

S B

77

DEPARTMENT OF FISH AND GAME
POSITION PAPER

Bill No: SB 77

Sponsor: Senator Sharp

Division: Wildlife Conservation

Bill Title: "An Act relating to intensive management of identified big game prey populations."

Department Position: Oppose

Background/Legislative Intent: This bill would amend a statute enacted during the Eighteenth Legislature (SB 77), but not yet implemented through regulations of the Board of Game. The apparent intent of these amendments is to strengthen laws relating to "intensive management" and embed within statute the philosophy that high human consumptive use of game is the highest and best use of Alaska's wildlife resources.

Analysis of Bill/Program Effects: SB 77 would force the department and the Board of Game into attempting to fulfill often unachievable objectives, ignoring accepted scientific standards, and sometimes sacrificing other resources and values. This proposed legislation has the potential to do disservice to the resources and users of those resources that it intends to benefit.

Section 2 of this bill would set "historic high levels" of identified big game prey populations as the standard for triggering intensive management by the board. Most moose and caribou populations peaked in the mid-1960s before we had reliable survey technology, thus we have no way of knowing what "historic high levels" really were, and those "historic high levels" resulted from the virtual elimination of predators in the 1950s by federal land managers, resulting in game populations exceeding the carrying capacity of their habitat. "Historic high levels" of prey populations are impossible to maintain over the long-term, as density dependent food limitation will at some point impact population dynamics. Maximum levels of human utilization occur at levels well below the maximum number of animals that can be supported by the habitat (maximum sustained yield principle).

Section 3 of this bill fosters the misconception that "intensive management" means management of an identified population of big game prey animals. The department doesn't manage just prey--it manages the system, but within constraints imposed by competing human demands. The encroachment upon or appropriation of wildlife habitat for agriculture, industrial development, human habitation, timber harvest, etc. are often at odds with maintenance of large wildlife populations and high sustainable human harvest objectives.

Sections 4 and 5 of this bill set unreasonably high, often unachievable allocation standards.

- Limitations on human harvest are important components of intensive management and, alone or in combination with other management tools, have been highly successful in restoring the abundance of depleted populations. The Western Arctic and Nelchina caribou herds are examples of the success of this approach.

- The proposed definition of "harvestable surplus" is naive, unrealistic and overly simplistic. It assumes that all predation is additive mortality, which has been shown to be false. It assumes that saving a young animal from predation will result in that animal being recruited into a harvestable age class. In order for this approach to have some possibility of success much of the harvest would have to be comprised of newly-born calves, during a June hunting season.
- Without appropriating many times current expenditures for survey and inventory, productivity surveys, mortality studies, etc., we cannot know the number of animals born in a game population or the number that die. Wildlife management involves more than counting animals; we must also consider age structure of populations, sex ratios, habitat quality, productivity, disease and parasites, environmental variables, and other factors.

Section 5 would also impede wildlife range expansions and hinder the recovery of depressed game populations by requiring annual allocations of "at least one-half of the harvestable surplus" as a priority over herd growth or health of a wildlife population. The wording of this section also seems to mandate consumptive use of any game population for which any human use is important, even if the present use is nonconsumptive.

This bill attempts to micromanage wildlife in Alaska by statute without regard to the variability and dynamism of naturally functioning ecosystems. In addition, the bill would preempt the Board of Game's allocation responsibilities and exclude the public from the existing board process. It is entirely appropriate for the legislature to provide direction to the board and department. It is counterproductive for the legislature to then tie the wildlife managers' hands by removing the flexibility needed to deal with variation across the state or by requiring expenditures directed toward gathering data that are unnecessary for any reason except to meet unrealistic mandates.

"Intensive management" legislation became effective on July 11, 1994. In the succeeding seven months, the Board of Game has worked diligently to implement the new law, discussing regulatory change at its November meeting and scheduling a special work session in December. The board will adopt regulations implementing intensive management in March of this year. It would be premature to amend this law just as it is being implemented and before its effectiveness or possible inadequacies have been tested or evaluated.

Geron Bunn for
Commissioner's Signature

3/7/95
Date

FISCAL NOTE

STATE OF ALASKA
1995 LEGISLATIVE SESSION

BILL NO. SB 77

Revision Date: 3/14/95 Dept. Affected: Fish and Game
 Title: "An Act relating to intensive management of identified big game prey populations." BRU: Wildlife Conservation
 Component: Wildlife Conservation
 Sponsor: Senator Sharp
 Requester: Senate Resources COMPONENT SERIAL NO. 473

Expenditures/Revenues (Thousands of Dollars)

OPERATING EXPENDITURES	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL	10.0	150.0	155.8	162.6	169.7	177.1
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	10.0	150.0	155.8	162.6	169.7	177.1

CAPITAL EXPENDITURES	0.0	0.0	0.0	0.0	0.0	0.0
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CHANGE IN REVENUES (1024)	0.0	0.0	0.0	0.0	0.0	0.0
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FUND SOURCE (Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF						
1005 GF/Program Receipts						
1006 GF/MHTIA						
Other 1024 Fish/Game	10.0	150.0	155.8	162.6	169.7	177.1
TOTAL	10.0	150.0	155.8	162.6	169.7	177.1

Estimate of any current year (FY95) cost: \$ 00

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)

Assumptions:

1. First year funding for development of implementation plan. In subsequent years operating expenditures will be used for predator control programs.
2. Operating expenditures will fund efforts in GMU 13, 19, and 20
3. If additional big game prey populations are identified by the Board of Game, program costs will grow accordingly. All expenditures will come from reprogramming of existing revenues.

Prepared by: Wayne L. Regehn, Acting Director
 Division: Wildlife Conservation

Phone: 465-4002
 Date: 3-14-95

Approved by Commissioner: Frankie
 Agency: Alaska Department of Fish and Game

Date: 3-14-95

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1995 LEGISLATIVE SESSION

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SUPPLIES						
EQUIPMENT						
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GRANTS, CLAIMS						
MISCELLANEOUS						
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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)

Assumptions:

1. New intensive surveys of moose in summer will be required to determine birth rates. Intensive census of moose populations will be required in winter.
2. Operating expenditures will fund efforts in GMU 13, 19, and 20.
3. As additional big game prey populations are identified by the Board of Game, survey/census costs will be an additional \$50.0 per population per year.

Prepared by: Wayne L. Regehn, Acting Director
 Division: Wildlife Conservation
 Approved by Commissioner: Cecron B. ...
 Agency: Alaska Department of Fish and Game

Phone: 485-4192
 Date: 3/3/95
 Date: 3/7/95

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SENATE COMMITTEE REPORT

First Committee of Referral

DATE: 2/8/95

FURTHER:

Date of 5-Day Notice: 3-2-95
(in accordance with Uniform Rule 23)

DATE TURNED INTO OFFICE: 3-22-95

Resources Committee considered SENATE BILL NO. 77

"An Act relating to intensive management of identified big game prey populations."

and recommends:

- be replaced with CS SB 77 (PES)
- adopt previous CS ()
- attached amendment(s)
- adopt Letter of Intent by Committee
- further referral to the Committee

- Senate Bill:
- same title
 - new title
- House Bill:
- technical change
 - new: SCR#

SIGNING DO PASS	DP	OTHER RECOMMENDATIONS	NR	DNP	AM
<i>[Signature]</i>	<input checked="" type="checkbox"/>	<i>[Signature]</i>	X		
<i>[Signature]</i>	<input checked="" type="checkbox"/>	<i>[Signature]</i>		X	
<i>[Signature]</i>	<input checked="" type="checkbox"/>				
<i>[Signature]</i>	<input checked="" type="checkbox"/>				
CHAIR: <i>[Signature]</i>	<input checked="" type="checkbox"/>				

NEW FISCAL NOTE(S):

Department	Date	Zero	Fiscal
CS ADFOG	3/14/95		10.0
SB ADFOG	3/7		150

PREVIOUS FISCAL NOTE(S):*

Department	Date	Zero	Fiscal

APPROPRIATION -- no fiscal note

*Include fiscal notes accompanying Governor's bill

hd copy

**Senator Loren Leman
SB 77 Intensive Management of Game
Senate Resources Committee**

This is additional information for SB 77. Please add this to your SB77 committee packet.

Additional Information:

- 1) CSSB 77
- 2) Sectional Analysis for CSSB 77
- 3) Department of Law Memo (December 2, 1994)

9-LS046(NG)
Utermohle
3/13/95

CS FOR SENATE BILL NO. 77()
IN THE LEGISLATURE OF THE STATE OF ALASKA
NINETEENTH LEGISLATURE - FIRST SESSION

BY

Offered:
Referred:

Sponsor(s): SENATOR SHARP

A BILL

FOR AN ACT ENTITLED

1 "An Act relating to management of game populations, to the powers and duties
2 of the commissioner of fish and game, and to the division of game."

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

4 * Section 1. LEGISLATIVE FINDINGS. The legislature finds that providing for high
5 levels of harvest for human consumptive use in accordance with the sustained yield principle
6 is the highest and best use of identified big game prey populations in most areas of the state
7 and that those identified big game prey populations should be managed accordingly.

8 * Sec. 2. AS 16.05.020 is amended to read.

9 Sec. 16.05.020. FUNCTIONS OF COMMISSIONER. The commissioner shall

10 (1) supervise and control the department, and may appoint and employ
11 division heads, enforcement agents, and the technical, clerical, and other assistants
12 necessary for the general administration of the department;

13 (2) manage, protect, maintain, improve, and extend the fish, game and
14 aquatic plant resources of the state in the interest of the economy and general well-

1 being of the state;

2 (3) have necessary power to accomplish the foregoing including, but
3 not limited to, the power to delegate authority to subordinate officers and employees
4 of the department;

5 (4) cooperate with and assist the Board of Fisheries and the Board
6 of Game by implementing regulations as requested by either board.

7 • Sec. 3. AS 16.05.050(1) is amended to read:

8 (1) to cooperate with and assist the Board of Fisheries and the
9 Board of Game by implementing regulations, programs, and research as
10 requested by either board [UNITED STATES FISH AND WILDLIFE SERVICE IN
11 THE ENFORCEMENT OF FEDERAL LAWS AND REGULATIONS PERTAINING
12 TO FISH AND GAME];

13 • Sec. 4. AS 16.05.090(a) is amended to read:

14 (a) The commissioner may, with the approval of the governor, establish a
15 departmental division of commercial fisheries, a departmental division of sport
16 fisheries, [A DEPARTMENTAL DIVISION OF GAME.] and other departmental
17 divisions as are necessary.

18 • Sec. 5. AS 16.05.090 is amended by adding a new subsection to read:

19 (d) There is established in the department a division to be called the division
20 of game. The division shall carry out the duties of the department regarding the
21 management of and research on game in the state. The division shall perform other
22 duties as assigned by the commissioner.

23 • Sec. 6. AS 16.05.255(e) is amended to read:

24 (e) The Board of Game shall adopt regulations to provide for intensive
25 management programs to restore the abundance or productivity of identified big game
26 prey populations as necessary to achieve human consumptive use goals of the board
27 in an area where the board has determined that

28 (1) consumptive use of the big game prey population is a preferred use;

29 (2) depletion of the big game prey population from historic high levels
30 or reduction of the productivity of the big game prey population has occurred and may
31 result, or has resulted, in a significant reduction in the allowable human harvest of

1 the population; and

2 (3) enhancement of abundance or productivity of the big game prey
3 population is feasibly achievable utilizing recognized and prudent active management
4 techniques.

5 * Sec. 7. AS 16.05.255(g)(2) is amended to read:

6 (2) "intensive management" means management, in accordance with
7 the sustained yield principle, of an identified big game prey population to enhance,
8 extend, and develop the population to maintain high levels or provide for higher levels
9 of human harvest, including control of predation and prescribed or planned use of fire
10 and other habitat improvement techniques, but not including restrictions on methods
11 or means of taking game, access to game, or human harvest of game.

12 * Sec. 8. AS 16.05.255(g) is amended by adding new paragraphs to read:

13 (3) "harvestable surplus" means the number of animals that is equal to
14 the number of offspring born in a game population during the year less the number of
15 animals in the population that die during the year from all causes other than predation
16 or human harvest:

17 (4) "high level of human harvest" means the harvest of one-third or
18 more of the harvestable surplus of a game population by humans:

19 (5) "sustained yield" means the achievement and maintenance in
20 perpetuity of a high level of human harvest of game on an annual or periodic basis.

21 * Sec. 9. AS 16.05.255 is amended by adding a new subsection to read:

22 (h) The board shall adopt goals to manage game populations for which human
23 use is an important use so as to provide at least one-half of the harvestable surplus for
24 human harvest.

25 * Sec. 10. AS 16.05.270 is amended to read:

26 Sec. 16.05.270. DELEGATION OF AUTHORITY TO COMMISSIONER. (a)
27 For the purpose of administering AS 16.05.251 and 16.05.255, each board may
28 delegate authority to the commissioner to act in its behalf.

29 (b) If a board delegates authority to the commissioner, the commissioner
30 shall cooperate with and assist the board by implementing regulations,
31 management plans, and intensive management programs as requested by the

1 board.

2 (c) If there is a conflict between the board and the commissioner on proposed
3 regulations, public hearings shall be held concerning the issues in question. If, after
4 the public hearings, the board and the commissioner continue to disagree, the issue
5 shall be certified in writing by the board and the commissioner to the governor who
6 shall make a decision. The decision of the governor is final.

SECTIONAL ANALYSIS

CSSB-77

SECTION 1. Legislative Findings. Provides for high levels of harvest for human consumption is the highest and best use of the game resources of most areas of the state.

SECTION 2. Defines the functions of the Commission.

SECTION 3. AS 16.05.050(1) is amended to read:

The Commissioner shall cooperate with and assist the Board of Fisheries and Game. This replaces the present wording which requires the Commissioner to assist the U.S. Wildlife Service Enforcement of Federal Laws and Regulations.

SECTION 4. Amends AS 126.05.090(a) by deleting the Commissioners option of establishing a Division of Game within the Department of Fish and Game.

SECTION 5. Amends AS 16.06,090 by establishing a Division of Game within the Department of Fish and Game.

SECTION 6. Clarifies language adopted in the 17th Legislatures SB-77 Intensive Game Management legislation.

SECTION 7. Clarifies that Intensive Management does not include management of people.

SECTION 8. Defines "harvestable surplus", "high level of human harvest" and "sustained yield".

SECTION 9. AS 16.05.255 is amended by adding a new subsection (h) which strengthens the legislative intent language already in statute by establishing a quantitative target at a 50-50 level.

SECTION 10. Amends AS 16.05.270 by adding a new subsection to the delegation of authority to the Commissioner.

MEMORANDUM

State of Alaska
Department of Law

TO: Richard "Dick" Burley
Chair, Board of Game

DATE: December 2, 1994

FILE NO:

TEL NO: 269-5240

SUBJECT: SB 77 Flow chart

FROM: *AKM*
Kevin M. Saxby
Assistant Attorney General
Natural Resources Section - Anchorage

The Board has requested a flow chart illustrating the decision-making process required under 1994 SLA ch. 13(SB 77). The steps outlined below are, in my view, required by the Act. The Board must understand, however, that the best expression of the Legislature's intent is the Act itself, and the specific wording given therein controls. This flow chart does not.

First - Determine whether the population is important to human consumptive use:

you have to file this - no need to spend a lot of time
The Board must determine whether the ungulate population is important for providing high levels of harvest for human consumptive use. Given the legislative findings in Section 1 of the Act (attached), in most cases the answer to this question will probably be affirmative.

- If so, then subsequent intensive management analysis may be required.
- If not, then no further intensive management analysis is required.

Second - Is the population depleted, or will the Board be significantly reducing the taking of the population?

The Board must determine whether depletion (or reduction of productivity) or Board action is likely to cause a significant reduction in the harvest.

- If either is true, then subsequent intensive management analysis is required.
- If not, then no further intensive management analysis is required.

Third - Is intensive management appropriate?

(a) If the population is depleted, has the Board found that consumptive use of the population is a preferred use? Note that the Legislature has already found that "providing for high levels of harvest for human consumption in accordance with the sustained yield principle is the highest and best use of identified big game prey populations in most area of the State" In the rare cases where consumptive use is not a preferred use, then the Board need not adopt intensive management regulations.

(b) If consumptive uses are preferred, and the population is depleted or reduced in productivity so that the result may be a significant reduction in harvest, the Board must consider whether enhancement of abundance or productivity is feasibly achievable using recognized and prudent active management techniques. At this point, the Board will need information about available recognized management techniques, including feasibility. If enhancement is feasibly achievable, then the Board must adopt intensive management regulations.

(c) If the Board will be significantly reducing the taking of the population, then it must adopt, or schedule for adoption at its next meeting, regulations that provide for intensive management unless:

1. intensive management would be
 - A. ineffective, based on scientific information;
 - B. inappropriate due to land ownership patterns; or
 - C. against the best interests of subsistence users;

or

2. the Board declares that a biological emergency exists and takes immediate action to protect and maintain the population and also schedules for adoption those regulations necessary to restore the population.

#1 5-14
2-7

DEPARTMENT OF FISH AND GAME SUGGESTED AMENDMENTS
TO SB 77 (WORK DRAFT CS-77, F)

Suggested Amendments

1. Page 1, lines 9-13: Delete changes to Sec. 2, AS 16.05.050
2. Page 2, lines 5-9: Delete Sec. 4, AS 16.05.090
3. Page 2, line 16: Delete the words "from historical high levels"
4. Page 2, lines 28&29: Delete the words "but not including restrictions or methods or means of taking game, access to game or human harvest of game" and replace with the words, "and regulation of harvest by humans."
5. Page 2, line 30: Harvestable surplus means the estimated number of animals born in a population during the year less the estimated number of animals in the population that die during the year from all causes other than predation or harvest by humans.
6. Page 3, line 5: After the word "harvest" insert "or for herd growth"
7. Page 3, line 6-7: Delete definition of sustained yield
8. Page 4, line 9: Insert "goal of" before the word "board"

Post-it Fax Note	7671	Date	3-15	pages	1
To	SENATOR McFFHAN		From	GERALD BRUCE	
Co Dept			Cn		
Phone #			Phone #	465-4100	
Fax #			Fax #	465 2332	

adopted 3/10

9-LS0460F-
Utermohle
3/10/95

CS FOR SENATE BILL NO. 77()
IN THE LEGISLATURE OF THE STATE OF ALASKA
NINETEENTH LEGISLATURE - FIRST SESSION

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9 (1) to cooperate with and assist the Board of Fisheries and the
10 Board of Game by implementing regulations, programs, and research as
11 requested by either board [UNITED STATES FISH AND WILDLIFE SERVICE IN
12 THE ENFORCEMENT OF FEDERAL LAWS AND REGULATIONS PERTAINING
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9 (h) The board shall manage game populations for which human use is an
10 important use so as to provide at least one-half of the harvestable surplus for human
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not published

WORK DRAFT

WORK DRAFT

WORK DRAFT

9-LS0460C
Utermohle
3/3/95

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26 levels or provide for higher levels of human harvest, including control of predation and
27 prescribed or planned use of fire and other habitat improvement techniques, but not
28 including restrictions on methods or means of taking game, access to game, or
29 human harvest of game.

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4 (4) "high level of human harvest" means the harvest of one-third or
5 more of the harvestable surplus of a game population for human harvest.

6 • Sec. 8. AS 16.05.255 is amended by adding a new subsection to read:

7 (h) The board shall manage game populations for which human use is an
8 important use so as to provide at least one-half of the harvestable surplus for human
9 harvest.

SECTIONAL ANALYSIS

SB-77

SECTION 1. Legislative Findings. Provides for high levels of harvest for human consumption is the highest and best use of the game resources of most areas of the state.

SECTION 2. AS 16.05.050(1) is amended to read:

The Commissioner shall cooperate with and assist the Board of Fisheries and Game. This replaces the present wording which requires the Commissioner to assist the U.S. Wildlife Service Enforcement of Federal Laws and Regulations.

SECTION 3. Amends AS 126.05.090(a) by deleting the Commissioners option of establishing a Division of Game within the Department of Fish and Game.

SECTION 4 Amends AS 16.06,090 by establishing a Division of Game within the Department of Fish and Game.

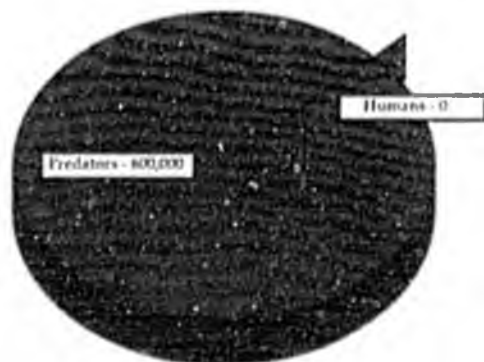
SECTION 5. Clarifies language adopted in the 17th Legislatures SB-77 Intensive Game Management legislation.

SECTION 6. Clarifies that Intensive Management does not include management of people.

SECTION 7. Defines "harvestable surplus", "high level of human harvest" and "sustained yield".

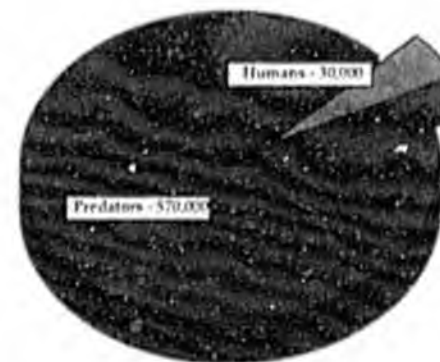
SECTION 8. AS 16.05.255 is amended by adding a new subsection (h) which strengthens the legislative intent language already in statute by establishing a quantitative target at a 50-50 level.

1 *Where Alaska Is Going*
"Biodiverse" Management Philosophy



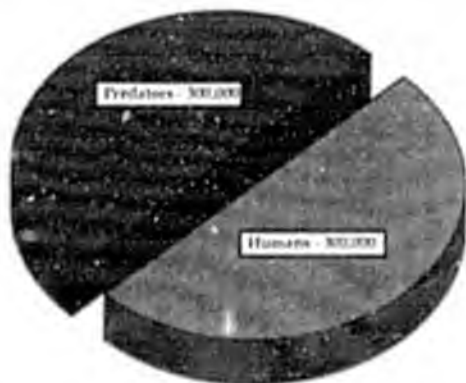
Harvestable Surplus Allocation - Moose, Sheep and Caribou

2 *Where Alaska Is Now*
"Ecosystem" Management Philosophy



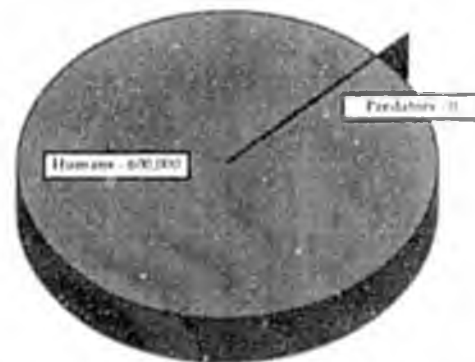
Harvestable Surplus Allocation - Moose, Sheep and Caribou

3 *Where Alaska Should Be*
"Equality" Management Philosophy



Harvestable Surplus Allocation - Moose, Sheep and Caribou

4 *Where Alaska Could Be*
"Human" Management Philosophy

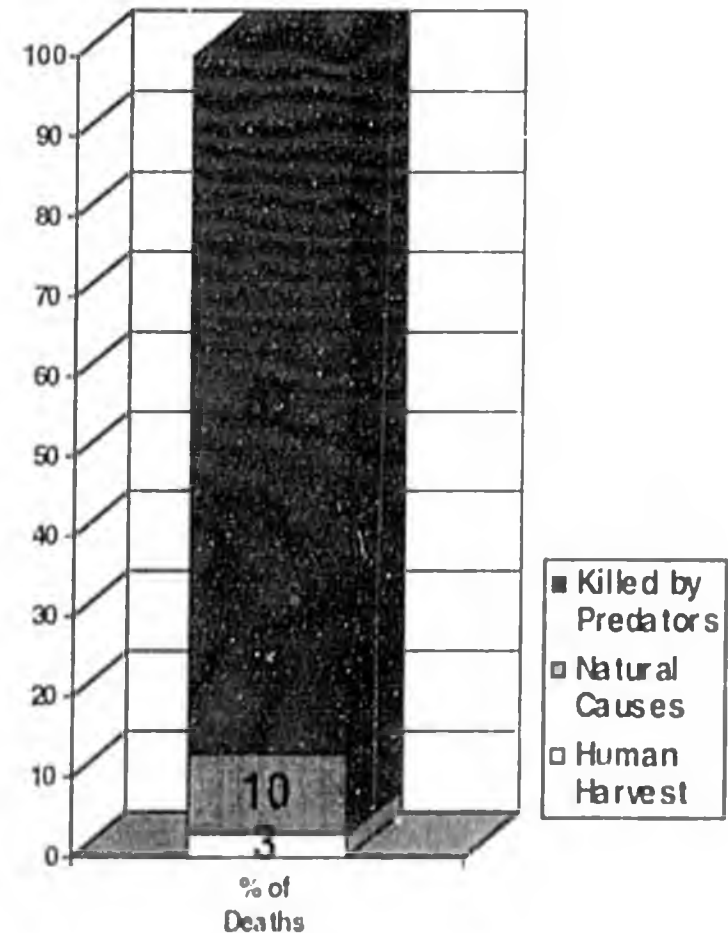


Harvestable Surplus Allocation - Moose, Sheep and Caribou



Alaska Wildlife Harvest Data

- ❖ About 650,000 (or more) Moose, Caribou and Dall Sheep will die in Alaska this year. Using Alaska Department of Fish and Game data, this graph demonstrates how they will most likely meet their fate. Less than 3% will be harvested by humans. About 10% will die of natural causes. The remaining 87% will be killed by predators.





Anchorage Audubon Society, Inc.

P.O. Box 101161 • Anchorage, Alaska 99510 • (907) 278-3007

Testimony On

CSSB 77; Intensive Management of Big Game

My name is George Matz. I am representing the Anchorage Audubon Society which has about 1,400 members throughout Southcentral Alaska not including the Kenai Peninsula and Kodiak Island.

Members of the Anchorage Audubon Society enjoy wildlife. We enjoy observing wildlife and some of us also enjoy hunting. Some of our members earn their living by guiding others in their quest to experience Alaska's wildlife. So that we and many others can continue these experiences, we ask that our resource managers dedicate themselves to maintaining the abundance and diversity of Alaska's wildlife as well as the quality of its habitat. We think this can be best achieved by practicing ecosystem management.

Because of our interests in wildlife, we are very concerned about CSSB 77. This bill mandates that the Department of Fish & Game intensively manage Alaska's big game for "higher levels of human harvest." Intensive management is defined as predator control and habitat improvement.

While the Anchorage Audubon Society believes there are situations where intensive management can be consistent with ecosystem management, such as the recovery of an endangered species or restoration of natural habitat, the result of this bill is more likely to be ecosystem disruption followed by a loss of biodiversity and sustainability; the foundations of ecosystem management.

Predator control, which appears to be a key objective of this bill, will result in the loss of biodiversity. Instead of considering predators as a functional part of a healthy ecosystem, this bill implies that predators are unneeded varmints, depriving hunters of their game. There is no acknowledgement that most people nowadays would rather observe a wolf, and even pay for the experience, than have it killed.

Although CSSB 77 makes reference to "sustained yield" it does so in a manner that creates internal contradictions. It is hard to imagine how resource managers will be able to maintain "in perpetuity a high level of ... human harvest of game resources" and "not significantly impair the productivity of the game resource". Irrespective of natural population cycles, "The Board of Game may not significantly reduce the taking of an identified big game population" without going through a burdensome regulatory process. It seems that this process would not result in critical management decisions until years after the decision is needed.

To illustrate that maintaining high population levels of big game is more complicated than merely eliminating predators, I would like to refer to a Wildlife Monograph entitled "Interrelationships of Wolves, Prey, and Man in Interior Alaska" written by several ADF&G staff

members.

The abstract states "Moose and caribou populations increased following a wolf reduction program in the 1950's and reached peak abundance in the 1960's. Deep snow and heavy browsing caused an initial crash of moose in 1965-66. Moose continued to decline until 1976, primarily due to periodic deep snow, harvest by man, and predation by wolves. These factors were interactive, each altering the impact of the others."

Some other quotes of relevance.

p. 23 "At peak abundance during 1960-65, moose may have been near range carrying capacity. Heavy browsing reduced plant vigor and killed willows in areas where moose concentrated. High moose density and reduced browse availability probably contributed to the extensive die-off during the severe winter of 1965-66."

p. 25 "Harvest by Hunters- High exploitation was a major factor causing the precipitous decline of the herd during the early 1970's."

p. 28 "Effective wildfire suppression since the 1950's caused slowly decreasing habitat quality through 1979."

p. 46 "Moose population size was not estimated accurately enough, and its rate of decline was initially underestimated. Consequently, appropriate hunting regulations were implemented belatedly."

To help illustrate these changes, I have entered data from the report into a spreadsheet from which I made a graph. To keep things on the same scale, I plotted percent change rather than the actual numbers. This data indicates that the impact of hunting was greatest when moose populations were rapidly dropping. Once the moose populations bottomed out, a "predator pit" condition was created and the quickest recovery was to undertake a wolf control program. What is important to note, however, is that while wolf control may have been the solution given the circumstances, the problem did not begin with wolves.

My message is that CSSB 77 seems destined to repeat many of the mistakes that were made in previous years. Wildlife populations are too dynamic and complicated to think they can be controlled as predictably as a machine. It is better to employ management systems which mimic nature rather than attempt to control it. Those who have learned this lesson have become believers of ecosystem management.

A final point I would like to make is that intensive management is expensive management. The fiscal note from ADF&G illustrates the point. From 1976-1984, ADF&G spent more than \$823,000 on wolf control just in the Interior. If predator control is to be conducted statewide, which CSSB 77 seems to imply, significant sums of money will be needed. Being in favor of user fees, I would like to suggest that this money be raised via a surcharge to hunting licenses. In fact, to really determine how much support there would be for this bill, the surcharge should be voluntary.

I thank you for this opportunity.

ADF&G ESTIMATES FOR TANANA FLATS

Year	Moose Population	Percent of 1963	Moose Harvested	Percent of 1963	Wolf Population	Percent of 1963
1963	22,900	100	302	100	170	100
1964	23,300	102	274	91	170	100
**1965	23,300	102	335	111	200	118
*1966	17,200	75	216	72	200	118
1967	14,300	62	299	99	230	135
1968	13,000	57	377	125	230	135
1969	12,400	54	376	125	270	159
**1970	11,800	52	449	149	270	159
1971	8,500	37	483	160	270	159
1972	6,700	29	699	232	270	159
1973	5,200	23	964	319	260	153
**1974	3,600	16	489	162	250	147
1975	2,900	13	63	21	240	141
1976	3,100	14	62	21	125	74
1977	3,400	15	50	17	100	59
1978	3,600	16	80	27	80	47

* Moderately severe winter

** Very severe winter



Anchorage Audubon Society, Inc.

P.O. Box 101161 • Anchorage, Alaska 99510 • (907) 278-3007

March 10, 1995
Testimony On

SB77: Intensive Management of Identified Big Game Prey Populations

My name is George Matz. I am Vice President of the Anchorage Audubon Society which has about 1,400 members throughout Southcentral Alaska, not including Kodiak Island. A principal objective of Anchorage Audubon is to support conservation of wildlife and protection of wildlife habitat. Virtually all of our members enjoy watching wildlife and many also participate in hunting.

We opposed the Intensive Game Management bill that was passed by the last legislature (see attached testimony) and oppose the amendments that have been proposed by this legislature. This bill totally ignores the importance of non-consumptive uses of wildlife in Alaska and the economic benefits that results from wildlife watching.

The Alaska Department of Fish and Game recently released a very professional and comprehensive report on attitudes, economic values and expenditures related to Alaska's wildlife. This report is based on a 1992 ADF&G survey that was sent to 4,725 Alaskan voters, asking questions about the recipients wildlife watching trips. Also, 4,000 resident hunters and 1,000 non-resident hunters were asked similar questions about their hunting trips.

When Alaskan voters were asked if they agree or disagree that "wildlife adds a great deal to my enjoyment of living in Alaska," 80.8% strongly agreed and 15.3% moderately agreed. When asked, "I think more concern should be given to protecting the land and water where wildlife live," 46.9% strongly agreed and 29.2% moderately agreed. This survey clearly indicates that the presence of wildlife in Alaska is important to the Alaskan resident. Although visitors to Alaska were not surveyed, it is well recognized that wildlife, being one of the main attractions for Alaskan tourists, is important to them also.

Perhaps the most important aspect of this report is that it uses state-of-the-art economic methodology to estimate the economic benefits of wildlife watching, recognizing that not all of these benefits can be adequately expressed in monetary terms. The 727 page report is loaded with data but perhaps what is most important, relative to this bill, is the species that were sought by those who took trips to observe wildlife, average expenditures for their trip, and their willingness to pay more than they did (i.e., consumer surplus) for the experience. The data on primary trips pertains to one overnight trip taken by the respondent specifically to observe wildlife. Similar data was obtained for trips where viewing wildlife was secondary to the purpose of the trip (e.g., a rafting trip) but,

for sake of time, this data will not be presented here.

Table 1
Wildlife Species Sought On Primary Wildlife Viewing Trip
(in 1991 dollars)

<u>Species</u>	<u>Sought</u>	<u>Expend- itures</u>	<u>Consumer Surplus</u>	<u>Total Value</u>
All Bears	3.0%	688	274	962
Grizzly Bears	3.0%	688	274	962
Caribou	31.4%	478	125	603
Bison	0%	NA	NA	NA
Deer/Elk	2.1%	NA	NA	NA
Mountain Goat	3.7%	763	305	1,068
Moose	33.0%	438	101	539
Muskox	0.7%	NA	NA	NA
Sheep	20.4%	530	180	710
Wolf	11.0%	569	143	712
Marine Mammals	32.0%	NA	NA	NA
Whales only	16.9%	580	160	740
Song/Game Birds	0.8%	NA	NA	NA
Sea Birds	9.7%	504	169	673
Raptors	18.1%	NA	NA	NA
Eagles only	17.8%	547	163	710
Waterfowl	2.7%	NA	NA	NA

The results of this survey indicate that the predators (brown bears and wolves) that would be affected by this legislation have high value to wildlife viewers. Bears are the second most valued species (\$962) and wolves are the fourth most valued species (\$712 which, incidentally, is more than the bounty being proposed by SB 81). It is important to realize that these benefits are repeated everytime someone takes a trip to see bears or wolves, even if they see the same animal that someone else saw. The survey also indicates that a reasonable percentage of wildlife watchers actually saw bears or wolves. Having a reasonable chance to actually observe a species undoubtedly affects what a wildlife watcher is willing to pay for the experience.

What is interesting to note is that 20.5% of those looking for brown bears and 25.0% for those looking for wolves answered \$0 to the question regarding their willingness to pay more for the trip. This indicates that the trip was worth exactly what the respondent paid or, more likely, the respondent did not feel that a dollar value could be placed on the trip. In other words, a significant portion of the value of bears and wolves was not captured by the survey.

In addition to data regarding the economic value of several species, the report also includes overall expenditures by Alaskan voters for wildlife. Presented is data by various categories of expenditures for the entire state and by region. Attached is the statewide data. As you can see, the average cost for a primary wildlife watching trip was \$499.21 and total expenditures for 1991 were \$41,826,849. The average cost for a secondary trip was \$346.10 and total expenditures for 1991 were \$49,641,135. Since the expenditures for secondary trips were for more than wildlife watching, expenditures for the primary and secondary trips can not be added together and attributed to wildlife watching.

Expenditures for equipment related to wildlife watching by Alaskan voters amounted to \$190.27 per capita and totaled \$54,322,605.

The statewide and regional economic impact from wildlife watching was also presented and is attached. As you can see, the final demand was \$116,703,300 and the total industry output was \$135,361,200. Employment related to wildlife watching amount to 2,787 jobs and the expenditure multiplier is 1.47.

The economic impact for secondary trips results in a final demand of \$52,842,300 and a total industry output of \$61,959,200. Employment amounts to 1,047 jobs and the expenditure multiplier is 1.42. As stated before, this can not be added to the primary trip data since the secondary economic impact is not exclusively for wildlife watching.

This data should make it quite clear that wildlife watching is significant to the economy of Alaska and that the two species threatened by SB 77, wolves and brown bears, are among the state's most highly valued species. It would be economic folly as well as ecological foolishness to significantly reduce populations of either wolves or brown bears.

There has been much talk nowadays about takings and benefit/cost ratios. If SB 77 becomes law, it would be a takings by the state of the some of the livelihood of those 2,787 people whose jobs provide the goods and services for wildlife watching by Alaskan residents. If we were to consider out-of-state visitors who want to see wildlife, the negative economic impact would be even greater.

While a benefit/cost analysis is a good economic tool for project analysis, it can give misleading results when applied to situations where there are significant non-market values, as with wildlife. Despite the inadequacy of benefit/cost analysis for this type of situation, we strongly suggest that such an analysis be part of the fiscal note. Even though you will not be able to measure all of the costs that would be imposed on wildlife watching, based on the data presented above, that may not be needed to demonstrate the economic inappropriateness of this bill.

We would also like to suggest that the purpose of this bill may not be carried forward, if it were to pass, without a constitutional amendment. The State of Alaska Constitution mandates that renewable resources be utilized "on the sustained-yield principle, subject to preferences among beneficial uses" and that "Laws and regulations governing the use or disposal of natural resources shall apply equally to all persons" (i.e., multiple-use). It is not conceivable that "historic high levels" of prey population can be sustained for any period of time without reducing the carrying capacity for the respective species and, in fact, contributing to population crashes (see our testimony from last year). Also, this bill would be the epitome of single-species management which would ignore well established "preferences among beneficial uses." Alaskans have the constitutional right to have their renewable resources managed for the benefit of multiple-use and the legislature should respect that.

We thank you for the opportunity to comment.


 Alaska Department of Fish and Game

ALASKA VOTERS: Their Wildlife Related Trip Characteristics and Economics

Table A-20
 EXPENDITURES (STATEWIDE) WHILE ON SELECTED PRIMARY WILDLIFE VIEWING TRIP
 BY EXPENDITURE CATEGORY (in 1991 dollars)

Item Names	Average per Primary Trip	Estimated Annual Total for all Primary Trips
Round Trip Transportation Expenses		
Commercial Airline	\$27.15	\$2,276,456
Air charter/Air taxi	\$9.90	\$829,386
Vehicle Rental	\$11.72	\$981,729
Ferry	\$5.34	\$447,206
Boat Charter	\$25.08	\$2,101,755
Train or Bus	\$12.15	\$1,018,336
Fuel or Oil for Any Vehicle		
Fuel, Land, Boat	\$59.31	\$4,969,076
Fuel, Air	\$1.33	\$111,325
Fuel, Unspecified	\$1.97	\$164,832
Other Vehicle Expenses		
Vehicle Items	\$14.29	\$1,197,452
Vehicle Services	\$38.54	\$3,229,293
Unspecified	\$1.55	\$129,884
Hotels/Motels/Lodging/Camping Fees		
Hotel, Motel	\$55.40	\$4,642,207
Camp Fees	\$10.52	\$881,323
Groceries and Beverages		
Groceries	\$80.56	\$6,750,196
Miscellaneous Items	\$0.05	\$4,569
Restaurant Meals and Bars		
Meals	\$49.47	\$4,144,884
Bars	\$0.40	\$33,108
Unspecified	\$0.72	\$60,338
Commercial Trips and Tours		
Wildlife Viewing	\$39.06	\$3,272,729
Fishing	\$1.20	\$100,414
Other, Unspecified	\$1.76	\$147,198
Wildlife Viewing and Photo. Supplies		
Camera and Accessories	\$3.87	\$324,172
Film	\$16.80	\$1,407,952
Film Processing	\$11.55	\$967,452
Equipment Rental		
Transportation Equipment	\$1.35	\$113,279
Camping Equipment	\$0.05	\$4,492
Other, Both	\$0.14	\$13,100
Shipping		
shipping	\$0.66	\$55,671
Other Items or Unanticipated Expenses		
Medical	\$0.98	\$81,751
Souvenirs	\$9.99	\$836,937
Other	\$5.38	\$488,300
Books	\$0.18	\$15,366
Clothing	\$0.32	\$26,681
Total	\$499.21	\$41,826,849



ALASKA VOTERS: Their Wildlife Related Trip Characteristics and Economics

Table A-17
ANNUAL EXPENDITURES IN ALASKA ON WILDLIFE RELATED EQUIPMENT
BY EXPENDITURE CATEGORY (in 1991 dollars)

Item Names	Per Capita by Alaska Voters	Annual Estimated Total for all Alaska Voters
Camera and Accessories	\$71.97	\$20,472,252
Film	\$1.40	\$399,600
Binoculars/Spotting Scope	\$20.13	\$5,727,061
Camping Equipment	\$36.02	\$10,266,028
Clothing	\$28.59	\$8,131,365
Ski, Snowshoes, Sled	\$18.45	\$5,267,944
Bird Feeders, Seed	\$7.24	\$2,059,416
Guns and Accessories	\$0.62	\$118,399
Other, Unspecified	\$4.87	\$1,384,538
Identification and other books	\$0.14	\$40,539
Bicycle	\$1.04	\$495,463
Total	\$190.27	\$54,322,605

Table A-18 ANNUAL EXPENDITURES IN REGION 1 ON WILDLIFE RELATED EQUIPMENT
BY EXPENDITURE CATEGORY (in 1991 dollars)

Item Names	Estimated Total
Camera and Accessories	\$2,391,465
Film	\$57,766
Binoculars/Spotting Scope	\$558,650
Camping Equipment	\$732,160
Clothing	\$1,079,040
Ski, Snowshoes, Sled	\$234,153
Bird Feeders, Seed	\$131,424
Other, Unspecified	\$127,478
Identification and Other Books	\$25,900
Total	\$5,318,036

Table A-18 ANNUAL EXPENDITURES IN REGION 2 ON WILDLIFE RELATED EQUIPMENT
BY EXPENDITURE CATEGORY (in 1991 dollars)

Item Names	Estimated Total
Camera and Accessories	\$13,972,774
Film	\$309,475
Binoculars/Spotting Scope	\$3,857,804
Camping equipment	\$6,449,244
Clothing	\$5,364,793
Ski, Snowshoes, Sled	\$3,949,975
Bird Feeders, Seed	\$1,239,011
Guns and Accessories	\$102,388
Other, Unspecified	\$684,049
Identification and Other Books	\$14,639
Bicycle	\$155,263
Total	\$36,099,415



ALASKA VOTERS: Their Wildlife Related Trip Characteristics and Economics

Table A-22
TOTAL BASE ECONOMY--STATE OF ALASKA (in 1990 dollars)

Final Demand (millions of dollars)	\$28,742.7300
Total Industry Output (millions of dollars)	\$31,180.0900
Employment (number of jobs)	326,932

Table A-23
STATEWIDE ECONOMIC ACTIVITY ATTRIBUTABLE TO
NONCONSUMPTIVE WILDLIFE USE BY RESIDENT VOTERS (in 1991 dollars)
(Includes expenditures on equipment and purchases on primary trips)

Direct Effects:		
Final Demand (millions of dollars)	\$92.2883	
Total Industry Output (millions of dollars)	\$92.2883	
Employment (number of jobs)	2076.83	
Indirect Effects:		
Final Demand (millions of dollars)	0	
Total Industry Output (millions of dollars)	\$14.7521	
Employment (number of jobs)	186.02	
Induced Effects:		
Final Demand (millions of dollars)	\$24.4150	
Total Industry Output (millions of dollars)	\$28.3208	
Employment (number of jobs)	523.85	
Total Effects:		
	Amount	As a Proportion of Total Economy
Final Demand (millions of dollars)	\$116.7033	0.4 %
Total Industry Output (millions of dollars)	\$135.3612	0.4 %
Employment (number of jobs)	2786.69	0.9 %
Expenditure Multiplier: 1.47		



ALASKA VOTERS: Their Wildlife Related Trip Characteristics and Economics

Table A-42
EXPENDITURES IN ALASKA (STATEWIDE) WHILE ON SELECTED SECONDARY WILDLIFE VIEWING TRIP
BY EXPENDITURE CATEGORY (in 1991 dollars)

Item Name	Average per Secondary Trip	Estimated Annual Total for all Secondary Trips
Round Trip Transportation Expenses		
Commercial Airline	19.60	\$2,811,569
Air Charter/Air Taxi	23.96	\$3,435,998
Vehicle Rental	12.17	\$1,745,908
Ferry	15.33	\$2,199,154
Boat Charter	8.34	\$1,196,563
Train or Bus	5.69	\$816,546
Fuel or Oil for Any Vehicle		
Fuel, Land, Boat	51.25	\$7,351,515
Fuel, Air	2.85	\$409,208
Fuel, Unspecified	0.58	\$82,875
Other Vehicle Expenses		
Vehicle Items	10.27	\$1,472,670
Vehicle Services	10.81	\$1,550,552
Unspecified	0.02	\$3,563
Hotels/Hotels/Lodging/Camping Fees		
Hotel, Hotel	39.58	\$5,677,052
camp fees	6.55	\$954,440
Groceries and Beverages		
Groceries	62.96	\$9,030,270
Restaurant Meals and Bars		
Meals	35.91	\$5,150,731
Bars	0.33	\$47,917
Unspecified	0.37	\$53,524
Commercial Trips and Tours		
Wildlife Viewing	13.04	\$1,870,848
Fishing	1.77	\$253,278
Other, Unspecified	0.74	\$106,194
Wildlife Viewing and Photo. Supplies		
Camera and Accessories	0.34	\$48,961
Film	8.75	\$1,255,025
Film Processing	4.07	\$583,354
Equipment Rental		
Transportation Equip.	1.13	\$161,582
Shipping		
Shipping	0.27	\$39,371
Shipping Materials	0.08	\$12,119
Other Items or Unanticipated Expenses		
Medical	0.68	\$97,103
Souvenirs	3.90	\$559,310
Other	4.17	\$598,212
Books	0.24	\$34,338
Clothing	0.22	\$31,485
Total	346.10	\$49,641,135



ALASKA VOTERS: Their Wildlife Related Trip Characteristics and Economics

Table A-44
TOTAL BASE ECONOMY--STATE OF ALASKA (in 1990 dollars)

Final Demand (millions of dollars)	\$28,742.7300
Total Industry Output (millions of dollars)	\$31,180.0900
Employment (number of jobs)	326,932

Table A-45
STATEWIDE ECONOMIC ACTIVITY GENERATED BY RESIDENT VOTER TRIPS
ON WHICH NONCONSUMPTIVE WILDLIFE USE WAS A SECONDARY PURPOSE (in 1991 dollars)
(Includes only expenditures on secondary trips)

Direct Effects:

Final Demand (millions of dollars)	\$43.6730
Total Industry Output (millions of dollars)	\$43.6730
Employment (number of jobs)	754.78

Indirect Effects:

Final Demand (millions of dollars)	0
Total Industry Output (millions of dollars)	\$7.6501
Employment (number of jobs)	95.22

Induced Effects:

Final Demand (millions of dollars)	\$9.1693
Total Industry Output (millions of dollars)	\$10.6361
Employment (number of jobs)	196.76

Total Effects:

	Amount	As a Proportion of Total Economy
Final Demand (millions of dollars)	\$52.8423	0.18%
Total Industry Output (millions of dollars)	\$61.9592	0.20%
Employment (number of jobs)	1,046.73	0.32%

Expenditure Multiplier: 1.62

CAVEAT: The levels of economic activity shown above CANNOT be attributed to wildlife. The primary purpose of the trip was NOT wildlife related so it does NOT follow that all or most of the economic activity can be attributed to wildlife, as can be done for primary wildlife viewing trips. Some proportion of the economic activity generated by secondary trips can likely be attributed to wildlife, but that proportion will vary by trip. Attributing economic activity from secondary trips to wildlife requires an explicit assumption regarding that proportion.



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SB 77: Intensive Management of Identified Big Game

SB 77 requires that the Board of Game "intensively manage" identified big game species in order to provide high game populations primarily for human harvest. The bill mandates the Board of Game to determine harvestable surpluses, and to adopt regulations to increase the size of big game populations specifically through predator control and habitat improvement techniques such as deliberately setting fires.

The Alaska Environmental Lobby opposes SB 77.

- Intensive game management as defined by this bill is an attempt to manipulate the natural oscillation of big game populations solely to provide more sport hunting permits. While sport hunting is a valid use of Alaska's resources it is not the only acceptable use, and Article VIII Section 2 of the Constitution mandates utilization, development, and conservation of the State's resources for maximum benefit of the public. The Constitution does not identify specific segments of the population (e.g. sports hunters), nor does it identify specific resources (e.g. moose). SB77 also attempts to define the sustained yield principle in relation to a single user group and to mandate artificial population levels to designated species. The Board of Game is required to consider the interests of all user groups, and special care was taken when the State assumed management of its' biologic resources to separate the powers of regulators and managers. The Board's role was assigned as allocative, and SB 77 would mandate both powers to the Board, direct it to give preference to the interests of a single group, and limit the managerial powers of the Commissioner of the Department of Fish and Game. Also, we believe SB 77 is unnecessary since the Board of Game is in the process of implementing the intensive management statute passed by the 18th Legislature.
- Intensive game management is costly. Because wolf control is so frequently linked to intensive management of game populations it is necessary to consider these costs in considering SB 77.
- Harvest levels need to be in direct correlation to fluctuations in big game prey populations. These populations often fluctuate dramatically - this fluctuation is natural and dependent upon many factors; weather, food supply, bull/cow ratios, conception rates, calf condition, hunting pressure and predation, among others. Wolf, bear and other predators are a part of a healthy wildlife system. Predator control should be considered as an option only when other pressures on game populations such as habitat loss, recreational hunting and interference with migratory routes are also considered. Regulations should not ignore principles of ecology which state that attempting to manage or control individual elements of an ecosystem leads to marginal and often unwanted results.
- The bill refers to historic high levels without consideration of the idea that these levels may be misleading because of successional dynamics of forage plant species. For example, after a fire, moose populations often increase due to rapid regrowth of browse plants, but as these plants are shaded out the range can no longer support the same number of animals.

- SB77 defines the level of human harvest thereby allocating a portion (1/2 of the harvestable surplus) to one user group. The legislature is usurping the authority of the Board of Game by mandating policy. This diminishes the mission of the Board which is to provide a forum wherein different, often competing interests can debate issues and arrive at consensus. This process is the very soul of democracy and a vital element in keeping game policy just, for all Alaskans.

- Currently Fish and Game's wolf control program is being audited by the state. Any fiscal notes that accompany SB 77 may well show a only portion of the cost of this intensive management. There are vast discrepancies between the projected costs of the 1993-94 wolf control program and the actual payments made. The total expenditures charged to the GMU20A program for the 1993-94 season exceed \$229,000. The published authorization total for the 1993-94 wolf control program was set at \$100,000. That is an increase of over 100%. Prescribed burning is also a costly practice as is the data collection required to determine harvestable surpluses, especially as defined by the bill in Section 4.(3).

Alaska State Legislature

SENATOR
BERT SHARP
DISTRICT P
CHAIRMAN
SENATE STATE AFFAIRS COMMITTEE
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SPONSOR STATEMENT

SB - 77

BY: SENATOR BERT SHARP

THIS LEGISLATION DOES THREE THINGS:

SECTION 2 SPECIFIES THAT THE COMMISSIONER SHALL COOPERATE WITH AND ASSIST THE BOARD OF FISHERIES AND THE BOARD OF GAME. THIS REPLACES THE PRESENT ONEROUS WORDING IN AS 16.05.050(1) WHICH REQUIRES THE COMMISSIONER TO "ASSIST" THE U.S. FISH AND WILDLIFE SERVICE IN ENFORCEMENT OF FEDERAL LAWS AND REGULATIONS PERTAINING TO FISH AND GAME.

SECTION 3 IS AMENDED TO DELETE THE COMMISSIONER'S OPTION OF ESTABLISHING A DIVISION OF GAME THAT DOESN'T PRESENTLY EXIST.



REPRESENTING
GOLDEN HEART
OF ALASKA

SECTION 4 ESTABLISH BY STATUTE, A DIVISION OF GAME WITHIN THE DEPARTMENT TO MANAGE GAME IN THE STATE. THE INTENT IS TO REPLACE THE TITLE OF DIVISION OF WILDLIFE CONSERVATION WITH THE ORIGINAL STATUTORY TITLE OF DIVISION OF GAME.

SECTION 5 MERELY CLARIFIES LANGUAGE CONTAINED IN LAST YEARS INTENSIVE MANAGEMENT LEGISLATION, WHICH BOTH THE BOARD AND THE DEPARTMENT ARE HAVING DIFFICULTY UNDERSTANDING. BASICALLY THEY WERE SAYING, DEPLETION OF GAME POPULATIONS FROM WHAT LEVEL, HIGH, LOW, OR PRESENT?

SECTION 6 ALSO, FURTHER CLARIFIES THAT INTENSIVE MANAGEMENT DOES NOT INCLUDE MANAGEMENT OF PEOPLE. THE DEPARTMENT SEEMS TO HAVE A VERY DIFFICULT TIME UNDERSTANDING THAT CONCEPT.

SECTION 7 ADDS TWO ADDITIONAL PARAGRAPHS. IT BECAME APPARENT AT THE DECEMBER 1ST AND 2ND BOARD OF GAME MEETING THAT THERE WAS DISAGREEMENT BETWEEN DEPARTMENT PERSONNEL ON JUST WHAT "HARVESTABLE SURPLUS" MEANT. THIS CLARIFIES IT FOR THEM AND IS A DEFINITION ACCEPTABLE BY MANY GAME MANAGERS.

PARAGRAPH (4) DEFINES THE TERM "HIGH LEVEL OF HUMAN HARVEST" BY A QUANTIFYING EASILY UNDERSTANDABLE DEFINITION, "ONE THIRD OR MORE".

SECTION 8 ADDS A NEW SUBSECTION (H) WHICH STRENGTHENS THE LEGISLATIVE INTENT WORDING IN STATUTE BY ESTABLISHING A QUANTITIVE TARGET TO BETTER FOCUS MANAGEMENT GOALS AT THE 50-50 LEVEL.

IN SUMMARY, I WOULD RE-INTERATE, IT BECAME CLEAR BY OBSERVING THE DEPARTMENT'S INABILITY OR RELUCTANCE TO IMPLEMENT THE INTENSIVE MANAGEMENT STATUTE/MANDATE THAT FURTHER CLARRIFICATION IS NEEDED.

IRONICALY, THE ASSISTANT ATTORNEY GENERAL AT THE MEETING HAD NO PROBLEM UNDERSTANDING AND ARTICULATE WHAT SB-77 MEANT. I WOULD HOPE THIS LEGISLATION WILL CLARIFY THE AREA THAT IS NOT UNDERSTANDABLE TO SOME DEPARTMENT PERSONNEL AND THAT THEY WOULD THEN MOVE FORWARD TO AGGRESSIVELY MANAGE THIS GREAT RESOURCE FOR THE PEOPLE OF ALASKA AS IS THEIR CONSTITUTIONAL CHARGE.



ALASKA OUTDOOR COUNCIL, INC.

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Mar. 2, 1995

The Honorable Pete Kelly
Alaska State House of Representatives
State Capitol, Room 513
Juneau, Ak. 99801

Dear Representative Kelly:

The Alaska Outdoor Council (AOC) has recently received the most current draft of HB 170 (Intensive Management) and is currently completing its review of this important piece of legislation.

Last year we strongly supported similar legislation for intensive management of wildlife resources (SB 77). We are in strong philosophical agreement with the basic tenets of that effort. We remain concerned about Alaska's ability to pursue active management of wildlife resources in areas of the State which have demonstrated importance to consumptive users.

Our initial review of HB 170 leads us to believe some of the proposed amendments may need some work or refinement. The AOC looks forward to continuing its participation with the Legislature in crafting legislation which will ensure viable strategies for intensive management of important wildlife populations.

Sincerely,

Eddie Grasser
Legislative Affairs

cc: Senator Bert Sharp
Members House Resources Committee
Members Senate Resources Committee
Frank Rue, Commissioner of ADF&G
Wayne Regelin, Acting Director, Div. of Wildlife Conservation