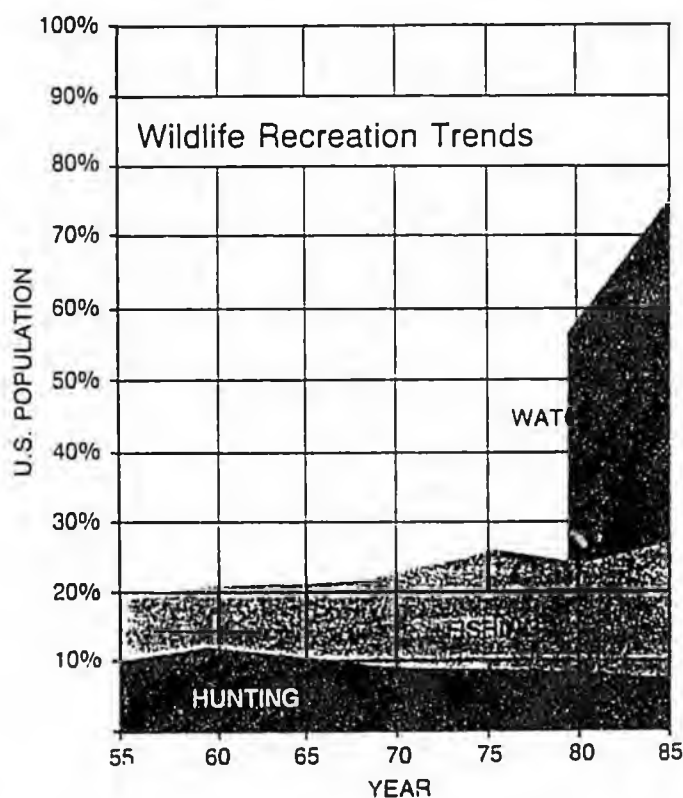
The Winning Formula

The ultimate success of these efforts, however, depends on our collective ability to maintain, and in some cases restore, habitat to support a natural diversity of wildlife. Recently, the U.S. Fish and Wildlife Service released its Strategic Planning Document that has as its centerpiece the conservation of biological diversity. The President's Commission on Americans Outdoors recommended the protection and enhancement of recreation opportunities on federal lands and waters, including long-term emphasis on conservation of natural resources. The commission also encouraged educators to integrate environmental issues into basic education, and urged federal resource agencies to help children experience the nation's diverse ecosystems.

For natural resource agencies, achieving broad conservation goals means making fundamental changes in policies, structure, funding, and constituencies. It means breaking out of the mold, taking risks, communicating with unfamiliar people, and accommodating the ecological requirements of some little known and unappreciated creatures and the vegetation upon which they depend.

Alaska has a tremendous opportunity--perhaps the last in North America--to design and implement a world-class wildlife recreation and conservation program, and to prevent the endangered species crises we have seen with alarming frequency in many other states. Defenders of Wildlife applauds the Alaska Department of Fish and Game for its interest in and dedication to the conservation of wildlife diversity, and for sharing its magnificent lands and inhabitants with those of us who are lucky enough to visit once or twice in a lifetime.

Sara Vickerman is Regional Program Director and Wendy Hudson is Communications Coordinator for the Defenders of Wildlife in Portland, Oregon.



WILDLIFE WATCHING IN ALASKA—WHAT'S IT WORTH?

by SuzAnne Miller

The image of Alaska as a wildlife haven has significant economic value which will only grow as wildlife continues to decline elsewhere. It is in Alaska's best interest to maintain and cultivate the resources upon which that image is based.

ADF&G's Division of Wildlife Conservation has initiated a research program to determine the economic value of Alaska's wildlife resources. It will allow the state to focus on wildlife as an economic resource which can be evaluated like other resources.

Research in the economic program is focusing on two areas: impact and value. A project has been started to estimate the impacts (the amount of money actually spent) of wildlife-dependent business activities on both the state and regional economies. This involves developing computer models which follow the flow of money generated by such businesses. This study will provide information on how much money comes in, where it comes from, who receives it, how much of it flows back out of the economies, and what jobs are created. This information will allow the state to examine the economic effects of different resource management decisions, to identify new business opportunities and to limit the flow of money outside the state. Alaska residents, nonresident visitors to Alaska, and Alaskan businesses will be surveyed to gather data on their respective expenditures.

Economic value data (how much a person values an experience, not how much they actually spend for it) will be collected through a series of site specific projects. For example, the Division of Wildlife Conservation cooperated with Yale University on an economic survey of wildlife watchers visiting the McNeil River State Game Sanctuary last summer. Results will be available later this year. Similarly, the division is cooperating with the University of Alaska Fairbanks to study the economic value of the Delta bison herd. Questions regarding economic value will be included on the surveys conducted for the impact study.

The difference between what a person actually spends for an experience (economic impact) and how much they would be willing to spend (economic value) is called consumer

surplus. Knowing the consumer surplus for specific wildlife dependent activities (watching, hunting, etc.) will enable the state to consider ways of capturing some of that surplus in the form of state revenues.

The trick is to devise methods of payment (hunting licenses, for example) and appropriate amounts which will not turn users away, but will bring their actual expenditures closer to their total values. The only way to achieve this is through knowledge of both their expenditures and their values.

With the help of the U.S. Fish and Wildlife Service's Federal Aid Program and with the U.S. Forest Service's Rocky Mountain Forest and Range Experiment Station, the Division gathered some of the nation's leading economists to develop a technically sound study plan. The results will be presented in a book entitled *Valuing Wildlife Resources in Alaska* to be published by Westview Press later this year. The book will establish the foundation for the division to proceed in applying economic principles to wildlife management issues.

Since wildlife and wilderness recreational opportunities are rural, they can be used to promote economic development and stability in remote areas where unemployment is high. Many wildlife-related business opportunities do not require large capital outlays, allowing entry by small operators.

By studying potential visitor's preferences, the state can stimulate appropriate tourism to capture more money from visitors. Thus the state can identify new revenue sources from visitors without burdening Alaska residents.

Too often wildlife has been seen as an obstacle to economic development, rather than as an opportunity. Knowledge of the value of Alaska's wildlife will enable decision-makers to better select among resource management and development alternatives.

SuzAnne Miller is a biometrician with the Division of Wildlife Conservation, ADF&G, Anchorage.

How Much Is Wildlife Watching Worth?

by Daniel W. McCollum

Wildlife is a valuable resource. Most Alaskans already know that, but do they know just how valuable it is? According to a U.S. Fish and Wildlife Service survey, almost \$56 billion were spent on wildlife-associated recreation in the U.S. in 1985. Over \$14 billion of that was spent by wildlife watchers. Similar data show that \$44 million of economic activity in Montana was generated by wildlife watching trips. In an example I will come back to later, the State of Wyoming recognized that wildlife-related recreational activities in their state had an annual combined net economic value of \$102.3 million to residents and nonresident visitors, and that nonresident wildlife users accounted for a \$230.6 million annual impact on the Wyoming economy. That same kind of economic information can contribute to wildlife management and economic development in Alaska.

The concept of economic value is one we deal with every day. We go into the grocery store and compare prices. Is the national brand of peanut butter really worth 60 cents more than the store brand? Do we like walnuts in our chocolate chip cookies enough to pay \$4.00 for a pound of walnuts? Some of us do and some of us don't. The thought process that we go through in making those and other decisions, however, is exactly what economists try to capture when they attempt to measure economic value.

We are most familiar with placing values on goods and services that are sold in markets—peanut butter, walnuts, hockey tickets. But, are goods and services that are not sold in markets really any different? Don't we know our preferences for hunting and fishing, or wildlife watching, or wilderness camping as well as we know our preferences for walnuts or peanut butter? Most people do, but they are not used to thinking about market goods and nonmarket goods in the same terms.

Policy makers and resource managers are faced with a similar problem. Suppose a forest can be managed for timber or wildlife habitat, but not both. It is easy for a manager to determine the value of the land for timber production. Timber and other mineral resources are traded in organized markets. The benefits

of managing the forest for wildlife habitat are not so clear or so easily determined. They would include, but not be limited to, those gained by people hunting and watching the wildlife. That difficulty in obtaining information may result in alternative land uses (like wildlife habitat) being slighted when it comes to allocating resources. When that happens, managers are not making fully informed decisions and society's resources are not being allocated efficiently.

Economic value is distinct from economic impact. Economic impact measures market transactions related to a particular resource or activity and tracks those expenditures as they move through the economy. Economic value provides information on how much value individuals or groups place on certain resources or services. Gross economic value includes the market transactions tracked by an economic impact analysis. Net economic value (above and beyond all costs or market transactions) is what is typically used in policy analyses.

Over the last forty years economists have developed methods by which net values for nonmarket goods and services can be estimated. One approach, of which the 'travel cost' method is the most common example, is to use related goods and services, which do move through markets, to infer information about the demand for and value of nonmarket goods. "Travel cost" (essentially the cost of travelling to and from a recreation site) is used as a proxy for the price of a good called "recreational visits." Numbers of visits serve as proxies for quantity demanded or consumed. To illustrate, suppose the site considered is Denali National Park. It might cost \$50 for a trip to Denali if you live in Anchorage. It might cost \$150 if you live in Juneau. It might cost \$1500 for that trip if you live in Wichita, Kansas. One can observe how many trips are made to Denali from each of those places. Putting those pieces of information together allows estimation of a demand curve that can be used to estimate how much value visitors receive from a trip to Denali.

(Continued on page 40.)

How Much is it Worth?

(Continued from page 4.)

The second approach, "contingent valuation," uses interviews and surveys to elicit information on how much benefit or value people receive from nonmarket goods or services directly. During the interview the subject is given a detailed description of the nonmarket good. He or she is then asked: "What is the most you would be willing to pay to acquire that good?" For example, a trip to Denali National Park might be described to a group of people. They would then be asked what they would be willing to pay for that trip. Their responses would be taken as direct revelations of how much they value a trip to Denali. While these descriptions of both methods are highly simplified, they should give a basic feel for how the methods work.

There have been many valuation studies done involving wildlife-related recreation. Almost all of them, however, have focused on consumptive uses of wildlife—primarily hunting and fishing. Very little work has been done on nonconsumptive uses of wildlife, like wildlife watching. Traditionally, wildlife management agencies have been funded largely from sources related to hunting and fishing—license fees, etc.; and those users have been active in their interaction with the agencies. Consequently, the values and preferences of consumptive users have been of interest to agencies and policy analysts. Along with that, consumptive users are a relatively easy population to identify and their high level of devotion to their sport typically makes them a cooperative group to study.

That pattern has been changing. The numbers of consumptive users appear to be decreasing over time, implying a shrinking of the funding base for wildlife management agencies. At the same time, wildlife watching was one of the fastest growing outdoor recreation activities of the 1980s, and that trend is expected to continue.

Nonconsumptive users of wildlife present some analytical complications, however. They are less readily identifiable and, therefore, more difficult to sample. Practically no valuation studies have been done on nonconsumptive wildlife use in Alaska (and only a few on hunting and fishing). If we move down to the lower 48 states, we can say a little more about the value of nonconsumptive wildlife activities, though still not much. A few scattered studies have been done on the economic value of wildlife watching: two on general wildlife watching (one in western national forests and one in Arizona), and one each on deer watching in California, bighorn sheep watching in Arizona, and whooping crane watching in Texas. The work being initiated by the Alaska Department of Fish and Game will be a major contribution to the state of the art in nonconsumptive wildlife valuation.

Economic information is beginning to be used by several states to develop and manage wildlife resources. One such state is Wyoming. Data from the 1985 National Survey of Fishing, Hunting, and Wildlife-Associated Recreation (NSFHWAR)

show that, in 1985, Wyoming had 2,094,000 activity days of hunting and 3,946,000 activity days of nonconsumptive wildlife recreation, mainly watching or photographing wildlife, of which 510,000 and 2,029,000 respectively were by nonresidents of the state. Combining those data with estimates of net economic value for hunting (about \$30 per activity day) and wildlife watching (about \$10 per activity day) from studies specifically in the Rocky Mountain region shows that the well-being of residents and nonresidents were enhanced by \$66.7 million and \$35.6 million, respectively, by participating in wildlife-related activities. To add some perspective to those numbers, the value of the timber harvest in Wyoming in 1986 was around \$2.3 million.

Trip-related expenditures (excluding equipment purchases) actually made in Wyoming in 1985 averaged \$60.11 per day by nonresident hunters and \$41.72 per day by nonresident wildlife watchers and photographers. That implies a direct economic impact of \$115.3 million—wildlife-related activities brought \$115.3 million into the Wyoming economy in 1985. Multipliers for recreational activities in the contiguous U.S. typically average around 2—every recreation dollar that comes into the state generates a second dollar of economic activity within the state. That implies the total nonresident economic impact of wildlife-related activities in Wyoming was around \$230.6 million in 1985. Such impacts, fueled by nonresident expenditures, are a source of economic growth. The NSFHWAR data are only on "primary purpose" trips, i.e., they do not include people for whom wildlife was a secondary activity on their trip, so the economic impact is a conservative estimate.

Of that \$230.6 million of total nonresident economic impact, \$169.3 million (73 percent) was generated by wildlife watching. That kind of information, combined with the net economic value estimates for both residents and nonresidents, led Wyoming state officials to recognize nonconsumptive wildlife use as "one of the more feasible areas to target for expansion of Wyoming's recreation-tourism industry," according to a Wyoming Game and Fish Department report. One result was "Wyoming's Wildlife—Worth the Watching," a program to develop easily accessible opportunities for wildlife watching that will induce people driving through Wyoming to stop, view the wildlife, and spend more time (and money) in Wyoming.

All indications are that the wildlife resource in Alaska is a valuable one. Numbers can be put on that value to confirm what Alaskans already know, and to point out areas and ways that wildlife resources might be enhanced and developed to increase the well-being of Alaskans and promote economic growth.

Dr. Daniel W. McCollum is an economist with the U.S. Forest Service at the Rocky Mountain Forest and Range Experiment Station in Fort Collins, Colorado.

Alaska's Tourism Potential

by Lana Shea and Nancy Tankersley



John Hyde

Alaska has an abundance of wildlife that visitors hope to see including species that are uncommon or endangered elsewhere, such as the brown bear, wolf, caribou, moose, bald eagle, trumpeter swan, peregrine falcon, and common loon. Large concentrations of seabirds, waterfowl, shorebirds, muskoxen, and sea lions provide unparalleled viewing spectacles. Western Alaska hosts many Asiatic birds that are found nowhere else in North America.

These wildlife resources are big visitor attractions. Images of wildlife and wildlife recreation have been used successfully by state tourism agencies to lure visitors to Alaska. Passengers in cruise ships along the Inside Passage have indicated that wilderness and wildlife were their principal interests. Bird watchers from around the world flock to western and southwestern Alaska to view Asiatic and Alaska birds. Opportunities for wildlife viewing are even being used to lure convention business.

In Alaska, visitor surveys in 1985 and 1989 showed that interest in wildlife viewing was growing. Wildlife viewing was the activity with the highest level of participation in every region (from 27 percent to 67 percent of visitors in 1989), with bird-watching second. In fact, more visitors participated in wildlife and bird watching than in sport fishing, hunting, hiking, flightseeing or city tours.

The number of visitors to Alaska in the summer of 1990 was approximately 585,000, with summer tourism growing at an

average of about 4 percent per year. U.S. Fish and Wildlife Service surveys indicate that wildlife viewing tourism more than doubled from 1980 to 1985. All indications are that participation is growing in North America, as well as overseas. This indicates that the potential markets for wildlife viewing tourism in Alaska are large.

Other states and Canadian provinces have recognized the value of wildlife-related tourism and are taking steps to capture more of this growing market. Alaska was identified as a prime competitor of British Columbia (B.C.) in capturing this market because of the similarity of wildland, wildlife, and viewing opportunities. Although B.C. is more accessible to many U.S. states, Alaska was acknowledged as a more obvious destination. The B.C. report states, "If any region of North America captures imaginations, Alaska is it."

Although Alaska tourism is currently a billion dollar industry, relatively little attention has been paid to the potential worth of wildlife resources to Alaska's economy.

Limited information from southeast Alaska indicates that in 1989 there were more than 180,000 visitors who participated in wildlife viewing, and businesses that marketed wildlife viewing as an important component of their services had 146,000 clients. These clients spent \$43 million on charter boat, kayak, canoe, raft, hiking, and flightseeing trips and remote lodges. Another indication of the importance of wildlife viewing to

(Continued on page 41.)

Alaska's Tourism Potential (Continued from page 6.)

the southeast tourism industry is that almost half of the non-retail businesses actively market wildlife viewing, while a quarter of them believe they are dependent on wildlife viewers.

Other states and Canada already have decided to invest in promoting wildlife watching as a way to diversify their economies with a renewable resource. Wyoming's Department of Game and Fish has teamed up with the state Travel Commission to promote wildlife viewing, designate viewing sites, and develop interpretative displays. Wyoming expects to increase the economic value of wildlife viewing from \$680 million in 1986 to \$1 billion in 1991, with an investment of \$3.5 million.

British Columbia initiated a 5-year program to increase regional economic growth by dispersing visitors into the remote areas of the province and expanding the operating seasons of hotels, restaurants, and guide/outfitters. Through the development of 51 viewing sites and more aggressive marketing, B.C. expects to increase the outdoor adventure tourism sector by \$200 million over the next five years.

Alaska has a good start in providing outstanding wildlife viewing opportunities for residents and visitors. Highlights include Denali National Park, Glacier Bay National Park, McNeil River State Game Sanctuary, and Chilkat River Bald Eagle Preserve. State game refuges near Juneau, Fairbanks, and Anchorage are popular sites as well.

In a 1979 study, cruiseship passengers in southeast were disappointed in the wildlife viewing opportunities. However, expanded backcountry travel services in the 1980s greatly improved visitor satisfaction on cruises and elsewhere. In 1989, visitors to Alaska rated their satisfaction with wildlife and bird watching as good or very good.

More of these types of areas and related services and products must be developed and promoted if Alaska is to capture its share of the growing wildlife viewing market. Demand exceeds supply in many of the existing viewing areas. Less than 10 percent of applicants for McNeil River obtain a permit to visit. Denali National Park has closed most of its road system to private vehicles to reduce crowding, and the campgrounds usually are filled to capacity throughout the summer. Even in remote settings, crowding has been documented as a problem for tour operators.

Tourism opportunities can be promoted in undeveloped areas as well as designated sites. Examples of wildlife viewing services, products and facilities that would benefit state, regional and local economies are:

1. More guided wildlife viewing trips out of towns served by state ferries, cruise ships, regular air carriers, roads, or the railroad. Local economies could be boosted by direct income to tour operators, as well as additional lodging, meals and related services. Trips should be offered in a variety of lengths and styles to accommodate various visitor preferences.

2. More wildlife viewing services in remote areas. This is an opportunity for some hunting guides and outfitters during their off-season. A tourism marketing study in Alberta in 1990 noted that the markets for wildlife viewing and hunting overlap considerably, since 90 percent of hunters are also viewers and many have families that are interested in viewing as well. The study said that guides and outfitters have good potential for providing more viewing opportunities, but may need some assistance with upgrading and marketing these services. This may be pertinent to Alaska as well.

3. Development and distribution of wildlife viewing guidebooks for local areas which may encourage visitors to spend more time (or a night) in the town. These guides could encourage an independent traveler to go on a self-guided tour along the road or trail systems or from a rented kayak, raft, canoe, sailboat or motorboat.

4. Marketing wildlife viewing opportunities in the spring, fall and winter to promote off-season travel. For example, use winter wildlife viewing opportunities in ski promotions.

5. Increased information about wildlife viewing opportunities with displays and brochures on the state ferries, railroad, airports, and other public buildings.

6. Construction of highway pullouts, trails, boardwalks and other facilities with interpretative information and good vantage points for wildlife viewing.

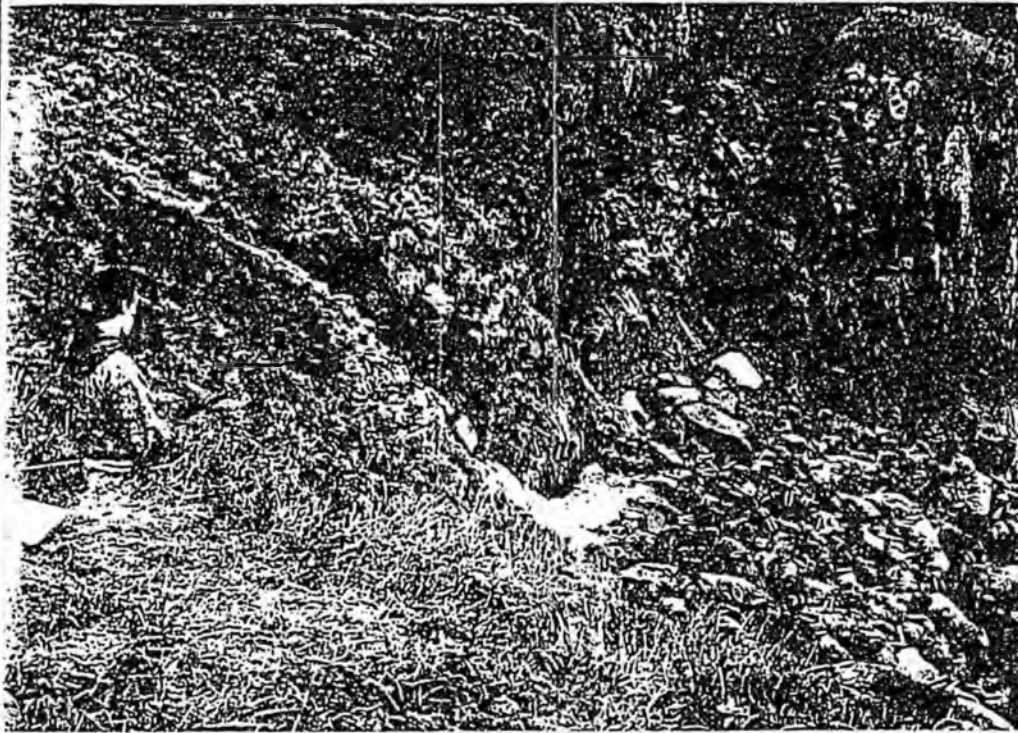
If Alaska is interested in sustaining growth of wildlife viewing tourism, cooperation among landowners, managers, and the private sector is critical. Protection and management of wildlife and the environment are the cornerstones of sustainability. Conflicting land uses also must be considered when developing viewing sites. Management of people is also important, such as adherence of tour operators and viewers to ethical and safe viewing practices.

In order to develop more sustainable and high quality wildlife viewing opportunities, and to increase visitor satisfaction, some recommendations from Canadian studies are pertinent, including increased research, marketing, and development of new services and facilities.

The growth of wildlife viewing tourism has exciting implications for Alaska. Wildlife is a resource that Alaskans can promote and develop into educational and unforgettable experiences for the growing legions of wildlife viewers. We look forward to partnerships between the public and private sectors to promote growth of Alaska's economy and wildlife conservation.

Lana Shea is a biologist with ADF&G's Division of Habitat in Juneau.

Nancy Tankersley is a biologist with ADF&G's Division of Wildlife Conservation in Anchorage.



Nancy Tankersley

Walrus Islands State Game Sanctuary (Round Island) ★

Location and Access

These islands are approximately 70 miles southwest of Dillingham in southwestern Alaska and have virtually no amenities. An access permit is required to visit Round Island, and the numbers of campers and day visitors are limited. Most visitors arrive by charter boat from Togiak when conditions permit. Seasonal sanctuary staff ferry visitors from the boat or plane to the rocky shore via a small inflatable raft.

Viewing Opportunities and Seasons

Round Island, one of the islands in this remote state sanctuary, is home to a unique concentration of male walrus each summer. As many as 14,000 male walrus rest here between periodic feeding forays for clams and other shellfish. Up to 1,000 Steller sea lions haul out here, and hundreds of thousands of seabirds (mostly murre, kittiwakes, cormorants, auklets, puffins, and gulls) nest here. A small resident population of "tolerant" red foxes often allows good photographic opportunities as well. From late May through August is the best time to visit.

Habitat

The island habitats include marine waters, rocky shorelines, and moist alpine tundra.

Advice and Cautions

Travel to Round Island is expensive and can be dangerous. Visitors should be in very good physical condition and have appropriate clothing and gear for wet and extremely windy weather.

Above, top: Watching walrus, Round Island.

Above: Red foxes are commonly seen on Round Island.

Pribilof Islands, Alaska Maritime National Wildlife Refuge

Location and Access

These are remote oceanic islands off southwest Alaska, accessible by commercial air service from Anchorage during the summer. Portions of the islands are included in the 3.5 million acre Alaska Maritime National Wildlife Refuge, and other portions are occupied by year-round residents. Guided land tours and hotels are available.

Viewing Opportunities and Seasons

The Pribilof Islands have some of the largest seabird colonies in the northern hemisphere. Common nesting seabirds include fulmars, cormorants, murre, kittiwakes, auklets, and puffins, which are best seen from late May to early August. Sightings of rarer Asiatic birds mostly occur during migration in spring (mid-May to early June) and fall (early August to mid-September). The world's largest rookery for northern fur seals is on St. Paul Island, and harbor seals and Steller sea lions are also commonly seen during the summer.



John Hyde

Habitat

These islands have extensive rocky cliffs where the seabirds nest, and also have areas of coastal wetlands and tundra. Tundra wildflowers can be spectacular from mid-June through July.

Advice and Cautions

Bring appropriate clothes and equipment for foggy, windy, and rainy weather. Fog frequently closes the airport, so leave some flexibility in your travel schedule. A bird checklist is available.

Southcentral/Southeast



McNeil River State Game Sanctuary

Location and Access

This remote sanctuary is located approximately 100 miles southwest of Homer. Most visitors arrive by floatplane from Homer, with arrivals and departures coinciding with high tides. A permit is required to visit the falls during June, July, and August; the deadline for applications to enter the permit lottery is April 1. All visitors are accompanied to the falls by sanctuary staff.

Viewing Opportunities and Seasons

McNeil River State Game Sanctuary has Alaska's largest concentration of brown bears, gathering during the summer to feed on spawning chum salmon at the McNeil River falls. July is the peak month when up to 65 bears have been seen at one time. Red foxes, bald eagles, gulls, murrets, and cormorants are commonly seen during the summer as well.

Habitat

This area is mostly open country, featuring creeks and rivers, shrub thickets, coastal wetlands, rocky shorelines and cliffs, and marine waters.

Advice and Cautions

Sanctuary staff are committed to providing a safe environment for bears and people and sanctuary regulations are strictly enforced. Weapons are allowed but not necessary. No bears or people have been injured since the permit system was initiated in 1973. All visitors must be self-sufficient as facilities are limited to a primitive campground with a cook cabin and an outhouse. Visits to the falls require a three mile hike, round trip. High quality warm clothing, rain-gear, and hip waders are essential, as the weather is frequently cool, wet, or windy. A good camera with a telephoto lens and lots of film are strongly recommended.



John Hyde

Chilkat Bald Eagle Preserve /Haines Highway

Location and Access

The preserve, a unit of the state park system, is accessible from Mileposts 19-26, north of Haines. The only facilities available within the preserve are portable toilets, garbage containers, and highway turnouts. Visitors stay in nearby Haines, which is accessible by ferry from the south, by regularly-scheduled air taxi flights from Juneau, or by highway from the north. During fall and winter, commercial tours provide transportation and guides for view-



John Hyde

ing and photography expeditions to view the eagle concentrations, while "do-it-yourselfers" who arrive without a vehicle can combine a hotel/motel stay with car rental. During summer, natural history-oriented tours of the Chilkat Valley are provided by commercial tour operators based in Haines.

Viewing Opportunities and Season

The winter gathering of bald eagles on their "council grounds" to feed on salmon in the Chilkat River is the largest gathering of eagles in the world. Numbers of eagles begin building up in late September and peak as high as 3,500 in November. High numbers usually remain into January, unless cold weather freezes over the open channels sooner.

Habitat

A 48,000-acre preserve surrounds the unique stretch of the Chilkat River where upwellings of warm water below



John Hyde

the massive Tsirku River alluvial fan persist late into winter. The late fall run of chum salmon attracts the large numbers of eagles because it is their sole abundant food source during late fall and early winter.

Advice and Cautions

Park only at turnouts along the Haines Highway. To reduce disturbance to the eagles, view and photograph them from a distance, using binoculars and telephoto lenses. Remember that the birds cannot afford unnecessary expenditures of energy during this stressful period.



John Hyde

Stan Price State Wildlife Sanctuary/Pack Creek

Location and Access

The refuge is located 28 miles south of Juneau on Admiralty Island. Access is by charter boat or air taxi from Juneau. Guided tours are available from commercial tour operators. Some visitors arrive by kayak, available for rental in Juneau, but the required open water crossing between Juneau and Admiralty Island can be difficult in bad weather. Primitive camping is allowed in designated areas.

Viewing Opportunities and Seasons

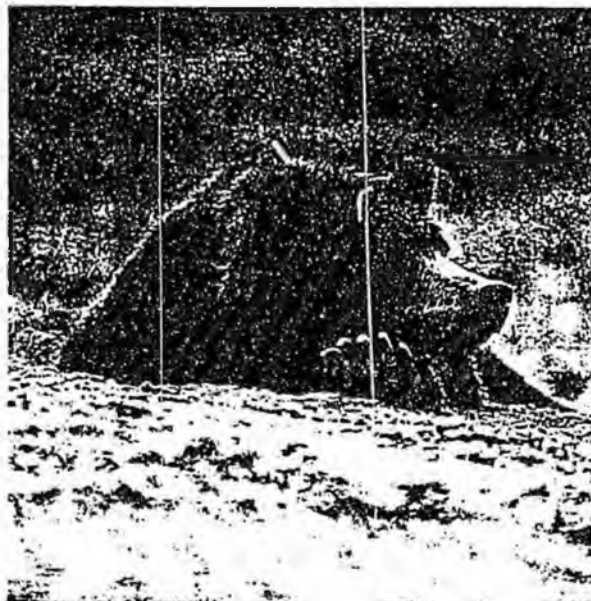
Located on Pack Creek, the Stan Price State Wildlife Sanctuary is becoming increasingly popular for its opportunities to view and photograph brown bears in July and August. A small portion of the famed Admiralty Island "Fortress of the Bears," the Pack Creek area has been closed to bear hunting for many years and is jointly managed by the U.S. Forest Service and the Alaska Department of Fish and Game. The bears tolerate a certain amount of human presence and visitors can view and photograph bears fishing for salmon and interacting. Sows and sow-cub groups are the primary users. The salmon runs attract bald eagles and gulls as well.

Habitat

Pack Creek is typical of many streams on the large islands of the Alexander Archipelago. It passes through the coastal spruce-hemlock forest and supports runs of pink and chum salmon which attract bears and other predators. A broad estuary and tidal flat at the stream's mouth is used frequently as a travel route and resting area by bears.

Advice and Cautions

Brown bears can be extremely dangerous and unpredictable. Visitors must obtain a permit from the U.S. Forest Service in Juneau or the Regional Division of Wildlife Conservation office in Douglas. Permits are free and currently not limited to a specific number each day. An orientation to the area and rules to increase (but not guarantee) your safety in the area are provided upon arrival.



John Hyde

Top: Viewers look for brown bears at Stan Price State Wildlife Sanctuary. Left: In her younger days, this female was a nuisance to Pack Creek visitors. With better management systems now in place, she has gotten over her bad habit of looking to people for food.

Alaska's wildlands provide a rich variety of recreational and educational experiences found nowhere else in the world. This issue of *Alaska's Wildlife* focuses on wildlife watching opportunities in Alaska and their relationship to economics and conservation.

According to the National Survey of Fishing, Hunting, and Wildlife-Associated Recreation, more than 167 million Americans (about 75 percent) participated in hunting, fishing or wildlife watching during 1985. The survey also identified wildlife watching (including viewing, photography, and feeding) as the fastest growing segment of wildlife recreation, with 135 million participants age 16 years old or older accounting for \$14 billion in annual expenditures. The same survey estimated that 288,000 Alaskans participated in wildlife watching in 1985. Clearly, wildlife watching has become a significant and growing recreational pursuit in Alaska and across the nation.

Wildlife managers throughout the United States are being challenged by diverse and increasing demands for wildlife recreation while, concurrently, wildlife habitat is shrinking and becoming fragmented. Revenues to support management and conservation programs are also declining. In recognition of this dilemma and the burgeoning public interest in wildlife, state and federal wildlife agencies are embracing the national "Watchable Wildlife" initiative. The central focus of this initiative, which is endorsed by national conservation groups (including Defenders of Wildlife, Isaac Walton League, National Audubon Society, and National Wildlife Federation), federal land management agencies, and the International Association of Fish and Wildlife Agencies, is to promote and expand wildlife recreation and education. This, in turn, is expected to broaden public support and funding for the conservation of all wildlife species and their habitats.

Like our counterparts in Colorado, Montana, Oregon, and Wyoming, the Division of Wildlife Conservation recognizes the opportunity the "Watchable

Wildlife" initiative represents for enhancing wildlife recreation and conservation in Alaska. This should not be interpreted as abandoning our traditional hunting constituency, nor decreasing our efforts to provide for sustained yield of game resources. Rather, we are acknowledging an expanding public interest in wildlife conservation and management and we will begin broadening our programs to reflect that change. All wildlife users (including hunters, wildlife watchers, and tour operators) must recognize that the conservation of wildlife habitat is the common ground they share in their pursuit of wildlife opportunities throughout this remarkable state.

We have the opportunity in Alaska for developing a wildlife recreation and conservation program that could stand as a model for the world. There are few areas on earth that capture people's enthusiasm for experiencing wildlife and wildlands more than Alaska. Tourism has become a billion dollar industry in Alaska and our spectacular wildlife resources are one of the state's primary attractions. A brief glance at Alaska travel brochures lends credence to this point. Where else can you walk on an ocean beach and watch mountain goats, brown bears, bald eagles, and humpback whales; or hike a tundra ridge and observe caribou, Dall sheep, snowy owls, muskoxen, wolves, and hundreds of thousands of migratory birds? In east Africa where wildlife viewing and photography have become a major industry, they say, "If wildlife pays, wildlife stays."

This issue of *Alaska's Wildlife* highlights some of the world's premiere viewing areas, explains how and when to find several of the most sought-after species, and how we manage for wildlife viewing. You will also learn more about the importance of wildlife to the tourism industry and its potential economic significance to the state.

Although Alaska has outstanding potential for wildlife watching, we are at an early stage in our development of these new programs. One of our new projects, in cooperation with other resource agen-



John V. Schoen

cies, will be a revision of the department's *Guide to Wildlife Viewing in Alaska* as part of a new national series. A key to successfully broadening the division's wildlife program will be finding new alternative funding sources. Currently, over 80 percent of our division budget comes from hunters through the sale of hunting licenses and excise taxes on firearms and ammunition.

Successful conservation of Alaska's unique wildlife heritage will require broad-based public support and interagency cooperation. We believe that expanding wildlife recreational and educational opportunities in Alaska will increase the public's enjoyment of their wildlife resources, promote long-term conservation, and benefit the Alaskan economy. We welcome your ideas and comments as we begin our new and exciting journey toward expanding wildlife management on the last frontier.

John Schoen in the senior staff biologist for Conservation and Education, Division of Wildlife Conservation, ADF&G, Fairbanks.

CS FOR HOUSE BILL NO. 172(RES)

IN THE LEGISLATURE OF THE STATE OF ALASKA

EIGHTEENTH LEGISLATURE - FIRST SESSION

BY THE HOUSE RESOURCES COMMITTEE

Offered: 3/5/93

Referred: Finance

Sponsor(s): REPRESENTATIVES WILLIAMS, Phillips, Larson, Davies, Bunde, Finkelstein, Porter,
Ulmer, James

A BILL

FOR AN ACT ENTITLED

1 "An Act relating to the wildlife conservation tag and to entry onto state game
2 and wildlife sanctuaries, state game refuges, state range areas, and fish and game
3 critical habitat areas; relating to the issuance of citations for violations under the
4 Fish and Game Code; and providing for an effective date."

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

6 * Section 1. FINDINGS. The legislature finds that

7 (1) the diversity of wildlife species in Alaska and the size of Alaska make
8 wildlife management extremely expensive;

9 (2) the growth in Alaska's human population has placed pressure upon wildlife
10 habitat and wildlife populations and has increased demand for use and appreciation of wildlife;

11 (3) the Board of Game and other resource management agencies need current,
12 accurate wildlife population and human use data for regulatory and planning purposes;

13 (4) the quality and extent of wildlife information provided by the Department
14 of Fish and Game have a direct effect on the types and levels of human use of wildlife that

1 are allowed;

2 (5) the cause of wildlife conservation would benefit from money generated by
3 a wildlife conservation tag to supplement, but not to supplant, money available for wildlife
4 conservation purposes from other sources;

5 (6) programs that benefit wildlife conservation, wildlife education, and wildlife
6 viewing would be enhanced by money generated by a wildlife conservation tag.

7 * **Sec. 2.** AS 16.05.165 is amended to read:

8 Sec. 16.05.165. FORM AND ISSUANCE OF CITATION. (a) When a peace
9 officer stops or contacts a person concerning a violation of this title except AS 16.51
10 and AS 16.52 or of a regulation adopted under this title except AS 16.51 and AS 16.52
11 that is a misdemeanor or a violation, the peace officer may, in the officer's discretion,
12 issue a citation to the person as provided in AS 12.25.180.

13 (b) The supreme court shall specify by rule or order those misdemeanors and
14 violations that are appropriate for disposition without court appearance, and shall
15 establish a schedule of bail amounts. Before establishing or amending the schedule
16 of bail amounts required by this subsection, the supreme court shall appoint and
17 consult with an advisory committee consisting of two officers of the division of fish
18 and wildlife protection of the Department of Public Safety, two representatives of the
19 Department of Fish and Game, two district court judges, and the chairpersons of the
20 House and Senate Judiciary Committees of the legislature. The maximum bail amount
21 for an offense may not exceed the maximum fine specified by law for that offense.
22 If the misdemeanor or violation for which the citation is issued may be disposed of
23 without court appearance, the issuing peace officer shall write on the citation the
24 amount of bail applicable to the offense [VIOLATION].

25 (c) A person cited for a misdemeanor or violation for which a bail amount has
26 been established under (b) of this section may, within 15 days after the date of the
27 citation, mail or personally deliver to the clerk of the court in which the citation is
28 filed by the peace officer

29 (1) the amount of bail indicated on the citation for that offense; and
30 (2) a copy of the citation indicating that the right to an appearance is
31 waived, a plea of no contest is entered, and the bail is forfeited.

1 (d) When bail has been forfeited under (c) of this section, a judgment of
2 conviction shall be entered. Forfeiture of bail and all seized items is a complete
3 satisfaction for the misdemeanor or violation. The clerk of the court accepting the
4 bail shall provide the offender with a receipt stating that fact.

5 (e) If the person cited fails to pay the bail amount established under (b) of this
6 section or to appear in court as required, the citation is considered a summons for a
7 misdemeanor or violation, as appropriate.

8 (f) Notwithstanding other provisions of law, if a person cited for a
9 misdemeanor or violation for which a bail amount has been established under (b) of
10 this section appears in court and is found guilty, the penalty that is imposed for the
11 offense may not exceed the bail amount for that offense established under (b) of this
12 section.

13 * Sec. 3. AS 16.05.350 is amended to read:

14 Sec. 16.05.350. EXPIRATION OF LICENSES AND TAGS. Licenses and tags
15 required under AS 16.05.330 - 16.05.430, except biennial licenses, the nonresident
16 special sport fishing license, the resident trapping license, and the waterfowl
17 conservation tag, expire at the close of December 31 following issuance. Biennial
18 licenses expire after December 31 of the year following the year of issuance. The
19 resident trapping license expires at the close of September 30 of the year following the
20 year in which the license is issued. The waterfowl conservation tag expires at the
21 close of January 31 of the year following the year of issue of the tag. The wildlife
22 conservation tag provided under AS 16.05.828 expires at the close of December 31
23 following issuance.

24 * Sec. 4. AS 16.05 is amended by adding a new section to read:

25 Sec. 16.05.828. WILDLIFE CONSERVATION TAG PROGRAM. (a) In
26 order to provide support for the wildlife conservation activities of the department, there
27 is established the wildlife conservation tag program.

28 (b) The department shall provide a patch, emblem, decal, stamp, or other
29 suitable item to serve as a wildlife conservation tag. The wildlife conservation tag and
30 proof of purchase of a wildlife conservation tag shall be available through vendors of
31 fish and game licenses and other outlets at the discretion of the commissioner.

1 (c) Notwithstanding AS 16.05.080, the commissioner shall establish the fee for
2 a wildlife conservation tag by regulation. The commissioner may establish a different
3 fee for residents and nonresidents. The commissioner may establish a different fee,
4 or waive the requirement for a wildlife conservation tag under this section, for a
5 person who is

6 (1) under the age of 16 years or over the age of 59 years;

7 (2) eligible for a 25 cent resident sport fishing license under
8 AS 16.05.340(a)(1);

9 (3) eligible for a \$5 resident hunting, trapping, and sport fishing license
10 under AS 16.05.340(a)(6); or

11 (4) a disabled veteran eligible for a free license under AS 16.05.341.

12 (d) The proof of purchase of a wildlife conservation tag entitles the purchaser,
13 after complying with other applicable statutes and regulations, to

14 (1) apply, under terms established by the commissioner by regulation,
15 for a permit to enter a state game or wildlife sanctuary or an area identified by the
16 commissioner by regulation where a permit from the department is required for entry
17 into the area; and

18 (2) enter, if a permit from the department is not required for entry into
19 the area,

20 (A) the McNeil River State Game Sanctuary and the Walrus
21 Islands State Game Sanctuary; and

22 (B) as designated by the commissioner by regulation

23 (i) the Stan Price State Wildlife Sanctuary; or

24 (ii) a state game refuge, state range area, or fish and
25 game critical habitat area.

26 (e) The commissioner may designate by regulation those state game and
27 wildlife sanctuaries, state game refuges, state range areas, and fish and game critical
28 habitat areas where possession of a valid hunting, sport fishing, or trapping license
29 may substitute during open hunting, sport fishing, or trapping seasons for a wildlife
30 conservation tag.

31 (f) A wildlife conservation tag may not be required

1 (1) for access to or from private property within or adjoining a state
2 game or wildlife sanctuary, state game refuge, state range area, or fish and game
3 critical habitat area;

4 (2) to use a public easement or right-of-way across a state game or
5 wildlife sanctuary, state game refuge, state range area, or fish and game critical habitat
6 area;

7 (3) of a person who is lawfully engaged in subsistence hunting, fishing,
8 trapping, or gathering on a state game or wildlife sanctuary, state game refuge, state
9 range area, or fish or game critical habitat area;

10 (4) of a person for whom the commissioner has waived the wildlife
11 conservation tag requirement under (c) of this section.

12 (g) The department may contract with a person to perform the responsibilities
13 of the department under this section to provide a wildlife conservation tag.
14 Contracting under this subsection is governed by AS 36.30 (State Procurement Code),
15 except that a contract may include provisions for advance payment or reimbursement
16 for services performed under the contract.

17 (h) The revenue received from the sale of wildlife conservation tags may be
18 appropriated by the legislature to the department for programs that benefit wildlife
19 conservation, wildlife education, and wildlife viewing. In this subsection, "wildlife"
20 has the meaning given "game" in AS 16.05.940.

21 (i) A person commits a violation if the person intentionally or knowingly
22 enters upon a state game or wildlife sanctuary, state game refuge, state range area, or
23 fish and game critical habitat area where the person is required to possess a wildlife
24 conservation tag under this section or AS 16.20 or a regulation adopted under this
25 section or AS 16.20 and does not have a wildlife conservation tag in the person's
26 possession. Upon conviction of the violation, the person may be sentenced to pay a
27 fine not to exceed twice the fee that the person would have had to pay to obtain a
28 wildlife conservation tag at the time the person committed the violation. In this
29 subsection, "intentionally," "knowingly," and "violation" have the meanings given in
30 AS 11.81.900.

31 * Sec. 5. AS 16.05.925 is amended to read:

1 Sec. 16.05.925. PENALTY FOR VIOLATIONS. Except as provided in
2 AS 16.05.430, 16.05.722, 16.05.723, 16.05.828, 16.05.831, and 16.05.860, a person
3 who violates AS 16.05.920 or 16.05.921, or a regulation adopted under this chapter or
4 AS 16.20, is guilty of a class A misdemeanor.

5 * Sec. 6. AS 16.20.094 is amended to read:

6 Sec. 16.20.094. AUTHORITY TO ADMINISTER. Subject to
7 AS 16.05.828(d) - (f), the [THE] boards may adopt regulations governing entry,
8 development, construction, hunting, fishing, and all other uses or activities not in
9 conflict with AS 16.20.096 and 16.20.098 for the purpose of preserving the natural
10 habitat and the fish and game of the Walrus Islands State Game Sanctuary.

11 * Sec. 7. AS 16.20.096 is amended by adding a new subsection to read:

12 (b) Except as provided under AS 16.05.828(e) and (f), a person may not enter
13 the Walrus Islands State Game Sanctuary without having in the person's possession
14 a proof of purchase of a wildlife conservation tag.

15 * Sec. 8. AS 16.20.150(c) is amended to read:

16 (c) Subject to AS 16.05.828(d) - (f), a [A] board may adopt regulations
17 governing access, entry, development, construction, and each other use and activity
18 affecting the natural habitat and the fish and wildlife within the Stan Price State
19 Wildlife Sanctuary.

20 * Sec. 9. AS 16.20.162(e) is amended to read:

21 (e) Subject to AS 16.05.828(d) - (f), the [THE] boards may adopt regulations
22 governing access, entry, development, construction, fishing, and other uses and
23 activities affecting the natural habitat, fish and wildlife, and public use of the McNeil
24 River State Game Sanctuary.

25 * Sec. 10. AS 16.20.162 is amended by adding a new subsection to read:

26 (g) Except as provided under AS 16.05.828(e) and (f), a person may not enter
27 the McNeil River State Game Sanctuary without having in the person's possession a
28 proof of purchase of a wildlife conservation tag.

29 * Sec. 11. AS 16.20.350(c) is amended to read:

30 (c) The Department of Natural Resources may, after consultation with the
31 Department of Fish and Game, adopt regulations governing the public use of the area,

1 except that the commissioner of fish and game may require possession of a
2 wildlife conservation tag under AS 16.05.828 as a condition for access to the area.

3 The regulations must include provisions for multiple use, as defined in AS 38.04.910,
4 and for public multiple uses listed in AS 16.20.340. Regulations adopted for the
5 Matanuska Valley Moose Range do not apply to private land within the boundary
6 described in AS 16.20.360.

7 * Sec. 12. AS 16.20.625(e) is amended to read:

8 (e) The department shall permit uses of the Redoubt Bay Critical Habitat Area
9 in a manner that is compatible with the purposes for which the critical habitat area is
10 established. Subject to AS 16.05.828(d) - (f), the [THE] department shall permit the
11 following public uses to continue without further approval by the department unless
12 the department determines that the use is not compatible with the purposes for which
13 the Redoubt Bay Critical Habitat Area is established:

14 (1) hunting, including subsistence hunting, trapping, and subsistence,
15 commercial, and sport fishing, including the continued use of cabins for the purpose
16 of hunting, trapping, and fishing;

17 (2) hiking, backpacking, and camping, including the use of campfires;

18 (3) cross-country skiing, snowmachining, boating, and the landing of
19 aircraft; and

20 (4) other related uses that are temporary in duration and have no
21 foreseeable adverse effects on vegetation, drainage, soil stability, or fish and game and
22 their habitat.

23 * Sec. 13. This Act takes effect January 1, 1994.

Maclean - No person can enter MacNeil River
w/out a tag? Restricts individuals
freedom to go into any part of
Alaska.

Geron - MacNeil managed primarily as bear viewing area
Access restricted access, Small number of people, etc.

Martin worried about play on words - "voluntary"
then "best may" & of course (Sec. 11 p. 1) it will be
implemented this year. Once 2 small areas do this, many others will
let tourist industry know there will
be a charge involved.

Maclean - Commissioner may authorize at a
later date may authorize other areas.

Geron - Success of program depends on cooperation
of visitor industry & department... if areas
where ~~st~~ improvements desired, services to be provided at
behest of public, those would be the areas ~~that~~
that it would become mandatory. 2 high value areas

Hold further questions for Dept.

Rate Tesar representing Assn of Indep. Tour Operators
Southcentral, Kenai, Southeast. They support bill, initially
had concerns like Maclean & Martin. But have been
assured by Dept. that they will not arbitrarily designating
these areas visitor industry will be included in this -
52k fiscal note unrealistic. Last 980,000 tourists
traveled. If 10% buy pin, retailers could sell for 9.99 (state
would get ~~all~~ Fishing license vendors ~~not~~ too limited a marketing
entity (only in or near...)) R & F could make \$392,000

There More - AEL



Official Business

Alaska State Legislature

REPRESENTATIVE BILL WILLIAMS

State Capitol

Juneau, Alaska 99801-1182

M E M O R A N D U M

TO: All members of the House

FROM: Rep. Bill Williams *BW*

DATE: February 17, 1993

RE: Invitation to co-sponsor legislation creating a wildlife conservation tag program

I plan to introduce the attached bill on Monday, February 22, and would welcome co-sponsorship by other House members.

The purpose of the bill is to create a wildlife conservation tag program. Under this program, a small fee would be charged for the tag, which would initially be required only in three designated sanctuaries (Stan Price, McNeil River, and Walrus Island), and would be voluntary throughout the rest of the state. In the future, the Commissioner of Fish and Game could add additional areas where the tag would be required for entry.

Several hundred thousand people participate in wildlife viewing in Alaska every year. This tag program will provide a mechanism for these non-consumptive users to help fund such things as educational efforts, roadside viewing areas, interpretive programs, scientific research, and other area management work that will protect wildlife resources and encourage the economic benefits of this fast-growing segment of the recreation and tourism industry.

A bill very similar to this one passed the House unanimously last year, and passed two Senate Committees before it died in Senate Rules just before adjournment. The concept has very broad-based support.

If you would like to be listed as a co-sponsor of the bill or if you have any questions please feel free to call my office at 465-3715.

8-LS0650A
Utermohle
2/16/93

HOUSE BILL NO.

IN THE LEGISLATURE OF THE STATE OF ALASKA

EIGHTEENTH LEGISLATURE - FIRST SESSION

BY REPRESENTATIVE WILLIAMS

Introduced:

Referred:

A BILL

FOR AN ACT ENTITLED

1 "An Act relating to the wildlife conservation tag and to entry onto state game
2 and wildlife sanctuaries, state game refuges, state range areas, and fish and game
3 critical habitat areas; and providing for an effective date."

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

5 * Section 1. FINDINGS. The legislature finds that

6 (1) the diversity of wildlife species in Alaska and the size of Alaska make
7 wildlife management extremely expensive;

8 (2) the growth in Alaska's human population has placed pressure upon wildlife
9 habitat and wildlife populations and has increased demand for use and appreciation of wildlife;

10 (3) the Board of Game and other resource management agencies need current,
11 accurate wildlife population and human use data for regulatory and planning purposes;

12 (4) the quality and extent of wildlife information provided by the Department
13 of Fish and Game have a direct effect on the types and levels of human use of wildlife that
14 are allowed;

1 (5) the cause of wildlife conservation would benefit from money generated by
2 a wildlife conservation tag to supplement, but not to supplant, money available for wildlife
3 conservation purposes from other sources;

4 (6) programs that benefit nongame species of wildlife, threatened and
5 endangered species of wildlife, wildlife education, and wildlife viewing would be enhanced
6 by money generated by a wildlife conservation tag.

7 * Sec. 2. AS 16.05.350 is amended to read:

8 Sec. 16.05.350. EXPIRATION OF LICENSES AND TAGS. Licenses and tags
9 required under AS 16.05.330 - 16.05.430, except biennial licenses, the nonresident
10 special sport fishing license, the resident trapping license, and the waterfowl
11 conservation tag, expire at the close of December 31 following issuance. Biennial
12 licenses expire after December 31 of the year following the year of issuance. The
13 resident trapping license expires at the close of September 30 of the year following the
14 year in which the license is issued. The waterfowl conservation tag expires at the
15 close of January 31 of the year following the year of issue of the tag. The wildlife
16 conservation tag provided under AS 16.05.828 expires at the close of December 31
17 following issuance.

18 * Sec. 3. AS 16.05 is amended by adding a new section to read:

19 Sec. 16.05.828. WILDLIFE CONSERVATION TAG PROGRAM. (a) In
20 order to provide support for the wildlife conservation activities of the department, there
21 is established the wildlife conservation tag program.

22 (b) The department shall provide a patch, emblem, decal, stamp, or other
23 suitable item to serve as a wildlife conservation tag. The wildlife conservation tag and
24 proof of purchase of a wildlife conservation tag shall be available through vendors of
25 fish and game licenses.

26 (c) Notwithstanding AS 16.05.080, the commissioner shall establish the cost
27 of a wildlife conservation tag by regulation.

28 (d) The proof of purchase of a wildlife conservation tag entitles the purchaser,
29 after complying with other applicable statutes and regulations, to

30 (1) apply, under terms established by the commissioner by regulation,
31 for a permit to enter a state game or wildlife sanctuary or an area identified by the

1 commissioner by regulation where a permit from the department is required for entry
2 into the area; and

3 (2) enter a state game or wildlife sanctuary and, as identified by the
4 commissioner by regulation, an area designated as a state game refuge, state range
5 area, or fish and game critical habitat area where a permit from the department is not
6 required for entry into the area.

7 (e) The commissioner may designate by regulation those state game and
8 wildlife sanctuaries, state game refuges, state range areas, and fish and game critical
9 habitat areas where possession of a valid hunting, sport fishing, or trapping license
10 may substitute during open hunting, sport fishing, or trapping seasons for a wildlife
11 conservation tag.

12 (f) A wildlife conservation tag may not be required

13 (1) for access to or from private property within or adjoining a state
14 game or wildlife sanctuary, state game refuge, state range area, or fish and game
15 critical habitat area;

16 (2) to use a public easement or right-of-way across a state game or
17 wildlife sanctuary, state game refuge, state range area, or fish and game critical habitat
18 area.

19 (g) The department may contract with a person to perform the responsibilities
20 of the department under this section to provide a wildlife conservation tag.
21 Contracting under this subsection is governed by AS 36.30 (State Procurement Code),
22 except that a contract may include provisions for advance payment or reimbursement
23 for services performed under the contract.

24 (h) The revenue received from the sale of wildlife conservation tags may be
25 appropriated by the legislature to the department for programs that benefit nongame
26 species of wildlife, threatened and endangered species of wildlife, wildlife education,
27 and wildlife viewing. In this subsection,

28 (1) "nongame species" means a species of wildlife that may not be
29 taken under a hunting or trapping license; and

30 (2) "wildlife" means a species of bird, amphibian, reptile, or mammal,
31 including a feral domestic animal, found or introduced into the state, except domestic

1 birds and mammals.

2 * Sec. 4. AS 16.20.094 is amended to read:

3 Sec. 16.20.094. AUTHORITY TO ADMINISTER. Subject to
4 AS 16.05.828(d) - (f), the [THE] boards may adopt regulations governing entry,
5 development, construction, hunting, fishing, and all other uses or activities not in
6 conflict with AS 16.20.096 and 16.20.098 for the purpose of preserving the natural
7 habitat and the fish and game of the Walrus Islands State Game Sanctuary.

8 * Sec. 5. AS 16.20.096 is amended by adding a new subsection to read:

9 (b) Except as provided under AS 16.05.828(e) and (f), a person may not enter
10 the Walrus Islands State Game Sanctuary without having in the person's possession
11 a proof of purchase of a wildlife conservation tag.

12 * Sec. 6. AS 16.20.150(c) is amended to read:

13 (c) Subject to AS 16.05.828(d) - (f), a [A] board may adopt regulations
14 governing access, entry, development, construction, and each other use and activity
15 affecting the natural habitat and the fish and wildlife within the Stan Price State
16 Wildlife Sanctuary.

17 * Sec. 7. AS 16.20.150 is amended by adding a new subsection to read:

18 (e) Except as provided under AS 16.05.828(e) and (t), a person may not enter
19 the Stan Price State Wildlife Sanctuary without having in the person's possession a
20 proof of purchase of a wildlife conservation tag.

21 * Sec. 8. AS 16.20.162(e) is amended to read:

22 (e) Subject to AS 16.05.828(d) - (f), the [THE] boards may adopt regulations
23 governing access, entry, development, construction, fishing, and other uses and
24 activities affecting the natural habitat, fish and wildlife, and public use of the McNeil
25 River State Game Sanctuary.

26 * Sec. 9. AS 16.20.162 is amended by adding a new subsection to read:

27 (g) Except as provided under AS 16.05.828(e) and (f), a person may not enter
28 the McNeil River State Game Sanctuary without having in the person's possession a
29 proof of purchase of a wildlife conservation tag.

30 * Sec. 10. AS 16.20.350(c) is amended to read:

31 (c) The Department of Natural Resources may, after consultation with the

1 Department of Fish and Game, adopt regulations governing the public use of the area,
2 except that the commissioner of fish and game may require possession of a
3 wildlife conservation tag under AS 16.05.828 as a condition for access to the area.

4 The regulations must include provisions for multiple use, as defined in AS 38.04.910,
5 and for public multiple uses listed in AS 16.20.340. Regulations adopted for the
6 Matanuska Valley Moose Range do not apply to private land within the boundary
7 described in AS 16.20.360.

8 * Sec. 11. AS 16.20.625(e) is amended to read:

9 (e) The department shall permit uses of the Redoubt Bay Critical Habitat Area
10 in a manner that is compatible with the purposes for which the critical habitat area is
11 established. Subject to AS 16.05.828(d) - (f), the [THE] department shall permit the
12 following public uses to continue without further approval by the department unless
13 the department determines that the use is not compatible with the purposes for which
14 the Redoubt Bay Critical Habitat Area is established:

15 (1) hunting, including subsistence hunting, trapping, and subsistence,
16 commercial, and sport fishing, including the continued use of cabins for the purpose
17 of hunting, trapping, and fishing;

18 (2) hiking, backpacking, and camping, including the use of campfires;

19 (3) cross-country skiing, snowmachining, boating, and the landing of
20 aircraft; and

21 (4) other related uses that are temporary in duration and have no
22 foreseeable adverse effects on vegetation, drainage, soil stability, or fish and game and
23 their habitat.

24 * Sec. 12. This Act takes effect January 1, 1994.

~~Get CS to SB77~~

Senate Resources Mtg 2/24/43
on SB107 - Wildlife ~~License~~
Conservation Tags

SB107

Maps avail. to show 3 areas

Wayne Reglin - Dep. Comm. of Wildlife Conserv.

32 areas in state ^{but most are bird nesting critical habitat areas - would never require tag} could be included - none north

Crowns field type areas where large nos. of school children visit - would

avoid charging them in reg. process

- Forest Service wants Park Creek out of bill

Have answers re: subsistence.

p. 3 lines 12-18 exemption for exempts, et

Charge for tag - Reglin says \$25 - fiscal note says \$15 (Cron said \$10)

Can we differentiate between rates for resident & non-resident

What would the penalty be for not having a license

Tom - Garrett - AVA & AK Discovery

AVA supports motivation
& has proposed amendments
really 2 bills - mandatory entry bills for Sara
volunteer tag

AVA supports the voluntary program
→ should have fees spelled out in bill
Jtly managed area like Park Creek should
have 1 fee - don't risk having
feds add another on top of this tag -

Outdoor Council - supports concept
of volunteer program

February 9, 1993

to: AK Conservationists & Tour Operators who have asked me about ideas for supporting alternative funding for Watchable Wildlife.

Dear :

I am writing to you to ask your help in generating some new ideas for funding the department's Watchable Wildlife program. It is becoming increasingly clear that the general public is interested in expanding opportunities for wildlife viewing and associated recreation in Alaska. In addition, I detect a strong desire by both general wildlife enthusiasts and tourism operators to become more involved in Alaska's wildlife management program. If we have learned anything from the wolf controversy, it is that wildlife is important to all the public and represents a significant element in Alaska's growing tourism industry.

As you know, hunting-related fees and federal excise taxes on firearms and ammunition make up about 75 percent of the Division of Wildlife Conservation's annual budget which was approximately \$14 million in FY-93. General funds accounted for 9 percent of that budget. The total allocation for wildlife viewing-related programs was only 3 percent of the division's FY-93 budget. If the division is to significantly address the growing public demand to broaden its wildlife program, we must seek new innovative strategies for generating funding to support programs like watchable wildlife, wildlife education, and nongame and endangered species management.

There are several important elements that must be considered in the development of any new funding strategy. These include:

Purpose and Intent: -- What programs will be benefited by the new funding program? Stable funding for traditional harvest-oriented wildlife management is provided through the sale of hunting licenses (increased to \$25 this year) and federal excise taxes on firearms and ammunition. The most pressing need now is for new funding programs to support wildlife viewing, wildlife education, and conservation of nongame and threatened and endangered wildlife species.

Magnitude of Revenue Base: -- Will the new revenue source be sufficient to substantively broaden and expand the division's wildlife program? To achieve Alaska's potential as a world-class wildlife viewing and ecotourism destination and meet public

demands for broad-based wildlife recreation, an annual revenue base of \$1-2 million is our target.

Stability: -- Will the source provide the department with long-term predictable funding? Stability and predictability are fundamental for building a successful program.

Administrative Overhead: -- What will it cost in dollars and staff time for the department or division to administer the program? To be cost effective, the revenue generated from the funding program must significantly exceed the costs of administration.

I believe the Conservation Tag (introduced last year by Fran Ulmer of Juneau) represents an important step toward establishing a new funding approach. However, it is unlikely that last year's bill, as written, will generate the amount of revenues needed to significantly expand our nonconsumptive wildlife programs, including Watchable Wildlife. To provide a truly meaningful revenue base for broadening the department's wildlife program and serving a larger segment of the public, it is critical for us to look beyond a primarily voluntary program. I believe the most promising opportunity is some kind of mandatory fee from both residents and visitors that use wildlife resources.

I have recently discussed this concept with a number of tour operators and conservationists and there appears to be substantial enthusiasm for developing an alternative funding strategy. Both constituencies are interested in supporting an Alaska Watchable Wildlife Program and becoming more involved in the state's wildlife management system.

One funding option to consider is a commercial use fee for tour companies using wildlife for viewing purposes (e.g., similar to that required by guide-outfitters and transporters [AS 08.54.470]). Most people in the tourism industry I talked with balked at this alternative. They were concerned about the high fees they already pay and the added administrative costs of dealing with a new user fee.

Another option is for the state to require a wildlife conservation tag of people who take commercial wildlife-related tours (from tour ships to kayaks, and bus tours to wilderness backpacking) as well as independent visitors and residents using state lands for wildlife-related recreation. Approximately 950,000 people visited Alaska last year, and probably half used the services of some type of commercial operator. A small fee (e.g., \$5-10) could generate several million dollars in revenue. If the Conservation Tag was incorporated into the state's hunting and fishing license, we could establish a resident tag and nonresident tag, similar to the short-term nonresident fishing license. Under this scenario, the tour company could act as a vendor and sell clients the tag (license) or they could refer clients to another nearby license/tag vendor. Since license

vendors receive a rebate for selling licenses, there would be no additional cost to the tour operator. To make this system work, tour operators would need to encourage their clients to purchase a Conservation Tag before they were provided a service (not unlike purchasing a license prior to going on a guided fishing or hunting trip).

Perhaps last year's bill could be modified to incorporate a required tag for wildlife-related activities. Considering how important wildlife is to the tourism industry and the potential for ADF&G to enhance sustainable wildlife viewing opportunities in the state, a small fee would represent a sound investment for Alaska's economic future.

Please consider these as working ideas. We need to discuss a variety of options for developing a funding strategy for enhancing watchable wildlife opportunities in Alaska and select a strategy that is effective and acceptable to all interests. I believe the Conservation Tag legislation introduced last year represents a good starting point.

Please don't hesitate to contact me if you have questions or ideas. Thank you for your assistance.

Sincerely,

John W. Schoen
Senior Conservation Biologist
Division of Wildlife Conservation
267-2280

FISCAL NOTE

STATE OF ALASKA
1994 LEGISLATIVE SESSION

BILL NO. CSHB 172(FIN) am

Revision Date: 12/16/93
 Title: An Act relating to the wildlife conservation tag and entry onto game and wildlife sanctuaries
 Sponsor: Representative Williams
 Requestor: House Finance

Dept. Affected: Fish and Game
 BRU: Wildlife Conservation
 Component: Wildlife Conservation
 COMPONENT SERIAL NO. 0473

Expenditures/Revenues

(Thousands of Dollars)

OPERATING EXPENDITURES	FY 95	FY 96	FY 97	FY 98	FY 99	FY 00
PERSONAL SERVICES	9.0	4.6	4.7	4.8	4.9	5.0
TRAVEL						
CONTRACTUAL	33.3	18.9	15.0	15.0	15.0	15.0
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	42.3	23.5	19.7	19.8	19.9	20.0
CAPITAL EXPENDITURES	0.0	0.0	0.0	0.0	0.0	0.0
CHANGE IN REVENUES (1005)	17.0	23.7	27.4	31.1	34.7	38.4

FUND SOURCE

(Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF	25.3	0.0	0.0	0.0	0.0	0.0
1005 GF/Program Receipts	17.0	23.5	19.7	19.8	19.9	20.0
1006 GF/MHTIA						
Other						
TOTAL	42.3	23.5	19.7	19.8	19.9	20.0

Estimate of any current year (FY 94) cost: \$ 0.0

POSITIONS

FULL-TIME	0	0	0	0	0	0
PART-TIME	0	0	0	0	0	0
TEMPORARY	0	0	0	0	0	0

ANALYSIS: (Attach a separate page if necessary)

See attached page.

Prepared By: John Schoen, Sr. Conservation Biologist
 Division: Wildlife Conservation
 Approved by Commissioner: [Signature]
 Agency: Alaska Department of Fish and Game

Phone: 267-2280
 Date: 12/16/93
 Date: 12/20/93

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The Finance Committee Substitute exempts Alaskan residents from the tag requirements of the Wildlife Conservation Tag and further increases the voluntary nature of this revenue source. Consequently, both revenue and operating costs are predicted to be considerably lower (see below). Costs of administration will exceed revenue generation over the short-term, and under the committee substitute the department will not be able to depend on mandatory sales to support the cost of establishing the program or ensure a favorable cost/revenue ratio. The annual increase in voluntary sales of the tag will depend largely on the amount of support and cooperation the department receives from the tourism industry in marketing this product to their clients. The tourism industry has indicated a willingness to cooperate with the department on a voluntary tag program. However, we have not yet developed a clear strategy for effectively marketing and promoting this product. The long-term outlook for generating a substantial revenue base from this program is unclear at this time.

Operating assumptions:

1. In the first year (FY95) approximately two man-months of a Wildlife Biologist II or Project Assistant position will be needed to help establish the program. Thereafter, one man-month/annum will be needed to continue the program.
2. Contractual costs include design, purchase, distribution of the "proof of purchase" element of the legislation. These costs also cover development, production, distribution, promotion, and inventory costs of the tag itself (i.e., patch, emblem, decal, stamp, or other item). Once the program is established and the marketability of tags is determined, costs are expected to decline.

Revenue assumptions:

1. The wildlife conservation tag fee will be \$10.00; lower than had formerly been forecast but more in line with the need to generate revenue almost exclusively from voluntary sales.
2. Voluntary sales will start at 500/annum; double in the second year; and increase by 20 percent annually through FY00.
3. Sales of tags to nonresident visitors at Round Island (Walrus Islands State Game Sanctuary) will remain constant at 82/annum and nonresident applicants for McNeil Sanctuary viewing permits will increase from 1120 to 1960/annum through FY00.
4. Additional revenue may be earned from the sale of required tags at Pack Creek State Game Sanctuary or other state game refuges, as appropriate. However, no such projections are included in this fiscal analysis.

SUMMARY OF AMENDMENTS PROPOSED BY REP. WILLIAMS TO HB 172

AMENDMENT #1

Removes Stan Price Sanctuary from list of those areas which will initially require a tag. Adds language that gives commissioner authority to add it later by regulation. Reason for this is that Forest Service which jointly manages Stan Price with the state, objects to any entry fees at present. If the ADF&G can reach agreement with the Forest Service on this in the future, the tag can be made mandatory at Stan Price.

AMENDMENT #2

Removes reference to "nongame species" as the term inadvertently excludes many of the species that the bill was meant to address. For example, while the tag would be mandatory at McNeil Sanctuary and would be voluntarily purchased by many people who want to view bears throughout the state, bears ARE a game species, besides being "viewable wildlife."

AMENDMENT #3

Rather than leaving the violation of the tag requirement to be considered a full misdemeanor with substantial fines, this amendment states that failure to have the tag where required constitutes a violation punishable by a maximum fine of twice the price of the tag itself. The amendment also allows for this violation to be a bailable offense, where the designated penalty can simply be paid as bail without a court appearance.

AMENDMENT #4

Spells out that the cost of the tag established by the commissioner may be different for residents and nonresidents, and may be different or waived entirely for children, senior citizens, and those eligible for current reduced cost fish and game licenses.

AMENDMENT #5

Ensures that the tag cannot be required of anyone lawfully engaging in subsistence activities.

Amendment #6 (By Bill Hudson)

Allows tag to be sold by vendors other than those who sell hunting licenses/fishing licenses, etc., at discretion of Commissioner of F&G.

A M E N D M E N T # 1

OFFERED IN THE HOUSE
TO: HB 172

BY REPRESENTATIVE WILLIAMS

Page 3, lines 3 - 6:

Delete all material and insert:

"(2) enter, if a permit from the department is not required for entry
into the area,

(A) the McNeil River State Game Sanctuary and the Walrus
Islands State Game Sanctuary; and

(B) as designated by the commissioner by regulation

(i) the Stan Price State Wildlife Sanctuary; or

(ii) a state game refuge, state range area, or fish and
game critical habitat area."

Page 4, lines 17 - 20:

Delete all material.

Renumber the following bill sections accordingly.

A M E N D M E N T

2

OFFERED IN THE HOUSE

BY REPRESENTATIVE WILLIAMS

TO: HB 172

Page 2, lines 4 - 5:

Delete "nongame species of wildlife, threatened and endangered species of wildlife"

Insert "wildlife conservation"

Page 3, line 24, through page 4, line 1:

Delete all material and insert:

"(h) The revenue received from the sale of wildlife conservation tags may be appropriated by the legislature to the department for programs that benefit wildlife conservation, wildlife education, and wildlife viewing. In this subsection, "wildlife" has the meaning given "game" in AS 16.05.940."

A M E N D M E N T # 3

OFFERED IN THE HOUSE

BY REPRESENTATIVE WILLIAMS

TO: HB 172

Page 1, line 3, after "areas;":

Insert "relating to the issuance of citations for violations under the Fish and Game Code;"

Page 2, after line 6:

Insert a new bill section to read:

"* Sec. 2. AS 16.05.165 is amended to read:

Sec. 16.05.165. FORM AND ISSUANCE OF CITATION. (a) When a peace officer stops or contacts a person concerning a violation of this title except AS 16.51 and AS 16.52 or of a regulation adopted under this title except AS 16.51 and AS 16.52 that is a misdemeanor or a violation, the peace officer may, in the officer's discretion, issue a citation to the person as provided in AS 12.25.180.

(b) The supreme court shall specify by rule or order those misdemeanors and violations that are appropriate for disposition without court appearance, and shall establish a schedule of bail amounts. Before establishing or amending the schedule of bail amounts required by this subsection, the supreme court shall appoint and consult with an advisory committee consisting of two officers of the division of fish and wildlife protection of the Department of Public Safety, two representatives of the Department of Fish and Game, two district court judges, and the chairpersons of the House and Senate Judiciary Committees of the legislature. The maximum bail amount for an offense may not exceed the maximum fine specified by law for that offense. If the misdemeanor or violation for which the citation is issued may be disposed of without court appearance, the issuing peace officer shall write on the citation the amount of bail applicable to the offense [VIOLATION].

(c) A person cited for a misdemeanor or violation for which a bail amount has been established under (b) of this section may, within 15 days after the date of

the citation, mail or personally deliver to the clerk of the court in which the citation is filed by the peace officer

- (1) the amount of bail indicated on the citation for that offense; and
- (2) a copy of the citation indicating that the right to an appearance is waived, a plea of no contest is entered, and the bail is forfeited.

(d) When bail has been forfeited under (c) of this section, a judgment of conviction shall be entered. Forfeiture of bail and all seized items is a complete satisfaction for the misdemeanor or violation. The clerk of the court accepting the bail shall provide the offender with a receipt stating that fact.

(e) If the person cited fails to pay the bail amount established under (b) of this section or to appear in court as required, the citation is considered a summons for a misdemeanor or violation, as appropriate.

(f) Notwithstanding other provisions of law, if a person cited for a misdemeanor or violation for which a bail amount has been established under (b) of this section appears in court and is found guilty, the penalty that is imposed for the offense may not exceed the bail amount for that offense established under (b) of this section."

Renumber the following bill sections accordingly.

Page 4, after line 1:

Insert new material to read:

"(i) A person commits a violation if the person intentionally or knowingly enters upon a state game or wildlife sanctuary, state game refuge, state range area, or fish and game critical habitat area where the person is required to possess a wildlife conservation tag under this section or AS 16.20 or a regulation adopted under this section or AS 16.20 and does not have a wildlife conservation tag in the person's possession. Upon conviction of the violation, the person may be sentenced to pay a fine not to exceed twice the fee that the person would have had to pay to obtain a wildlife conservation tag at the time the person committed the violation. In this subsection, "intentionally," "knowingly," and "violation" have the meanings given in AS 11.81.900.

* Sec. 5. AS 16.05.925 is amended to read:

Sec. 16.05.925. PENALTY FOR VIOLATIONS. Except as provided in AS 16.05.430, 16.05.722, 16.05.723, 16.05.828, 16.05.831, and 16.05.860, a person who violates AS 16.05.920 or 16.05.921, or a regulation adopted under this chapter or AS 16.20, is guilty of a class A misdemeanor."

Renumber the following bill sections accordingly.

AMENDMENT

4

OFFERED IN THE HOUSE
TO: HB 172

BY REPRESENTATIVE WILLIAMS

Page 3, line 18, after "area":

Insert ";

(3) of a person who is lawfully engaged in subsistence hunting, fishing, trapping, or gathering on a state game or wildlife sanctuary, state game refuge, state range area, or fish or game critical habitat area"

A M E N D M E N T

#5

OFFERED IN THE HOUSE
TO: HB 172

BY REPRESENTATIVE WILLIAMS

Page 2, lines 26 - 27:

Delete "cost of"

Insert "fee for"

Page 2, line 27, after "regulation.":

Insert "The commissioner may establish a different fee for residents and nonresidents. The commissioner may establish a different fee, or waive the requirement for a wildlife conservation tag under this section, for a person who is

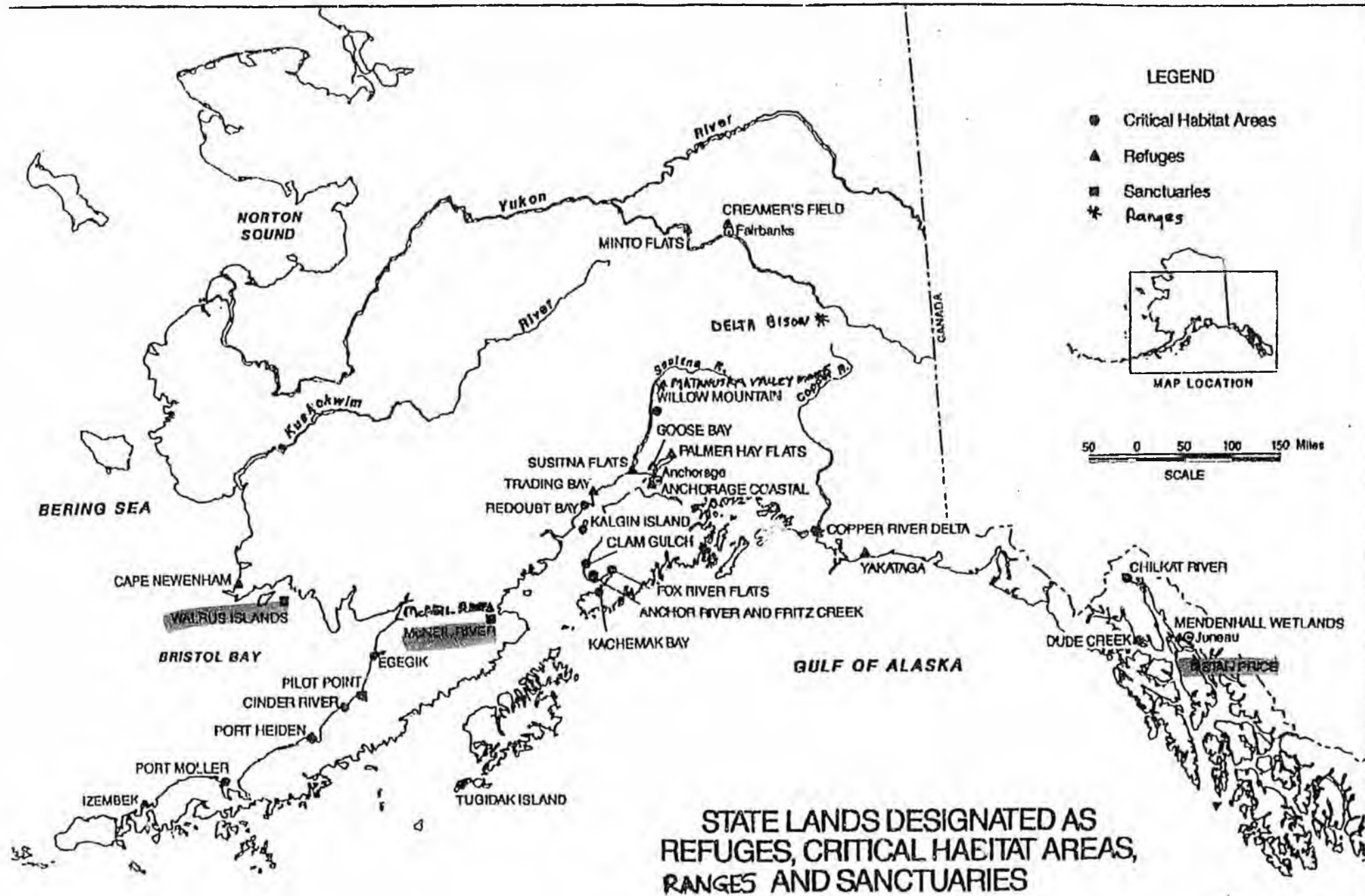
- (1) under the age of 16 years or over the age of 59 years;
- (2) eligible for a 25 cent resident sport fishing license under AS 16.05.340(a)(1);
- (3) eligible for a \$5 resident hunting, trapping, and sport fishing license under AS 16.05.340(a)(6); or
- (4) a disabled veteran eligible for a free license under AS 16.05.341."

Page 3, line 18, after "area":

Insert ";

- (3) of a person for whom the commissioner has waived the wildlife conservation tag requirement under (c) of this section"

32 areas in state



FISCAL NOTE

STATE OF ALASKA
1993 LEGISLATIVE SESSION

BILL NO. CSHB 172(RES)

Revision Date: 3/4/93

Department Affected: Fish and Game

Title: An Act relating to the wildlife conservation tag and to entry onto state game and wildlife sanctuaries

BRU: Wildlife Conservation, Administration

Sponsor: Representative Williams

Component: Wildlife Conservation

Requestor: House Resources

COMPONENT SERIAL NO. 0473, 0479

EXPENDITURES/REVENUES:

(Thousands of Dollars)

OPERATING	FY 94	FY 95	FY 96	FY 97	FY 98	FY 99
PERSONAL SERVICES	15.2	9.2	9.5	9.8	10.1	10.4
TRAVEL						
CONTRACTUAL	37.3	22.9	18.0	18.0	18.0	18.0
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	52.5	32.1	27.5	27.8	28.1	28.4

CAPITAL	0	0	0	0	0	0
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REVENUE FUND SOURCE: 1005	40.5	52.0	60.0	68.1	76.9	86.6
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FUNDING:

(Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF	12.0	0	0	0	0	0
1005 GF/Program Receipts	40.5	32.1	27.5	27.8	28.1	28.4
1006 GF/MHTIA						
Other						
TOTAL	52.5	32.1	27.5	27.8	28.1	28.4

POSITIONS:

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

Estimate of current year (FY93) impact: \$ 0

ANALYSIS: (Attach a separate page if necessary.)
See attached page.

Prepared By: John Schoen and Kristin Wright

Phone: 267-2280

Division: Wildlife Conservation, Administration

Date: 3/4/93

Approved by Commissioner: [Signature]

Agency: Department of Fish and Game

Date: 3/4/93

PREPARER TO PROVIDE ALL DISTRIBUTION COPIES TO GOVERNOR'S LEGISLATIVE OFFICE

Operating assumptions:

1. In the first year (FY94) approximately two man-months of a Wildlife Biologist II or Project Assistant position will be needed to help establish the program. Thereafter, one man-month/annum will be needed to continue the program. In addition, 2.0 man-months of a Data Processing Clerk I position will be necessary to handle application requests, fill orders from vendors, track inventory, etc.
2. Contractual costs include redesigning the existing hunt/fish/trap license to accommodate the "proof of purchase" element of the legislation. These costs also cover production, distribution, and inventory costs of the tag itself (i.e., patch, emblem, decal, stamp, or other item). Once the program is established and the marketability of tags is determined, costs are expected to decline.

Revenue assumptions:

1. The wildlife conservation tag fee will be \$15.00.
2. Voluntary sales will start at 500/annum; double in the second year; and increase by 20 percent annually through FY99.
3. Sales of tags to visitors at Round Island (Walrus Islands State Game Sanctuary) will remain constant at 200/annum and applicants for McNeil Sanctuary viewing permits will increase from 2000 to 3500/annum through FY99.
4. Additional revenue may be earned from the sale of required tags at Pack Creek State Game Sanctuary or other state game refuges, as appropriate. However, no such projections are included in this fiscal analysis.

FISCAL NOTE

STATE OF ALASKA
1993 LEGISLATIVE SESSION

BILL NO. HB 172

Revision Date: _____

Department Affected: Fish and Game

Title: An Act relating to the wildlife conservation tag and to entry onto state game and wildlife sanctuaries

SRU: Wildlife Conservation, Administration

Component: Wildlife Conservation

Sponsor: Representative Williams

Requestor: House Resources

COMPONENT SERIAL NO. 0473, 0479

EXPENDITURES/REVENUES:

(Thousands of Dollars)

OPERATING	FY 94	FY 95	FY 96	FY 97	FY 98	FY 99
PERSONAL SERVICES	15.2	9.2	9.5	9.8	10.1	10.4
TRAVEL						
CONTRACTUAL	40.3	23.9	19.0	19.0	19.0	19.0
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	55.5	33.1	28.5	28.8	29.1	29.4

CAPITAL	0	0	0	0	0	0
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REVENUE FUND SOURCE: 1005	55.5	67.0	75.0	83.1	91.9	101.6
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FUNDING:

(Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF						
1005 GF/Program Receipts	55.5	33.1	29.5	28.8	29.1	29.4
1006 GF/MHTIA						
Other						
TOTAL	55.5	33.1	28.5	28.8	29.1	29.4

POSITIONS:

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

Estimate of current year (FY93) im. act: \$ 0

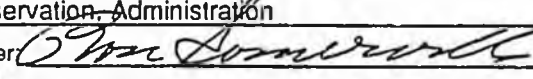
ANALYSIS: (Attach a separate page if necessary.)
See attached page.

Prepared By: John Schoen and Kristin Wright

Phone: 267-2280

Division: Wildlife Conservation, Administration

Date: 2/24/93

Approved by Commissioner: 

Agency: Department of Fish and Game

Date: 3/1/93

PREPARER TO PROVIDE ALL DISTRIBUTION COPIES TO GOVERNOR'S LEGISLATIVE OFFICE

Operating assumptions:

1. In the first year (FY94) approximately two man-months of a Wildlife Biologist II or Project Assistant position will be needed to help establish the program. Thereafter, one man-month/annum will be needed to continue the program. In addition, 2.0 man-months of a Data Processing Clerk I position will be necessary to handle application requests, fill orders from vendors, track inventory, etc.
2. Contractual costs include redesigning the existing hunt/fish/trap license to accommodate the "proof of purchase" element of the legislation. These costs also cover production, distribution, and inventory costs of the tag itself (i.e., patch, emblem, decal, stamp, or other item). Once the program is established and the marketability of tags is determined, costs are expected to decline.

Revenue assumptions:

1. The wildlife conservation tag fee will be \$15.00.
2. Voluntary sales will start at 500/annum; double in the second year; and increase by 20 percent annually through FY99.
3. Sales of tags to visitors at Round Island (Walrus Islands State Game Sanctuary) will remain constant at 200/annum; at Pack Creek at 1000/annum; and applicants for McNeil Sanctuary viewing permits will increase from 2000 to 3500/annum through FY99.

FISCAL NOTE

STATE OF ALASKA
1993 LEGISLATIVE SESSION

BILL NO. CSHB 172(FIN)

Revision Date: 4/5/93

Department Affected: Fish and Game

Title: An Act relating to the wildlife conservation tag and to entry onto state game and wildlife sanctuaries

BRU: Wildlife Conservation

Component: Wildlife Conservation

Sponsor: Representative Williams

Requestor: House Finance

COMPONENT SERIAL NO. 0473

EXPENDITURES/REVENUES:

(Thousands of Dollars)

OPERATING	FY 94	FY 95	FY 96	FY 97	FY 98	FY 99
PERSONAL SERVICES	9.0	4.6	4.7	4.8	4.9	5.0
TRAVEL						
CONTRACTUAL	33.3	18.9	15.0	15.0	15.0	15.0
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	42.3	23.5	19.7	19.8	19.9	20.0

CAPITAL	0	0	0	0	0	0
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REVENUE FUND SOURCE: 1005	17.0	23.7	27.4	31.1	34.7	38.4
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FUNDING:

(Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF	25.3	0.0	0.0	0.0	0.0	0.0
1005 GF Program Receipts	17.0	23.5	19.7	19.8	19.9	20.0
1006 GF/MHTIA						
Other						
TOTAL	42.3	23.5	19.7	19.8	19.9	20.0

POSITIONS:

FULL-TIME	0	0	0	0	0	0
PART-TIME	0	0	0	0	0	0
TEMPORARY	0	0	0	0	0	0

Estimate of current year (FY93) impact: \$ 0.0

ANALYSIS: (Attach a separate page if necessary.)
See attached page.

Prepared By: John Schoen

Phone: 267-2280

Division: Wildlife Conservation

Date: 4/5/93

Approved by Commissioner: [Signature]

Agency: Department of Fish and Game

Date: 4/7/93

PREPARER TO PROVIDE ALL DISTRIBUTION COPIES TO GOVERNOR'S LEGISLATIVE OFFICE

The Finance Committee Substitute exempts Alaskan residents from the tag requirements of the Wildlife Conservation Tag and further increases the voluntary nature of this revenue source. Consequently, both revenue and operating costs are predicted to be considerably lower (see below). Costs of administration will exceed revenue generation over the short-term, and under the committee substitute the department will not be able to depend on mandatory sales to support the cost of establishing the program or ensure a favorable cost/revenue ratio. The annual increase in voluntary sales of the tag will depend largely on the amount of support and cooperation the department receives from the tourism industry in marketing this product to their clients. The tourism industry has indicated a willingness to cooperate with the department on a voluntary tag program. However, we have not yet developed a clear strategy for effectively marketing and promoting this product. The long-term outlook for generating a substantial revenue base from this program is unclear at this time.

Operating assumptions:

1. In the first year (FY94) approximately two man-months of a Wildlife Biologist II or Project Assistant position will be needed to help establish the program. Thereafter, one man-month/annum will be needed to continue the program.
2. Contractual costs include design, purchase, distribution of the "proof of purchase" element of the legislation. These costs also cover development, production, distribution, promotion, and inventory costs of the tag itself (i.e., patch, emblem, decal, stamp, or other item). Once the program is established and the marketability of tags is determined, costs are expected to decline.

Revenue assumptions:

1. The wildlife conservation tag fee will be \$10.00; lower than had formerly been forecast but more in line with the need to generate revenue almost exclusively from voluntary sales.
2. Voluntary sales will start at 500/annum; double in the second year; and increase by 20 percent annually through FY99.
3. Sales of tags to nonresident visitors at Round Island (Walrus Islands State Game Sanctuary) will remain constant at 82/annum and nonresident applicants for McNeil Sanctuary viewing permits will increase from 1120 to 1960/annum through FY99.
4. Additional revenue may be earned from the sale of required tags at Pack Creek State Game Sanctuary or other state game refuges, as appropriate. However, no such projections are included in this fiscal analysis.

DEPARTMENT OF FISH AND GAME
POSITION PAPER

Bill No: House Bill 172

Sponsor: Representative Bill Williams

Division: Division of Wildlife Conservation

Bill Title: "An Act relating to the wildlife conservation tag and to entry onto state game and wildlife sanctuaries, state game refuges, state range areas, and fish and game critical habitat areas; and providing for an effective date."

Department Position: Support

The department supports House Bill 172. This legislation is a response to the growing public interest in wildlife viewing, wildlife conservation, and wildlife education. A national survey performed a few years ago showed that wildlife watching was the fastest growing segment of wildlife oriented recreation. The department estimates that in Alaska over 288,000 people participated in wildlife viewing in 1985.

Alaska's wildlife is, along with our scenery, the major attraction bringing tourists to Alaska. Tourism is one of the major industries in Alaska. Alaska is facing stiff competition from other states, Canada, and other countries for these tourism customers. This legislation would provide a funding source to develop improvements and programs for an important component of the visitor industry.

Wildlife viewing is also popular with Alaska's residents. The department has developed areas such as Creamer's Field near Fairbanks and Potter's Marsh near Anchorage, which are visited extensively by residents.

The Department of Fish and Game constructed a board walk and parking lot to improve public access to this marsh. The board walk was also designed to protect the fragile marsh ecosystem, which would otherwise be damaged by the many visitors to the marsh. Improvements have also been made at Creamer's Field. Between these two projects, approximately one-half million dollars has been spent in capital improvements.

McNeil River State Wildlife Sanctuary is one of the most famous wildlife viewing sites in the world. It is so popular that the number of people applying to visit the area exceeds what the department can allow into the area, while preserving the quality of the area for the bears and their human visitors. As a consequence, permits to enter the area are issued on a lottery basis. The

Division of Wildlife Conservation spent \$64,522 in FY92 to run the program at McNeil River. Revenues from the visitors to the area in that year were \$24,225.

Currently the Division of Wildlife Conservation is spending \$371,700 in FY93 on what we call our watchable wildlife program. Most of the budget for the Division of Wildlife Conservation is provided by hunters and trappers. Virtually none of the cost of the watchable wildlife program is paid by the "users" of watchable wildlife, because there is no mechanism to recover from the users any of those costs. That is what this legislation offers as a modest beginning.

The primary revenue raising potential of this legislation is dependent on voluntary sales of wildlife conservation tags. In exchange for their voluntary contribution, people will receive a commemorative pin or other product, and the satisfaction of knowing that they have made a small contribution toward supporting an activity which they believe to be important.

The success of the voluntary program will depend on an attractive cost for the tag, a desirable commemorative product, and a successful marketing effort for the program.

In order to gear up and provide a minimum promotion of this new program, House Bill 172 provides that visitors be required to purchase a wildlife conservation tag before entering three of Alaska's most outstanding wildlife viewing opportunities. These are McNeil River State Wildlife Sanctuary, Walrus Island State Wildlife Sanctuary, and Stan Price State Wildlife Sanctuary. The department believes that this would provide a modest level of assured funding to develop a successful voluntary program.

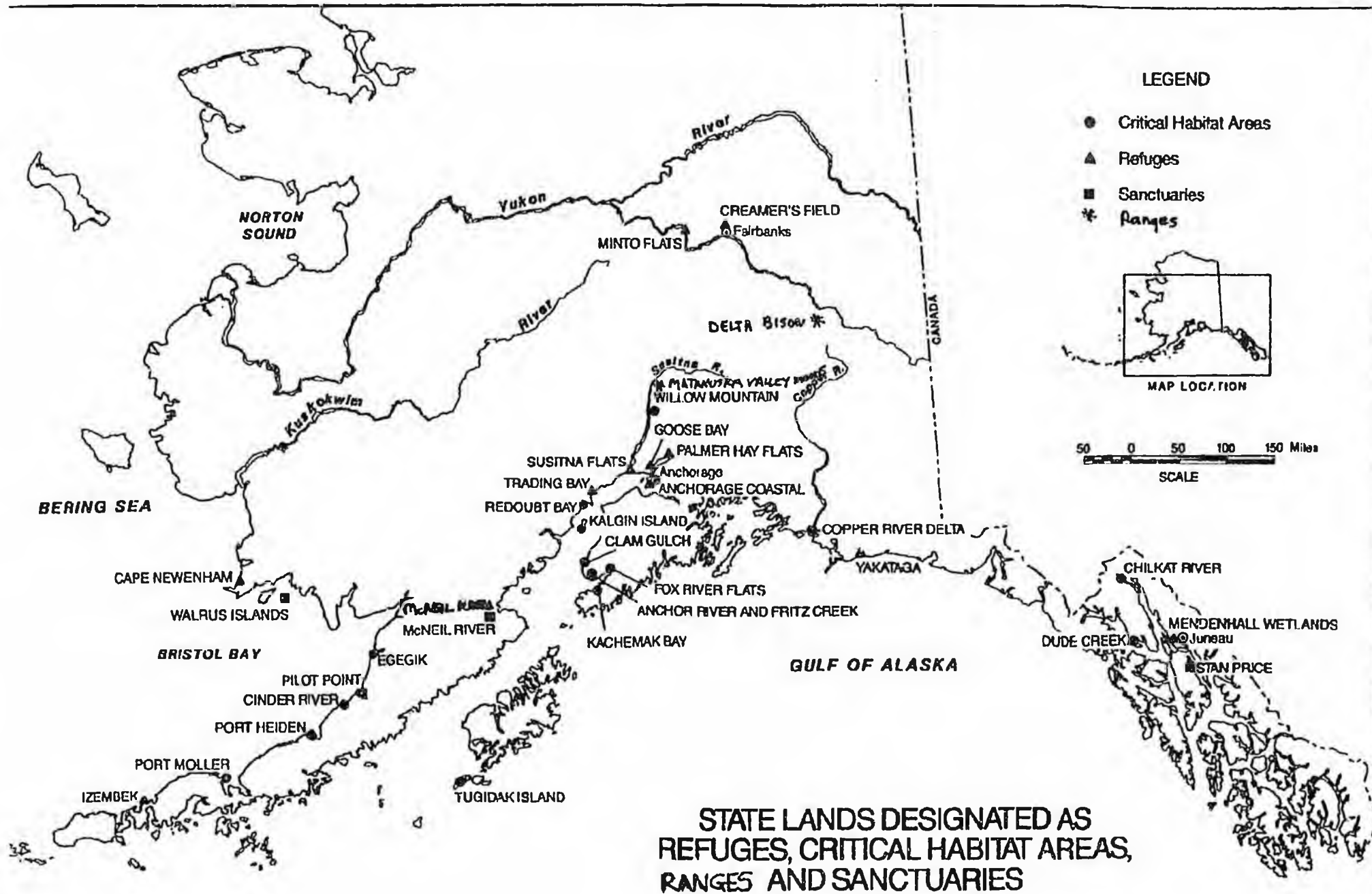
Commissioner's Signature

Don Somerville

Date:

3/2/93

32 areas in state





Alaska Environmental Lobby, Inc.

P.O. Box 22151 Juneau, Alaska 99802

907-463-3366

Position Paper

THE ALASKA ENVIRONMENTAL LOBBY SUPPORTS SB 107 AND HB 172 "CONSERVATION TAG"

SB107 and HB 172 are very similar to last year's HB 446. They require a conservation tag, similar in concept to a hunting or fishing license, for entry into three state game and wildlife sanctuaries (McNiel River State Game Sanctuary, Stan Price State Wildlife Area and Walrus Islands State Game Sanctuary). This legislation also allows the commissioner by regulation to add other state game refuges, range areas or fish and game critical habitat areas to the program.

The Alaska Environmental Lobby believes that nonconsumptive users of state refuges, game sanctuaries and critical habitat areas should pay a share of the management costs. Currently, the total allocation for wildlife viewing-related programs in the Division of Wildlife Conservation, Dept. of Fish and Game is only 3% of the Division's total budget. More money is necessary to meet the growing demands in this area. Estimated revenue from the Department of Fish and Game's Fiscal Notes is \$55,500 in fiscal year 1994, rising to \$101,600 in fiscal year 1999. The potential for ADF&G to enhance wildlife viewing opportunities, which are very important to both the environmental community and the tourism industry, would be a wise investment in Alaska's economic future.

SB 107 and HB 172 are similar bills, but they have one important difference. In the current form of SB 107, the revenue may be used to "enhance" these programs. We feel the word "enhance" is not strong enough to ensure that the money will be used for its intended purpose. We recommend that this section of SB 107 be amended using the language of HB 172. HB 172 states:

"the revenue received from the sale of wildlife conservation tags may be appropriated by the legislature to the department for programs that benefit non-game species of wildlife, threatened and endangered species of wildlife, wildlife education and wildlife viewing."

We do not want to see this money disappear into the General Fund and used for non-wildlife related programs.

AEL would also like to see mandatory tags for more state game refuges, range areas and critical habitat areas added to this program, especially those areas most used by nonconsumptive users.

Prepared by Mary Forbes, February 25, 1993 AEL Volunteer

House Bill 172
draft H Finance CS for CSHB 172(Res)
Hearing in House Finance 3-24-93

Staff delivered sponsor statement.

Questions asked of ADF&G's Geron Bruce:

Rep. MacLean: No person could enter MacNeil River area without a tag? That restricts individual's freedom to go into any part of Alaska.

Geron - MacNeil managed primarily as bear-viewing area, already subject to restricted access, small number of people go there, etc.

Rep. Martin: Rep. Martin worried about a play on words: the word "voluntary" is used, however "the department MAY" {make it mandatory in certain areas} (see Sec. 11, p. 7) and it WILL be implemented this year. Once 2 small areas do this, many others will. Ought to let the tourist industry there will be a charge involved.

Rep. MacLean: Commissioner may authorize other areas at a later date...

Geron Bruce: Success of program depends on cooperation of visitor industry and department...if there are areas where improvements are desired, where services are to be provided at behest of public, those would be the areas that it would become mandatory. The two mandatory areas included in the bill are high value areas.

Rep. Larson asked members to hold further questions for the department so that public testimony could be taken.

Kate Tesar, representing Assn. of Independent Tour Operators (from southcentral, Kenai, Southeast, etc): The group supports the bill. Initially they had concerns like Rep. MacLean and Rep. Martin, but they have been assured by Dept. that the Dept. will not arbitrarily designate these areas; the visitor industry will be included in this [process]. Thinks that \$52K fiscal note is unrealistic. Last year 980,000 tourists traveled to Alaska. If

10% buy an attractive pin, and Dept. gets \$4 from the sale of each pin retailing at \$9.99, F&G could make \$392,000. Would involve marketing idea, offering pin through retailers, not just fishing/hunting license vendors as that is too limited -- only one in downtown Juneau.

Irene Morse (?), representing Alaska Environmental Lobby:
Testified in favor of the bill. Testimony available.

Rep. Foster: Concerned disabled veterans would be subject to tag fee. They already get free license...More concerned about language in Sec. 4, (d)(1)(B)(ii), [page 4, line 29-30 of draft H Fin CS]: his whole district is bordered by one state park, game refuge and critical habitat area after another. He thinks that given this language some Commissioner could add all of western Alaska into this plan. Thinks that [language on p. 5, line 13, Sec. 4, (f), "A wildlife conservation tag may not be required for" listing exemptions] should be changed to read that the tag will not be required. Otherwise Commissioner might make little old lady out in Savoonga, picking berries, buy a permit. Have serious considerations about bill, and Geron's response has answered his questions, but not satisfied him.

Rep. Hanley: Feels language does say that {a permit} may not be required of those people. (Rep. Martin looks skeptical, and of course the "may not" versus "will not" argument is an old one.)

Geron Bruce: Indicated Dept. didn't have any problem with changing that language.

Rep. Hanley: Would like to limit law to those two {mandatory} areas, and make the rest voluntary. Have the Dept. come back if they want to add other mandatory areas.

Rep. Larson: Returns the bill to subcommittee made up of Rep. Foster (Chair), Rep. Hanley, and Rep. Grussendorf to address those concerns.

My unsolicited comment: If you clearly limit the mandatory fee to the two areas, half your battle is over. A good, cheap marketing program (poster at retail outlets, ferry terminals,

state parks, etc) could certainly sell enough to compensate for any "additional mandatory areas".

Rep. Hoffman: Inquired of Geron Bruce if state charges for handling the permit to get into the [two] reserves.

Geron Bruce: There is an application fee but processing cost doesn't come out of it. Fees set by regulation. Actually there are two fees: an application fee, and [for the successful applicants] an entry fee.

Rena Buckovich of Rep. MacLean's staff asked me after the meeting about whether the tag fee would be charged on top of the permit fee for the two areas. I referred her to Geron Bruce for a response.

DEPARTMENT OF FISH AND GAME
POSITION PAPER

Bill No: House Bill 172
Sponsor: Representative Bill Williams
Division: Division of Wildlife Conservation
Bill Title: "An Act relating to the wildlife conservation tag and to entry onto state game and wildlife sanctuaries, state game refuges, state range areas, and fish and game critical habitat areas; and providing for an effective date."
Department Position: Support

The department supports House Bill 172. This legislation is a response to the growing public interest in wildlife viewing, wildlife conservation, and wildlife education. A national survey performed a few years ago showed that wildlife watching was the fastest growing segment of wildlife oriented recreation. The department estimates that in Alaska over 288,000 people participated in wildlife viewing in 1985.

Alaska's wildlife is, along with our scenery, the major attraction bringing tourists to Alaska. Tourism is one of the major industries in Alaska. Alaska is facing stiff competition from other states, Canada, and other countries for these tourism customers. This legislation would provide a funding source to develop improvements and programs for an important component of the visitor industry.

Wildlife viewing is also popular with Alaska's residents. The department has developed areas such as Creamer's Field near Fairbanks and Potter's Marsh near Anchorage, which are visited extensively by residents.

The Department of Fish and Game constructed a board walk and parking lot to improve public access to this marsh. The board walk was also designed to protect the fragile marsh ecosystem, which would otherwise be damaged by the many visitors to the marsh. Improvements have also been made at Creamer's Field. Between these two projects, approximately one-half million dollars has been spent in capital improvements.

McNeil River State Wildlife Sanctuary is one of the most famous wildlife viewing sites in the world. It is so popular that the number of people applying to visit the area exceeds what the department can allow into the area, while preserving the quality of the area for the bears and their human visitors. As a consequence, permits to enter the area are issued on a lottery basis. The

(PREPARED AS HOUSE FLOOR SPEECH FOR REP. WILLIAMS)

SPONSOR STATEMENT

CSHB 172 (FIN): WILDLIFE CONSERVATION TAG PROGRAM

BY REP. BILL WILLIAMS

Wildlife viewing is a fast-growing form of recreation and tourism worldwide. Alaska has tremendous potential in the area of watchable wildlife. House Bill 172 creates a wildlife conservation tag program whereby non-consumptive users of wildlife help to generate funds to support the development of these opportunities in Alaska.

The primary thrust of CSHB 172(fin) is a VOLUNTARY program. For a small price, a person would receive a pin or patch or other memento to show that they have supported Alaska's wildlife conservation program.

The price of the tag is left to the Department of Fish and Game. However, the cost will necessarily be kept low, since the goal is to sell large numbers of the tags to those who purchase them voluntarily. It will be the responsibility of the Department to come up with an appealing pin or other memento. With successful promotion, the tag program will raise substantial amounts of new revenue for watchable wildlife programs.

In addition to the voluntary purchases of the tag, the bill makes possession of the tag mandatory for non-residents visiting McNeil River and Walrus Island State Sanctuaries. This requirement for the tag in these two sanctuaries will guarantee enough participation in the program to make it self-sustaining from the beginning. Since both of these sanctuaries are already staffed and require permits, the tag requirement will not cause an administrative burden.

House Bill 172 is a revenue-generating measure. The goal is to raise private sector revenue to help sustain, enhance and expand watchable wildlife programs in Alaska.

NOTES ON HB 172

DEPARTMENT OF FISH AND GAME
POSITION PAPER

Bill No: House Bill 172
Sponsor: Representative Bill Williams
Division: Division of Wildlife Conservation
Bill Title: "An Act relating to the wildlife conservation tag and to entry onto state game and wildlife sanctuaries, state game refuges, state range areas, and fish and game critical habitat areas; and providing for an effective date."
Department Position: Support

The department supports House Bill 172. This legislation is a response to the growing public interest in wildlife viewing, wildlife conservation, and wildlife education. A national survey performed a few years ago showed that wildlife watching was the fastest growing segment of wildlife oriented recreation. The department estimates that in Alaska over 288,000 people participated in wildlife viewing in 1985.

Alaska's wildlife is, along with our scenery, the major attraction bringing tourists to Alaska. Tourism is one of the major industries in Alaska. Alaska is facing stiff competition from other states, Canada, and other countries for these tourism customers. This legislation would provide a funding source to develop improvements and programs for an important component of the visitor industry.

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McNeil River State Wildlife Sanctuary is one of the most famous wildlife viewing sites in the world. It is so popular that the number of people applying to visit the area exceeds what the department can allow into the area, while preserving the quality of the area for the bears and their human visitors. As a consequence, permits to enter the area are issued on a lottery basis. The

Division of Wildlife Conservation spent \$64,522 in FY92 to run the program at McNeil River. Revenues from the visitors to the area in that year were \$24,225.

Currently the Division of Wildlife Conservation is spending \$371,700 in FY93 on what we call our watchable wildlife program. Most of the budget for the Division of Wildlife Conservation is provided by hunters and trappers. Virtually none of the cost of the watchable wildlife program is paid by the "users" of watchable wildlife, because there is no mechanism to recover from the users any of those costs. That is what this legislation offers as a modest beginning.

The primary revenue raising potential of this legislation is dependent on voluntary sales of wildlife conservation tags. In exchange for their voluntary contribution, people will receive a commemorative pin or other product, and the satisfaction of knowing that they have made a small contribution toward supporting an activity which they believe to be important.

The success of the voluntary program will depend on an attractive cost for the tag, a desirable commemorative product, and a successful marketing effort for the program.

In order to gear up and provide a minimum promotion of this new program, House Bill 172 provides that visitors be required to purchase a wildlife conservation tag before entering three of Alaska's most outstanding wildlife viewing opportunities. These are McNeil River State Wildlife Sanctuary, Walrus Island State Wildlife Sanctuary, and Stan Price State Wildlife Sanctuary. The department believes that this would provide a modest level of assured funding to develop a successful voluntary program.

Commissioner's Signature

Don Somerville

Date:

3/2/93

(PREPARED AS HOUSE FLOOR SPEECH FOR REP. WILLIAMS)

SPONSOR STATEMENT

CSHB 172(FIN): WILDLIFE CONSERVATION TAG PROGRAM

BY REP. BILL WILLIAMS

Wildlife viewing is a fast-growing form of recreation and tourism worldwide. Alaska has tremendous potential in the area of watchable wildlife. House Bill 172 creates a wildlife conservation tag program whereby non-consumptive users of wildlife help to generate funds to support the development of these opportunities in Alaska.

The primary thrust of CSHB 172(fin) is a VOLUNTARY program. For a small price, a person would receive a pin or patch or other memento to show that they have supported Alaska's wildlife conservation program.

The price of the tag is left to the Department of Fish and Game. However, the cost will necessarily be kept low, since the goal is to sell large numbers of the tags to those who purchase them voluntarily. It will be the responsibility of the Department to come up with an appealing pin or other memento. With successful promotion, the tag program will raise substantial amounts of new revenue for watchable wildlife programs.

In addition to the voluntary purchases of the tag, the bill makes possession of the tag mandatory for non-residents visiting McNeil River and Walrus Island State Sanctuaries. This requirement for the tag in these two sanctuaries will guarantee enough participation in the program to make it self-sustaining from the beginning. Since both of these sanctuaries are already staffed and require permits, the tag requirement will not cause an administrative burden.

House Bill 172 is a revenue-generating measure. The goal is to raise private sector revenue to help sustain, enhance and expand watchable wildlife programs in Alaska.

Changes made by Finance :

In the two mandatory tag areas, only NON-residents are required to have the tag. For resident Alaskans, the tag is not REQUIRED anywhere.

Took out the ability of the Commissioner of Fish and Game to designate other areas by regulation in the future where the tag would be required. The addition of any areas as mandatory tag areas in the future will have to be added by passage of a bill amending the law.

Amendment to be proposed by Jerry Mackie:

If it just adds "preserves" it shouldn't create any problems. Doesn't accomplish anything except some recognition that the preserve has watchable wildlife and could be supported with some of the revenues generated from the tags.

(PREPARED FOR USE ON MEMBERS DESKS WHEN BILL ON HOUSE FLOOR)

**POSITION PAPER ON HB 172 (RES)
AN ACT ESTABLISHING A WILDLIFE CONSERVATION TAG PROGRAM**

CSHB 172(Res) creates a wildlife conservation tag program that would encourage, and in some areas require, that non-consumptive users of Alaska's wildlife help to pay for wildlife management and the programs and facilities they use.

Wildlife viewing is a fast-growing form of recreation in the world, and is one of the biggest drawing cards for tourism in Alaska. Careful management and development of viewing areas is important to protect the wildlife while enhancing visitor opportunities. This bill is a "user pays" approach to generating funds to support this growing area of wildlife use.

The primary thrust of HB 172 is a voluntary program. Participants would pay a fairly small price for the tag, and receive a pin or patch or other memento to show that they have supported the wildlife conservation program.

In addition, CSHB 172 designates two sanctuaries in the state (McNeil River and Walrus Island) where possession of the tag would be required for entry. The bill authorizes the commissioner of Fish and Game to designate additional areas of the state to the list of mandatory tag areas in the future. Purchase of an annual tag would allow an individual to apply to enter any of the areas of the state where tags are required. The bill provides exemptions from the requirement for this tag for individuals who already possess other sport hunting or fishing licenses or are engaged in subsistence activities.

The price of the tag is left to the department but will necessarily be kept low since the goal is to sell large numbers of the tags to those who voluntarily purchase them. While the bill provides for some flexibility for differential prices, the department is currently planning for an initial charge of \$15 for the tag. It will be the responsibility of the Department of Fish and Game to come up with a catchy logo and appealing pin or other memento, and to publicize and promote the tag program in order to successfully raise substantial amounts of new revenue for watchable wildlife management, facilities, education and programs.

AWRTA, P.O. Box 1353, Valdez, AK 99686

p. 2

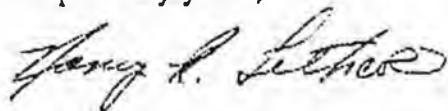
2. Sec. 3 (f) (2). We support this section in so far as it applies to road traffic. However, when wildlife interpretive and viewing pull-out areas are established along the right-of-way or public easement in a state game or wildlife sanctuary, etc. that they be marked as wildlife viewing areas and that a tag be required, except when a vehicle has pulled into the pull-out in the case of an emergency. We would also like to see a provision that wherever wildlife interpretive or viewing areas are established along a public easement or right-of-way adjacent to state land that it be posted that watchable wildlife tags are recommended.

3. Section (10 old numbering) 9 (new numbering). (c) "The Department of Natural Resources may, after consultation with the Department . . ." In the case of Pack Creek or the Stan Price State Wildlife Sanctuary, ADF&G had a Memorandum of Understanding with the Department of Natural Resources governing the adoption of regulations governing the public use of the area. We suggest that this model be followed and that this section be amended to "after developing a memorandum of understanding with..".

4. Section 1 (6) and Section 3 (h). We have some concern that the phrase "wildlife conservation" is too broad. We are concerned that in the name of conserving some wildlife populations, watchable wildlife funds might be used for predator control. One possibility would be to amend the section to specifically exclude the use of funds from the watchable wildlife program for predator control.

Thank you very much for this opportunity to comment.

Respectfully yours,



Nancy R. Lethcoe, President

Alaska Wilderness Recreation and Tourism Association

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To: Chairman Williams, House Resources Committee Members
From: Nancy R. Lethcoe, President
Re: HB 172 Wildlife Conservation Tag and Fee Program
Date: March 3, 1993

Thank you for the opportunity to comment. The Alaska Wilderness Recreation and Tourism Association is a non-profit professional organization (501(c)6) which promotes the recognition and protection of Alaska's recreation and tourism resources and works for ecologically responsible recreation and tourism use of Alaska's natural resources. We have over 300 members of which 180 are natural resource-dependent tourism businesses. Our business members include mountaineers, kayakers, river runners, backpackers, tour and charter boat operators, lodges, and sportfishing and hunting guides and outfitters.

The Board of Directors of the Alaska Wilderness Recreation and Tourism Association met last weekend and discussed the options for funding the watchable wildlife program and HB 172. Since our recreational and business members benefit from ADF&G's sport fishing, game and watchable wildlife programs, we are very interested in promoting ways to continue funding of these programs.

The Alaska Wilderness Recreation and Tourism Association supports the approach of HB 172 which combines a mandatory and voluntary program. We recognize the difficulties inherent in developing full funding for the watchable wildlife program and look forward to continued discussions of ways to generate revenue.

I have reviewed HB 172 and the draft amendments and wish to make four comments:

1. Sec. 3. (b). This appears to imply that watchable wildlife tags could only be sold through vendors of fish and game tags. We also envision tour operators, travel agents, and Alaskan gift shops as major vendors of the watchable wildlife tags. We wonder if it is necessary to amend the bill to explicitly provide for the possibility of marketing the tags through special watchable wildlife vendors in addition to vendors of fish and game licenses.

TESTIMONY BEFORE HOUSE FINANCE COMMITTEE
ON CSHB 172 (RES): WILDLIFE CONSERVATION TAG PROGRAM
BY STAFF OF REP. BILL WILLIAMS, SPONSOR

House Bill 172 creates a wildlife conservation tag program aimed at encouraging non-consumptive users of Alaska's wildlife to help pay for wildlife programs and facilities they use.

Wildlife viewing is a fast-growing form of recreation in the world, and a major factor in attracting visitors to Alaska. Careful management and development of viewing areas is important to protect the wildlife while enhancing visitor opportunities. This bill is a "user pays" approach to generating funds to support this growing area of wildlife use.

The primary thrust of HB 172 is a voluntary program. Participants would pay a fairly small price for the tag, and receive a pin or patch or other memento to show that they have supported the wildlife conservation program.

The price of the tag is left to the department but will necessarily be kept low since the goal is to sell large numbers of the tags to those who voluntarily purchase them. It will be the responsibility of the Department of Fish and Game to come up with a catchy logo and appealing pin or other memento, and to publicize and promote the tag program in order to successfully raise substantial amounts of new revenue for watchable wildlife programs.

In addition to the voluntary purchases of the tag, the bill designates two sanctuaries in the state (McNeil River and Walrus Island) where possession of the tag would be required for entry. The bill authorizes the commissioner of Fish and Game to designate additional areas of the state to the list of mandatory tag areas in the future. The bill provides exemptions from the requirement for this tag for individuals who already possess other sport hunting or fishing licenses or are engaged in subsistence activities. These few mandatory areas will provide some start-up money and will guarantee that the program will at least be self-sustaining as it gets underway.

At Rep. William's request, the draft Finance Committee Substitute before you makes three small technical changes to the House Resources version. These are things that have come up since Resources Committee passed the bill. The changes are minor, and mainly for clarification, but do improve the bill.

First, language is added to make it clear that the tag fee may be waived for such people as Fish and Game's own personnel working at the area or contractors who are there on agency business.

Secondly, language is added to the findings section of the bill, to more clearly explain that the main thrust of this program is the voluntary purchases of these tags.

And finally, at the request of the Forest Service, language is amended to just clarify that the Stan Price Sanctuary, which is jointly managed by the Forest Service and the State, is NOT an area where the tag will be mandatory. However, if and when the two agencies can agree on such a fee, this language provides that it could be so designated at a later date.

Rep. Williams hopes that this committee will consider adopting this amended version of HB 172.

There is someone here from the Department of Fish and Game who can answer questions about the bill and the amendments.

In closing, this bill is a revenue generating measure. It is aimed at enabling non-consumptive users to help sustain, enhance and expand watchable wildlife programs.

Rep. Williams appreciates your consideration of HB 172. Thank you.

(9)

Footer

Disabled veterans already get free licence
b (ii) ^{Thinks} Commissioner could add (all of western Alaska)
into this plan.

Insert "will" instead of "may" not be
required.
Commissioner might make subsistence user
little old lady out in Savoonga buy a permit
Serious considerations

Hanley says it may not be required.

Would like to limit law to two or three
areas + make the rest voluntary. Have
Department come back if they want
other areas

Return to subcommittee of Foster, Hanley
& Grossendort to address those
concerns.

Huffman Do - we charge for permit to get into
reserves. Genon - there is an application
fee but it doesn't pay for processing.
Permit for entry, permit for application
fee.

Fees set by reg

Alaska Wilderness Recreation and Tourism Association

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Steve Ranney
Fishing & Flying

Stan Stephens
Stan Stephens Charters

Eruk Williamson
Eruk's Wilderness
Float Trips

To: The Honorable Bill Williams
From: Nancy R. Lethcoe, President
Date: March 19, 1993



RE: HB 172 Watchable Wildlife Tag

The Alaska Wilderness Recreation and Tourism Association thanks you for your continued efforts on behalf of HB 172.

I have reviewed proposed amendments 650\E.3, 650\E.4 and 650\E.5 with our executive board. We support these amendments.

I raised AVA's concerns about limiting the commissioner's ability to make tags mandatory in additional areas again with the executive board. There is strong support of the bill's current language.

Again, we appreciate your support of this bill and hope that it will be passed out of the House Finance Committee quickly.

The Sonics were only a year old when Wilkens took command as player-coach. But in three seasons, his expansion team posted a .573 winning mark. For some bizarre reason, Sam Schulman acceded to the wishes of his general manager and gave Wilkens an ultimatum. He could play or coach, but couldn't do both. Wilkens said he'd like to play a couple of more years. Seattle was the city he had in mind. But the Sonics immediately traded him to Cleveland.

When he returned for the first time as a Cav, Seattle fans gave him a standing ovation that has never been equaled in emotion or duration.

WILKENS HAD a chance to coach the Trail Blazers, with a rookie named Bill Walton. But the the UCLA All-American suffered from both a stress fracture and bone spurs in one foot and ended the season in a cast.

His second year, Walton, in quick order, suffered a bad cut over his eye in a collision, hurt his leg in a car accident, caught a three-stitch elbow thrown by John Havlicek, broke his nose against the Sonics, missed five weeks because of a stress fracture in his leg, then refractured his wrist. Meanwhile, Walton had hired a Black Panther lawyer as his agent and in a public declaration called on the world to join him "in a rejection of the United States government."

With Walton mentally focused and physically healthy, Portland had championship potential, as Jack Ramsey later proved. Without Walton, the teams Wilkens coached between 1974 and '76 were talent-poor.

Wilkens returned to Seattle to give the city its only major league championship in the modern era of sports.

The Cavaliers (who won 29 games the year before he became coach) should hit or exceed 57 wins for the third time in the last five years.

"Lenny Wilkens is the best thing that has happened to me," said Cleveland's 12-year veteran, Larry Nance. "I've never had a better time playing basketball."

Talk about fun, how about Wilkens' Cavs and Karl's Sonics in the NBA championship series?

John Owen is a P-I staff columnist.

Program focuses on wildlife watching

By Greg Johnston
P-I Reporter

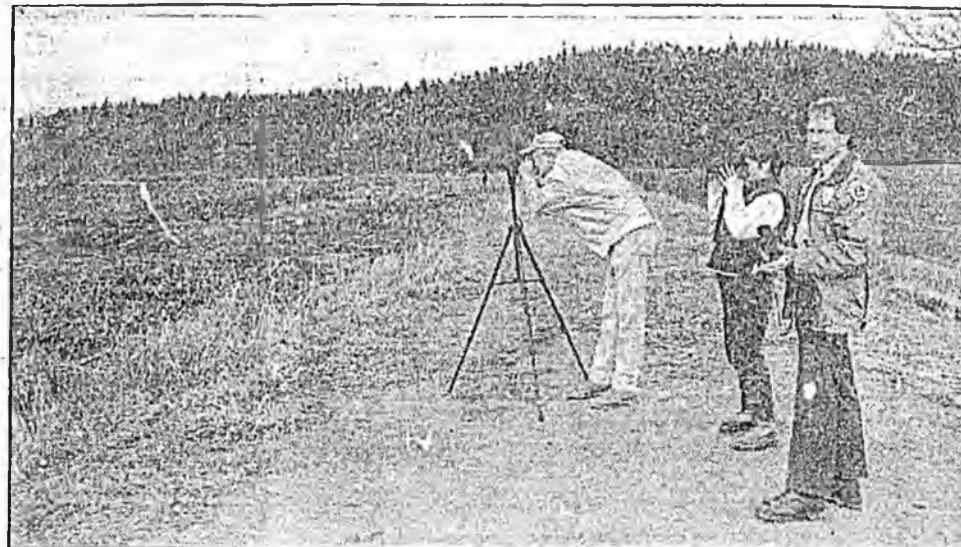
MOUNT VERNON — State wildlife managers see wildlife watching as something like a raccoon — cute, cuddly and seemingly harmless, but fully capable of biting you in the backside.

So they are hoping that a new cooperative project, the Washington Watchable Wildlife Program, will allow them to stroke this growing creature of a sport while keeping its teeth inside its mouth.

"We're trying to help all members of the public experience wildlife," said Ruth Milner, a biologist at the Department of Wildlife's Mill Creek office. "With the signs and things this program will make available, we can route people where we want them and away from areas where they would disturb wildlife."

The Watchable Wildlife program was started in Oregon in 1988 by Defenders of Wildlife, a national conservation group that brought it north last month, launching it here with the publication of a guidebook, "Washington Wildlife Viewing Guide" (Falcon Press, \$5.95).

The guidebook describes 90 view-



GREG JOHNSTON/P-I

Joe La Tourrette, author of a new guidebook to wildlife viewing in Washington, watches a flock of snow geese through a spotting scope during a tour of the Skagit Wildlife Area with area manager John Garrett and biologist Ruth Milner.

ing areas throughout the state, which in sum illustrate something fascinating about Washington: its mountains, valleys, inland seas, lakes and shorelines, combined with the ocean-driven weather that blows across it, make for a stunning variety of habitats and

thus wildlife.

In what other state can you find painted turtles, killer whales, rattlesnakes, caribou and king salmon?

"I would venture to say we have more wildlife diversity than maybe any other state in the country because of

our topography and climate," said Joe La Tourrette, a former state Wildlife Department official and author of the guidebook. "We go all the way from rain forest to desert and everything in between."

The new program provides a passport for novices to this wildlife-watching nirvana. The book is written mainly for the uninitiated, featuring mostly areas with easy access and providing a good distribution of sites, a variety of critters and places for every season.

It is not as if the public needs encouragement. Federal statistics show the popularity of wildlife-watching is increasing like deer after a warm winter.

Fish and Wildlife Service surveys in 1980 showed that 93.2 million Americans older than 15 participated in some form of "non-consumptive" wildlife use. By 1985, that number had increased to 134.7 million. However, while those numbers graphically illustrate the increase, they included casual wildlife observers, even those who watched an animal from their car while driving down the freeway.

In 1991, the service narrowed it down, counting 30 million Americans 16

See **VIEWING**, Page D3

Recruiting? Hawks embark on new NFL order today

By Clare Farnsworth

Don Maggs, a 6-foot-5, 290-pound tackle for the Houston Oilers, might not be too crazy about moving from a perennial playoff contender to a team that won just two games and had the NFL's worst offense last year. But his wife might fall in love with the idea of raising a family in Seattle.

Kelvin Martin, a kick returner/wide receiver who wants to reverse the order of the way he is perceived, and Ferrell Edmunds, a one-time Pro Bowl tight end who now is a backup, would be crazy to

where players are coming in and running and working out for you and then hurrying to the next team," said Tom Flores, the Seahawks' coach, general manager and detester of the league's former free-agency system. "This will involve a lot more."

Longer stays. Tours of not only the facility, but the area. Meetings with not only coaches, but players. Wining and dining, with wives included. Recruiting.

"It's very important for us to have players come here to show them what we have to offer, to convince them of our commitment and to show them the area. This is a great area, one of the things we



Kite reaches \$8 million with L.A. win

By Ken Peters
The Associated Press

LOS ANGELES — Tom Kite became golf's first \$8-million man yesterday, and he did it in dramatic fashion.

Four shots behind with seven holes to play, Kite made five birdies down the stretch to win the Los Angeles Open going away.

Winning for the second time in three tournaments, Kite earned \$180,000 for the victory at Riviera

Viewing:

From Page D1

and older as dedicated wildlife watchers, those who traveled more than a mile from their homes specifically to observe animals. The same survey showed 39 million Americans 16 and older fished and hunted in 1991.

Wildlife managers are treating the trend like they would a tranquilized timber wolf — with care, yet caution. That is because, although federal bureaucrats call animal observers "non-consumptive" users of wildlife, the mere presence of people can change wildlife behavior and make the difference between life and death.

John Garrett, manager of the state's Skagit Wildlife Area south of Mount Vernon, where thousands of hawks, eagles, snow geese, trumpeter swans, ducks and shorebirds winter each year, tells a flock of stories why.

"Weekend before last," he said recently, "I had probably 8,000 snow geese in the field right out here next to our headquarters. I went inside, and when I came back out, the birds were gone. Four people with cameras were standing right out in the field where the birds had been."

PHOTOGRAPHY fits naturally with wildlife-watching and it seems the desire for that perfect waterfowl-on-the-wing shot is often overwhelming.

"I've had about eight calls this winter from people about birders harassing snow geese," Garrett said. "What they do is just walk toward the birds until they flush."

One might wonder what it matters, considering it is legal to blow the feathers off any snow goose during the fall hunting season. The difference is that most waterfowl-watching is done in the winter, a critical time when the birds are attempting to fatten up for the spring flight north.

"In the case of snow geese, that's 2,500 miles," Garrett said. "You want to get the birds to the breeding grounds healthy so they can successfully reproduce their population."

A tangible example of such concerns is the current push by some members of the group The Nature Conservancy to restrict human activity upstream along the Skagit River to protect wintering bald eagles. A federal study in 1991 found that the heavy traffic of commercial eagle-watching raft trips and winter steelhead fishermen may be disrupting the eagles' feeding behavior.

"SOMEWHERE ALONG the line, the increased wildlife watching is going to have an impact on wildlife, and those are concerns we'll need to address," Garrett said. "What really needs to be stressed is that when you're out watching wildlife, you need to make sure you're not disturbing wildlife."

The classic disturbance story is that of the photographer who was killed by a grizzly bear a few years ago in Montana. When his film was later developed, it showed he had provoked the bear by pursuing it until he got too close.

Most don't take wildlife-watch-

When watching wildlife, make sure you're not disturbing wildlife'

ing to such lengths. Many are content to simply watch from a distance and enjoy. Many bird-watchers document their successes, recording sightings on a "life's list" of species they have seen.

"It's just something different to do, to get out and relax," explained Vic Nelson of Hansville, an avid birdwatcher. "Sometimes it's the challenge of seeing something different, seeing a new species. I just like all animals."

Some are as skilled as the best of hunters in silently getting within camera range of their subjects. One celebrated local photographer tells a story about being

attacked by a mother bird of prey after climbing to get a close-up of chicks in the nest.

Those are clear violations of animal-watching etiquette — approaching a nest and getting too close — which are listed in the program's viewing guide. Another tip in the book deals with the expectations of newcomers to the sport.

"Wildlife is really pretty unpredictable," said La Tourrette. "You really can't guarantee anything. A minor change in weather can change migration habits. They might not even stop in Washington."

Patience is advised, and a good way to boost success is to plan to visit two or more locations.

SPONSORS of the program, a cooperative effort also involving government and industry, include the U.S. Forest Service, U.S. Fish and Wildlife Service, the state departments of wildlife and fisheries, Ackerley Communications, Plum Creek Timber Co. and others.

Defenders of Wildlife, which has 80,000 members, is not, contrary to the perception of some, an anti-hunting animal-rights

group.

"The bottom line for Defenders of Wildlife is that, by getting people out watching wildlife and understanding wildlife needs, you'll increase awareness of conservation needs," said La Tourrette, himself a hunter. "I would never have become associated with them if they were an anti-hunting animals-rights group."

La Tourrette said federal and state sites involved in the Watchable Wildlife Program will be marked with signs bearing the project's logo, a pair of white binoculars on a brown background. The next step in the

program will be to find funding for the construction of viewing facilities such as interpretive centers and boardwalks.

Institutionalizing wildlife-watching through such a program marks a significant step for the Wildlife Department.

"Traditionally, we've been the agency of the fishers and hunters, and we don't want to abandon them," said Milner, the biologist. "But the more commitment we have from the public, the more support we'll get for wildlife. The Watchable Wildlife Program will help us increase the focus on non-game species."

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ALASKA'S WILDLIFE

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Special Edition

Alaska's
Watchable
Wildlife



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Special Thanks to Nancy Tankersley and
Division of Wildlife Conservation

Cover: Dall sheep, one of Alaska's most popular species to view, are also among the easiest to spot in the summer, when their white coats contrast with their alpine habitats. John Hyde photo.

Back Cover: Black bears, the most abundant of the three species of bears in the U.S., occur over most of Alaska's forested areas. John Hyde photo.

ALASKA'S WILDLIFE

The Magazine of the Alaska Department of Fish and Game

Volume 23, No. 2

March-April 1991

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Alaska's wildlands provide a rich variety of recreational and educational experiences found nowhere else in the world. This issue of *Alaska's Wildlife* focuses on wildlife watching opportunities in Alaska and their relationship to economics and conservation.

According to the National Survey of Fishing, Hunting, and Wildlife-Associated Recreation, more than 167 million Americans (about 75 percent) participated in hunting, fishing or wildlife watching during 1985. The survey also identified wildlife watching (including viewing, photography, and feeding) as the fastest growing segment of wildlife recreation, with 135 million participants age 16 years old or older accounting for \$14 billion in annual expenditures. The same survey estimated that 288,000 Alaskans participated in wildlife watching in 1985. Clearly, wildlife watching has become a significant and growing recreational pursuit in Alaska and across the nation.

Wildlife managers throughout the United States are being challenged by diverse and increasing demands for wildlife recreation while, concurrently, wildlife habitat is shrinking and becoming fragmented. Revenues to support management and conservation programs are also declining. In recognition of this dilemma and the burgeoning public interest in wildlife, state and federal wildlife agencies are embracing the national "Watchable Wildlife" initiative. The central focus of this initiative, which is endorsed by national conservation groups (including Defenders of Wildlife, Izaak Walton League, National Audubon Society, and National Wildlife Federation), federal land management agencies, and the International Association of Fish and Wildlife Agencies, is to promote and expand wildlife recreation and education. This, in turn, is expected to broaden public support and funding for the conservation of all wildlife species and their habitats.

Like our counterparts in Colorado, Montana, Oregon, and Wyoming, the Division of Wildlife Conservation recognizes the opportunity the "Watchable

Wildlife" initiative represents for enhancing wildlife recreation and conservation in Alaska. This should not be interpreted as abandoning our traditional hunting constituency, nor decreasing our efforts to provide for sustained yield of game resources. Rather, we are acknowledging an expanding public interest in wildlife conservation and management and we will begin broadening our programs to reflect that change. All wildlife users (including hunters, wildlife watchers, and tour operators) must recognize that the conservation of wildlife habitat is the common ground they share in their pursuit of wildlife opportunities throughout this remarkable state.

We have the opportunity in Alaska for developing a wildlife recreation and conservation program that could stand as a model for the world. There are few areas on earth that capture people's enthusiasm for experiencing wildlife and wildlands more than Alaska. Tourism has become a billion dollar industry in Alaska and our spectacular wildlife resources are one of the state's primary attractions. A brief glance at Alaska travel brochures lends credence to this point. Where else can you walk on an ocean beach and watch mountain goats, brown bears, bald eagles, and humpback whales; or hike a tundra ridge and observe caribou, Dall sheep, snowy owls, muskoxen, wolves, and hundreds of thousands of migratory birds? In east Africa where wildlife viewing and photography have become a major industry, they say, "If wildlife pays, wildlife stays?"

This issue of *Alaska's Wildlife* highlights some of the world's premiere viewing areas, explains how and when to find several of the sought-after species, and how we manage for wildlife viewing. You will also learn more about the importance of wildlife to the tourism industry and its potential economic significance to the state.

Although Alaska has outstanding potential for wildlife watching, we are at an early stage in our development of these new programs. One of our new projects, in cooperation with other resource agen-



John W. Schoen

cies, will be a revision of the department's *Guide to Wildlife Viewing in Alaska* as part of a new national series. A key to successfully broadening the division's wildlife program will be finding new alternative funding sources. Currently, over 80 percent of our division budget comes from hunters through the sale of hunting licenses and excise taxes on firearms and ammunition.

Successful conservation of Alaska's unique wildlife heritage will require broad-based public support and interagency cooperation. We believe that expanding wildlife recreational and educational opportunities in Alaska will increase the public's enjoyment of their wildlife resources, promote long-term conservation, and benefit the Alaskan economy. We welcome your ideas and comments as we begin our new and exciting journey toward expanding wildlife management on the last frontier.

John Schoen is the senior staff biologist for Conservation and Education, Division of Wildlife Conservation, ADF&G, Fairbanks.

W I L D L I F E W A A Growing National

Americans' love affair with the great outdoors traditionally has been expressed through sport fish and game activities. But more recently, the relationship has been marked by a growing national interest in wildlife viewing and appreciation. Wildlife viewers are becoming increasingly vocal on the need for more attention to all wildlife, including the 90 percent of all species that are neither hunted nor fished.

The 1980 U.S. Fish and Wildlife Service Survey of Fishing, Hunting, and Wildlife Associated Recreation showed that some 93 million Americans, age 16 years and older, participated in some form of wildlife viewing, feeding, or photography as a primary or secondary recreational activity. By 1985, the number had increased to nearly 135 million—a 43 percent increase. The 1986 report by the President's Commission on Americans Outdoors identified wildlife-associated recreation as one of the nation's most popular outdoor activities.

Effects on Federal Agencies

Several federal agencies have responded to this trend by integrating wildlife viewing into all resource planning efforts and developing new recreation and conservation programs. The U.S. Forest Service's (USFS) "Eyes on Wildlife" program has resulted in enhancements like viewing platforms and blinds and interpretative information for viewers. The Forest Service has also entered into an agreement with Defenders of Wildlife to coordinate the publication of a state-by-state series of wildlife viewing guide books.

The U.S. Fish and Wildlife Service (USFWS) has joined the charge by playing a prominent role in seeking funding for the federal Fish and Wildlife Conservation Act (1980). The Act (also known as the Nongame Act) was intended to provide funding

to state fish and wildlife agencies to develop and implement comprehensive wildlife conservation plans to benefit species overlooked by traditional game management programs.

The Bureau of Land Management (BLM) has also embraced this trend with enthusiasm, developing a strategic plan to implement more recreation and conservation programs to benefit viewers. BLM also deserves much of the credit for coordinating a partnership of 14 national agencies and conservation groups in a Memorandum of Understanding (MOU) to support wildlife viewing nationwide. Implementation of this national MOU offers exciting opportunities for cooperation among a variety of groups, including the military, federal natural resource agencies, the International Association of Fish and Wildlife Agencies, Defenders of Wildlife, Izaak Walton League, and other conservation groups to develop recreation, education, and conservation programs to benefit viewers.

One product of this partnership has resulted in the Federal Highway Administration adopting a binocular symbol as the official roadside logo for wildlife viewing areas. This logo will aid travelers in finding designated viewing sites along the nation's highways and roads.

Effects on State Agencies

In response to public concern, many state wildlife agencies began expanded efforts towards nongame species in the late 1970s and early 1980s. Funding for many of these programs was based on or enhanced by voluntary income tax donations. Although \$11-15 million has been generated by 34 states annually, most nongame programs have been underfunded and understaffed, constituting less than 3 percent of statewide wildlife management budgets. The voluntary nature of the



John Hyde

Recreation

by Sara Vickerman and Wendy Hudson

donations and growing competition from other income tax check-offs have rendered them an unreliable source of revenue. In any case, estimates are that at least 30 times the annual amount is needed nationally to conduct viable nongame and watchable wildlife programs.

At the same time, hunting has shown a steady decline nationally. In California, for example, the Department of Fish and Game posted a budget deficit of nearly \$10 million in 1990 and anticipates a deficit of \$12.6 million in 1991. "With their budgets still tied to license sales," writes Tom Arrandale in *High Country News*, "most state agencies lack the funds they need to protect nongame species and counter habitat destruction." In the face of declining hunting-related and nongame checkoff revenues, state wildlife managers are beginning to court additional political and financial support from wildlife viewers, most of whom do not fish nor hunt.

Wyoming was one of the first states to recognize that visitors were spending phenomenal sums annually to visit the state to enjoy its wildlife. The Wyoming Game and Fish Department, in coordination with their state tourism agency, developed a trademarked name, "Wyoming's Wildlife - Worth the Watching," and a professional public relations campaign to increase wildlife viewing tourism. Oregon, Montana, Utah, and Idaho also are developing viewing programs, and have published statewide viewing guide books as part of the national series with Defenders of Wildlife. Along with the guide books, these states have formally designated viewing sites, installed signs with the binocular logo, and developed interpretive materials for viewers.

In many of these states, it is hoped that by obtaining the political and financial support of hunters and wildlife viewers, and by enlisting the aid of the tourism industry, state conservation efforts can be expanded.

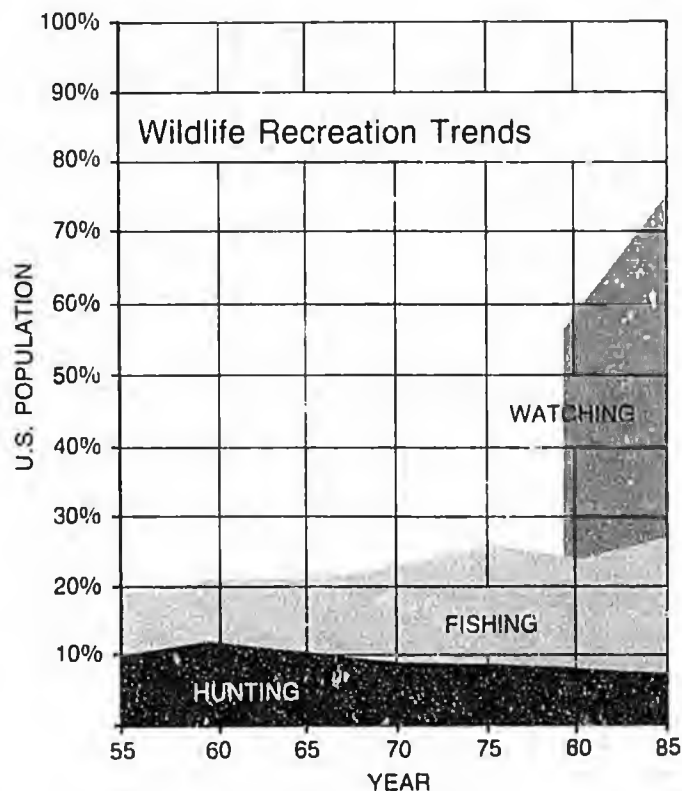
The Winning Formula

The ultimate success of these efforts, however, depends on our collective ability to maintain, and in some cases restore, habitat to support a natural diversity of wildlife. Recently, the U.S. Fish and Wildlife Service released its Strategic Planning Document that has as its centerpiece the conservation of biological diversity. The President's Commission on Americans Outdoors recommended the protection and enhancement of recreation opportunities on federal lands and waters, including long-term emphasis on conservation of natural resources. The commission also encouraged educators to integrate environmental issues into basic education, and urged federal resource agencies to help children experience the nation's diverse ecosystems.

For natural resource agencies, achieving broad conservation goals means making fundamental changes in policies, structure, funding, and constituencies. It means breaking out of the mold, taking risks, communicating with unfamiliar people, and accommodating the ecological requirements of some little known and unappreciated creatures and the vegetation upon which they depend.

Alaska has a tremendous opportunity--perhaps the last in North America--to design and implement a world-class wildlife recreation and conservation program, and to prevent the endangered species crises we have seen with alarming frequency in many other states. Defenders of Wildlife applauds the Alaska Department of Fish and Game for its interest in and dedication to the conservation of wildlife diversity, and for sharing its magnificent lands and inhabitants with those of us who are lucky enough to visit once or twice in a lifetime.

Sara Vickerman is Regional Program Director and Wendy Hudson is Communications Coordinator for the Defenders of Wildlife in Portland, Oregon.



How Much Is Wildlife Watching Worth?

by Daniel W. McCollum

Wildlife is a valuable resource. Most Alaskans already know that, but do they know just how valuable it is? According to a U.S. Fish and Wildlife Service survey, almost \$56 billion were spent on wildlife-associated recreation in the U.S. in 1985. Over \$14 billion of that was spent by wildlife watchers. Similar data show that \$44 million of economic activity in Montana was generated by wildlife watching trips. In an example I will come back to later, the State of Wyoming recognized that wildlife-related recreational activities in their state had an annual combined net economic value of \$102.3 million to residents and nonresident visitors, and that nonresident wildlife users accounted for a \$230.6 million annual impact on the Wyoming economy. That same kind of economic information can contribute to wildlife management and economic development in Alaska.

The concept of economic value is one we deal with every day. We go into the grocery store and compare prices. Is the national brand of peanut butter really worth 60 cents more than the store brand? Do we like walnuts in our chocolate chip cookies enough to pay \$4.00 for a pound of walnuts? Some of us do and some of us don't. The thought process that we go through in making those and other decisions, however, is exactly what economists try to capture when they attempt to measure economic value.

We are most familiar with placing values on goods and services that are sold in markets—peanut butter, walnuts, hockey tickets. But, are goods and services that are not sold in markets really any different? Don't we know our preferences for hunting and fishing, or wildlife watching, or wilderness camping as well as we know our preferences for walnuts or peanut butter? Most people do, but they are not used to thinking about market goods and nonmarket goods in the same terms.

Policy makers and resource managers are faced with a similar problem. Suppose a forest can be managed for timber or wildlife habitat, but not both. It is easy for a manager to determine the value of the land for timber production. Timber and other mineral resources are traded in organized markets. The benefits

of managing the forest for wildlife habitat are not so clear or so easily determined. They would include, but not be limited to, those gained by people hunting and watching the wildlife. That difficulty in obtaining information may result in alternative land uses (like wildlife habitat) being slighted when it comes to allocating resources. When that happens, managers are not making fully informed decisions and society's resources are not being allocated efficiently.

Economic value is distinct from economic impact. Economic impact measures market transactions related to a particular resource or activity and tracks those expenditures as they move through the economy. Economic value provides information on how much value individuals or groups place on certain resources or services. Gross economic value includes the market transactions tracked by an economic impact analysis. Net economic value (above and beyond all costs or market transactions) is what is typically used in policy analyses.

Over the last forty years economists have developed methods by which net values for nonmarket goods and services can be estimated. One approach, of which the 'travel cost' method is the most common example, is to use related goods and services, which do move through markets, to infer information about the demand for and value of nonmarket goods. "Travel cost" (essentially the cost of travelling to and from a recreation site) is used as a proxy for the price of a good called "recreational visits." Numbers of visits serve as proxies for quantity demanded or consumed. To illustrate, suppose the site considered is Denali National Park. It might cost \$50 for a trip to Denali if you live in Anchorage. It might cost \$150 if you live in Juneau. It might cost \$1500 for that trip if you live in Wichita, Kansas. One can observe how many trips are made to Denali from each of those places. Putting those pieces of information together allows estimation of a demand curve that can be used to estimate how much value visitors receive from a trip to Denali.

(Continued on page 40.)

WILDLIFE WATCHING IN ALASKA—WHAT'S IT WORTH?

by SuzAnne Miller

The image of Alaska as a wildlife haven has significant economic value which will only grow as wildlife continues to decline elsewhere. It is in Alaska's best interest to maintain and cultivate the resources upon which that image is based.

ADF&G's Division of Wildlife Conservation has initiated a research program to determine the economic value of Alaska's wildlife resources. It will allow the state to focus on wildlife as an economic resource which can be evaluated like other resources.

Research in the economic program is focusing on two areas: impact and value. A project has been started to estimate the impacts (the amount of money actually spent) of wildlife-dependent business activities on both the state and regional economies. This involves developing computer models which follow the flow of money generated by such businesses. This study will provide information on how much money comes in, where it comes from, who receives it, how much of it flows back out of the economies, and what jobs are created. This information will allow the state to examine the economic effects of different resource management decisions, to identify new business opportunities and to limit the flow of money outside the state. Alaska residents, nonresident visitors to Alaska, and Alaskan businesses will be surveyed to gather data on their respective expenditures.

Economic value data (how much a person values an experience, not how much they actually spend for it) will be collected through a series of site specific projects. For example, the Division of Wildlife Conservation cooperated with Yale University on an economic survey of wildlife watchers visiting the McNeil River State Game Sanctuary last summer. Results will be available later this year. Similarly, the division is cooperating with the University of Alaska Fairbanks to study the economic value of the Delta bison herd. Questions regarding economic value will be included on the surveys conducted for the impact study.

The difference between what a person actually spends for an experience (economic impact) and how much they would be willing to spend (economic value) is called consumer

surplus. Knowing the consumer surplus for specific wildlife dependent activities (watching, hunting, etc.) will enable the state to consider ways of capturing some of that surplus in the form of state revenues.

The trick is to devise methods of payment (hunting licenses, for example) and appropriate amounts which will not turn users away, but will bring their actual expenditures closer to their total values. The only way to achieve this is through knowledge of both their expenditures and their values.

With the help of the U.S. Fish and Wildlife Service's Federal Aid Program and with the U.S. Forest Service's Rocky Mountain Forest and Range Experiment Station, the Division gathered some of the nation's leading economists to develop a technically sound study plan. The results will be presented in a book entitled *Valuing Wildlife Resources in Alaska* to be published by Westview Press later this year. The book will establish the foundation for the division to proceed in applying economic principles to wildlife management issues.

Since wildlife and wilderness recreational opportunities are rural, they can be used to promote economic development and stability in remote areas where unemployment is high. Many wildlife-related business opportunities do not require large capital outlays, allowing entry by small operators.

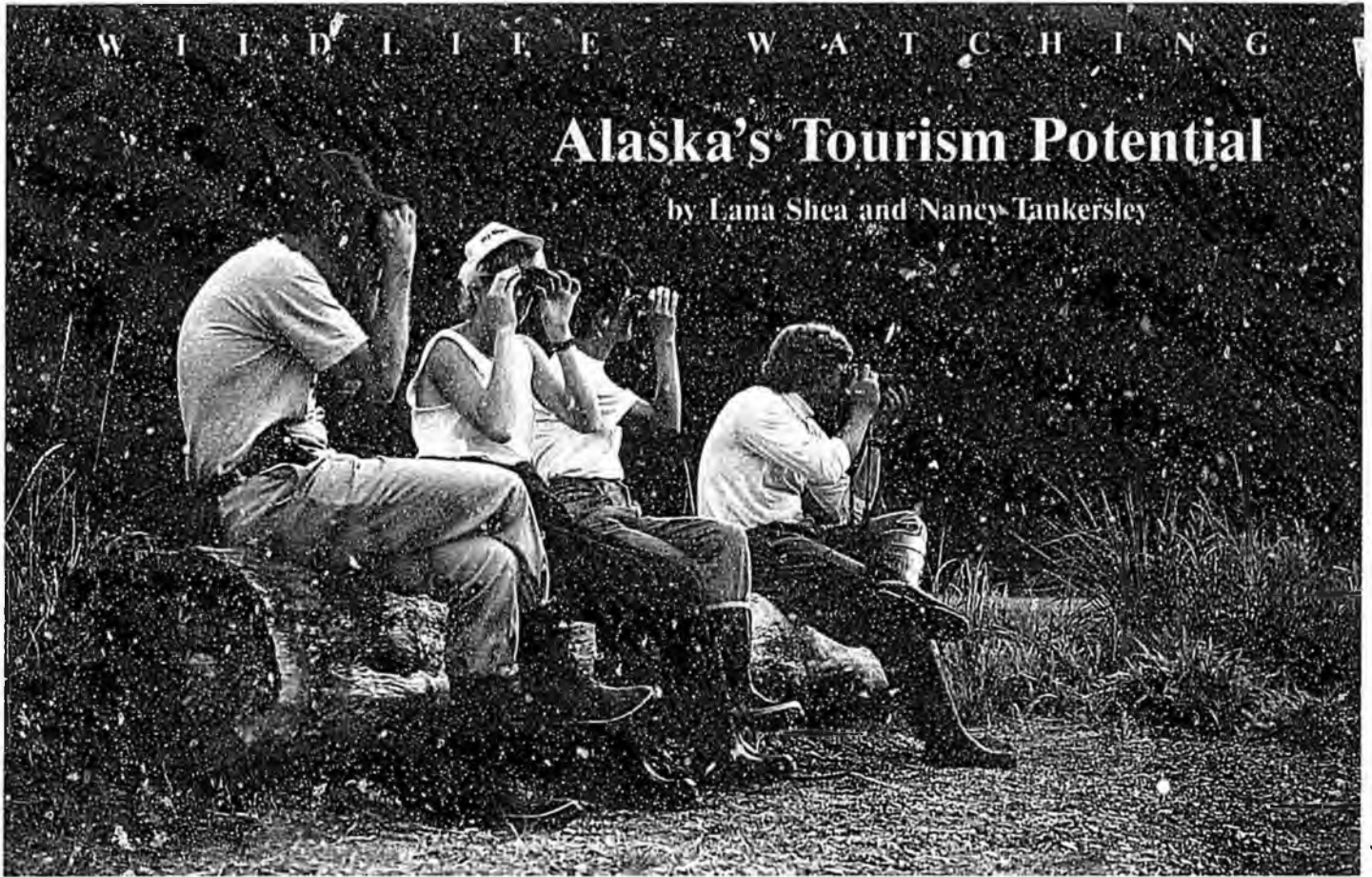
By studying potential visitor's preferences, the state can stimulate appropriate tourism to capture more money from visitors. Thus the state can identify new revenue sources from visitors without burdening Alaska residents.

Too often wildlife has been seen as an obstacle to economic development, rather than as an opportunity. Knowledge of the value of Alaska's wildlife will enable decision-makers to better select among resource management and development alternatives.

SuzAnne Miller is a biometrician with the Division of Wildlife Conservation, ADF&G, Anchorage.

Alaska's Tourism Potential

by Lana Shea and Nancy Tankersley



John Hyde

Alaska has an abundance of wildlife that visitors hope to see including species that are uncommon or endangered elsewhere, such as the brown bear, wolf, caribou, moose, bald eagle, trumpeter swan, peregrine falcon, and common loon. Large concentrations of seabirds, waterfowl, shorebirds, whales, and sea lions provide unparalleled viewing spectacles. Alaska hosts many Asiatic birds that are found only in North America.

These wildlife resources are big visitor attractions. Images of wildlife and wildlife recreation have been used successfully by state tourism agencies to lure visitors to Alaska. Passengers in cruise ships along the Inside Passage have indicated that wilderness and wildlife were their principal interests. Bird watchers from around the world flock to western and southwestern Alaska to view Asiatic and Alaska birds. Opportunities for wildlife viewing are even being used to lure convention business.

In Alaska, visitor surveys in 1985 and 1989 showed that interest in wildlife viewing was growing. Wildlife viewing was the activity with the highest level of participation in every region (from 27 percent to 67 percent of visitors in 1989), with bird-watching second. In fact, more visitors participated in wildlife and bird watching than in sport fishing, hunting, hiking, flightseeing or city tours.

The number of visitors to Alaska in the summer of 1990 was approximately 585,000, with summer tourism growing at an

average of about 4 percent per year. U.S. Fish and Wildlife Service surveys indicate that wildlife viewing tourism more than doubled from 1980 to 1985. All indications are that participation is growing in North America, as well as overseas. This indicates that the potential markets for wildlife viewing tourism in Alaska are large.

Other states and Canadian provinces have recognized the value of wildlife-related tourism and are taking steps to capture more of this growing market. Alaska was identified as a prime competitor of British Columbia (B.C.) in capturing this market because of the similarity of wildlands, wildlife, and viewing opportunities. Although B.C. is more accessible to many U.S. states, Alaska was acknowledged as a more obvious destination. The B.C. report states, "If any region of North America captures imaginations, Alaska is it."

Although Alaska tourism is currently a billion dollar industry, relatively little attention has been paid to the potential worth of wildlife resources to Alaska's economy.

Limited information from southeast Alaska indicates that in 1989 there were more than 180,000 visitors who participated in wildlife viewing, and businesses that marketed wildlife viewing as an important component of their services had 146,000 clients. These clients spent \$43 million on charter boat, kayak, canoe, raft, hiking, and flightseeing trips and remote lodges. Another indication of the importance of wildlife viewing to

(Continued on page 41.)



**“Come to Alaska.
Come see the land
where bald eagles soar
above your head.
Where whales dive and
otters splash right
before your eyes.
Where caribou, moose,
and bear roam free.”**

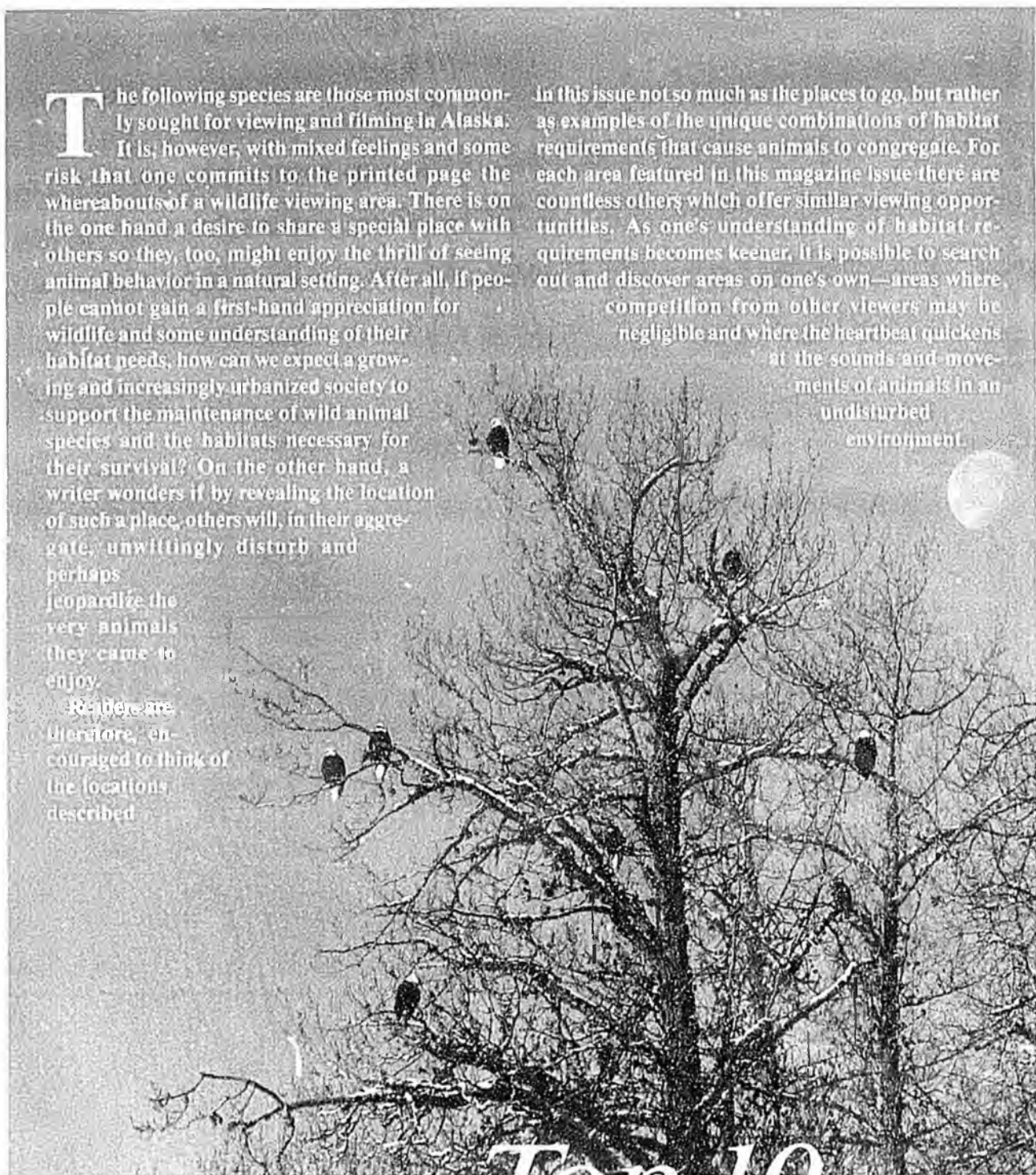
Recent advertisement by
Alaska Visitors Association
in several national magazines.

John Hyde

The following species are those most commonly sought for viewing and filming in Alaska. It is, however, with mixed feelings and some risk that one commits to the printed page the whereabouts of a wildlife viewing area. There is on the one hand a desire to share a special place with others so they, too, might enjoy the thrill of seeing animal behavior in a natural setting. After all, if people cannot gain a first-hand appreciation for wildlife and some understanding of their habitat needs, how can we expect a growing and increasingly urbanized society to support the maintenance of wild animal species and the habitats necessary for their survival? On the other hand, a writer wonders if by revealing the location of such a place, others will, in their aggregate, unwittingly disturb and perhaps jeopardize the very animals they came to enjoy.

Readers are, therefore, encouraged to think of the locations described

in this issue not so much as the places to go, but rather as examples of the unique combinations of habitat requirements that cause animals to congregate. For each area featured in this magazine issue there are countless others which offer similar viewing opportunities. As one's understanding of habitat requirements becomes keener, it is possible to search out and discover areas on one's own—areas where competition from other viewers may be negligible and where the heartbeat quickens at the sounds and movements of animals in an undisturbed environment.



Monthly Viewing Highlights

by ADF&G Staff

Here is a summary of some of the wildlife viewing opportunities that exist around Alaska each month. For more local detail, see *A Guide to Wildlife Viewing in Alaska* (see page 39 to get yours FREE).

JANUARY:

Chickadees, woodpeckers, redpolls and jays can be attracted to birdfeeders in forested areas throughout the winter.

Sitka black-tailed deer are sometimes seen along south coastal and southeastern beaches when heavy snow makes travel difficult at higher elevations.

Caribou are frequently visible from highways near Cantwell and Glennallen.

FEBRUARY:

Ravens begin pairing in late winter and their courtship antics and vocalizations can be enjoyed around many towns.

Arctic foxes roam widely across the pack ice searching for seal carcasses left behind by polar bears, but they also frequent northern coastal towns to scavenge.

Moose are frequently visible from highways in the Susitna Valley.

MARCH:

Bird migration begins in most of the state with the arrival of snow buntings.

Owls establish nesting territories by hooting and calling.

APRIL:

Waterfowl, shorebird and raptor migration begins in most of the state (earlier in Southeast).

Walrus, gray whales, and bowhead whales migrate along the southwestern and western coast.

Belugas and harbor seals congregate near southern river mouths to feed on smelt.

MAY:

Bird migration is in full swing. In coastal areas, look for ducks, geese, swans, cranes, loons and shorebirds. The Copper River Delta and some areas of Kachemak Bay host impressive numbers of shorebirds. Some waterfowl also migrate through mountain passes and river valleys.

Tree and violet green swallows look for nesting sites in natural tree cavities or nest boxes around residences.

This is a good time of year to observe bears, wolves, foxes and wolverines in open areas, while their darker coats contrast against remaining snow and before the vegetation leafs out.

JUNE:

Dall sheep ewes and lambs are often seen on the lower slopes of mountains feeding in the newly green tundra vegetation.

Enjoy courtship displays of cackling ptarmigan in alpine tundra, and listen to territorial songs of thrushes, kinglets, warblers and sparrows in forested areas.

Early June is the best time to see rare Asiatic birds in western Alaska.

JULY:

This is the best time to see seabird rookeries containing murre, kittiwakes, puffins and cormorants feeding their young.

Brown and black bears fish for spawning salmon along rivers and streams.

AUGUST:

Look for sharp-shinned hawks, merlins, and golden eagles migrating along ridge tops in alpine areas of central and southcentral Alaska.

After post-calving aggregations form during July, caribou begin migrating to their wintering areas.

SEPTEMBER:

Large concentrations of waterfowl occur in coastal wetlands.

Moose and caribou bulls have full antler racks, shed their velvet and begin aggressive rut behavior. Fall colors provide a magnificent backdrop to the action.

OCTOBER:

Hundreds of Ross' gulls occur offshore near Point Barrow and other coastal spits of land, providing a unique opportunity to view this Siberian bird.

Beavers renovate lodges and dams in southern areas in preparation for winter, mostly active in early morning and late evening.

NOVEMBER:

The largest known concentration of bald eagles in the world occurs along the Chilkat River near Haines, where they feed on spawning chum salmon.

Dall sheep and mountain goats perform rutting displays in alpine areas.

DECEMBER:

Look for wintering waterbirds by southern coastal waters, such as eiders, oldsquaws, scoters, grebes and loons. Bald eagles are often seen here too.

Moose commonly search for food in residential areas of Anchorage, especially when snowfall is deep. Look for tracks of wolves, wolverines, foxes, marten, mink, and river otter in fresh snow.

Eagle



John Hyde

by Marilyn Sigman

Alaska boasts four species of eagles: the better-known bald and golden eagles and the rarer white-tailed and Steller's sea eagles.

It is the stronghold of the bald eagle, which gathers in Alaska's Chilkat Valley during the winter in numbers unequalled by any other spot in the world for any species of eagle. Bald eagles nest throughout Alaska south of the northernmost tundra areas and are year-round residents of the southern coastline that remains ice-free during winter. They are most often located near their primary food source—fish. Thus, they reach often spectacular concentrations when the salmon are spawning in shallow rivers during summer and on into fall or when eulachon (a type of smelt) run several feet thick in estuaries in early spring in areas like Yakutat, Haines, Juneau, and in the Stikine River.

To spot bald eagles, scan the shorelines of the salt water or streams. Look for the prominent habitat feature—the tallest tree, the point of land which commands the best view of the water, or a small island, which is where you might see a perched eagle or a large stick nest. One of the best bets for a sighting

is from boats in the broad saltwater bays and channels of southeast Alaska's Inside Passage or of Prince William Sound. You are also likely to spot bald eagles along the road systems of many coastal communities, especially where the roads are close to the ocean or the mouth of a salmon stream during the spawning season.

Golden eagles are more limited in distribution but are often seen during summer by hikers or from cars as the eagles soar along alpine ridges in the Alaska and Brooks Ranges or circle far overhead. A single white-tailed eagle nested only in the Aleutians. Steller's sea eagles are documented on the Alaska Peninsula, and a single Steller's sea eagle is a recent summer resident of the lower Taku River. Trips to view these rare eagles are best arranged through tour guides which specialize in birdwatching tours or through local air charter operators.

Avoid disturbing eagles when they are on the nest or perched. Repeated flight, especially during winter when food supplies are low, can be costly in energy. Closer approaches are often possible by small boat (especially kayaks) or by using your car as a blind near a gathering spot.



Mark Newman

Sea Otter

by Ed Klinkhart

Sea otters, which number over 150,000 in the state, usually occur in shallow water along the shore, particularly in or near kelp beds. From a distance they may be confused with seals, but a sea otter spends most of its time on its back and usually rolls over and dives. A seal will usually sink straight down and disappear. A female otter will carry her pup on her chest. Young pups cannot dive; if you see a small ball of fur that is squealing its head off, leave it alone as its mother is probably feeding nearby. In areas of frequent boat traffic, otters will show little fear and can be closely approached.

Kodiak

Over 4,000 sea otters live near Kodiak. Most may be found near the northern part of Kodiak Island and throughout the waters of Afognak and Shuyak Islands. As sea otters are usually not seen from the city of Kodiak, transportation to outlying areas is necessary.

Seward

A few otters live in Resurrection Bay, and once in a while one will enter the boat harbor. If you want to view sea otters and other types of marine mammals, take a private or commercial tour to the Kenai Fjords. Most tour boats will visit Resurrection Bay, Aialik Bay, and Chiswell Islands. If you go farther west and are visiting the fantastic glaciers in Harris Bay, check out Northwestern Lagoon in the southwest corner of Harris Bay. At times, up to 100 otters may be found there.

Prince William Sound

In Valdez, a small group of sea otters can frequently be seen near the city dock and the state ferry terminal. Occasionally an otter will enter the small boat harbor.

If you are traveling by boat between Valdez and Whittier, watch for otters throughout Port Valdez and all along your route through northern Prince William Sound and in Passage Canal at Whittier, particular-

(Continued on page 20.)

Caribou

by Ken Whitten



K. R. Whitten

Caribou are the most abundant large mammal in Alaska. At approximately 800,000 animals, they substantially outnumber the human population. Caribou inhabit tundra and open taiga forests, are generally easy to approach, and are distributed throughout most of the state except for south coastal regions. Nevertheless, they are not always easy to find and can present some special problems for wildlife viewers.

To encounter the really large aggregations of migratory caribou requires flexibility, mobility, and more than a fair share of just plain luck. Alaska's really big herds—the Mulchatna (80,000), the Porcupine (180,000), and the Western Arctic (350,000)—inhabit remote, roadless corners of the state. To ensure success, a caribou viewer needs the flexibility to go where the caribou are, and not to some predetermined location where they may be in most years. The only feasible access is by air, and to maintain contact with the caribou requires a personal or charter aircraft at your disposal.

Most people don't have personal aircraft or don't want to spend their life savings on a long-term charter, even for a once-in-a-lifetime experience. Therefore, most folks who seek out the really big herds fly into a preselected spot in generally good caribou range that's usually a little easier (and cheaper) to get to and has nice scenery. They set up a base camp, go hiking, or float down a river. They'll

probably see a few caribou, and maybe even a lot, but the chances of finding the "motherlode" of caribou this way are pretty slim.

Although aerial access is best, that doesn't mean you cannot view caribou from roads. Far from it! A drive along the Denali Highway or through Denali Park will almost always turn up a few caribou for visitors in summer or fall. The North Slope portion of the Dalton Highway is almost a sure thing any time of the year.

Although closed to private vehicles, the Dalton Highway or "Haul Road" is open to business traffic, including tour busses, and is becoming one of Alaska's more popular tourist routes. Travelers along the Taylor, Richardson, and Glenn highways may be rewarded with sightings of caribou during late fall and winter. Recently, the Alaska Highway between Tok and the Yukon border has been particularly productive for viewing wintering bands of caribou from the Nelchina, Mentasta, and Fortymile herds.

Hikers can reach caribou reasonably easily on the Malcomb Plateau south of the Alaska Highway between Delta and Tok, or on backpack trips of varying length from the Denali Highway. In many years caribou can be found during June and October near Glacier Mountain off Taylor Highway. Caribou are also accessible in the mountains of the Kenai Peninsula and even on the flats near the Kenai Airport.



John Hyde

by David Kelleyhouse

Moose are the easiest of all Alaskan big game animals to view. Moose are well distributed throughout most of southcentral and interior Alaska, they are huge (over 1,000 pounds), and in summer love to venture out into Alaska's many roadside ponds to seek nutritious aquatic vegetation.

Some of the better moose viewing areas are found in southcentral Alaska from Glennallen down to the Kenai Peninsula. In the Interior, good moose viewing areas are Donnelly Dome south of Delta and along the Chena Hot Springs Road east of Fairbanks.

To view moose during summer months in interior Alaska, it is best to travel at night (it's light enough to see moose nearly all night long). Moose are most active when the light dims and temperatures cool during the evening hours. Use binoculars to search around the margins of ponds from vantages afforded by many highway turnouts.

The surest way to view moose in Alaska during the summer is to charter a light aircraft for a "flight-

Moose

seeing" tour offered by most Alaskan air taxi companies. Experienced bush pilots know the best places to see moose because these charter operators spend so much time in the air. A flight may also reward you with a bird's-eye view of Dall sheep, glaciers, and maybe even a bear or wolf. Again, be sure to schedule such a flight either early in the morning or late in the evening when wildlife tends to be most active in open areas.

Don't approach a moose too closely if you see one near the road. Cow moose with young cinnamon-colored calves can be particularly dangerous. Bulls are less aggressive except during late September when the breeding season, or rut, begins. All moose should be considered potentially dangerous because of their sheer size and power. These are wild animals and can instantly change demeanor from docile to threatening.

If you plan to photograph moose or other wildlife, consider using a camera equipped with a good telephoto lens and a sturdy tripod. If you have a 35 mm camera, choose a high speed film with a high ASA value (it's always printed on the box). Remember, most photo opportunities will probably occur under low light conditions and usually at considerable distance.

When viewing the ungainly moose, you should try to appreciate the animal for what it is—a large mammal uniquely adapted to life in the far north. The large ears and bulbous nose serve the moose well for sensing predators such as wolves and bears or potential mates during the rut. The long, hollow hairs ward off temperatures down to -70° F during winter. The moose's long legs allow it to wade into ponds in summer or through deep snow in winter in an endless quest for food.

Bear

Black bear



John Hyde

Species	Location	Season/ Dates	Access
Polar Bear	Kaktovik on the Northern Alaskan coast	Mid-September to when ice forms, usually in mid-October	Commercial airline to Kaktovik
Black Bear	Anan Creek in southeast Alaska near Wrangell	July through August	By boat or floatplane from Ketchikan or Wrangell
Grizzly Bear	Denali National Park and Preserve in interior Alaska	When the road opens til when the road closes, usually May-September	Parks Highway to park. Bus trips available.
Brown Bear	McNeil River State Game Sanctuary on the Alaska Peninsula	Mid-June through late August	Floatplane from Homer
Brown Bear	Brooks River in Katmai National Park and Preserve on the Alaska Peninsula	Peaks mid-July and again in September	Commercial jet to King Salmon-floatplane to Brooks camp.
Brown Bear	Stan Price State Wildlife Sanctuary at Pack Creek, Admiralty Island	Mid-July through mid-August	Floatplane or boat from Juneau
Brown Bear	Fraser River on Kodiak Island	Early July until early August	Floatplane via Kodiak to Fraser Lake

by Larry Aumiller

Viewing bears in Alaska requires careful planning before ever stepping foot into the wild. Although bear populations are thought to be healthy in most parts of Alaska, they are usually not concentrated in one place and can be difficult to locate.

Bears are also potentially dangerous although not nearly to the extent most people believe, and they require special considerations when your intent is to purposefully seek them out to photograph or watch them. It is recommended that people do not directly approach bears. In general, it is better to position yourself near areas where bears are commonly seen and let them move around you. Viewing in this manner allows bears to choose a distance that is com-

fortable for them.

The safest way to see bears is to visit the regular viewing areas listed below. These areas have bears that are somewhat used to seeing people and are generally less fearful when they do see humans. More importantly, these areas usually have management plans to minimize bear/human conflicts and field personnel to assist visitors.

In addition to these areas, bears can be seen at times in all of Alaska. The key to finding bears is an understanding of what bears eat. Except for denning, bears spend all of their time where they can best meet their nutritional requirements.

Long lenses, careful planning, and caution are recommended.

Facilities/Improvements	What you will see	Restrictions/Permits
Commercial accommodations in Kaktovik	The probability of seeing bears is further enhanced when whales are killed and butchered in the fall.	None
FS cabin, maintained trail, observatory	Black bears and occasional brown bears fish for salmon in creek	Reservations required for cabin well in advance
Tent campground and cook cabin	Grizzly bears graze and travel over tundra	Require campground reservations. Bus travel on most of road
Commercial lodge, campground and viewing platform	Numerous brown bears fish for salmon. Activity peaks in late July	April 1 application deadline for lottery permits issued for June, July, and August
Viewing platform, food cache, individual tent camping	Brown bears fish for red salmon in the Brooks River and at Brooks Falls	Campground limit, reservations necessary
Hotels, cabins, both inside and outside of the park	Brown bears fish for salmon in Pack Creek and intertidal area	Pre-registration recommended
Tents and cookshed provided	Brown bears catching salmon in Fraser River	Pre-registration required

Locations	Transportation	Special Points
St. Lazaria Island, Alaska Maritime National Wildlife Refuge	Commercial air or cruise ships to Sitka; charter boats out of Sitka.	A large tufted puffin colony (4,000 birds) is readily accessible by charter boats in good weather. There are few horned puffins.
Glacier Bay, Glacier Bay National Park	Commercial air or cruise ships to the park; charter boats from park head- quarters or private vessels from Juneau.	These are very small colonies totalling about 100 puffins, mainly tufted. Sightings are reliable and not limited by rough seas because of the protected nature of the bay.
Chiswell Islands, Alaska Maritime National Wildlife Refuge	Charter boats out of Seward; Seward is not road accessible.	These are the easiest large puffin colonies (over 5,000 of each species) to visit. Numerous large tour boats leave Seward for these colonies every morning.
Gull Island in Kachemak Bay, Seldovia Native Association	Charter boats out of Homer; Homer is road-accessible.	This is the easiest colony to visit because it is only three miles from shore in a protected bay and accessible in any weather. However, there are only a few hundred tufted puffins, with only an occasional horned puffin present.
Barren Islands, Alaska Maritime National Wildlife Refuge	The state ferry <i>Tustumena</i> from Homer to Kodiak or specially chartered boats out of Homer; Homer is road-accessible.	These are large, impressive colonies totalling over 150,000 tufted puffins and 10,000 horned puffins. The charter industry has not yet developed to provide regular service because of the distance from Homer (50 miles) and rough seas. A boat would have to be specially chartered.
Kodiak Island, various ownerships	Commercial air or the ferry to the island; roads go near some colonies or charter boats out of Kodiak.	Mainly tufted puffins. Puffins can occasional- ly be seen in the water from the road. Numerous small colonies located on offshore islands near the town of Kodiak and large col- onies at the Triplets and Cape Chiniak can be viewed from charter boats.
Baby Islands, Alaska Maritime National Wildlife Refuge	State ferr, <i>Tustumena</i> from Homer to Dutch Harbor or possibly a charter out of Unalaska; commercial air or the ferry to Unalaska.	This is an impressive colony of 150,000 tufted puffins. It has not been exploited by tourism because of its remoteness and the lack of charter operators in Unalaska. Thousands of birds can be seen in the water from the ferry, but the ferry does not go close to the colony.
Pribilof Islands, Alaska Maritime National Wildlife Refuge	Commercial air service to the islands; guided land tours access the colonies.	There are 5,000 mostly horned puffins on St. Paul and 30,000 on St. George. This is one of the easiest places to photograph puffins because it is one of the few areas where col- onies can be approached from land.



Puffin

John Hyde

by Poppy Benson

Opposite is a list of areas where both tufted and horned puffins can be viewed. The best viewing is in summer, June through the end of August, all during the day. Puffins will be found on steep grassy slopes and cliffs. Like many other seabirds, puffins nest underground. The toes of their webbed feet have sharp claws that are used to scratch out burrows three to four feet deep into the steep

hillsides of their nesting areas. At rockier sites where soil is scarce or non-existent, puffins nest on rocky slopes or cliff faces. Puffins may desert their nests if disturbed by humans during nesting. They are not a vocal bird. Binoculars or spotting scopes will help in viewing. Prepare for cold, rainy weather with the likelihood of rough seas.

Salmon

by Kent Roth

John Hyde



Alaska offers unequalled opportunities to view migrating and spawning salmon in their natural environment. While five species of Pacific salmon return to spawn in Alaska's streams during the summer and fall, not all are normally available to see at any given time each year. As a general rule, chinook salmon are the first to return each summer, primarily during June and July. Pink, sockeye, and chum salmon return to most area streams during July and August, while coho salmon generally arrive last in August and September.

To view fish in Alaska, you need only to find a clearwater stream that supports a run of salmon. A pair of polarized glasses can help to enhance the viewing. Counting weirs or natural stream obstructions such as small waterfalls are good places to view migrating salmon. While pink and chum salmon often spawn in the intertidal reaches of coastal streams, most salmon migrate upstream to areas of clear flowing water.

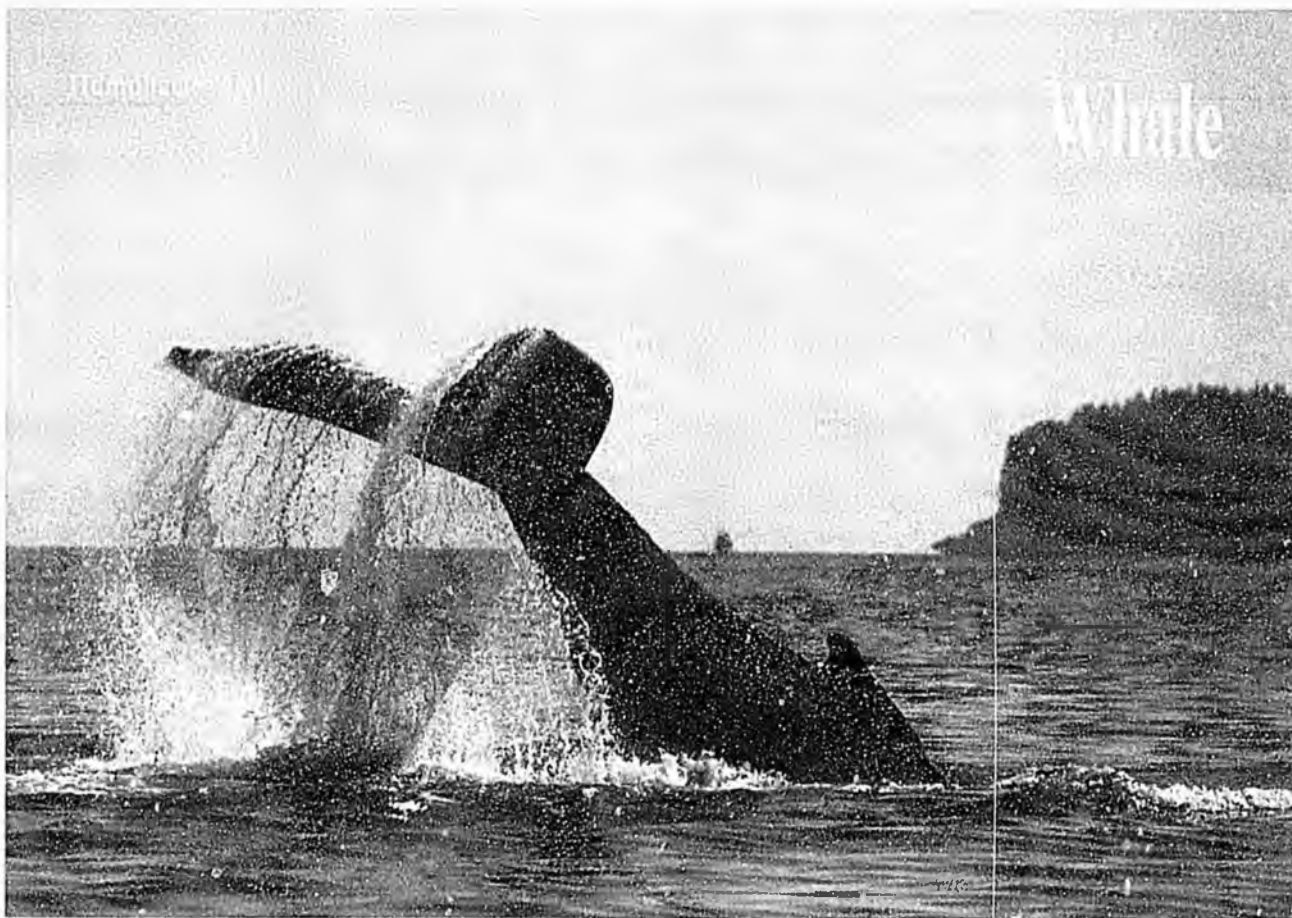
In southeast Alaska, most of the coastal streams have salmon present during at least a part of each year. Near Juneau, one of the best viewing areas is Steep Creek, which is on the road leading to the Mendenhall Visitors Center. Sockeye are abundant from late July through early September in this stream. Ketchikan Creek near the city of Ketchikan has three species of salmon which provide viewing

opportunities from late June through September. In Prince William Sound, the most convenient salmon viewing areas are in Valdez at City Limits Creek and in Cordova along the roadside stream.

In the Anchorage area, chinook salmon can be seen during July and early August in the South Fork of Eagle River, Ship Creek downstream of the Elmendorf Hatchery, Campbell Creek, and Potter Marsh along the boardwalk. Ship and Campbell Creeks and Potter Marsh are also good places to observe coho salmon from late August through September. Good viewing sites in late summer are the Bodenbug Ponds along the Old Glenn Highway and the spawning channels and viewing area in Portage Valley.

Near Fairbanks, numerous access points along the Chena Hotsprings Road provide opportunities to view chinook salmon in the Chena River from mid-July through early August. The Steese Highway parallels portions of the Chatanika River with viewing opportunities for both chinook and chum salmon, also from mid-July through early August. For those who may be traveling the Richardson Highway, sockeye salmon returning to the upper reaches of the Gulkana River drainage can be seen at the viewing area just downstream from the outlet of Summit Lake.

The numerous hatcheries around the state also provide excellent salmon viewing opportunities.



John Hyde

by Marilyn Sigman

While 14 different species of whales have been observed in Alaska's waters, the two species sighted with the greatest predictability are humpback whales and orca (killer) whales. Whales can sometimes be viewed from land, such as beluga whales, which occasionally travel up Cook Inlet near Anchorage, and gray whales, which may be sighted during their spring and fall migrations, but most sightings occur from on board boats and ships. Please remember, almost all species of whales in Alaskan waters are endangered and all are protected as marine mammals.

Humpback whales

Most humpback whales arrive on their summer feeding grounds in Alaska between mid-June and late July and stay until late September. The four major feeding grounds are in southeast Alaska, Yakutat Bay,

Prince William Sound, and the western Gulf of Alaska.

Look for a thick pear-shaped spout or "blow" to identify a surfacing humpback. The "humped" back of this species can frequently be seen as the whale dives. Its tail flukes are held high as it slowly slides beneath the surface. You may actually hear the slap of long thin white flippers on the water or a watery explosion as a humpback breaches, propelling itself completely out of the water and landing on its side with a tremendous crash and splash.

In July and early August, humpbacks can often be viewed in Icy Strait, near the entrance to and inside Glacier Bay National Park, in Stephens Passage, or in southwestern Prince William Sound. One of the lesser-known areas and times to view humpbacks is Frederick Sound in southeast Alaska around
(Continued on page 20.)

WILDLIFE VIEWING

Sea Otter

(Continued from page 11.)

ly in the Port Wells/College Fjord area.

Cordova has the distinction of being near the largest number of sea otters—1,000—of any Alaskan city.

Southeastern

Sea otters were re-introduced by the Alaska Department of Fish and Game in the late 1960s. Since that time, they have spread along the southeast Alaska coast, most occurring along the outer coast north of Sitka. They may commonly be seen in the area near Elfin Cove on Chichagof Island. If you are in Sitka and plan to visit the St. Lazaria Island bird rookeries, watch for sea otters there and around the southern end of Kruzof Island.

Whale

(Continued from page 19.)

Brothers Island in early September. Here, a late bloom of krill concentrates many of the whales from the entire region and provides opportunities to view many whales lunge-feeding, "bubble-net" feeding, and displaying.

Orcas

Orcas are perhaps the easiest whale to identify and one of the most fascinating. The first sight of an orca is usually the tall, dark dorsal fin, which can be 6 feet tall in males but is more curved and smaller in females and younger males. A closer look at surfacing orcas reveals the striking pattern of sharply-contrasting white and black.

Orcas are frequently seen in groups or pods. Resident pods can be found in the bays and inlets of southeast Alaska, Glacier Bay, and in Prince William Sound. Other pods are transient and travel over great distances in search of food. With both residents and transient pods occurring in Alaskan waters south of the Bering Sea, the possibility of seeing orcas always exists when travelling by boat.

Thanks to the following authors for writing the sections on the "Top Ten" species:

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Wildlife Conservation, ADF&G, Fairbanks

David Kelleyhouse (Moose),
Wildlife Conservation, ADF&G, Tok

Ed Klinkhart (Otter),
Retired from ADF&G (1960-79), Anchorage

Kent Roth (Salmon),
Sport Fish, ADF&G, Anchorage

Marilyn Sigman (Eagle and Whale),
Wildlife Conservation, ADF&G, Douglas

Robert Stephenson (Wolf),
Wildlife Conservation, ADF&G, Fairbanks

Ken Whitten (Caribou),
Wildlife Conservation, ADF&G, Fairbanks

GUIDE TO COLLECTING, BUYING AND SELLING WILDLIFE SOUVENIRS

by Marilyn Sigman

Finding an eagle feather on the beach or a moose antler on the trail is a special Alaska experience. For many people, seeing these signs of wildlife is reward enough, while others want to take something home to prolong the experience.

If you are a collector, you should be aware that there are laws concerning possession of wildlife parts that you find. While you may think that taking "just one" of something can't harm wildlife, remember that the laws were established to protect wildlife from illegal harvests and to protect species that are rare or endangered. Also, remember that the remains of wildlife, as they decay, play a part in the natural cycle if left where they are.

Here is a brief summary of state and federal laws that pertain to acquiring souvenirs.

1. Leave feathers and any other parts of birds, eggs, or nests where you find them. It is illegal to possess any part of a migratory bird, except when legally harvested. This pertains to most species of birds in Alaska except grouse, ptarmigan, crows, waterfowl, starlings, and snowy owls in a few areas of the state.

2. Parts of nonendangered marine mammals can be kept, but they must be registered with the National Marine Fisheries Service (offices in Anchorage and Juneau) or U.S. Fish and Wildlife Service (offices in Fairbanks, Anchorage, Juneau, and refuge headquarters in several locations). The majority of whale species in Alaskan waters are classified as endangered, so it's best to leave whale bones where you find them.

3. You can legally possess any part of a land mammal except the edible meat that you find, provided the animal died of natural causes. It's illegal to possess any part of a road-killed animal or animal that was killed illegally without special permission of state or federal wildlife officials.

Help stop illegal trade in wildlife parts. To protect Alaska's wildlife, including rare and endangered wildlife species, learn the rules for legal sales and purchases.

1. Big game trophies and bear skins can be sold only by people with a special permit from the Commissioner of Fish and Game. (These are rarely issued.) No other parts of a bear can be purchased, sold, or bartered. The skulls of big game cannot be bought or sold. Big game species are black bear, brown bear, bison, caribou, Dall sheep, deer, elk, moose, mountain goat, muskoxen, wolf, and wolverine.

2. Antlers or horns naturally shed or permanently removed from the skull may be purchased, sold or bartered, except in Unit 23 where caribou antlers must be naturally shed (that is, caribou antlers cut off of skulls can't be bought, sold or bartered).

3. The meat of game animals cannot be bought or sold except for hares and rabbits, and caribou in a portion of the state. The meat can be bartered under some circumstances.

4. Items made from walrus ivory or fossilized ivory, whale baleen, and other parts of marine mammals are sold in many giftshops. The use of Alaska marine mammals by Alaska Native artists is traditional and specifically permitted by the Marine Mammals Protection Act. However, it is illegal for anyone who is not an Alaska Native to buy raw (unworked) ivory or any part of a marine mammal that has not been "worked" by an Alaska Native and made into a traditional Native handicraft.

5. The importation of elephant ivory is illegal, but be aware that legal elephant ivory may be found in some Alaska giftshops. Elephant ivory can be distinguished from walrus ivory by its white color and criss-cross or striped grain. New (unfossilized) walrus ivory is mostly white but has a wide mottled core surrounded by a broad layer of smooth white ivory without any grain. "Fossil" walrus ivory will be slightly colored, usually in a shade of tan or brown.

For more details on clarification of wildlife laws, contact Alaska State Troopers, Fish and Wildlife Protection Division, or U.S. Fish and Wildlife Service Law Enforcement.

**REPORT ANY ILLEGAL OFFERS OF WILDLIFE PARTS FOR SALE TO
Alaska Fish and Game Safeguard. Call 800-478-3377.**

Wolf

by Robert Stephenson

Wolves are encountered in almost every habitat in Alaska, but the opportunity to watch wolves for long periods is greatest in open country. Alpine and subalpine habitat, as well as large, open river beds, provide best viewing opportunities. Some of the best areas include the northern mountains and foothills of the Brooks Range (including Denali Park), and the Chugach, Wrangell, and Talkeetna mountains. Large open river channels at lower elevations such as the Nabesna, Robertson, Johnson, and Wood rivers in eastern Alaska also offer good possibilities.

Wolves can be seen at any time of the year, but the summer months are the most practical. The warmer months are probably best for ground-based wolf watching. From mid-May through August, most adult wolves center their activity at dens or rendezvous sites where the pups are raised. It is best to stay well away from active homesites because wolves are sensitive to human intrusion in these areas. Older wolves hunt extensively around these sites and bring back food to feed the pups. These hunting adults can be seen during summer without disturbing dens.

Whether you reach a remote site using aircraft, or take advantage of roads or trails, you will greatly increase your chances by using a good quality spotting scope (variable power is best), folding tripod for the scope, a comfortable seat, an elevated lookout (a bluff or mountainside), and relaxed and patient attitude. Under these conditions, you have a good chance to see wolves as far away as 2 to 5 miles. A spotting scope will reveal a surprising amount of detail even at long range. Wolves, caribou, and Dall sheep can be seen at similar distances.

During summer, wolves are usually active during early morning and evening when temperatures are cooler, and when other animals are most active also. One of the nice things about wolf watching is that it puts you in an ideal position to watch other wildlife and enjoy the landscape as well. Alaska's long summer 'nights' are great times to be out and serious wolf



John Hyde

watchers often sleep during the day, like wolves, in order to take advantage of the better light and wildlife activity in the evening and early morning. Because weather can be chilly, even in midsummer, it is important to take warm clothes (winter gear is often just right for long periods of inactivity) and otherwise make yourself comfortable.

Wolves are great travelers and their tracks can be seen in soft soil, especially along waterways, and are easy to find and observe in snow. Wolf howls are also commonly heard in Alaska from late summer through winter, especially during the breeding season in February and March. Wolves often respond to human howls and these can be used to locate wolves.



John Hyde

by Wayne Heimer

Dall sheep are probably the easiest of Alaska's big game species to see. They are completely white and contrast starkly with the green meadows and dark rocks of their summer alpine habitat. Dall sheep can be seen from the highway in many areas of the state where treeless alpine tundra is nearby. The Cooper Landing Closed Area at Mile 41.1 of the Sterling Highway on the Kenai Peninsula; at Miles 104-106 along the Seward Highway; the Eklutna/Twin Peaks area (use the Glenn Highway Mile 26.3 exit); the Sheep Mountain Closed Area near Mile 106 and Mile 116 of the Glenn Highway, and Denali National Park are the best

Dall Sheep

places to see sheep from the highway or at marked pull-outs. Powerful optics like spotting scopes or high-powered (at least 10X) binoculars will help your viewing.

Dall sheep are rewarding to watch because they are intensely social animals and offer the serious observer an opportunity to see and interpret a fascinating series of behavioral displays. Many of these displays are well understood by humans as well as by sheep. An observer has only to recognize and interpret these behavioral displays to understand what is happening within the band to gather an increased appreciation for the importance of the social 'pecking order' in Dall sheep ecology.

The classic reference on sheep behavior is *Mountain Sheep, a Study in Behavior and Evolution* by Valerius Geist (University of Chicago Press, 1971). This reference will help the serious wildlife watcher make the most of watching sheep.

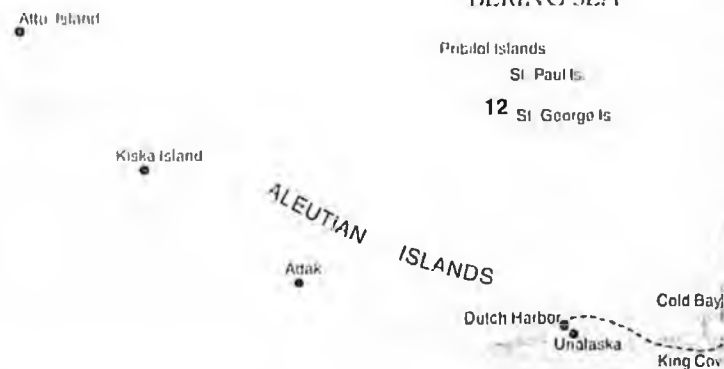
If you wish to go beyond casual roadside viewing, considerable effort is required. You will have to join the sheep in their environment. This requires that you equip yourself and develop the necessary skills and physical endurance. In short, you must prepare to go "sheep hunting" even though you do not plan to shoot one with a gun. Several good reference books covering equipment and techniques are available. The classic in this field is *Sheep and Sheep Hunting* by Jack O'Conner (Winchester Press, 1974). The tips it provides on stalking and advice on optics and backpacking equipment are common to both hunting and watching. You might also ask an experienced sheep hunter for advice. One hint: being downwind is more important than being out of sight.

The best times and places to see a broad array of Dall sheep behavior displays are during the rut, which is in late November and early December wherever sheep can be approached; and during the last half of June when sheep congregate at mineral licks.

If you are interested in this sort of "heavy duty" sheep watching, contact the ADF&G office in the area where you want to watch Dall sheep, and our wildlife biologists will be glad to help you.

GUIDELINES FOR WILDLIFE VIEWING

- Observe animals from the distance they consider safe.
- Approach wild animals slowly, quietly, and indirectly. Avoid sudden movements or surprise encounters at close range.
- Use binoculars for closer looks and long-range telephoto lenses for close-up photographs.
- Avoid the use of tape-recorded calls or other attraction devices.
- Always view nesting birds from a distance. Avoid the nests and never handle eggs or young.
- Avoid coming between or disturbing female animals and their young.
- Don't handle or adopt "orphan" animals, as parents are usually nearby.
- Don't feed wild animals. Feeding wild animals is against Alaska state law.
- Dispose of garbage properly. Wildlife can be endangered by discarded plastic or other garbage. Carry out all non-biodegradable trash from the backcountry. Dispose of food and human waste by burial at least 200 feet from water sources.
- Leash and control your pets.
- Learn bear safety. Write *Alaska's Wildlife* for a copy of "The Bears and You."



Wildlife Viewing Turnouts on Alaska's Highways

by John Wright

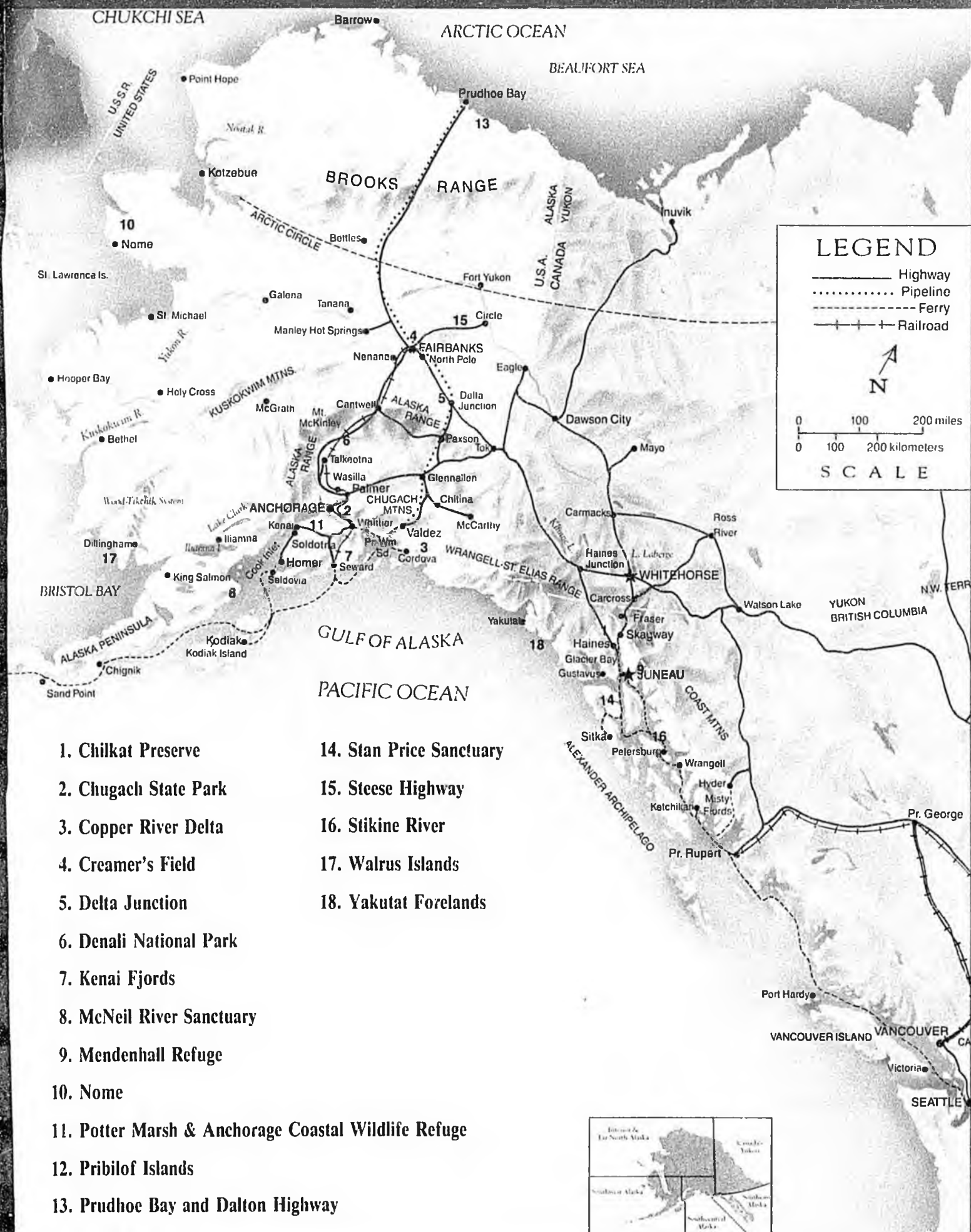
Many travellers on Alaska's highways wonder why they don't see more wildlife as they pass through vast stretches of wilderness. Part of the answer lies in the fact that productivity in the north is generally low—there are fewer animals per unit area in the north compared to warmer regions to the south. In many cases, however, wildlife are present and available for viewing, if only the drivers knew where to stop, the best times to look, and in which habitats to concentrate their search.

In the past year, Alaska Department of Fish & Game (ADF&G) biologists in Fairbanks suggested that the Alaska Department of Transportation (DOT) develop more roadside turnouts for wildlife viewing. The DOT responded enthusiastically and together with ADF&G organized an advisory group of experts in geology, botany, wildlife, and other fields of natural and human history to assist them in selecting turnout locations. Eventually we would like to expand the roadside turnout program and develop an integrated system of roadside interpretive sites throughout the state highway system, including the marine highway.

Initial efforts have focused on identifying sites along sections of Interior highways as they came up for repair or upgrading by DOT planners. Sections reviewed as of September 1990 included parts of the Alaska, Denali, Elliott, Glenn, Parks, Richardson, and Tok Cutoff highways. Limited only by safety and engineering constraints, DOT has been very receptive and is incorporating most suggestions into their work plans.

Natural history experts and highway planners are aiming to have the first of a new series of turnouts in place for the 1992 celebration of the 50th Anniversary of the AICan Highway. The "Alaska Highway Rendezvous '92" is being promoted by representatives from Alaska, the Yukon, and British Columbia. In Alaska, the Great Alaska Highways Society is developing a year-long calendar of special events and memorial programs along the Alaska highway system.

John Wright is a wildlife biologist with the Division of Wildlife Conservation, ADF&G, Fairbanks.



- 1. Chilkat Preserve
- 2. Chugach State Park
- 3. Copper River Delta
- 4. Creamer's Field
- 5. Delta Junction
- 6. Denali National Park
- 7. Kenai Fjords
- 8. McNeil River Sanctuary
- 9. Mendenhall Refuge
- 10. Nome
- 11. Potter Marsh & Anchorage Coastal Wildlife Refuge
- 12. Pribilof Islands
- 13. Prudhoe Bay and Dalton Highway
- 14. Stan Price Sanctuary
- 15. Steese Highway
- 16. Stikine River
- 17. Walrus Islands
- 18. Yakutat Forelands

Interior/Far North



John Hyde

Creamer's Field Migratory Waterfowl Refuge

Location and Access

Creamer's Refuge is located on the northern edge of Fairbanks, less than two miles from downtown. A large parking lot along College Road provides a good location to view birds in the fields. From the parking area, a self-guided nature trail passes through the forest and muskeg habitats. The original dairy farmhouse is being restored to serve as an interpretive center for the refuge.

Viewing Opportunities and Seasons

The main attraction of this urban state wildlife refuge is the thousands of migrating waterfowl and other birds that stop over in the cultivated fields each spring. A few hundred sandhill cranes remain through the summer months after most of the waterfowl have continued on to more northerly nesting areas. The forest and muskeg habitats on the refuge are home to a variety of mammals such as moose, red fox, snowshoe hare and red squirrel, and birds like the gray jay, black-capped and boreal chickadee, and nearly 150 other species. The historic barns and farm buildings, remnants of the gold rush period at the turn of the century, still stand in the fields.

Habitat

While most attention is focused on the farm fields, these cultivated fields actually comprise only a small fraction of the refuge. Most of the 1,776-acre refuge is covered by the vegetation types common to Interior floodplains, mixed spruce-birch forests and black spruce forests, shrub, and muskeg with ponds and seasonal wetlands. Recent habitat enhancement projects, in addition to the cultivated fields, include waterfowl nesting ponds, and crane roosting and feeding areas.

Advice and Cautions

Even though Creamer's is right in town, be prepared for mosquitoes during summer months.

Prudhoe Bay and the Dalton Highway

Location and Access

Prudhoe Bay can be reached only by air or tour bus. Access within the oil fields and on the northern portion of the Dalton Highway is restricted. Combined tours of the oil field and the Dalton Highway are available.

Viewing Opportunities and Seasons

An abundance of activity is packed into the short summer on Alaska's north slope. As snow melts off the tundra plain in early June, caribou calve and migratory birds arrive, court, and begin nesting. Many of the birds, such as loons, eiders, oldsquaws, and a variety of shorebirds nest only in northern wetlands and are of particular interest to bird watchers and others traveling to Alaska. Arctic fox are found in the oil fields, while grizzly bears and muskoxen are often seen a short distance down the Dalton Highway. Along the highway south to the Yukon River, moose, Dall sheep, and black bear also may be seen.

Habitat

The arctic coastal plain is mostly flat, wet tundra. Lakes and ponds are abundant throughout the region. From Prudhoe, the highway passes through upland and alpine tundra and then the boreal forest as it nears the Yukon River.

Advice and Cautions

Bring warm clothing, even in summer. If you are fortunate to arrive during warm, calm weather have a good supply of mosquito repellent ready.

Above: Caribou cross river in the Arctic National Wildlife Refuge during fall migration.

Right: Mt. McKinley in Denali National Park.

Denali National Park

Location and Access

Denali National Park may be reached from Anchorage or Fairbanks via the Parks Highway, the Alaska Railroad, or by small aircraft. Access within the park is strictly regulated. The National Park Service and private concessionaires offer shuttle bus service on the park road. Registration for camping and overnight hiking is required.

Viewing Opportunities and Seasons

The park provides excellent opportunities to view an assortment of wildlife as well as scenery. Grizzly bear, moose, Dall sheep, caribou, red fox, and sometimes even wolves may be seen, as well as beaver, marmot, pika, and arctic ground squirrel. For birdwatchers, there are resident species, such as the willow and rock ptarmigan, hawk owl, and gyrfalcon, and exotic long-distance

migrants like the long-tailed jaeger, northern wheatear, and arctic warbler. Most visitors come to Denali in the summer, but there are opportunities to enjoy the park in the winter as well.

Habitat

Much of the park is above tree-line, with alpine tundra, moist tundra and shrub habitats common. Forests are mostly black spruce, with some spruce-birch woods at lower altitude. Rivers, ponds, lakes, and glaciers abound.

Advice and Cautions

Denali is the most popular tourist destination in central Alaska. To prevent overcrowding, disturbance to wildlife, and destruction of fragile habitats, a number of regulations on access and behavior have been established. Follow bear safety instructions.

John Hyde

Steese Highway

Location and Access

The highway connects Fairbanks with the village of Circle on the Yukon River. Several campgrounds are located along the route, and side roads provide access to the White Mountains area.

Viewing Opportunities and Seasons

The Steese Highway provides access to several areas of interest: Eagle Summit, a number of trails and rivers within the White Mountains National Recreation Area and Steese National Conservation Area, historic and active gold mines, the Yukon River, and a hot springs. Eagle Summit is one of the most easily accessible examples of northern alpine tundra in the region. Alpine tundra animals include the hoary marmot, pika, caribou, ptarmigan, golden eagle, gyrfalcon, lesser golden plover, wheatear, water pipit, horned lark, Lapland longspur, and many others. The wide open expanses provide excellent vistas, and the opportunity to view the midnight sun at the time of the summer solstice. Winter recreational activities, such as cross country skiing, snow machining and camping, are promoted within the White Mountains by the U.S. Bureau of Land Management.

Habitat

Most habitats common to interior Alaska are represented along the Steese Highway, including forests of mixed spruce and birch, aspen, riparian white spruce, and black spruce, muskeg wetlands, shrub thickets, alpine tundra, rivers, lakes, and snow fields.

Advice and Cautions

Only the first 45 miles of the 160-mile-long road is paved. Use caution if dust limits visibility. Alpine areas are subject to cool temperatures and strong winds at any time of the year. Bring along an ample supply of mosquito repellent.



Interior/Far North

Nome

Location and Access

Nome is the transportation hub for the area between Unalakleet and Kotzebue. Regular jet air service is available from Anchorage, with local flights by smaller aircraft to surrounding communities. Three major roads fan out from Nome, providing access to a variety of coastal and interior habitats. Local air services provide access to Saint Lawrence Island (colonial nesting seabirds), Wales, and other birding hot spots.

Viewing Opportunities and Seasons

Nome lies on the Seward Peninsula, which juts west towards Siberia. Its location on the Bering Sea provides access to a variety of marine mammals and birds, and its proximity to Asia increases the chances of finding birds seldom seen on the North American continent. Walrus migrate offshore as the ice recedes in spring. Reindeer, herded by local residents, grizzly bears, red fox, arctic ground squirrels, and marmots are found on the tundra. Among the many birds that may be seen are the arctic loon, Aleutian tern, bristle-thighed curlew, bar-tailed godwit, snowy owl, gyrfalcon, bluethroat, and yellow and white wagtail—plus rarities such as great knot, rufous-necked stint, and red-throated pipit.

Habitat

This region lies west of treeline. Tundra habitats predominate, ranging from coastal salt meadows to wet lowland tundra and rocky alpine tundra. Shorelines vary from lagoon systems sheltered by sand spits to dramatic wave-washed cliffs.

Advice and Cautions

Weather in this maritime region is unpredictable; be prepared to wait out storms. As accommodations are often in short supply during the brief summer season, plan ahead and make reservations early.



Tourism Division

Delta Junction

Location and Access

Delta Junction is located at the intersection of the Alaska and Richardson highways, about 100 miles southeast of Fairbanks. The spring-fed rivers and lakes are accessible by road, as are the farm fields.

Viewing Opportunities and Seasons

Delta is best known for the free-ranging herd of wild bison that was introduced in the area in 1928. In the winter, the bison are usually found east of Delta Junction near the Alaska Highway, while in the summer they

graze on the Delta River floodplain west of Donnelly Dome and the Richardson Highway. Several spring-fed streams and lakes in the Delta area provide open water far into winter for late spawning salmon and a variety of birds, including bald eagles, dippers, and waterfowl. In spring these same areas host large numbers of migrant waterfowl. The farm fields of Delta are also excellent areas to view migrant birds—raptors, owls, waterfowl, and snowbuntings—in both spring and fall. The fields and neighboring shrub habitats are also preferred by sharp-tailed grouse, which perform unique courtship behavior on their “dancing grounds” in spring.

Habitat

The Delta area lies within the boreal forest region of interior Alaska but is unique because of the large area cleared for farmland and the abundance of spring-fed waters open through most of the winter.

Advice and Cautions

Ask permission before entering farmlands. Be prepared for strong winds and blowing dust along the Delta River.



Tourism Division

Walrus Islands State Game Sanctuary (Round Island)

Location and Access

These islands are approximately 70 miles southwest of Dillingham in southwestern Alaska and have virtually no amenities. An access permit is required to visit Round Island, and the numbers of campers and day visitors are limited. Most visitors arrive by charter boat from Togiak when conditions permit. Seasonal sanctuary staff ferry visitors from the boat or plane to the rocky shore via a small inflatable raft.

Viewing Opportunities and Seasons

Round Island, one of the islands in this remote state sanctuary, is home to a unique concentration of male walrus each summer. As many as 14,000 male walrus rest here between periodic feeding forays for clams and other shellfish. Up to 1,000 Steller sea lions haul out here, and hundreds of thousands of seabirds (mostly murres, kittiwakes, cormorants, auklets, puffins, and gulls) nest here. A small resident population of "tolerant" red foxes often allows good photographic opportunities as well. From late May through August is the best time to visit.

Habitat

The island habitats include marine waters, rocky shorelines, and moist alpine tundra.

Advice and Cautions

Travel to Round Island is expensive and can be dangerous. Visitors should be in very good physical condition and have appropriate clothing and gear for wet and extremely windy weather.

Above, top: Watching walrus, Round Island.

Above: Red foxes are commonly seen on Round Island.



Nancy Tankersley

Pribilof Islands, Alaska Maritime National Wildlife Refuge

Location and Access

These are remote oceanic islands off southwest Alaska, accessible by commercial air service from Anchorage during the summer. Portions of the islands are included in the 3.5 million acre Alaska Maritime National Wildlife Refuge, and other portions are occupied by year-round residents. Guided land tours and hotels are available.

Viewing Opportunities and Seasons

The Pribilof Islands have some of the largest seabird colonies in the northern hemisphere. Common nesting seabirds include fulmars, cormorants, murres, kittiwakes, auklets, and puffins, which are best seen from late May to early August. Sightings of rarer Asiatic birds mostly occur during migration in spring (mid-May to early June) and fall (early August to mid-September). The world's largest rookery for northern fur seals is on St. Paul Island, and harbor seals and Steller sea lions are also commonly seen during the summer.



John Hyde

Habitat

These islands have extensive rocky cliffs where the seabirds nest, and also have areas of coastal wetlands and tundra. Tundra wildflowers can be spectacular from mid-June through July.

Advice and Cautions

Bring appropriate clothes and equipment for foggy, windy, and rainy weather. Fog frequently closes the airport, so leave some flexibility in your travel schedule. A bird checklist is available.

Southwest/Southcentral

Potter Marsh and the Anchorage Coastal Wildlife Refuge

Location and Access

The marsh is located 10 mi/16.1 km south of downtown Anchorage along Mile 117 of the Seward Highway. A large parking lot north of the marsh can accommodate passenger cars and tour buses. From there, a 1,550 foot boardwalk provides excellent vantage points for viewing and photography by foot or wheelchair.

Viewing Opportunities and Season

Potter Marsh, part of this state-owned refuge, is Anchorage's most popular bird viewing area. From early May through early September, this wetland hosts migratory and nesting ducks, geese, arctic terns, grebes, shorebirds, and other wildlife. Bald eagles frequently soar overhead and three species of spawning salmon can be seen from July through early September from a boardwalk spanning a creek. Waterfowl and shorebirds can also be found on the rest of the refuge.



Mike Baron



ADF&G Norgame

Habitat

The 540 acres/219 hectares of wetlands in Potter Marsh were created by an embankment for the adjacent Alaska Railroad and enhanced by land subsidence following the 1964 earthquake. A spruce/hardwood forest bordering the marsh provides nesting areas for warblers, swallows, eagles, Bonaparte's gulls and other tree-nesting species, and forage and cover for moose and other wildlife.

Advice and Cautions

To reduce disturbance to nesting and resting birds, access at Potter Marsh is restricted to the boardwalk, and motorized vehicles are not allowed anywhere on the refuge. Bird feeding is not allowed. Travel on the mudflats west and north of the marsh can be dangerous because of soft mud and quickly rising tides. Use caution near the Rabbit Creek Rifle Range, just north of the marsh, which is part of the refuge.

Above: Students watch water birds at Potter Marsh.

Left: Canada goose and goslings at Potter Marsh.

Right: Dall sheep

Chugach State Park

Location and Access

The park is located in the mountains just east of Anchorage. A visitor center and trailhead are located at 13 mi/30 km Eagle River Road. Access from roads and trails also can be made from Eklutna, O'Malley, and Upper Huffman roads and the new Seward Highway. A few campgrounds and picnic areas are located on the periphery, and backcountry hiking, camping and skiing are very popular. A few trails are open to horseback riding, mountain biking, snow machine, and off-road vehicle travel.

Viewing Opportunities and Seasons

A wide variety of forest and tundra animals can be enjoyed in this 500,000 acre/202,000 hectare wilderness park, including moose, Dall sheep, black and brown bears, pikas, ptarmigan, eagles, ravens, and salmon. In summer, the alpine tundra hosts a variety of wildflowers and nesting birds, and spawning salmon occur in some creeks. In the



John Hyde

fall, moose gather in groups to rut. Winter is a good time to look for tracks of ptarmigan, weasels, and even wolves.

Habitat

Much of the park is alpine tundra, separated by glaciers and ice fields. At lower elevations, hemlock-spruce forests, spruce-hardwood forests, and shrub thickets occur, interlaced with lakes, rivers, and creeks.

Advice and Cautions

Stay alert while hiking to avoid close encounters with moose and bears. Avalanche danger is common in winter.

Copper River Delta

Location and Access

The Copper River Highway connects Cordova and the Copper River Delta. Cordova is accessible by daily air service or periodic Alaska Marine Highway ferries from Valdez.

Viewing Opportunities and Seasons

Up to 20 million migrating shorebirds and waterfowl occur on the delta and adjacent inlets each spring, with lesser numbers each fall. The delta has been designated part of the Western Hemisphere Shorebird Reserve Network for its importance as a resting and feeding area for Western sandpipers and dunlins during spring migration. A variety of other wildlife can be seen year-round in the area, including moose, mountain goats, black and brown bears, beavers, sea otters, harbor seals, sea lions, bald eagles, Canada geese, trumpeter swans, arctic terns, and seabirds. Sea ducks can be seen in winter and spawning salmon in fall.

Habitat

The coastal wetlands and mudflats are surrounded by tall shrub thickets and hemlock-spruce forest, with mountains and glaciers as a scenic backdrop. Scenic marine waters add diversity to this picturesque area.



ADF&G Staff

Advice and Cautions

Use caution to avoid close encounters with moose or bears, and avoid disturbing nesting birds. Soft mud and rising tides can entrap you.

Kenai Fjords National Park

Location and Access

The park is located close to Seward, where charter boats and planes can accommodate visitors. Exit Glacier is accessible by road and trail, with access for the disabled up to .25 mile from the glacier. Authorized commercial guides provide camping, fishing, and kayaking guide services.

Viewing Opportunities and Seasons

Thousands of seabirds, including puffins, kittiwakes, murre, and gulls can be found nesting along cliffs during the summer months. Bald eagles are com-

monly seen perched on the tops of spruce or hemlock trees year-round. Steller sea lions haul out on rocky islands, and harbor seals ride icebergs close to the tidewater glaciers. Other commonly seen marine mammals include porpoises, whales, and sea otters. Mountain goats, bears, moose, and other wildlife can also be found in the park.

Habitat

The park encompasses spectacular environments from marine waters, rocky coasts and steep forested terrain, up to alpine tundra, glaciers, and icefields.

Advice and Cautions

There are no overnight accommodations or food services in the park other than two public use cabins. Weather can change quickly, and you should be prepared for cold, wet, and windy conditions. Use caution to avoid dangerous encounters with bears.

Southcentral/Southeast

McNeil River State Game Sanctuary

Location and Access

This remote sanctuary is located approximately 100 miles southwest of Homer. Most visitors arrive by floatplane from Homer, with arrivals and departures coinciding with high tides. A permit is required to visit the falls during June, July, and August; the deadline for applications to enter the permit lottery is April 1. All visitors are accompanied to the falls by sanctuary staff.

Viewing Opportunities and Seasons

McNeil River State Game Sanctuary has Alaska's largest concentration of brown bears, gathering during the summer to feed on spawning chum salmon at the McNeil River falls. July is the peak month when up to 65 bears have been seen at one time. Red foxes, bald eagles, gulls, murre, and cormorants are commonly seen during the summer as well.

Habitat

This area is mostly open country, featuring creeks and rivers, shrub thickets, coastal wetlands, rocky shorelines and cliffs, and marine waters.

Advice and Cautions

Sanctuary staff are committed to providing a safe environment for bears and people and sanctuary regulations are strictly enforced. Weapons are allowed but not necessary. No bears or people have been injured since the permit system was initiated in 1973. All visitors must be self-sufficient as facilities are limited to a primitive campground with a cook cabin and an outhouse. Visits to the falls require a three mile hike, round trip. High quality warm clothing, rain-gear, and hip waders are essential, as the weather is frequently cool, wet, or windy. A good camera with a telephoto lens and lots of film are strongly recommended.



John Hyde

Chilkat Bald Eagle Preserve /Haines Highway

Location and Access

The preserve, a unit of the state park system, is accessible from Mileposts 19-26, north of Haines. The only facilities available within the preserve are portable toilets, garbage containers, and highway turnouts. Visitors stay in nearby Haines, which is accessible by ferry from the south, by regularly-scheduled air taxi flights from Juneau, or by highway from the north. During fall and winter, commercial tours provide transportation and guides for view-



John Hyde

ing and photography expeditions to view the eagle concentrations, while "do-it-yourselfers" who arrive without a vehicle can combine a hotel/motel stay with car rental. During summer, natural history-oriented tours of the Chilkat Valley are provided by commercial tour operators based in Haines.

Viewing Opportunities and Season

The winter gathering of bald eagles on their "council grounds" to feed on salmon in the Chilkat River is the largest gathering of eagles in the world. Numbers of eagles begin building up in late September and peak as high as 3,500 in November. High numbers usually remain into January, unless cold weather freezes over the open channels sooner.

Habitat

A 48,000-acre preserve surrounds the unique stretch of the Chilkat River where upwellings of warm water below

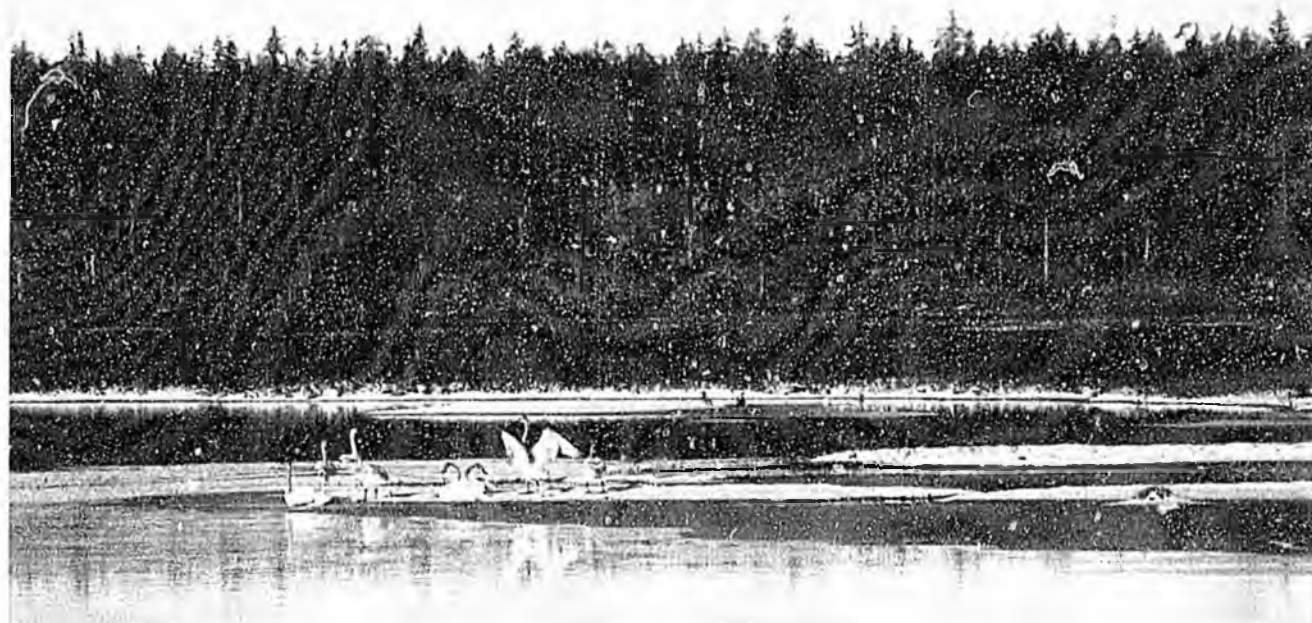


John Hyde

the massive Tsirku River alluvial fan persist late into winter. The late fall run of chum salmon attracts the large numbers of eagles because it is their sole abundant food source during late fall and early winter.

Advice and Cautions

Park only at turnouts along the Haines Highway. To reduce disturbance to the eagles, view and photograph them from a distance, using binoculars and telephoto lenses. Remember that the birds cannot afford unnecessary expenditures of energy during this stressful period.



R. E. Johnson

Yakutat Forelands

Location and Access

The coastline of the Yakutat Forelands is truly remote, accessible only by boat or plane specially equipped to land along the long stretch of broad, sandy beaches. The nearest community is Yakutat to the west. Yakutat-based air taxi operators provide charter service, and the U.S. Forest Service maintains several public use cabins located on or near the coastal lagoons.

Viewing Opportunities and Seasons

The coastal Yakutat Forelands area is another high-ranked birdwatching area in southeast Alaska during migration and provides opportunities for outstanding wildlife viewing along coastal lagoons throughout the summer. In early spring, the lagoons teem with eulachon making their upstream spawning run, and the sandbars are crowded with eagles, gulls, and waterfowl. May

brings migrant birds, and large numbers of waterfowl and shorebirds use the beaches and lagoons to rest. Subsequent summer salmon runs attract concentrations of eagles, gulls, and brown bears, and moose are common.

Habitat

As the Akwe, Italio, Dangerous, Ustay, East, and Doane rivers flow from the Brabazon Mountains and reach the vicinity of the ocean, they meet the strong coastal forces that build up and maintain 60 miles of sandy beaches along the unprotected Gulf of Alaska coast. Bending sharply to the west behind the beaches, the rivers form

shallow lagoons. The riparian forest follows the course of the rivers, and the lagoons comprise diverse and productive areas of wildlife habitat.

Advice and Cautions

While camping is possible, staying in a cabin will likely make for a more comfortable stay because Yakutat weather is usually wet, windy, and changeable. Be aware of tides. Forging rivers may not be possible at many tidal stages.

Page 32:

Top: Brown bears feed on salmon at McNeil River falls.

Middle: Female chum salmon struggles up natal stream to spawn.

Bottom: Bald eagle, with chum salmon, Chilkat River.

Page 33:

Above: Trumpeter swans and mallards, with Mt. St. Elias in background, Yakutat Forelands.



John Hyde

Stan Price State Wildlife Sanctuary/Pack Creek

Location and Access

The refuge is located 28 miles south of Juneau on Admiralty Island. Access is by charter boat or air taxi from Juneau. Guided tours are available from commercial tour operators. Some visitors arrive by kayak, available for rental in Juneau, but the required open water crossing between Juneau and Admiralty Island can be difficult in bad weather. Primitive camping is allowed in designated areas.

Viewing Opportunities and Seasons

Located on Pack Creek, the Stan Price State Wildlife Sanctuary is becoming increasingly popular for its opportunities to view and photograph brown bears in July and August. A small portion of the famed Admiralty Island "Fortress of the Bears," the Pack Creek area has been closed to bear hunting for many years and is jointly managed by the U.S. Forest Service and the Alaska Department of Fish and Game. The bears tolerate a certain amount of human presence and visitors can view and photograph bears fishing for salmon and interacting. Sows and sow-cub groups are the primary users. The salmon runs attract bald eagles and gulls as well.

Habitat

Pack Creek is typical of many streams on the large islands of the Alexander Archipelago. It passes through the coastal spruce-hemlock forest and supports runs of pink and chum salmon which attract bears and other predators. A broad estuary and tidal flat at the stream's mouth is used frequently as a travel route and resting area by bears.

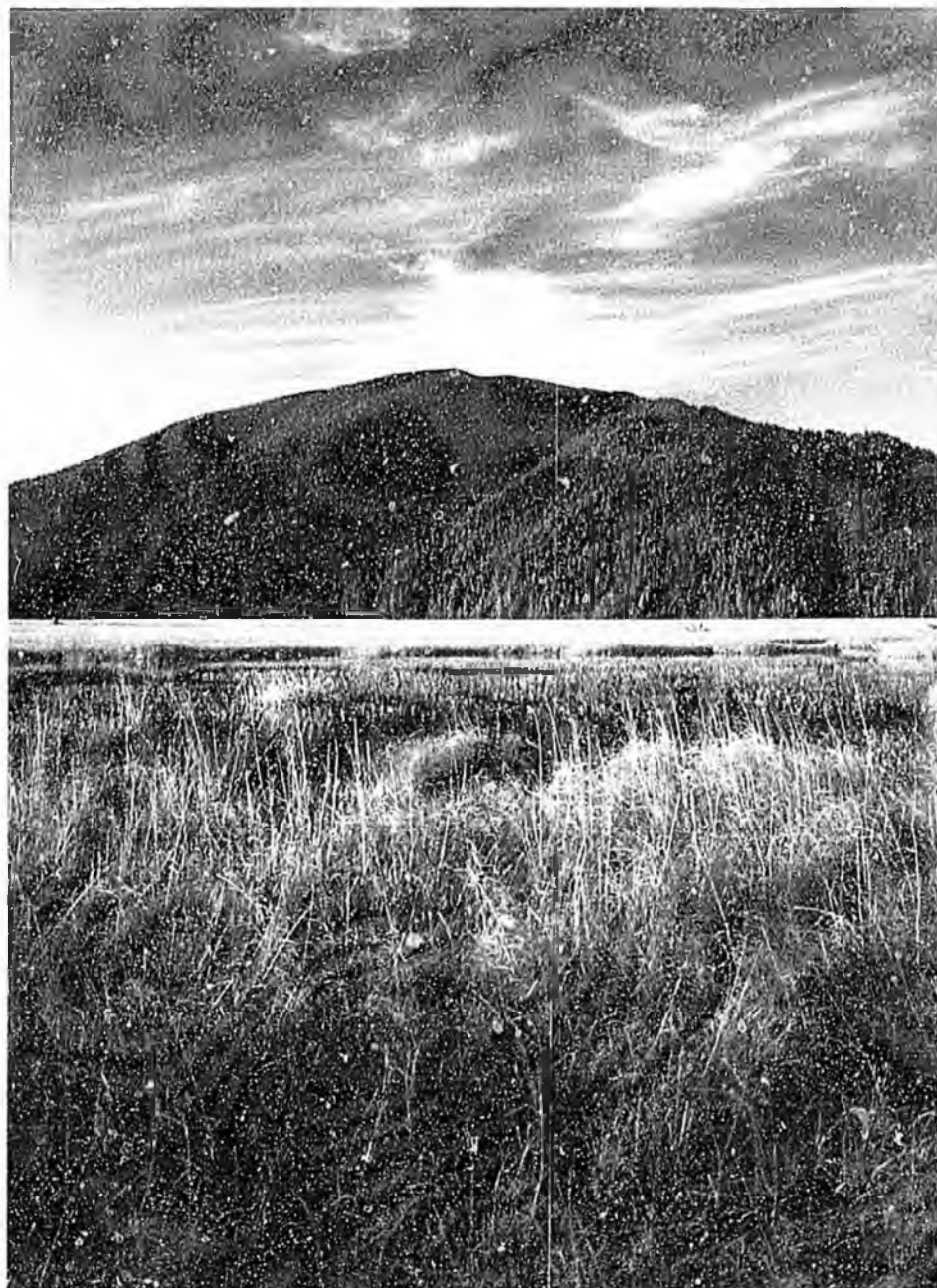
Advice and Cautions

Brown bears can be extremely dangerous and unpredictable. Visitors must obtain a permit from the U.S. Forest Service in Juneau or the Regional Division of Wildlife Conservation office in Douglas. Permits are free and currently not limited to a specific number each day. An orientation to the area and rules to increase (but not guarantee) your safety in the area are provided upon arrival.



John Hyde

Top: Viewers look for brown bears at Stan Price State Wildlife Sanctuary. **Left:** In her younger days, this female was a nuisance to Pack Creek visitors. With better management systems now in place, she has gotten over her bad habit of looking to people for food.



bald eagles, mergansers, and glaucous-winged and mewgulls to the Flats.

Habitat

The Stikine River Valley is a corridor between the continental climate and boreal forest habitats of interior British Columbia and the maritime climate and coastal forest and wetlands at its mouth. The valley provides a natural migration pathway for birds and a diversity of habitats for nesting birds and for mammals such as moose, bear, and furbearers. Migrating shorebirds gather on sand bars and along the shores of sloughs while waterfowl and swans concentrate in ponds, lakes, and marshy wetlands of the delta.

Advice and Cautions

If you plan to travel on the river by boat, be aware of and prepared for the fairly sudden changes in water level that can occur following storms or warm weather that accelerates glacial melting in headwater streams. If you plan to travel or stay on the Flats, get as much information as possible about the tidal movements where you will be.

Pat Costello
The Stikine River Flats, a major migratory stopover for birds, is one of Southeast's leading birdwatching areas.

Stikine River Flats and Valley

Location and Access:

The closest communities are Petersburg, 25 miles to the northwest, and Wrangell, four miles to the south. Access is possible by boat or air charter, but boat access to some areas is limited to high tides and may require local knowledge of channels. The U.S. Forest Service maintains a number of public use cabins which provide a good base for birdwatching and photography.

Viewing Opportunities and Season

The Stikine River Flats at the mouth of the Stikine River is one of two high-ranked birdwatching areas in southeast Alaska. The Flats provide a major migratory stopover for birds during April and October. Spectacular concentrations of snow geese, trumpeter swans, sandhill cranes, and a variety of shorebirds dot the flats. The April eulachon run also attracts large concentrations of

Southeast

Mendenhall Wetlands State Game Refuge

Location and Access

The refuge, in the Juneau area, is located along three miles of the Gastineau Channel. A large portion can be viewed from Egan Expressway or the North Douglas Highway. A number of access points exist from the Juneau or Douglas Island road system. The refuge is closed to off-road vehicles. A viewing platform is found off the southbound lane of Egan Expressway just past the Sunny Point turnoff.

Viewing Opportunities and Season

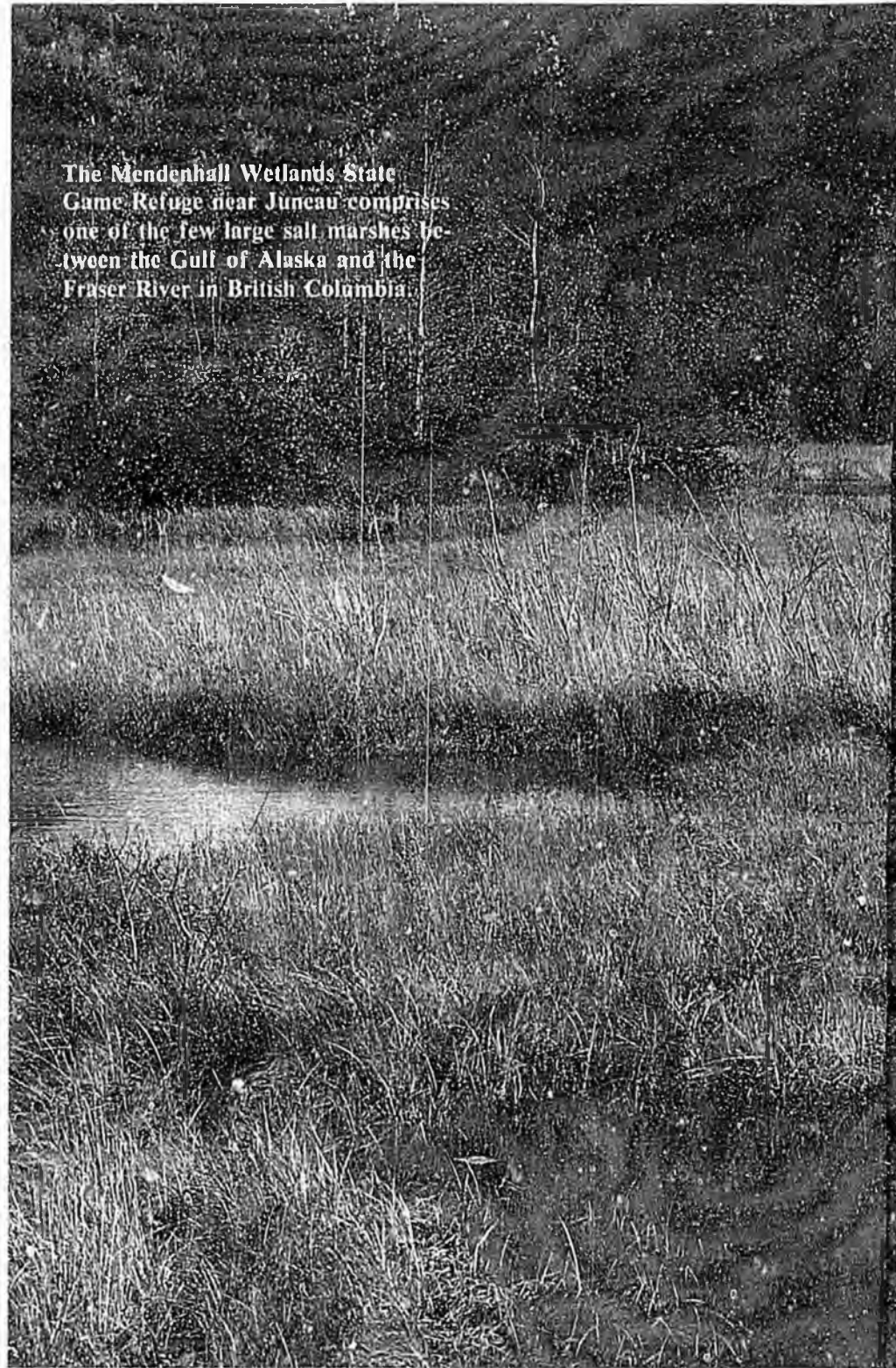
Mendenhall Wetlands State Game Refuge is Juneau's most popular bird viewing area. From mid-April through May, the large salt marsh is an important link in the chain of widely-separated "stop-over" areas for coastal migrants. Pintails, mallards, teal, American wigeon, and shovellers pass through on their way to northern nesting grounds, yellowlegs and other shorebirds probe the mud, and warblers and sparrows feed in alder and willow thickets. Nesting is dispersed and limited during summer, but a variety of birds can be observed. Herons, bald eagles, Vancouver Canada geese, and many species of waterfowl are winter residents in open water areas.

Habitat

The 3,789 acre refuge includes a tidal salt marsh with a variety of coastal habitats including grass/sedge communities, sand and mud flats, ponds, and tidal channels. Portions of several small streams and the large glacial Mendenhall River are included in the Refuge as are the estuarine habitats at stream mouths in Gastineau Channel.

Advice and Cautions

Avoid crossing private property or fenced airport areas to gain access to the



The Mendenhall Wetlands State Game Refuge near Juneau comprises one of the few large salt marshes between the Gulf of Alaska and the Fraser River in British Columbia.

refuge. Keep pets on a leash or under voice control at all times and do not allow them to chase birds. When cross-

ing the tideflats, check a tide table before crossing tidal channels to avoid being isolated by rapidly-rising tides.

John Hyde

For Further Information

Chilkat Eagle Preserve

Alaska State Parks
400 Willoughby Street
Juneau, AK 99811
Phone: (907) 465-4563

Chugach State Park

Alaska State Parks
P.O. Box 107001
3601 C Street, 12th floor
Anchorage, AK 99510-7001
Phone: (907) 762-2600
or in Eagle River
Phone: (907) 694-2108

Copper Delta

Chugach National Forest
P.O. Box 260
Cordova, AK 99574-0280
Phone: (907) 424-7661

Creamer's Field

Alaska Dept. of Fish & Game
Division of Wildlife Conservation
1300 College Road
Fairbanks, AK 99701
Phone: (907) 456-5156

Delta Junction

Alaska Dept. of Fish & Game
Division of Wildlife Conservation
P.O. Box 605
Delta Junction, AK 99737-0605
Phone: (907) 895-4484

Visitor Information
(May to September)
Phone: (907) 895-9941

Denali National Park

Denali National Park and Preserve
P.O. Box 9
Denali Park, AK 99755-0009
Phone: (907) 683-2294

Alaska Public Lands
Information Center
605 W 4th Avenue
Anchorage, AK 99501
Phone: (907) 271-2737

Kenai Fjords

Kenai Fjords National Park
P.O. Box 1727
Seward, AK 99664-1727
Phone: (907) 224-3175

McNeil River

McNeil River State Game Sanctuary
Alaska Dept. of Fish and Game
333 Raspberry Road
Anchorage, AK 99518
Phone: (907) 267-2180

Mendenhall Refuge

Refuge Manager
Alaska Dept. of Fish & Game
Division of Wildlife Conservation/
Division of Habitat
P.O. Box 240020
Douglas, AK 99824-0020
Phone: (907) 465-4265/4290

Nome

Alaska Dept. of Fish & Game
Division of Wildlife Conservation
Area Biologist
P.O. Box 1148
Nome, AK 99762-1148
Phone: (907) 443-2271

Potter Marsh

Anchorage Coastal Wildlife
Refuge Manager
Alaska Dept. of Fish and Game
333 Raspberry Road
Anchorage, AK 99518-1599
Phone: (907) 344-0541

Pribilof Islands

Alaska Maritime Wildlife Refuge
P.O. Box 3069
Homer, AK 99603-3069
Phone: (907) 265-6546

Prudhoe Bay

U.S. Bureau of Land Management
1150 University Avenue
Fairbanks, AK 99709
Phone: (907) 474-2300

Princess Tours
3045 Davis Road
Fairbanks, AK 99709
Phone: (907) 479-9640

Gray Line of Alaska
1521 S. Cushman Street
Fairbanks, AK 99701
Phone (907) 456-5816

MarkAir
P.O. Box 196769
Anchorage, AK 99513
In Alaska (800) 478-0110
Outside Alaska (800) 426-6784

Round Island

Alaska Dept. of Fish and Game
P.O. Box 1030
Dillingham, AK 99576-1030
Phone: (907) 842-1013

Stan Price Sanctuary /Pack Creek

Alaska Dept. of Fish & Game
Division of Wildlife Conservation
Area Biologist
304 Lake Street—Room 103
Sitka, AK 99835
Phone: (907) 747-5449

Steese Highway

U.S. Bureau of Land Management
Steese/White Mountains District
1150 University Avenue
Fairbanks, AK 99709
Phone: (907) 474-2350

Stikine River Flats

Alaska Dept. of Fish & Game
Division of Wildlife Conservation
Area Biologist
P.O. Box 1088
Petersburg, AK 99833-1088
Phone: (907) 772-3801

Yakutat Forelands

Alaska Dept. of Fish & Game
Division of Wildlife Conservation
Area Biologist
P.O. 240020
Douglas, AK 99824-0020
Phone: (907) 465-4265

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How Much is it Worth?

(Continued from page 4.)

The second approach, "contingent valuation," uses interviews and surveys to elicit information on how much benefit or value people receive from nonmarket goods or services directly. During the interview the subject is given a detailed description of the nonmarket good. He or she is then asked: "What is the most you would be willing to pay to acquire that good?" For example, a trip to Denali National Park might be described to a group of people. They would then be asked what they would be willing to pay for that trip. Their responses would be taken as direct revelations of how much they value a trip to Denali. While these descriptions of both methods are highly simplified, they should give a basic feel for how the methods work.

There have been many valuation studies done involving wildlife-related recreation. Almost all of them, however, have focused on consumptive uses of wildlife—primarily hunting and fishing. Very little work has been done on nonconsumptive uses of wildlife, like wildlife watching. Traditionally, wildlife management agencies have been funded largely from sources related to hunting and fishing—license fees, etc.; and those users have been active in their interaction with the agencies. Consequently, the values and preferences of consumptive users have been of interest to agencies and policy analysts. Along with that, consumptive users are a relatively easy population to identify and their high level of devotion to their sport typically makes them a cooperative group to study.

That pattern has been changing. The numbers of consumptive users appear to be decreasing over time, implying a shrinking of the funding base for wildlife management agencies. At the same time, wildlife watching was one of the fastest growing outdoor recreation activities of the 1980s, and that trend is expected to continue.

Nonconsumptive users of wildlife present some analytical complications, however. They are less readily identifiable and, therefore, more difficult to sample. Practically no valuation studies have been done on nonconsumptive wildlife use in Alaska (and only a few on hunting and fishing). If we move down to the lower 48 states, we can say a little more about the value of nonconsumptive wildlife activities, though still not much. A few scattered studies have been done on the economic value of wildlife watching: two on general wildlife watching (one in western national forests and one in Arizona), and one each on deer watching in California, bighorn sheep watching in Arizona, and whooping crane watching in Texas. The work being initiated by the Alaska Department of Fish and Game will be a major contribution to the state of the art in nonconsumptive wildlife valuation.

Economic information is beginning to be used by several states to develop and manage wildlife resources. One such state is Wyoming. Data from the 1985 National Survey of Fishing, Hunting, and Wildlife-Associated Recreation (NSFHWAR)

show that, in 1985, Wyoming had 2,094,000 activity days of hunting and 3,946,000 activity days of nonconsumptive wildlife recreation, mainly watching or photographing wildlife, of which 510,000 and 2,029,000 respectively were by nonresidents of the state. Combining those data with estimates of net economic value for hunting (about \$30 per activity day) and wildlife watching (about \$10 per activity day) from studies specifically in the Rocky Mountain region shows that the well-being of residents and nonresidents were enhanced by \$66.7 million and \$35.6 million, respectively, by participating in wildlife-related activities. To add some perspective to those numbers, the value of the timber harvest in Wyoming in 1986 was around \$2.3 million.

Trip-related expenditures (excluding equipment purchases) actually made in Wyoming in 1985 averaged \$60.11 per day by nonresident hunters and \$41.72 per day by nonresident wildlife watchers and photographers. That implies a direct economic impact of \$115.3 million—wildlife-related activities brought \$115.3 million into the Wyoming economy in 1985. Multipliers for recreational activities in the contiguous U.S. typically average around 2—every recreation dollar that comes into the state generates a second dollar of economic activity within the state. That implies the total nonresident economic impact of wildlife-related activities in Wyoming was around \$230.6 million in 1985. Such impacts, fueled by nonresident expenditures, are a source of economic growth. The NSFHWAR data are only on "primary purpose" trips, i.e., they do not include people for whom wildlife was a secondary activity on their trip, so the economic impact is a conservative estimate.

Of that \$230.6 million of total nonresident economic impact, \$169.3 million (73 percent) was generated by wildlife watching. That kind of information, combined with the net economic value estimates for both residents and nonresidents, led Wyoming state officials to recognize nonconsumptive wildlife use as "one of the more feasible areas to target for expansion of Wyoming's recreation-tourism industry," according to a Wyoming Game and Fish Department report. One result was "Wyoming's Wildlife—Worth the Watching," a program to develop easily accessible opportunities for wildlife watching that will induce people driving through Wyoming to stop, view the wildlife, and spend more time (and money) in Wyoming.

All indications are that the wildlife resource in Alaska is a valuable one. Numbers can be put on that value to confirm what Alaskans already know, and to point out areas and ways that wildlife resources might be enhanced and developed to increase the well-being of Alaskans and promote economic growth.

Dr. Daniel W. McCollum is an economist with the U.S. Forest Service at the Rocky Mountain Forest and Range Experiment Station in Fort Collins, Colorado.

Alaska's Tourism Potential

(Continued from page 6.)

the southeast tourism industry is that almost half of the non-retail businesses actively market wildlife viewing, while a quarter of them believe they are dependent on wildlife viewers.

Other states and Canada already have decided to invest in promoting wildlife watching as a way to diversify their economies with a renewable resource. Wyoming's Department of Game and Fish has teamed up with the state Travel Commission to promote wildlife viewing, designate viewing sites, and develop interpretative displays. Wyoming expects to increase the economic value of wildlife viewing from \$680 million in 1986 to \$1 billion in 1991, with an investment of \$3.5 million.

British Columbia initiated a 5-year program to increase regional economic growth by dispersing visitors into the remote areas of the province and expanding the operating seasons of hotels, restaurants, and guide/outfitters. Through the development of 51 viewing sites and more aggressive marketing, B.C. expects to increase the outdoor adventure tourism sector by \$200 million over the next five years.

Alaska has a good start in providing outstanding wildlife viewing opportunities for residents and visitors. Highlights include Denali National Park, Glacier Bay National Park, McNeil River State Game Sanctuary, and Chilkat River Bald Eagle Preserve. State game refuges near Juneau, Fairbanks, and Anchorage are popular sites as well.

In a 1979 study, cruiseship passengers in southeast were disappointed in the wildlife viewing opportunities. However, expanded backcountry travel services in the 1980s greatly improved visitor satisfaction on cruises and elsewhere. In 1989, visitors to Alaska rated their satisfaction with wildlife and bird watching as good or very good.

More of these types of areas and related services and products must be developed and promoted if Alaska is to capture its share of the growing wildlife viewing market. Demand exceeds supply in many of the existing viewing areas. Less than 10 percent of applicants for McNeil River obtain a permit to visit. Denali National Park has closed most of its road system to private vehicles to reduce crowding, and the campgrounds usually are filled to capacity throughout the summer. Even in remote settings, crowding has been documented as a problem for tour operators.

Tourism opportunities can be promoted in undeveloped areas as well as designated sites. Examples of wildlife viewing services, products and facilities that would benefit state, regional and local economies are:

1. More guided wildlife viewing trips out of towns served by state ferries, cruise ships, regular air carriers, roads, or the railroad. Local economies could be boosted by direct income to tour operators, as well as additional lodging, meals and related services. Trips should be offered in a variety of lengths and styles to accommodate various visitor preferences.

2. More wildlife viewing services in remote areas. This is an opportunity for some hunting guides and outfitters during their off-season. A tourism marketing study in Alberta in 1990 noted that the markets for wildlife viewing and hunting overlap considerably, since 90 percent of hunters are also viewers and many have families that are interested in viewing as well. The study said that guides and outfitters have good potential for providing more viewing opportunities, but may need some assistance with upgrading and marketing these services. This may be pertinent to Alaska as well.

3. Development and distribution of wildlife viewing guidebooks for local areas which may encourage visitors to spend more time (or a night) in the town. These guides could encourage an independent traveler to go on a self-guided tour along the road or trail systems or from a rented kayak, raft, canoe, sailboat or motorboat.

4. Marketing wildlife viewing opportunities in the spring, fall and winter to promote off-season travel. For example, use winter wildlife viewing opportunities in ski promotions.

5. Increased information about wildlife viewing opportunities with displays and brochures on the state ferries, railroad, airports, and other public buildings.

6. Construction of highway pullouts, trails, boardwalks and other facilities with interpretative information and good vantage points for wildlife viewing.

If Alaska is interested in sustaining growth of wildlife viewing tourism, cooperation among landowners, managers, and the private sector is critical. Protection and management of wildlife and the environment are the cornerstones of sustainability. Conflicting land uses also must be considered when developing viewing sites. Management of people is also important, such as adherence of tour operators and viewers to ethical and safe viewing practices.

In order to develop more sustainable and high quality wildlife viewing opportunities, and to increase visitor satisfaction, some recommendations from Canadian studies are pertinent, including increased research, marketing, and development of new services and facilities.

The growth of wildlife viewing tourism has exciting implications for Alaska. Wildlife is a resource that Alaskans can promote and develop into educational and unforgettable experiences for the growing legions of wildlife viewers. We look forward to partnerships between the public and private sectors to promote growth of Alaska's economy and wildlife conservation.

Lana Shea is a biologist with ADF&G's Division of Habitat in Juneau.

Nancy Tankersley is a biologist with ADF&G's Division of Wildlife Conservation in Anchorage.

McNeil River

In Alaska, the best known wildlife viewing site is McNeil River State Game Sanctuary, one of 30 special areas managed by the Alaska Department of Fish and Game (ADF&G). McNeil River has received worldwide recognition for the opportunities it offers to view and photograph Alaska brown bears at close range. It has become a phenomenal success story: a place where 300 people come each summer to an area less than two square miles to safely watch more than a hundred brown bears fishing for salmon.

Over the years, management of the McNeil River State Game Sanctuary has evolved from primarily bear management to management of both people and bears to management which incorporates concerns for the entire ecosystem. Our 24 years of experience at McNeil provides valuable insights into managing wildlife viewing programs elsewhere in Alaska and serves as a model for managing sustainable wildlife viewing.

When McNeil River was first established as a state game sanctuary, wildlife managers recognized that the concentration of bears was a unique combination of several environmental factors which occurred nowhere else in the world. Managers also realized that any human use of the area would have some impact on the bears. Accordingly, specific management guidelines were established to achieve the primary goal of the sanctuary—to maintain the unique concentration of brown bears using the area. Some of the guidelines were designed specifically to protect the bears from eager wildlife watchers. All of these guidelines, however, are interrelated in purpose and all were based on our knowledge of bear ecology. At any wildlife viewing site, it is important to understand why animals are using the area and then design a program which ensures that management does not jeopardize the site's suitability for wildlife.

Monitoring trends of both wildlife populations and human use is an important tool for managing wildlife viewing. Trend data provide wildlife managers an opportunity to evaluate the effectiveness of their management programs. If we can identify a particular human use or environmental condition that is causing an undesirable change in behavior or population status, we may be able to correct the problem through habitat alteration or modifying the quantity or pattern of human use.

A fundamental characteristic of all wildlife populations is their requirement for suitable habitat. Thus protection of the viewing site and its surrounding environment from incompatible land uses is paramount. ADF&G has long recognized that the home ranges of McNeil bears encompass areas far beyond the boundaries of the sanctuary. Because uncontrolled human activity in areas adjacent to the sanctuary would be incompat-

ible with the sanctuary goals, ADF&G is sponsoring efforts to develop public support for new legislation that would extend the sanctuary boundaries farther south and establish an adjacent refuge to the north. By developing management guidelines for these adjacent lands which are compatible with sanctuary goals, we will provide greater protection for this unique brown bear viewing site.



After site selection, one of the most important aspects of developing a successful wildlife viewing program is visitor management. Each has different goals and objectives and visitor management should reflect those differences. For example, some sites such as McNeil River and Walrus Islands State Game Sanctuary (where, on Round Island, you can observe up to 8,000-12,000 male walrus and thousands of nesting seabirds) have developed a high-quality wilderness experience for relatively few people. At all three state game sanctuaries (McNeil, Walrus Islands, and Stan Price) overcrowding is minimized by allowing visitor access by permit only. Because McNeil River has become so popular, permits are selected by drawing and fewer than 10 percent of those who apply actually receive permits.

Some wildlife viewing sites with different management goals and environmental conditions can sustain much higher visitation. For example, the state's three large urban game refuges, Anchorage Coastal (which includes Potter Marsh), Creamer's Field in Fairbanks, and Mendenhall Wetlands in Juneau, offer unlimited access for wildlife watching throughout most of the year. A new parking lot and boardwalk have greatly increas-

Managing for Wildlife Viewing

by Larry Aumiller and John Schoen

ed visitor access and use of Potter Marsh. All three sites sustain high levels of visitor use, particularly during waterfowl migrations.

Recreational wildlife viewing encompasses a wide range of public expectations and desires. Wildlife managers are beginning to assess those desires through the use of visitor surveys and interviews. Such surveys were begun at McNeil River last summer and ADF&G intends to conduct additional surveys on public desires for wildlife recreation in the future. Interpretation and education are an important part of a successful wildlife viewing program. Increasing public understanding of wildlife ecology not only enhances enjoyment of recreation but also motivates people to be responsible viewers and comply with conservation regulations and also encourages public support for wildlife conservation.

To ensure long-term sustainability, wildlife viewing programs require a regulatory framework designed to promote human activity which minimizes impacts to wildlife and their habitat. The safety of both the watchers and the watched must be a high priority in any management plan. And, once established, regulations must be fairly and consistently enforced.

Many of the rules established at McNeil River have been formulated specifically to minimize negative interaction between humans and bears. In the 18 years since the management plan was started, there have been no injuries to humans or bears. In addition, success could be measured by increased bear use. In 1990, there were over twice as many bears using the area as there were in 1973, the first year of active management. Bears have adapted and appear to be comfortable with our management of McNeil. This is important since the creation of a low stress environment is critical for ensuring safe co-existence between humans and bears. Human visitation to McNeil has increased three-fold over the same period of time. A better indication of human interest, however, is that the number of applications to visit the sanctuary has more than tripled to over 1,400 in 1990. Typical visitor comments remind us over and over that McNeil River is one of the world's best wildlife viewing sites, comparable to the African Savannah.

The administration of an outstanding wildlife viewing program includes planning, inventory, research, management, enforcement, and education. In addition, a knowledgeable and dedicated professional staff is essential for maintaining a successful program.

Establishing policies and guidelines are an essential first step for initiating a wildlife viewing program. Priority should be given to sustainable viewing programs in contrast to projects

Photos by Larry Aumiller



designed for short-term economic gain. A rule of thumb is that the viewing activity should not jeopardize the wildlife resource either directly or through impacts to habitat.

The key to a successful wildlife viewing program is managing for sustainability. This is important both from a wildlife conservation and economic perspective. For example, if tourism is to grow and prosper in Alaska, we must provide a long-term, dependable supply of wildlife. To do that, we need to ensure the availability of suitable habitat and productive wildlife populations. This requires expertise in wildlife management and conservation.

Alaska offers an outstanding opportunity to develop a model conservation program emphasizing a diversified portfolio of wildlife recreation opportunities based on scientific knowledge of wildlife and their habitats. No other place in the world has the same abundance of wildlands, wildlife populations, and public interest in those resources. Interagency cooperation and innovative partnerships with both the public and private sectors will be key elements in making best use of Alaska's potential as a wildlife viewing destination. Expansion and successful management of wildlife viewing opportunities in Alaska will benefit wildlife conservation, outdoor recreation, tourism, and the Alaskan economy.

Larry Aumiller, a fish and wildlife technician with the Division of Wildlife Conservation, ADF&G, Anchorage, manages the McNeil River State Game Refuge during the summer and is stationed in Anchorage in the winter.

John Schoen serves as senior staff biologist for Conservation and Education, Division of Wildlife Conservation, ADF&G, Fairbanks.

To the Editor:

I read an article in *North American Hunter* about the future of nonresident hunting in Alaska. The way things stand now the chance of me being able to someday fulfill my dream hunt in Alaska looks pretty dismal.

I would hope the state and federal agencies can get together and manage the wildlife for everyone's benefit.

I had always figured the whole of the U.S.A. as the land of opportunity for everyone—not part of it only for the people in one state for that state only.

I sincerely hope that you can get the subsistence hunting mess cleared up. And remember that there are a lot of other hunters who someday dream of going to Alaska. I hope the chance will not be denied us.

Sincerely,
Becky Kalagher
Douglas, MA

To the Editor:

Don't make Alaska a "closed" third world country—it is American and ALL Americans (resident and nonresident) should be allowed to hunt on a prorated basis.

Sincerely,
Bob Eisele
Leesburg, N.J.

To the Editor:

I would like to take this opportunity to comment on the pending changes being considered in relation to the discontinuance of nonresident sport hunting in Alaska. As a hunter, my dream has always been to hunt big game in Alaska. I have made plans to come to Alaska in the next few years and would be very upset to learn (as will many of my compatriots and friends) that all opportunities have been taken away.

Let me remind you that there are hundreds of thousands of dollars being brought into the state economy by hunters from the lower 48. Many of these dollars I'm sure are being used for wildlife conservation and will be lost if we are denied the opportunity to hunt in Alaska. However, indiscriminately closing all areas is not in the public's best interest and should not even be considered.

Sincerely,
Alan Kruse
Clementon, NJ

To the Editor:

I am an avid Texas hunter and would like someday to be able to hunt in Alaska with my sons. We are now in the process of getting our Hunter Safety Certificates for Texas that are normally accepted in other states.

We are also saving the needed dollars to make such a trip.

I do hope Alaska will continue to have nonresident sport hunting as the animal population allows. I know Alaska has subsistence regulations to provide for first but I hope nonresident hunting will still be allowed.

Alaska is one of the last frontiers for hunting on a basis of animal knowledge and proficiency of the hunter. It would be a shame if all nonresident hunting was discontinued.

I hope the State of Texas does not stop nonresident hunting because these kinds of hunters bring good hunters to the state and also help the economy of Texas as well.

Sincerely,
Alfred D. Coe III
Tyler, TX

Editor's Note:

Recently we have received many letters similar to the above. We appreciate the wide interest in wildlife management in Alaska and have attempted to answer each. While we continue, in Alaska, to wrestle with the needs of subsistence hunters and work to ensure ample hunting opportunities for all Alaskans, we have certainly not forgotten nonresident hunters. There will always be a place in this state for nonresidents to hunt. We encourage

any interested potential nonresident hunter to write to us for our hunting regulations booklet. Our present booklet, 1990-91, is effective through June 30, 1991. Our 1991-92 booklet will be available late in June. This booklet will amply demonstrate the unparalleled opportunities that still exist for hunting in Alaska.

To the Editor:

For two years I have been working on a monograph, "Women and Hunting—The Woman Hunter in Past and Present." I would appreciate any information your readers might have about women hunters, including different methods of hunting used by women in different historical periods and from different ethnic backgrounds. I would appreciate any pertinent information sent to me.

Sincerely,
Professor Monika Reiterer
A-8010 Graz
Evangelimanngasse 13
AUSTRIA

Please let us hear from you! We welcome your letters and will print them as space allows.



Nick Dudiak Honored

Nick Dudiak, a fishery biologist with the Fisheries Rehabilitation, Enhancement, and Development (FRED) Division, recently was recognized with two honors for his work in fishery enhancement. The Alaska Chapter of the American Fisheries Society (AFS) awarded him its prestigious Meritorious Service Award for 1990 and *Fishing & Hunting News* named him Outdoor Personality of the Year in Alaska for 1990.

Nick received the AFS award at the Alaska Chapter AFS annual meeting in Homer on November 14, 1990. This award was presented in recognition of Nick's work as a fisheries professional in developing and enhancing the sport and commercial fishing opportunities of lower Cook Inlet.

The *Fishing & Hunting News* recognition notes Nick's success in expanding the sport fishing opportunities in Kachemak Bay.

One of Nick's projects, the Homer Spit Enhancement Project, received national recognition in 1990 by the American League of Anglers and Boaters as the best project in the nation.

Nick began working for ADF&G FRED Division in Homer in 1978 and has contributed significantly to the success of enhancement programs there.

Nick's work, combined with the efforts of his dedicated staff and support from Tutka, Crooked Creek, and Elmendorf hatcheries, has contributed to the success of the program in lower Cook Inlet.

Nick currently provides support to both the FRED and Sport Fish Divisions in Homer. A number of the sport fish programs for which he is responsible are partially funded by Dingell-Johnson/Wallop Breaux federal funding.

Western Alaska Goose Populations Increase

State and federal waterfowl biologists report improvement in populations of four species of geese nesting in western Alaska which have been the subject of intensive efforts under the Yukon-Kuskokwim (Y-K) Delta Goose Management Plan for the last 7 years. The four species—cackling Canada goose, white-fronted goose, Pacific black brant, and emperor goose—nest in Alaska and, except for the emperor, winter in California or Mexico. Waterfowl hunters and wildlife agencies from California, Oregon, Washington, British Columbia, Alaska, and Yup'ik Eskimo subsistence hunters on the Y-K Delta helped devise the innovative cooperative management program which recommends

strategies, guides habitat conservation efforts, and identifies research and education needs along the Pacific Flyway.

Cackling Canada Geese, the population of most concern, has shown steady increases. In 1984, there were fewer than 30,000 birds. In 1990, breeding pairs were 85 percent greater than in 1985, and the fall count was 110,200 birds.

Pacific White-fronted Geese have shown the most rapid improvement of the four populations, increasing from about 100,000 in 1984 to 240,500 in October 1990.

Emperor Geese have shown a slow recovery from 42,600 in 1986 to 67,600. A fall survey flown in mid-October tallied 109,500 emperors, the highest fall total recorded to date.

Black Brant populations have been quite variable but have averaged about the same level since the mid-1970s. In January 1990, the count was 146,000 birds. Preliminary indications from the 1991 survey indicate a somewhat lower population at the present time. The primary concern was a large decline in colony-nesters on the Y-K Delta in the early 1980s. An improved colony census method indicates some improvement in large colonies and some reestablishment of nesting in ad-

jacent habitat.

According to data from Pacific Flyway states and the USFWS, the overall recovery of these four goose populations is progressing well.

Enhancement Program Announces Record Year

Alaska's statewide fisheries enhancement program had its biggest year ever in 1990, according to a report released by the Department of Fish and Game's Fisheries Rehabilitation, Enhancement and Development (FRED) Division.

During the last year, crews from public and private nonprofit hatcheries collected 1.6 billion eggs, a 33 percent increase over the previous year, and nearly 1.2 billion young fish were released from hatcheries across the state.

License Sales Soar

A record number of sport fishing, hunting, and trapping licenses were sold in 1990, according to statistics recently compiled by the Alaska Department of Fish and Game.

More than 409,974 sport licenses were sold in 1990, up from 399,738 in 1989.

Revenue from the sale of sport fishing, hunting, and trapping licenses goes into the Fish and Game Fund, which is used to support department programs.





HOUSE RESOURCES COMMITTEE

DATE: 3/3/93

PLACE: Capitol, Room 124

SUBJECT OF MEETING:
 ① HB 172: Wildlife Conservation Tag/Fee
 ② Discussion of Mental Health Lands Subcommittee Findings

NAME	REPRESENTING	BUSINESS/PERSONAL MAILING ADDRESS	ZIP	(H) PHONE	(W) PHONE	DO YOU WANT TO TESTIFY?	WHAT SUBJECT/ WHICH BILL?
① David G. Kelleyhouse	ADEG	Box 25526 Juneau	99802		465-4190	Y N	HB 172
⑤ Mary Forbes	AK ENV Lobby	419 6th St Juneau	99802		463-3366	Y N	HB 172
⑥ Tom Garrett	AVA	234 GOLD ST JUNEAU	99801		586 2480	Y N	HB 172
④ John George	ANC	9515 Moran Way Moraine Way			9-0172	Y N	HB 172
② Geron Bruce	FFB					Y N	
③ Nancy Lethcoe Teleconf. Valdez LIO						Y N	
						Y N	
						Y N	
						Y N	
						Y N	
						Y N	