

ALASKA LEGISLATURE SPECIAL COMMITTEE/SUBJECT FILE 8672
1683 SCOMM 67: GUIDING AND GAME TASK FORCE, 1989-1990 1251

THE GUIDE-OUTFITTER MAY HAVE SILENT PARTNERS, WHO MAY HAVE INVESTED IN THE GUIDE-OUTFITTER'S PROCUREMENT OF THE TERRITORY. WHILE THE GOVERNMENT TURNS A BLIND EYE TO SUCH RELATIONSHIPS SO FAR AS THE GUIDE-OUTFITTER'S RELATIONSHIP TO THE WILDLIFE BRANCH IS CONCERNED, THE COURTS WOULD BECOME INVOLVED IN A CIVIL DISPUTE BETWEEN THE GUIDE-OUTFITTER AND THE SILENT PARTNERS.

THE GUIDE-OUTFITTER PAYS A HEAD TAX ON EACH ANIMAL TAKEN; I.E., \$30 ON MOUNTAIN SHEEP OR GRIZZLY BEAR, \$20 ON MOUNTAIN GOAT, MOOSE, ELK, CARIBOU OR COUGAR; AND \$10 ON EACH BLACK BEAR, DEER OR WOLF. THE GUIDE-OUTFITTER ALSO PAYS AN ANNUAL RENT FOR THE USE OF CAMPSITES.

THE AIR TAXI BUSINESS IS SEPARATE AND DISTINCT FROM THE GUIDING INDUSTRY; HOWEVER, SOME GUIDES DO THEIR OWN FLYING BUT EXCLUSIVELY THEIR OWN, AND DO NOT COMPETE WITH AIR TAXIS, WHICH ARE REGULATED BY THE FEDERAL MINISTRY OF TRANSPORT. THERE IS NO PROVISION FOR A THIRD CLASS OF OPERATORS, SUCH AS THE "OUTFITTERS" NOW OPERATING IN ALASKA, AND BC DOES NOT HAVE A PROBLEM WITH THEM.

APPROVED

Task Force on Guiding and Game

Minutes

November 15-16, 1988 Meeting - Kenai-Soldotna

Tape 1
Side 1

001 The meeting was called to order by Chairman Springer at 8:45 a.m. Members present in Soldotna were:

Chairman Springer, Pete Buist, Randall Burns, Vernita Cassidy, John Manly representing Senator Ken Fanning, Capt. Phil Gilson, Matthew Iya, Paul Johnson, Suzanne Miller representing Lew Pamplin, Nick Pierskalla, and Gayle Ranney. Excused were: Rep. Navarre. Absent were: Senator Jan Faiks. Also present were: Steve White, Attorney General's office, Nancy Petersen, Senator Bettye Fahrenkamp's office.

215 Ch. Springer reviewed the agenda.

350 Vernita Cassidy made a motion to adopt the agenda.

645 The agenda was adopted.

725 Ch. Springer moved to the next item, adoption of the minutes. Discussion. Omitted on page 18 were the names of several members present at the October 25th meeting on page 18.

1150 The minutes were adopted with the addition of Matthew Iya, Vernita Cassidy and Lew Pamplin (on page 18).

1200 Ch. Springer expressed concern regarding publications and news articles in the lower 48 describing the Alaska Guiding system as chaotic. Discussion.

1510 Steve White states that there have been no significant changes, analysis, or interpretations. Reference his letter to Senator Faiks which summarizes the pressing status of the decision and implications. Attorney General office has been instructed to proceed with request to the court to postpone the effect of the decision until June 1. He states he is gathering the data regarding the impact on guides who will need to refund deposits clients have made, primarily spring bear hunts. This request for postponement is not normally done. Discussion.

3325 Ch. Springer brings up open questions and information requests. The white paper has been requested and not yet received. But Ray DeMarchi did forward a copy of the backup

for the white paper, which is available for any member to review. If they want copies of any of the material to so note.

Ch. Springer also adds that he has received correspondence which he has included as part of the packet, one is from Ronald Quimbly who makes interesting points. Other copies will be distributed. Discussion.

Tape 1
Side Two

306 Vernita Cassidy discusses the results of the compilation of the questionnaire prepared by Rural CAP titled "The Rural Perspective" dated November 1988 and copies have been distributed to task force members. It is summarized by native regions and the comments are verbatim. She feels that the people cared enough to respond, and that a 22 3/4% return is exceptionally good. Discussion.

1610 Ch. Springer advises that Senator Fanning sent a questionnaire independent from the task force and asked John Manly to elaborate.

1622 John Manly advises that two questionnaires were sent to all registered guides and air taxi operators, basically asking them to respond to the Part 135 requirements. Sent were 375 to guides and 160 to air taxi's and have received responses from about 100. He anticipates that they will have results compiled for the December meeting. Discussion.

2140 Ch. Springer discusses the time frame the task force is under, with about 19 tasks listed. Discussion on approaches and questions as a whole rather than specific work groups.

Tape 2
Side 1

000 Ch. Springer makes reference to the work group outline which he prepared assigning people to tasks. Discussion. Changes to the groups are: Group one: addition of "H" and "S", and deletion of "R", with Group one handling: C, D, L, H, and S. Group 2: addition of "D", with Group two handling: A, B, I, J, K, and D. Group 3: addition of "F" and "I", with Group 3 handling: E, G, M, Q, F, and I. Group 4: addition of "R" and Deletion of "S". Group 4: F, N, O, P, and R.

135 Ch. Springer speaks about policy questions which are umbrella statements by the task force. One: Commercial utilization process, that there should be some commercial taking of game. He asks members to mull it over while we take a ten minute break.

535 Ch. Springer resumes the meeting at 10:40 a.m. Continues with the discussion on the commercial utilization of game prior to breaking into work groups. Discussion.

650 Ch. Springer states they would pose that as a blanket statement that it is in the best interests of the state to have some form of commercial utilization of game and asked for individual comments from each member.

730 Pete Buist commercial use of game is the only use that pays its own way. It supports the other uses.

835 John Manly supports commercial use of game.

900 Gail Ranney supports commercial use of game.

917 Vernita Cassidy states that on the basis of equal access you cannot preclude commercial users.

1022 Nick Pierskalla says that under Owsichuk that the commercial harvest of big game falls under commercial use.

1030 Paul Johnson believes that the commercial use of game is very important to the state.

1105 Ch. Springer also agrees from an historic perspective, public interest standpoint and from an economic standpoint, and as a broad policy statement there is a definite place for commercial use of game.

1125 Matthew Iya says yes. Wants the young people interested and participating in the rural areas. Believes we need to ponder the conservation of the wildlife. Another question is how you allocate it for the four users and how to regulate commercial users.

1215 Capt. Gilson thinks that commercial harvest has a niche to fill in the state but the state should have a responsibility towards the user of the guide. that there should be some standards, as other professional groups have. The client needs to be assured that he is receiving a known entity. There is a role for commercial take of game in the state.

1325 Suzanne Miller agrees that there is a place for commercial taking of game in the State. Thinks that there needs to be careful regulation to ensure public safety and wildlife conservation is met.

1332 Randall Burns states yes, there should be a commercial user group entity. That we need to identify who should be licensed and to what extent. Standards should be met. The

commercial industry is important tourism for the state, and adds to the mystique of Alaska - the non-consumptive use.

1500 Ch. Springer clarifies that it should be recognized but not to be a function of this task force. He further adds that there is a general consensus that we should have commercial utilization of game in some form, as a general policy statement. Objection?

1630 Randall Burns poses a question. Based on Owsichuk, can we create a system which will license everyone?

1700 Steve White says that we could establish a system which would base licensing on competency, once you get into allocation and quotas you are starting to intrude on Owsichuk. Putting in a limited access system just won't fly.

1800 Vernita Cassidy says that once you've gone past licensing people on their competency then you have the health of the resource and the proportion of that resource available vs. how many users are vying for that use. She wonders if there isn't a fair way to establish and ensure that opportunity for access to that available game. Discussion.

2600 Randall Burns asks if we could develop who will be subject to regulation.

2740 Vernita Cassidy brings up the priority of the task force is to protect the resource as is outlined in the letter of intent accompanying SB 191.

2835 Ch. Springer agrees but does not think these deliberations preclude that priority.

3010 Suzanne Miller adds that the Board of Game and ADFG have an important role in ensuring wildlife management and the importance of data collection.

3040 Gail Ranney mentions that we should keep in mind how regulated we already are and the importance of keeping that in mind. That we don't add to that burden of creating more forms and reports which may not have any real benefit. For instance, the federal requirements for air taxis currently. Discussion.

3258 Ch. Springer generally states that some degree of regulation is necessary. Discussion.

Tape 2
Side 2

000 Ch. Springer asks the task force if there is any objection to using as a policy statement that there be some kind of regulatory process in connection with the taking of big game.

108 Paul Johnson says he thinks that everyone here realizes that necessity.

125 Ch. Springer says that it's important to note that there is an unregulated entity involved --outfitters.

200 Paul Johnson clarifies it's just a blanket statement.

330 Ch. Springer announces that Steve White will be available as counsel for the various work groups. Discussion.

2140 Ch. Springer brings up the work groups and discussion ensues about the composition of the items. Suggestions are then taken to recompose the structure of the group items, and refers to the packet enclosures--memo regarding work group and outline of letter of intent.

2300 Suzanne Miller poses Lew Pamplin's request that he be assigned "F" and "I" and not "H". Discussion continues.

3200 CH. Springer announces the final outcome of the Work Group assignments as: Group 1: C,D,L,H,S; Group 2: A,B,I,J,K,D Group 3: E,G,M,Q,F,I; Group 4: F,N,O,P AND R.

3300 Ch. Springer asks that each group formulate sentence or statement that can later be modified or adopted by the group as a whole. Can be a policy or resolution statement.

4000 Ch. Springer calls the meeting to recess for lunch at 12 noon.

4100 Ch. Springer calls the meeting back to order at 1:15 P.M.. and announces they will adjourn to their work groups and reconvene at 4 p.m.

4100 Ch. Springer calls the meeting back to order. The next point on the agenda is information necessary. Open questions?

4200 Randall Burns thinks it's important to have someone from the Game Board present at the next meeting as well as the federal park service and other agencies and their correlation with the task force. Also regarding their permitting system.

4600 Ch. Springer has no problems inviting the people to attend but is concerned about their time frame.

Tape 3
Side 1

005 Ch. Springer continues discussion to plan for other agencies: U.S. Fish and Wildlife, U.S. Park Service, Bureau of Land Management, Department of the Interior to participate at the next meeting, in December. He requested that Suzanne Miller contact Lew Pamplin and request that the Board of Game participate.

325 Randall Burns states he will speak to Larry Weeks about the appropriateness of a felony for unlicensed activities, but not for other violations.

435 Ch. Springer asks for a report from Group 2.

450 Vernita Cassidy says the group had some concern about the impetus of the letter of intent for SB 191.

500 Ch. Springer advises that it would not really benefit the task force to have those individuals who drafted it before the task force, rather that by consensus the task force could add clarification.

670 Vernita Cassidy continue by adding that "K" was not discussed. "I" and "J" were made moot by the Owsichuk decision and could be discussed by the group as a whole. "A" and "B" were discussed. For dealing with Task "B" it would be helpful to have definitions for "in the field" and "camp".

825 Ch. Springer adds that that is item # "R" and there is crossover and he expects that these tasks are intertwined.

1135 Vernita Cassidy says the group came to the conclusion that there wasn't an equitable system that could benefit all Alaskans. Given that, the consensus was that the opportunity to benefit could be available to all Alaskans and that under the current system that opportunity does not exist.

1320 Ch. Springer asked for a report from Group 3.

1325 Pete Buist states that they had productive meeting and good consensus from the group on a number of items. 1. Fish and Game, Guide Board, Board of Game cooperation: that the mechanism is already in place for public input. The Guide Board is encouraged to use this mechanism particularly in view of reaction by the Board of Game to the Owsichuk decision. 2. Implications of the decision affecting game management by the Guide Board are diminished by Owsichuk. The Guide Board will apparently be a licensing entity. 3) The Guide Board should notify ADFG, Board of Game and local advisory committees the upcoming agenda during the public notice process. 4) the ADFG has the responsibility to provide the Guide Board with information requested for making informed decisions; 5) ADFG should assist the Guide Board in developing appropriate questions dealing with wildlife biology

for the guide exam; 6) The Board of Game and the Guide Board should should a joint meeting to discuss the ramifications of the Owsichuk decision.

1542 Pete Buist adds the next item was adding species to the guide required list. The purpose behind the requirement for non-resident hunters is to promote public safety and consumer protection due to the inherent danger of the animal itself, the terrain, and climate. Another purpose, might be to prevent wanton waste, i.e., the hunter not realizing the difficulty of field dressing and transporting big game from the field. All species that pose similar hazards should be included. If the Legislature decides to add any species they should add all species that meet the criteria. He adds that the group did not recommend the addition of any species at this time.

1715 Pete Buist continues that the group tackled item "G", the licensing of transporters of commercial game. 1) All commercial service providers providing access for consumptive use of big game should be licensed. 2) Various classes of services with different requirements and fees should be developed. 3) Fees generated should be designated to the fish and game fund for management of big game populations.

1816 Pete Buist continues that the next item was "I", Analysis of restricted guide areas, to some degree. 1) There were game management and conservation practices inherent in the restricted guide use areas concept. 2) The restricted guide use areas had the impact of limiting access to the guiding industry by residents who wished to guide in areas near their residence.

1916 Ch. Springer posed a question to Steve White about the residency requirement, wondering if preference could be given to people living in the area.

1922 Steve White replied that residents could not be given preference. His analogy is that it would be similar to giving preference to residents, that only residents and not non-residents could obtain guide licenses in Alaska. That there is no relationship that allows that kind of preference

2015 Pete Buist continues with item "M", should state employees be allowed to participate? That existing statutes and regulations on conflict of interest are sufficient and should be enforced. On item "Q", examination of head tax. All commercial consumptive service providers should be subject to a head tax, all species of big game should be included, a graduated scale commensurate with license class should be developed, fees should be designated to the Fish and Game Fund (for management of game), each individual animal taken should

be subject to tax. The group believes these recommendations are consistent with the Owsich decision.

2300 Ch. Springer asks for a report from Group 4.

2310 Paul Johnson states that they added goats to the species that non-residents must have a guide for species list. On item "N" Examine federal role in control of big game servicers: transporters, air taxi operators, and guides; Transporters and air taxis would be synonymous and would have to register with the department. In order to register a boat it would be required to show U.S. Coast Guard registration, and an airplane would have to have Part 135 certificate. Guides would not be required to have a Part 135 certification. Under "O" Safety and insurance requirements for transporters, etc.; All land use fall under DNR and federal government. That there is no use in duplicating efforts. Under bonding for big game hunting servicers there would be no requirements. Four wheelers and rafts, etc. hadn't decided on use.

2640 Ch. Springer asked what they were going to do with the people who are currently in the business of outfitting.

2645 Paul Johnson responded that they would either fit in as a transporter or a guide, that those would be the two commercial service providers. Licensing of transporters - 4 wheelers, rafts, air boats, mules, etc.-- something to contemplate. Discussion on current regulations and bonding for the variety of crafts such as 4-wheelers.

3420 Ch. Springer recessed the meeting at 4:50 p.m. until 6 p.m.

3430 Ch. Springer brings the meeting back to order for the purpose of taking public testimony.

3715 Loren Croxton, Box 1410, Petersburg, AK., has worked for ADFG for 25 years, has complaints about the guide board examination, needs simplification, some questions do not pertain to guiding and are ambiguous; does not think that the number of guides should be limited. Already are provisions to control that by limiting the number of guides that can sign contracts.

4400 Paul Johnson advises him that those laws no longer in effect to control the number of guides.

4645 Merle Wolford, Box 813, Homer, AK 99603; testifies that he is an outfitter. His main concerns are that some hunters are unable to take care of meat in the field and there really should be someone in camp.

Side 2

000 Ch. Springer discusses that some provisions in SB 191 are effective now, some in 1989, and that it can be confusing, to pay close attention to that when reviewing the law.

145 Soldotna: William Schenk, HCI Box 1541-2, Kenai, AK 99611. Asked for an update on the issues.

170 Ch. Springer reviews the history of SB 191 and the Task Force on Guiding and Game.

2035 Cecil Jones, HCR 33675, Homer, AK 99603; is a guide from Homer. Believes that there should be one exam, and one commercial provider with a provision for outfitters to become guides. There should be a provision for residents to take a certain number of non-residents in the field, say two, for friends; that would eliminate the problem of determining illegal guiding; favors a constitutional amendment; thinks that areas should be administered under ADFG.

3022 Sitka: David Mader, Box 1402, Sitka, AK 99835; thought that the exclusive guide areas were beneficial for the game populations.

3341 Valdez: Lee Schlitz, Box 1606, Valdez, AK 99686; assistant guide, is concerned about game populations, and resident hunters will also suffer. Thinks that commercial users should be regulated as either guides or air taxis, no other group.

3725 Soldotna: Jim Harrower, 13830 Jones Drive, Anchorage, AK; is a master guide, member of Alaska Professional Hunters Association; supports a system similar to what they had prior to the court decision (Owsichuk). Need some way to limit the number of hunters. Discourage with that decision. Thinks that perhaps a concessionaire system in some form, with fees going to the state and transfer fees.

4400 Senator Fanning joined the task force.

4425 Ted Forsi, Box 2470, Soldotna, AK 99669; is an outfitter, and a civil engineer, is a pilot with over 2300 hours of flying, all in Alaska. Is opposed to the Part 135 requirement for other than air taxi's. Has concerns about the penalty provision for unlicensed guiding being a felony, that penalties for practicing other professions without a license are not felonies.

Tape 4, Side 1

000 Ted Forsi continues testimony. Thinks that all commercial users should be under one board. Need revisions for guides to

allow another method of entry to the field than working 3 years as a guide. Believes that the task force should continue their work, that they should not disband in January.

415 Paul Johnson poses the difficulty in apprehending illegal guiding, that it is easier to apprehend offenders in other professions.

525 Ted Forsi continues that guides have an investment and there should be some type of compensation for them. Thinks there should be an "outfitter" license too. Does not think non-residents should be allowed to practice guiding or outfitting in the state. Describes his business as providing a camp and transportation to that camp, hauls meat out; does fishing guiding on the Kenai river in off season. Discussion.

Tape 4, Side two

000 Elfin Cove, Chuck Piedra, Elfin Cove; not a guide or an outfitter, is a sport or subsistence hunter. Has concerns about people hunting in brown bear areas without a guide, thinks non-residents should have guides when in those territories with both bears and inclement weather.

355 Ted Forsi continues. Discussion continues with Senator Fanning asking questions about first aid and the kinds of information provided. Discussion with task force.

Rep. Navarre joined the task force at 8:15p.m.

2015 Anchorage: Kelly Vrem, Box 670742, Chugiak, AK; guide since 1972. Would like to be able to sell his business someday and feels he's managed his area, now the EGA's are out, he's out his investment. Hopes there will be some way to recover that. Thinks rumors have run rampant and that the state should offer some news releases. Is opposed to air taxi operators offering field camps --should not be allowed.

3110 Ch. Springer recessed the committee for a ten minute break at 8:40pm.

3120 Ch. Springer called the meeting back to order at 8:55pm.

3125 Anchorage: Norm Starr, no address given, Anchorage, one of the silent majority, 35 year resident. Does not think that Fish and Wildlife Protection officers should be working in the field of guiding. There are not enough enforcement personnel. Thinks it is a conflict of interest. Discussion.

Tape 5 Side 1

Discussion continues regarding Department of Public Safety policy.

1000 Keith Johnson, 3646 N. Point Drive, Anchorage, AK 99515; guide for 25 years; is opposed to the Part 135 requirement for guides, has a lodge on the Alaska Peninsula. Peninsula Airways transports his clients to the lodge, and he transports them to the hunting camps, anywhere from 6 to 30 miles. He uses his plane to check on the camps. Believes that an outfitter can get licensed a guide, should they wish to work in the field. Is concerned about wanton waste occurring in the field without a guide present, especially when some operations transport ninety plus hunters. Likes the B.C. guiding system and thinks we should look at that. Discussion.

3010 Ch. Springer announces that the teleconference is over and will resume tomorrow at 8:30 a.m. (November 16, 1988) He adjourned the meeting at 9:35p.m.

TASK FORCE ON GUIDING AND GAME - MINUTES
NOVEMBER 16, 1988

Tape 6

Side 1

000 Ch. Springer brings the task force to order at 8:37am. Members present are Randall Burns, Pete Buist, Vernita Cassidy, Senator Ken Fanning, Capt. Phil Gilson, Matthew Iya, Paul Johnson, Suzanne Miller representing Lew Pamplin, Nick Pierskalla, Gayle Ranney. Absent is Rep. Navarre. Participating by teleconference is Senator Jan Faiks.

435 Eric Arneson, Box 2938, Soldotna, AK, assistant guide. Wants to be sure that younger guys get an opportunity to make a living by guiding and have access to the system. Discussion on feasibility of concessionaire system and guiding follows.

1821 Rob Chiappone, Box 345, Sterling, AK, assistant guide. Thinks that ADFG and enforcement has the responsibility of game management, and perhaps they need more people working in the field. Thinks that he has more knowledge than many of the ADFG personnel due to the length of time that he spends in his area hunting, at least 40 days a year. Has concerns about the ramifications of Owsichek. Discussion.

Tape 6

Side Two

000 Bill Johnson, Box 1047, Soldotna, AK, outfitter, owns small fishing and hunting lodge, about 9 years on Lake Clark (Port Alsworth). Would like to see a commercial game license, let the Guide Board sunset, establish a new agency for commercial game user licensing and management. Thinks that the Board of Game has the authority for game management. Does not think unlicensed guiding should be a felony.

630 Bill Johnson continues testimony. Sees that there are clients who want a service different than "guiding services", want a cook, someone to help with camp chores, packer, less costly trip. Some people want to hunt but aren't in good shape, and may need assistance. Doesn't think that the Part 135 licensing is necessary, that you can currently fly fishermen---little difference for flying hunters. Discussion and clarification of services and guiding issues follows.

Tape 7 Side 1

000 Bill Johnson continues discussion on permit system.

3140 Ch. Springer calls for a 10 minute break at 10:50am.

3145 Ch. Springer reconvenes the meeting at 11:00am.

3160 Soldotna; Vern Porter, Box 4478, Soldotna, AK, guide and outfitter. Doesn't have an assigned area. No open areas for GMU that he is licensed for. Didn't have an assigned area, so he ended up outfitting....as he didn't want to be encroaching on a guide. Says the air taxi operators put in about 3 times the people in an area than the guides and outfitters combined. Thinks game populations are pretty healthy. Outfitted in Nelchina basin and Alaska Peninsula. Bear predation on Alaska Peninsula causes a problem with moose, but he thinks that the populations are better than in 1930. He takes in about 10 or 12 hunters a year, 4 - 6 moose hunters, the rest goats or black bear hunters. Discussion.

Tape 7
Side 2

000 Vern Porter testimony continues. Discussion on guide assignment areas.

1400 Homer, Dick Koskovich, Box 1282, Homer, AK, guide, opposed to eliminating EGA's, did not have an area, does think that the areas acted as a deterrent to illegal guiding, incentive to guide to conserve game. Discussion.

25 Soldotna; Cecil Jones, HCR 33675 Jones Drive, Homer, AK 99603; is interested in permitting system changes. Has problems with Mt. goat. Little resident pressure in his area, but with the drawing permit system and later a registration permit hunt, booking hunts is a problem. If the hunter doesn't draw the permit he has to cancel the hunt. Discussion

Tape 8
Side 1

000 Discussion continues about hunting pressure and data collection.

120 Ch. Springer adjourns the meeting for lunch at 12 noon.

130 Ch. Springer reconvenes the meeting at 1:10pm. Navarre is absent. Senator Faiks is on line via the teleconference network in Anchorage.

300 Vernita Cassidy expresses concern about the time frame in order to complete the tasks necessary.

511 Randall Burns brings up that Owsichuk decision has made moot some of their discussions. Concerned about who is licensed and under what criteria, what entity, new licensing body and what it will and won't license; discussions about allocations for the industry and if the task force feels it's their role to act upon; time to formulate those broader

topics, get impact back, and finalize under the time constraints.

702 Ch. Springer envisions that the task force will have time to meet in December after the public testimony. Is not concerned about providing yet another public or agency input period. The execution of the final product will result in the Legislative process which will afford an additional scrutiny process. Once the Anchorage meeting is complete we can decide if another meeting is required. Ch. Springer envisions that on December 15, draft report done. 1st week in Anchorage, by teleconference to address any problems, if necessary. Discussion.

2030 Ch. Springer discusses the upcoming agenda for the Anchorage meeting. Plans on a one day teleconference for Anchorage to be certain Mat-Su and Glennallen and those areas have the opportunity to testify. 2nd day plans on work group. December 14th he figures that the full task force will discuss the individual recommendations of the work groups. Probably will need December 15th to complete that task.

2640 Ch. Springer asks if there are any objections. Hearing none, he states he will proceed with the agenda as outlined.

2645 Anchorage: Ronald Jordan, 3444 #A, Seppela Dr. Anchorage, previously testified. Not an outfitter or a guide. Seems to him that it's an allocation process. He thinks that the financial impact on some outfitters is the same as for guides; thinks there is little difference regarding ethics for either group. Believes that outfitters should be licensed. Has a problem with non residents in the commercial hunting business in Alaska Discussion.

4415 Chris Branham, Box 190184, Anchorage, master guide and air taxi operator, his father is a master guide, as well,. Number one priority is to protect the resource. Believes that we should limit number of hunters by leasing, permitting or concessionaire system in order to protect from overharvesting.

Tape 8
Side 2

000 Branham continues testimony. In his personal case, he is in the middle road. If they shut down the system by not allowing him adequate number of permits, he can air taxi instead. He has an investment. His family has been guiding, full-time, since after World War II. Has a lodge, and everything has gone into that effort. Now they aren't sure of the impact. Hopes the decision will allow them to operate under some grandfather rights. Discussion.

4040 Brent Jones, is a registered guide. General comments: concern for the state's interest--harvest the moose at \$1,000 a head vs. a guided hunt at \$5,000 a head. The game has a value and we don't have the game to allow everyone who wants to hunt the opportunity to hunt in Alaska. Average price for a guided hunt is \$5,375 for just the guiding fees. Additional fees, hunting tags, hotel room, air charter fees, and airline fees, plus gifts and incidentals.

Tape 9
Side 1

000 Brent Jones continues. Favors head tax with the fees going to ADFG.

1250 Sen. Faiks states she thinks we may be approaching this from the wrong way. Instead of viewing it from the guides and outfitters point of view, we should look at it from the Alaskan citizens point of view. We should establish an economic value for each animal and decide what that conservation tax should be for each animal, license everyone and let the division of game look at the quotas to manage on a sustained yield. The animals belong to the people of Alaska, whether on federal or private lands, not to the common man of Iowa. It is a treasure of Alaska and it's an industry in Alaska. Discussion.

3330 Ch. Springer recessed the meeting for ten minutes at 3:25p.

3360 Ch. Springer brings the meeting back to order.

3560 Marvin Bussy, Homer. Assistant guide. In order to have quality hunts his suggestions are to increase the FWP and ADFG personnel. No resale of guide areas or improvements should be allowed. Limit the number of hunters a registered guide is allowed to book. Use permits based on January 1 deadline to allow him time to book hunts. Every out-of-state hunter should be required to register.

Dennis Randa, Box 3055, Soldotna, AK; is a fishing guide, does not think that anyone has the exclusive rights to the game, has lived in Alaska for 14 years and his perspective is as a sport hunter and he rarely buys any meat, but rather uses game. Believes that the game belongs to the common people. Favors a conservation tax. Uses an outfitter and relies on their judgement as to gear to use, and he prefers to hunt on his own. Discussion.

Tape 9
Side 2

000 Discussion continues.

214 Donald Ramsey, Box 3016, Soldotna, AK; 21 year resident of Alaska, has taken a moose most years. Has known several guides in Alaska, reputable. Knows there are some that aren't. Thinks that there is a lot of money in the guiding industry and that the game belongs to the people. Doesn't think that the guides should have these big, expensive lodges. Should be a more competitive business. Favors a head tax, competitive bidding for use of areas, tents instead of lodges. Would like to see better game management.

922 Pete Buist asked for an explanation on lodges and how that impacts the game population.

930 Soldotna: Donald Ramsey says if you have an expensive lodge, there is overhead he must adjust for and it gives him claim to the area which in turn interferes with the potential for competitive bidding. Discussion.

1355 Soldotna: Ray McNutt, Box 469, Sterling, AK, is a registered guide, for over 30 years. Is chairman of the Guide Board, but is not speaking for them at this time, although he believes that they would agree with him.. Under the territorial government and just a handful of guides worked southcentral Alaska. As the years passed and pressure increased, he moved out his guiding territory. Is very concerned about the Owsichuk decision and the increased demand on the resources. The board will be taking a look at that decision. He hopes that they can salvage the system. He does not advocate sunseting the Guide Board. Unless ADFG limits game through permitting, the game will diminish and disappear in some pockets due to increased pressure. He believes all commercial users should be regulated. Outfitters should either become air taxi's or guides. Has had an air taxi and commercial instructor's license. As his guiding business prospered, he dropped his instructor's license and let his air taxi rating lapse. Owns a couple airplanes and does use them in his business. Uses commercial flights to transport his clients to the field. Lots of guys are in the same position as he, and sees no reason he should be required to have a Part 135 rating. It adds no safety requirement. He lands on gravel bars or outlying strips and there is no added safety factor. Should be up to the guide to decide if he wants the rating.

2712 Ray McNutt continues his testimony. Would like to see people limited to one game unit rather than one animal. For example, sheep and brown bear comprise his main operation. Discussion.

2900 Vernita Cassidy asked if the Guide Board would consider administering another class of consumptive user.

2950 Ray McNutt replies that he doesn't think it would work. That outfitters could work for their license. Air taxi's are

governed under the federal government. Would tend to stabilize the guiding industry.

3215 Vernita Cassidy asks if he has read the letter from Randall Burns which is a bit critical of the Guide Board.

3240 Ray McNutt replies he has not seen it, but has sat through two audit reports and both are very critical of the Guide Board. Some criticisms were already recognized by the Board, and they were cleaning up the exam, which is done. The other is the transfer of guide areas. Thinks if a man farms an area and builds it up, should have the ability to transfer that to his son. The audit disagreed and felt it should be returned to the Board. McNutt disagrees and believes it should be transferred to a man's heirs.

3500 Vernita Cassidy mentions that the Burns letter mentions that the Guide Board acted without any strong executive oversight and this caused some problems for people affected by their decisions. Also the relationship of the Guide Board and the Alaska Professional Hunters Association. Could you comment on that?

3650 Ray McNutt replies he's not sure what is meant by that.

3750 Ch. Springer comments that he would like to extend an opportunity to Ray McNutt to attend the December 12th meeting in Anchorage and respond to any questions at that time, since Mr. McNutt has not viewed the memo mentioned by Vernita Cassidy.

3800 Ray McNutt agrees to attend.

3840 Paul Johnson mentions he expects that the Guide Board will be acting on the issues soon, and they do have emergency capabilities.

3900 Ray McNutt says that the Guide Board will meet beginning on November 28th in Anchorage.

3933 Ray McNutt says the Guide Board the, Board of Game and the Legislature should be able to act on these issues and come up with some solutions.

4200 Roger Schmidt, Box 358, Kenai, affiliated with an outfitter. What disturbs him is people talking about maximizing the dollar. Hates to see a point where people cannot take advantage of something someone else can just because of their financial status. Has been a camp person, and feels that the people can come up and hunt and have the security of camp without the frills of a guided hunt, not totally left alone for 10 days. Would like to see all

commercial users regulated. But thinks that the air taxis (he's lived here since 1947, on the peninsula) are creating the increased pressure and have inundated the area. Does not have the answers but think all three groups should be in the scheme of regulated users.

4710 Senator Fanning asks about the air taxis regulation. Explains that outfitters have not had any regulation prior to passage of SB191. Yet air taxis have had to comply with a myriad of regulations. You meant in regards to the number of hunters?

4830 Roger Schmidt replies that he's talking about impacting the area. Allocation of the game resources.

Tape 10
Side 1

000 Nick Pierskalla thanked Roger Schmidt for his testimony.

200 Senator Faiks asks for preliminary drafts, etc. that Work Group 1 has available for her review.

240 Ch. Springer advises he will stop by her office and brief her.

310 Ch. Springer adjourns the meeting at 4:35pm.

15

Suggestions for Taskforce (Guiding-outfitting) Consideration
by Henry Springer

- Criteria :
- Welfare of game is paramount. -
 - Alaska Constitution
 - Supreme Court decision (Owstichuk).
 - "Common use clause" -
 - access to system
 - resource protection
 - management purpose
 - compensation to the public/State
 - "No property rights" - use privately
- demands on the system :
- simple
 - enforceable
 - manageable
 - cost effective
 - time limited use
 - establish "market value" of resource

Proposal : for discussion :

I. Basic assumptions:

- a) historic development in Alaska has to be considered
(Native traditions, guiding industry, transportation industry,
Landuse/D-2/ANCSA etc.)
- b) Game management has to be based and enforced on
an area-designation concept (all countries with substantial
game resources manage game on that basis)
- c) Commercial utilization of game is valid and
needs to be regulated.

Springer / suggestion p. 2

II Plan proposal - LONG TERM:

Establish user groups - regulate them

1) Establish 3 commercial user groups:

a) Guide - Outfitters - licensed

- Competency test

- allowed to operate in the field

b) Expeditor

- licensed

- allowed to provide registered lodges, base camps -

- allowed to operate transportation point to point (lodge to base camp)

- Not allowed to operate or assist in the field (see SB191 Sect 6(3)).

- Limited to 2 base camps.

c) Airtaxi / transporter - licensed

- Comply w/ Part 135

- operates to and from airports listed in the FAA Airman Manual

- provides transportation to and from designated camps.

Note: a), b), c) could be lumped into 2 groups, however, group b) has a valid identifiable function separate from a) & c).

Springer / Suggestion p. 3

- 2) ADFG establishes designated management areas taking historic, biological, land use, climatic etc. data in consideration (they may be assisted by a transition team / task force) and coordinate w/ present guide board and State licensing agency (Commerce Dept.).
- 3) Designated areas will be offered on a competitive bid basis to commercial user groups on a 10 year "lease" (concession) type basis. Only licensed qualified individuals (Not corporations or legal entities) are authorized to bid. In case of death, default etc, reverts back to State.
- 4) Board (see under III/6).

III Plan proposal - INTERIM

- 1) Establish areas as stated I/2 by 1/1/90.
seek one time funding for this from the 16th Legist. 1st session
- 2) Proceed with bid as stated II/3 by 1990.
Note: 50% of derived revenue is designated for game mgmt.
- 3) allow guides who have assigned areas to meet high bid for that area for the first auction.
- 4) ADFG sets quotas or limits hunting periods for critical species in critical and high pressure areas through the 1989 season on a one-time basis.

/cont'd

Springer / Suggestans p. 4.

5) Continue this task force through 1989 to assist the legislature and ADFG* with the implementation of legislation and regulations. * and boards of game & funding.

6) Sunset the present "Guide Board" and establish a "Commercial Game Board" (counterpart to Commercial Fisheries Board).

Consisting of 7 members representing:

1. Guide
2. Expedition
3. Transporter
4. Native subsistence users,
5. ADFG
6. Law enforcement
7. Public

(if Comm. users are 2 groups delete 2. and increase Public to 2).

7) draft and implement regulations for the user groups,

include: criteria

qualification / licenses

insurance / bonding

reporting requirements

penalties

fees / taxes.

I believe such a system meets the criteria as set out at the beginning and is workable, Constitutional and fair to most users under the constraints and circumstances.

Springer / suggestion p. 5

open f. discussion .

- how many areas per user allowed ?
- what solution f. guides who have more than one area now ?
- # of base camps per area ?
" " total ?
- compensation for permanent substantial improvements if area is lost ?
- bonding
- requirements for asst. guides ?

DISTRIBUTED
12-14-38

Capt. Wilson's Handout on Fees for
head trophies

- 1-5 moose \$250 per head. More than 5 moose \$350 each.
- 1-5 sheep \$300 per head. More than 5 sheep \$400 each.
- 1-9 caribou \$200 per head. More than 9 caribou \$300 each.
- 1-5 grizzly \$350 per head. More than 6 grizzly \$450 each.
- 1-9 deer \$150 per head. More than 9 deer \$250 each.
- 1-5 black bear \$200 per head. More than 5 black bear \$300 each.
- 1-3 muskox \$250 per head. More than 3 muskox \$350 each.
- 1-5 wolves \$200 per head. More than 5 wolves \$300 each.
- 1-5 mountain goat \$250 per head. More than 5 goat \$350 per head.

12/12/93 Doc
Page 1
Attachment
#1 (8 pages)

TESTIMONY TO GUIDE/TASK FORCE, December 12, 1988

I'm Samantha Castle, one of the seven members of the Board of Game. Sidney Huntington is also a member of the Board of Game.

The Board of Game is a seven member lay Board appointed with staggered three year terms by the Governor and confirmed by the Legislature.

When Alaska assumed management of its fish, wildlife and aquatic plant resources in 1960, a single Board of Fisheries and Game was created to regulate the harvest of these resources. Since that time a number of changes have occurred.

After years of federal regulation, Alaskans wanted a direct voice in developing fishing, hunting and trapping regulations. Special care was taken to separate the powers of the regulators and the managers. To this day, these powers remain separate.

Fish and wildlife managers in the department use biological information to decide whether harvestable surpluses of fish or wildlife exists, and the boards decide how, when and where these surpluses can be taken. Although this is a very simple way to describe the complex relationship between the department and the boards, it does describe the essential differences between board and department authorities.

Each board's regulatory authority is defined by statute as are the management and administrative authorities of the Department of Fish and Game (see Alaska Statutes 16.05 - 16.40).

The separate Board of Fisheries and Board of Game were created in 1975. The two boards meet in joint session to review and adopt regulations governing advisory committees, regional councils, rural designations and to discuss other matters of mutual concern.

Alaska's fish and wildlife resources are the basis for commercial, recreational and subsistence activities. Frequently, the same fish stock or game population is highly prized by competing interests, and virtually every board decision involves the allocation of these popular common property resources. Therefore, board decisions are under constant scrutiny by the public, the legislature and the courts.

Numerous letters and articles arise from board decisions. Frequently the complaint goes something like this; "The board

should base its regulations on biology and stay out of politics." Unfortunately, it's not that easy.

The biological decision is relatively simple -- can this fish stock or game population withstand a harvest? If the answer is yes, the fundamental biological decision is essentially complete. (Naturally biological data is also used to analyze the effects of different harvest strategies, identify sensitive life stages, and insure that to the extent possible, these surpluses are taken in the most beneficial manner.)

The next step is to decide how, when and where to take the surplus. It does not matter to a moose or a fish who kills it, or how or where it is killed. However, these things matter a great deal to the people who will benefit from the harvest. Such choices are public policy decisions which is just another way of saying political decisions.

It is unfortunate that the term "political" seems to imply shady practices or back door deals. The term itself is innocent. Americans are quite cynical about "politics" and are quite willing to believe the worst while demanding the best of public officials. The boards are charged with making these allocations or public policy decisions. From time to time, the legislature provides additional guidelines -- such guidelines are also public policy decisions.

In the United States we all expect that public policy decisions will be "fair", and that our views will be taken into account. This is a fundamental tenet of government in this country. We

expect and demand that our government officials hear us out, take us seriously, and treat our concerns fairly.

These expectations are even more intense when the issues are related to common property resources like fish and wildlife. The lay board system with its advisory committees, regional councils and extensive public hearing process provides the kind of framework where such expectations stand a better than average chance of being met.

Among all government services, resource management probably generates the widest range of public opinion and the most vociferous debate. Alaska's regulatory system offers an extremely accessible forum.

By Statute, the Joint Board is authorized to create advisory committees and there are now approximately 75 advisory committees with approximately 700-800 active members. The committees are to provide a local forum to discuss fish and game issues. The committees then bring local opinions to the boards.

Passage of the Alaska National Interest Lands Conservation Act (ANILCA) required the state to set up at least six regional councils. These councils are composed of the chairmen of the local advisory committees in one of the six regions. Under ANILCA the primary focus of the councils is subsistence use of fish and game resources.

AS 44.62.270 states: "It is the state policy that emergencies are held to a minimum and are rarely found to exist."

Aside from any humorous pictures this phrase brings to mind, it is an indication that the legislature seriously intended that

regulations be promulgated only after the public review procedures spelled out in the rest of the Administrative Procedures Act. Therefore, it is inappropriate to consider adopting emergency regulations unless there is a clear and present danger to the health of the resource or the public peace, safety or general welfare.

Fish and Game management regulations incorporate an extensive and unique formal public process. A five year agenda has been established for the calls for proposal. This agenda has been designed to allow reasonable deliberation on each topic. Proposals are submitted by the department, public and advisory system and then all proposals are reviewed by all potentially affected interests. The board meeting is the culmination of this process. All of the above groups and individuals come before the board and present oral testimony and written comments, the board deliberates and a regulatory decision is made and eventually signed into law by the Lt. Governor.

The strength of the board system is in this broad based public participation format. This forum allows for people with widely divergent views an opportunity to air their ideas about complex allocation and management problems before regulatory decisions are made. However, after consideration of all possible biological and social factors such as historical use patterns, resource health, human impacts, environmental changes, and pertinent court rulings, the board must come to resolution through a vote.

Participatory democracy is necessarily more cumbersome than autocratic rule. The boards, in particular, are besieged by

seemingly unending requests for special consideration, complaints about previous board or department actions, or claims to exclusive use. The increasing competition for Alaska's resources is exemplified by increased litigation.

Under Alaska law, enforcement of fish and game regulations is mandatory and not discretionary. Board members must keep that in mind. The regulations that are adopted set in motion a process that will enforce, literally the regulation as written. The officers of the Division of Fish and Wildlife Protection are not authorized to modify or selectively enforce regulations.

Board members must also weigh the question of how much management responsiveness is required. It is not possible to "fine tune" away major problems or conflicts with minor regulatory changes. The boards must realize that many issues before them simply cannot be resolved to the satisfaction of every interest. This makes it extremely important to insure that all parties view the decision process as fair, and the "solution" as a reasonable compromise.

The end goal of all this should be regulations that achieve management goals, reasonably accommodate diverse public interest, can be enforced by FWP and the courts, and be easily understood. The entire management process depends on effective regulations which are viewed as fair and reasonable.

I will list some of the problems I would like to have your help with in this Board process:

- (1) The Supreme Court has eliminated a game management tool in the Owsichuk decision. The Game Board and the Department relied on information provided by the Guide Board and by the guides

themselves as to the distribution of commercial and non-resident hunters. This distribution obviously affected allocation decisions made by the Board. Before I go further, let me state that the Board works under the following allocation priorities: the needs of subsistence users is first priority, then comes resident users and finally, non-resident uses. So you can see it is important to be able to accurately identify all user groups.

 Problems develop for the board when there are unregulated (unrestricted) and/or unlicensed users and when harvest information is not returned. The Board does not want to over-react to public "hearsay" in oral testimony, ^{and} ~~but~~ often this information is not something the Department can document. The department can only document harvest which complies with regulations. The unregulated and unlicensed users cannot be counted scientifically -- only as comment by the public. Therefore the decision making for the Board is complicated and requires a fair amount of crystal ball analysis. This member of the Board of Game believes the game resources of Alaska have great value and the use of the common resource of Alaskans should be documented and defensible, not by happenstance and crystal ball. And this member does not like to underestimate harvest and then be forced into a situation of emergency response by the Board. This does not allow for due process.

Again, I speak as one of the seven members of the Board of Game, but I also believe that Alaska was divided into 26 logical game management units for geographic and physiographic reasons. I suggest to you that the Board of Game makes decisions based on game management units for a good reason and I hope you will make a

recommendation to regulate all commercial users of the game resources based on the existing system of game management units. This will insure a distribution of harvest. An example of how this works is obvious when you look at game management unit 8, Kodiak Island or 9 (Alaska Peninsula). It seems quite logical to me to continue to manage all commercial users with this type of geographic definition.

It would be very helpful to maintain one Board or agency to identify and solve commercial hunting problems so that information is complete and accurate. Just as the Board of Game is expected to solve problems as diverse as walrus on Round Island and marten in the Interior, I believe it is possible to have a board which can address problems facing all aspects of the commercial hunting industry. The problems are really not that dissimilar. I believe the business of hunting Alaska's game populations should be addressed and regulated because of two fundamental reasons (1) the use of renewable and non-renewable resources should assist local and state economy with actual dollars; and (2) Alaska has a reputation in the rest of the world on the use of these game populations and we are definitely in competition for non-resident hunters ^{as an option to} ~~from~~ Africa, British Columbia, etc. There is no reason Alaska cannot provide the best hunting experiences for the hunting dollar.

One final thought, approximately ^{70%} ~~80%~~ of the income derived from the sale of hunting tags and licenses comes from the sale to non-residents. Perhaps Lew can tell you what that actually means in dollars, but I can assure you that it is not an industry which you

you should ignore. As an Alaskan I appreciate non-resident dollars and understand that they go a long way to support the game management plans developed by the Department of Fish and Game and therefore provide for my use of these resources and the use by my children. I intend to work to have those license fee dollars put directly back into game management programs which improve the biological assessment of our game populations.

Thank you for your efforts to sort out this thorny problem. I understand the difficulty of requiring regulations to cover use and making allocations for groups of users, especially when we as Alaskans have been fortunate enough to avoid so much of this for so long. I hope you understand that the lack of accountability in the use of the resource cannot continue without seriously affecting the harvest of all Alaskans, both subsistence and resident. I hope you will put forth a plan which makes all commercial users accountable to game management areas and to the people (who are represented by ^{local} advisory committees and as individuals) and the game populations in those areas. I don't care what you call these groups of commercial users, so long as the game managers can count them and regulate their use, and so long as they continue to enhance the local industry in Alaska and the reputation of Alaska's high quality game populations.

Sidney can give you specific examples of his personal perception of overharvest by unregulated users in his area.

12/12/88
attachment #2

Sidkey
Huntington
testimony

I want to thank you all for giving me the opportunity to testify to you ^{and exclusively as a}
my concerns pertaining to the controversial Guide Outfitter dispute. I will
bring my other concerns to light as I proceed with my testimony.

As we have proceeded along through out the years we have all seen some
dramatic changes in how we allocate our resources wild life big game -

It has been real noticeable to me being on the Board of Game for a good
number of years.

We seemed to have maintained a good fair amount of wild life in most areas
throughout the State. Outside of areas where some species are below what those
areas can sustain. Including water fowl which are low in number throughout
the State.

There is one thing for sure, the management gets more controversial every
day. If it isn't the Friends of the Animals environmentalist groups of
many so called organizations. We the People in general are finding ourselves
squabbling over who gets to hunt where. This takes in all user groups
"commercial guided none commercial outfitter who go where the most game is-
the subsistence user groups. None classed city subsistence users.

Then you have the rural area people. Which they are called these days. At
one time they were called Indians and Eskimos who historically used wildlife
resources to keep alive - clothe themselves, Culture. Call it what you want.
It was a way of life.

The Federal Agencies I presume, gave those Indians & Eskimoes a new handle
called Subsistence User -as part of that way of livelihood which then included
any new squatter hippy trapline jumbers, what have you, into the historical
^{use} ~~user~~ group. They ^{seem} ~~seem~~ to fit in pretty good. Today we recognize them as all
rural residents

I excepted the change in the reading of the intent, without much choice. The land claims issue done just what I said it was going to - strongly divide the People of the State. At first the Indians got all the blame - then his white brother was included, through the including of two words in the reading *on the Federal intent* rural and subsistence ~~which seem to have softened the blow because those~~ *as the Federal intent* reclassified whites had brother-sister even mother living in what we call urban areas. The new fancy definition caused some of our Indian brothers & sisters who were born Indian to be reclassified because they choose to move to an urban areas of the State. No one has told me what they call them yet. I do know some day those very brothers & sisters won't be able to hunt together because of where they live.

I HAVE rode the middle ground throughout the years I do have to live with both concepts, regardless.

While these things have been happening management of wildlife hasn't been made any easier, just more awkward in many respects, politically even. Everybody wants his share. We try to manage wildlife to meet those goals, I find most people forgot what their share was or just what is their share? If we could look at the resource like some people would like, everybody who is a USA citizen has a right to take wild l . Could be very true. There is no way we could maintain our wildlife to meet those goals.

Because some people care less , believing our resource can be raped like that, makes a management all the more binding. Which brings to reality too soon our game being over harvested. Then the Game Board and the State - have to do just what we are mandated to do, cut down on harvest of wild game to where possibly only do some hunting in rural areas as designated - to try satisfy those People living in those supposedly remote areas. The Board is suppose to maintain wildlife to meet those standards ^{with} sustain yield? The law like it or not, says we must recognize subsistence as the "NO. 1" priority for those living in rural areas of the State. Rather than having

to put that concept into gear, which I consider discriminating to some degree- depends on how you look at the controversy I guess.

I feel now is about time we took some steps and measures to try solves some of our posable problems which I am positive will get much worse if nothing is done.

I am sure most of you know why the Koyukuk River controlled use area was started. Pertaining to Fall moose hunting. Sometimes we should bring to light why we took that certain action . The Koyukuk River at one time a few years ago was being over harvested by airplane hunters flying same day airborne, what have you. People flying in from Unalakleet, Nome, Nulato, Galena, Fairbanks, even the Air Force using government owned helicopters. One piolet ~~hauled~~ hauled over fifty hunters out of the Three Day Slough area on the Koyukuk in one Fall. Air carriers were dumping off hunters all along the lower Koyukuk on sand bars - Float operations. People along the Koyukuk began taking some drastic measures to try stop the high flow of hunters and the harvesting of moose.

One man got his rubber boat shot out from under him. He was lucky enough the guy shooting jammed his gun. The fellow was a good swimmer and got away. I made a trip to Hog River that same fall. I never seen ^{so} many people and airaples before.

I landed on a sand bar not seeing anyone. It wasn't too long out of the woods popped a man with a moose rack strapped on his pack. I asked where he came from. He couldn't talk English come to find out he was one of many Swedes an outfitter dumped along the river by aircraft.

I had a hard time convincing some of my fellow boardmembers, we had to stop the over abuse created by the airplane hunters. The board adopted the now ~~new~~ Koyukuk controlled use area during the Fall moose hunt. Which over a good number of years has prooven very eff3ctive. There has been a harvest of 175 to 225 moose consistently since the controlled use area was established. No matter what we adopt or create as a board, you also leave potential loop holes for th

those who are looking for a fast dollar. The Koyukuk was no exception.

The outfitters so called have now got a handle on how to go in and harvest without too much trouble - two years ago, one outfitter took three hunters in. In just a short trip, got their moose using a boat hauled up over the highway, put it into the river at the bridge. This past fall, they made three trips from Galena hauling 15 hunters. Pick the hunter who came in by schedule airline all were successful, including the two outfitters.

My son-in-law was approached by one of the outfitters to buy his boat which could haul big loads fast. He asked what they wanted the boat for. They needed the boat for next falls hunt on the Koyukuk to set up ^{min} camp so they could bring in a minimum of 65 hunters. He would take no part ~~no~~ sale. *this boat*

This does not include a couple of white residents who move to Galena the past two years who took out no less than another 10 hunters. They boasted they got \$1500 per hunter.

WE all know we have some control over Guides at least we know where they hunt - supposedly designated areas.

We have no control over outfitters using boats or aircraft only in *maybe* controlled areas. *you know they are there*

I can see only too soon where no one only the People living along the Koyukuk will be allowed to hunt moose along the Koyukuk River. We the Board will have to make those provisions as mandated to use by the Feds & State.

Are we going to have to curtail all hunting by Outfitters, Guides, urbanites, what have you, or commercial hunting by anyone. Until the guide lines are drawn up to where we can have some kind of control over who hunts where, you ~~do~~ like I said, have some control over guides - with no control over unlicensed Outfitters.

I feel positive they will rape the moose out of the Koyukuk and move on to other areas. Its not the outfitter or anyone else only the Board of Game but mostly the Department of Game will get the blame after you loose your game - Don't they always get the blame anyway?

The guiding industry, the Dept of AF&G, the legislators, the outfitter should all get their heads together and start solving some of our potential problems. we will be facing down the road. Who in hell wants to wait until the wilflife is raped off then try to act. Why should we have to implement a priority law just because we let our wildlife go to hell. I feel sure we can do better than that.

Other

Who are guides - Licensed guides do
not fit some times. } term outfitted "

Any one who answers a request
to take any person intending to hunt
big game to any ^{place} (outfitted transporter
is guiding. Any outfitted guide
should be registered, and be made
responsible for the actions of their
client carried out over the
State. All their activities ~~shall~~
~~as~~ to where they hunt, should
be made known to the Dept of Game

We have to know where game
comes from, and not be over hauled
all time residents + some local
hunters should hunt by Permit
Who are transported by outfitted or
Guide - Possibilities

12/12/88

testimony
Ralph Eluska

attachment #3

PRESENTATION TO TASK FORCE FOR GUIDING

By: Ralph Eluska, President of Akhiok Kaguyak, Inc.

December 12, 1988

Representative Springer and members of the Task Force for Guiding,

My name is Ralph Eluska and I'm president of the Akhiok Kaguyak Native Corporation. Today I am speaking to you on behalf of the Akhiok Kaguyak Corporation or AKI and Koniag, Incorporated. Both of these corporations own large amounts of land on Kodiak Island covering large portions of several guide areas.

The purpose of my presentation is to inform you of our concerns about the impact of the recent Alaska Supreme Court decision regarding exclusive guide areas and to comment on the outfitter or transporter situation. While taking no position on the Court's Owsichuk decision, we are specifically concerned about the impact the resulting new guide area system will have on the big game population, and the management of our private corporate lands.

As you are aware, large portions of many guide areas are owned by Native corporations. The corporations can either open their lands to guides through access agreements or close their lands to guided hunting and other forms of public hunting. In a case where a Native corporation closes its lands to guided hunting, a large portion of a guide area may not be available for use by the professional guide.

The Owsichek decision ruling could make it more difficult for Native corporations to work with guides. Previously, Native corporations could deal with one or two guides who might be using a particular guide area year after year. The guide or guides would have an interest in protecting the Native property and the resident game population, since they would be depending on the same area in future years. Now, Native corporations may have several different guides wishing to use their property in any given year and these guides may change on an annual basis. Thus, the guides may have less self interest in treating private lands and resident game populations with respect and on a renewable resource basis. This situation makes management of guide access programs more difficult and may encourage corporations to close their lands.

We believe that it is in the best interest of the state, the guides, the general public and the Native corporations to recognize that private property covers large portions of many hunting areas and that this fact should be taken into consideration as new guide policies are formulated. Through the consideration of private land owner concerns, new policies could encourage corporations to make their lands available to registered guides.

Many of these concerns also pertain to commercial outfitters and transporters. Outfitters or transporters need to be qualified and licensed so the private landowner and client will be reasonably protected if an outfitter is allowed to work on private land. Similarly, transporters need to be encouraged to respect private property and to work with private land owners.

While the Task Force recognizes the land ownership situation, Native land owner concerns need to be incorporated into the new guide and transporter management scheme.

Toward this end, I have the following suggestions:

1. Encourage guides to work with Native corporation land owners: If the new management system encourages guides to work with the corporations, corporation lands will more likely remain open to hunting.
2. Recommend that non-resident hunting permits be made available to guides as a block of permits for each guide area: One guide would thus receive all the non-resident bear permits, for example, for a particular guide area. In light of the recent court decision, these blocks of permits would have to be awarded by some impartial system such as a lottery, first come-first serve basis, or by bid. Using a block permit policy might make it more economically feasible for the guide to do business in a particular area, since he will not have to move camps between areas. It will also encourage Native corporations to enter into access agreements, since they will be working with only one guide during a particular year.
3. Establish a policy recognizing the importance of the availability of private lands for hunting and encouraging respect for private corporate property.
4. Recommend that the Department of Fish and Game provide guide area land ownership maps to guides acquiring hunt permits for particular areas: These land ownership maps could indicate the address and telephone number of the Native corporations which own land in the area and an indication that permission is necessary to use the private lands.
5. Establish a guide policy that systematic trespass violations will be grounds for guide license suspension: Such a policy would be similar to the existing approach which makes

hunting regulation violations grounds for guide license suspension.

6. Recommend appointment of a private land owner representative to the Guide Board: Given that approximately forty million acres of hunting lands are in private ownership, it is in the Guide Board's interest to assure that private land owner concerns are institutionalized as part of the Guide Board decision making process.
7. Establish a qualification and licensing system for all outfitters or transporters and specify that violation of game laws or systematic trespass violations will be grounds for license suspension.

I appreciate your consideration of our concerns and suggestions.
Thank you.

12/12/88
Attachment #4

Tom Hundley
P.O. Box 2772
Palmer, Alaska
99645

Guide Task Force
119 N. Cushman, Suite 201
Fairbanks, Alaska 99701

Dear Task Force Member:

There are things taking place within the guide industry that don't bode well for us. For years a select clique of guides has wielded a great amount of power. They are painting a distorted picture of chaos, plunder of wildlife, and the destruction of the guide industry that is supposedly going to take place in the wake of the "Ousichek Decision" abolishing Exclusive Guide Areas. Their efforts are geared toward recouping their power: By getting the Guide Board back under their thumbs, and by frightening the State and Federal land managers and Fish & Game management agencies into granting exclusive rights of access to public lands and wildlife. Now I am seen as a threat because I am a guide. By inferring that an increase in guiding activity means an increase in criminal activity these fellows are drawing the rope tighter around our necks. The guide industry is already on shaky ground in so far as public relations with resident hunters.

I am a Registered Guide. I am offended by being painted in that light. I believe that these influential guides that are misleading our public officials are themselves led by a persistent notion that the Supreme Court, "made a mistake".

An analogy: The Supreme Court took a long hard look at our girlfriend, (Guide Areas). The result of the scrutiny by the Supreme Court was a unanimous decision. Our girlfriend was a whore..... You can dress her up in a new pair of shoes (concessions). Buy her a new fur coat (leases). But she's still the same old gal.

Do you remember when you were a kid in science class, and the experiment was done where you held a candle to a piece of glass so that the glass became smoked? When held up to your face you could view the eclipse of the sun through the glass without damaging your eyes? Now, close one eye.

That smoked glass is self interest. The one eye is tunnel vision brought on by anxiety. That is how clouded a perspective some guides must be viewing their surroundings through in order to refuse to accept the Supreme Court's ruling. The Justices did not "make a mistake". They were aware of all angles of thinking and they ruled the way they did because there is a wrong and a right way to apply law. The consequences of their ruling were well known beforehand. That is one of the factors that figure into a ruling (precedence). They did not write out a document that is to be interpreted as a directive on how to make Guide Areas acceptable. They ruled that allowing one fellow privileged access to the wildlife over another for commercial hunting purposes is in direct conflict with our State Constitution.

Are we so unsophisticated that we can not understand that when the Courts rule against our wishes it is not a question of their having made a mistake? They ruled contrary to what we would have liked them to. That is all. There are always people that agree strongly with both sides of a decision. I agree with the Supreme Court's interpretation of our State Constitution's "Common Use Clause". I agree that hunting and guiding are so closely allied as to be indistinguishable. Guides refer to the game animals taken by their hunters, as being their own. As in, "Look at these big rams I took in the Chugach Mtns". Guides do everything except apply the pressure to the trigger. On Brown Bear hunts many guides have a standing rule to open fire soon after the hunter makes the initial shot. The threat of wounded game escaping is that great. The Supreme Court was correct, the rights of a hunter and those of a guide should be viewed as inseparable under our "Common Use Clause".

For years we have been trying to prevent (and dreading) the natives from taking over wildlife management on land they own outright. Why? Because it offends our sensibilities to think that our wildlife can be owned by an individual or select group. Now, suppose the State allows the public lands to be divided up into 200 little "Guide Concessions", where the highest bidder owns the right to control access to the wildlife. What a dangerous precedent that would be. Hopefully the Supreme Court was aware of that scenario when they ruled. They are clear thinking individuals that took into account many things that some guides' minds, clouded by anxiety and self interest, are unable to grasp. Thank God the Justices ruled as they did.

What if the Constitution is amended to allow "Guide Lease Concessions". There are over 400 guides that have a legal right to bid. (How can I prove past use if an unconstitutional law prevented me from guiding in a particular locale.) The "lease" would have to be of limited duration. Say it's year 9 of a ten year lease, the guide wants to make as much money as he can in his last year so he takes too much game. In order to prevent this happening the State would have to put quotas on the number of animals each guide could take from his particular Area.. ..Oops! I mean "Concession". We couldn't just place an arbitrary cap on the number of animals each guide could take from his particular spot. Game populations differ, 10 Brown Bears taken from one Area might not have much effect on the population, 10 from another might wipe them out. The entire State would have to be surveyed to provide an accurate count of each species. Game populations fluctuate, the surveys would have to be conducted yearly. Would the so called "Lease Concessions" be allowed to be sold? Would they be defined by geographical boundaries scribbled all over the map. Didn't we just throw such a scheme into the trash heap?

The question is this: Is the State willing to hold our budget, our wildlife, and our constitution hostage just so one group of licensed guides can enjoy a privileged financial monopoly over their peers?

I hope not. Mismanagement of the Exclusive Guide Area scheme led to the abuse of many of our laws. I don't want anybody to have to go through what I went through for the last ten years just to be able to practice my trade.

The "Ousichek Decision" is not the end of guiding. It is, I think the end of large scale factory guiding operations, we'll all be better

off without 'em. Particularly the clients. This is the beginning of guiding. We have to accept that, and work within the confines of the law.

So called, "crybaby guides without areas" did not do away with Guide Areas. Lets open our eyeballs. We all did. We shit in our own nest. Now it is time to leave the nest. That is what "anti-monopoly" means. It is overwith. We are going to have to survive outside the nest.

*

The Dept. Of Commerce & Economic Development (through Randall Burns) is prepared to upgrade the industry by adopting better testing procedures. More stringent requirements for entry, by requiring a certain level of competence of Assistant Guides. And by having written exams on all 26 Game Management units. They are working hard to assure us that each and every licensed Registered Guide will be considered just as worthy as the next, regardless of when they were licensed.

By limiting the powers of the Guide Board to the licensing of guides the Board can better utilize their time at the task of most importance: To guarantee to the public that licensed guides are competent, ethical people. We wouldn't be faced with this obnoxious notion that an increase in guiding activity means an increase in criminal activity if we had been concentrating on the licensing procedure for the past 15 years. Rather, the Board has been spending almost all of their time over the years settling arguments between men over boundaries scribbled on maps. Men who had no legal right to control access to Alaska's public lands and wildlife. One thing the Exclusive Guide Area did do is divide us up into squabbling factions.

We are told that we have to limit the players when dealing with a finite resource such as Big Game. I would like to offer a solution that would be very simple to implement.

Guiding is a trade. In other licensed trades we expect the practitioner to be directly involved in the practice for which they are licensed. As an example..... In order to receive prescription drugs a person must see a licensed physician. You can't walk into a doctor's office and have the receptionist fill the prescription. You must see the physician. Next you take the prescription to a licensed pharmacist. You don't walk into the pharmacy and have the girl behind the cash register fill the prescription. The pharmacist must handle the job. Need your hair styled? You sit in a chair and the licensed hairstylist does the job, the stylists 19 year old kid can't legally do the job.

All non-resident hunters must be accompanied by a guide when hunting Dall Sheep, and Brown Bear. What is that requirement for if not to guarantee the safety of the hunter? If there is a purpose to the Registered Guide licensing procedure it is to certify to the hunter and State that the individuals that have gone through the training and passed the examination are bona-fide skilled professionals. Trained in first aid, woodsmanship, well versed in Game laws and Guide laws. That trained individual is the one that should be conducting the hunt. But in reality, what so often happens is that Registered, and Master Guides fly airplanes, assistant guides are alone with the client in the field. Alaska Statute, Sec. 08.54.141, reads: An assistant Guide shall be supervised by a registered Guide at all times while the assistant Guide is in the field on guided hunts. That doesn't mean 100 miles away in an airplane, to my way of thinking. If there is a need

to restrict the number of guides in the marketplace, then limit it to those that would like to practice their trade. **All non-resident hunters must be accompanied by a licensed Registered Guide when hunting Brown Bear or Dall Sheep.** This requirement would add some credibility to the restriction placed on non-resident hunters when hunting those two species. It would not give preferential treatment to any guide. Assistant Guides would then be tutored and supervised when in the field as was the original intent.

The State Of Alaska has an entire division of our State Police Force mandated with Fish & Wildlife Protection. Game animals are a high priority. Why then do we allow the Guide Board to discipline guides convicted of criminal game violations? Our system of justice places strong emphasis on impartial juries. It is beyond human capability to withstand the urge to be lenient with your old friends. We can not expect these people to discipline each other with impartiality. It hasn't worked in the past, and it won't work in the future.

Write Guide Laws into law. Place minimum sentencing if found guilty of a criminal game violation in a court of law. If a person has such poor reasoning ability or has such a criminal character that they can not abide by game laws, or guiding laws, then they should not be allowed to hold a guide license. The Federal and State Fish & Wildlife officers spend a small fortune placing undercover agents (posing as hunting clients) in the field with guides, and unlicensed outfitters, suspected of criminal activity. Once caught it is very difficult to successfully prosecute a game law violation case. The witnesses are wild animals. When a case is brought to trial and the perpetrator found guilty (or Nolo Contendere) it is very disheartening to see them walk away with a guide license still tucked in their wallet. Is it all just a way to keep cops and robbers and judges and lawyers employed? Or are we serious about protecting our wildlife and the tourist hunters from unscrupulous operators.

Remember this, guides represent Alaska to the tourist hunters that come to this State to vacation.

Once convicted, and the license to guide taken away, it is very easy to circumvent the disciplinary action, by simply posing as a booking agent and continuing to run the hunting operation as always. Hire a Registered Guide for \$100.00 a day to oversee all of the assistant guides under employ. Skate through the punishment unscathed. Many Registered and Master Guides don't guide anyway, assistants do it all.

The State should issue a "Booking Agents License" entitling the holder to book hunts for licensed guides. Tie in the minimum sentencing and revocation of the guide license along with the "Booking Agent License". No Booking agent may have been convicted of a criminal violation of Game Law or Guide Law within the past 10 years. We cannot allow people of criminal character to mess with our wildlife.

*

I don't think the State necessarily has to restrict Registered Guides to Areas bounded by geographical boundaries. Let the marketplace dictate who will succeed. Manage wildlife with permits, if

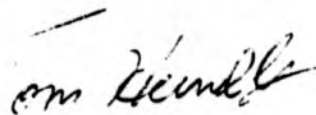
necessary place quotas on the number of animals a guide can take.

Outfitting is guiding. I see no way around it. The only way we can allow people to participate in the commercial taking of game is to license them, make them responsible for their own actions as well as their clients actions. Guiding and outfitting are so closely allied that it makes little sense to differentiate. If a person wants to provide services to hunters in the field (other than transportation) then they should go through the guide licensing procedure that is already in place.

The State Of Alaska needs to recognize that trophy quality animals can only be guaranteed for the future by allowing big game animals to reach a mature age. Set minimum antler standards on Moose and Caribou. Minimum horn size of full curl on Dall Sheep. Goats should be restricted to the taking of males only.

The guide industry can exist in harmony with our constitution. I will assist the State any way I can to accomplish that goal.

Every good wish,

A handwritten signature in cursive script, appearing to read "Tom Hundley".

Tom Hundley
Reg. Guide

Alaska State Legislature

DEC -2 1988

SEN. KEN FANNING
 P.O. BOX 90888
 JUNEAU, ALASKA 99808

PO BOX V-STATE CAPITOL
 JUNEAU ALASKA 99811
 (907) 486-4883



Rep. Heinrich Springer
 Chairman
 Task Force on
 Guiding and Game
 P.O. Box V
 Juneau, Alaska 99811

November 1, 1988

Senate

Dear Henry:

I noted at the Task Force meeting in Fairbanks that you agreed to call expert witnesses from the three underwriters to insure Alaskan aircraft. As I understood your comments, you would have a committee assemble a variety of scenarios typical to Alaska, and ask for quotes from the underwriters to cover those specific cases.

In light of this, I would like to have the following four scenarios included:

- 1) Private pilot license, single engine, land & sea, no restrictions. 2300 hours total time, all Alaska. Insure 4 seats in a 170 B with a 180 conversion, for wheels, skis & floats. 600 - 700 hours in that aircraft, 1 accident 8 years ago, no injuries.
- 2) Private pilot license, single engine, land & sea, no restrictions. 2000 hours total time, all Alaska. Insure 3 seats in a 180 on wheels only, and 1 seat in a Super Cub. No accidents.
- 3) Private pilot license, single engine, land & sea, no restrictions. 10,000 - 15,000 hours total time, all Alaska. Insure 5 seats in a Beaver, 3 seats in a 185, and 1 seat in a Super Cub.
- 4) Airline transport license, multi engine, single engine land and single engine sea. 7000 hours total time, all Alaska. No accidents and no violations. Worked professionally for air taxi for the last 5 years, flown in this area for the last 8 years. Insure 3 seats in a 180, in which he has 1000 hours, and 1 seat in a Super Cub in which he has 1500 hours.

As I said, I think these are fairly typical of the types of situations we're looking at with the Part 125 requirement. If you have any questions, I can be reached at Yakutat after the 4th at 784-3232. Thanks.

Best regards,


 Senator Ken Fanning

cc'd 12/2/88
 J

ALASKAN AIRCRAFT LIABILITY INSURANCE RATES
Comparison Based on Scenarios

<u>Insurance Company</u>	<u>Scenario (Per year/ Per Liability Amount)</u>				
	<u>#1</u>	<u>#2</u>	<u>#3</u>	<u>#4 (C-180)</u>	<u>#4 (Cub)</u>
AVENCO	Decline	Decline	Decline	\$4,492/150K	\$3,416/150K
United States Aircraft Ins Group (USAIG)	Decline	Decline	Decline	\$2,800/150K	\$1,400/150K
Houston Casualty Co.	Decline	Decline	Decline	\$4,300/150K	Decline ¹
Insurance Company of North America (INA)	Decline	Decline	Decline	Wanted More Specs-----	
London Aviation Underwriters	\$2,000/ 150K	C-180-- \$5,200/ 150K	Beaver-- \$5,000/ 100K	\$3,500/100K	\$2,000/100K
		Cub-- \$3,000/ 150K	C-185-- \$3,000/ 100K		
			Cub-- \$2,000/ 100K		

Notes: Variables such as aircraft condition, specific flying areas, number of aircraft, etc. could change amounts.
"Decline" in Scenarios 1, 2, and 3 were due to company only insuring commercially rated pilots.

¹Declined due to premium for risk being too small.

SCENARIOS

- 1. Pilot license, single engine, land and sea, no restrictions. 2300 hours total time, all Alaska. Insure 6 seats in a 170 B with a 180 conversion, for wheels, skis and floats. 600-700 hours in that aircraft, 1 seat 5 years ago, no injuries.
- 2. Pilot license, single engine, land and sea, no restrictions. 2000 hours total time, all Alaska. Insure 6 seats in a 180 on wheels only, and 1 seat in a Super Cub. No accidents.
- 3. Pilot license, single engine, land and sea, no restrictions. 10,000-15,000 hours total time, all Alaska. Insure 6 seats in a Beaver, 3 seats in a 185, and 1 seat in a Super Cub.
- 4. Transport license, multi-engine, single engine land and single engine sea. 7000 hours total time, all Alaska. No accidents and no violations. Worked professionally for air taxi for the last 5 years, flown in this for the last 8 years. Insure 3 seats in a 180, in which he has 1000 hours, and 1 seat in a Super Cub in which he has 1500 hours.

For Immediate Release

December 5, 1988

Contact: Ken Fanning

(907) 452-7624

(DETAILED VERSION)

479-3648

LAND AND WILDLIFE MANAGERS PROVIDE GOOD NEWS FOR ALASKA GUIDES
AND HUNTING PUBLIC

Anchorage - In an unprecedented and unique gathering of federal and state land and wildlife managers on Saturday, December 3, Alaska's guiding industry was told that the upcoming hunting season will not revert to the chaos of the late 60s, as had been predicted following the state supreme court decision in October that the state's restricted guide area system was unconstitutional.

Federal land managers indicated their policies will make it difficult if not impossible for new commercial operators, who have not previously been authorized or permitted, to set up shop on the land they manage.

State wildlife management and enforcement spokesmen expressed their gratitude and relief at the announcements of the federal land managers, saying that knowing who will be operating, and where, will make their jobs more effective.

Representatives of the game board and the department of fish and game said that at this time they did not anticipate having to resort to new drawing permit hunts, in light of the conservative approach the land managers would be taking in their policies.

The purpose of the panel discussion was to explore possible changes resulting from the Supreme Court's decision in the Owsichuk case, as well as increased hunting pressure from unlicensed hunting service providers, which has been an explosive problem in some areas of the state.

Alaska Guiding Release
Add 2

Panelists, as well as the guides in attendance, expressed optimism that not only would the hunting industry survive the current set of problems, but a stronger, more efficient system of licensing all commercial operators would result.

The forum was hosted by the Alaska Professional Hunters Association, and in his welcoming statement APHA President Phil Driver read a letter of December 1 from Governor Steve Cowper, who said, in part, "I'll lend my support to this process wherever it will be helpful. I want to minimize hardship precipitated by recent changes while at the same time working to build a new system that will withstand the challenges we know will come. Challenges are fine. They'll help us develop a lasting, equitable system of guiding."

Panelists represented the National Park Service, U.S. Fish and Wildlife Service, Bureau of Land Management, U.S. Forest Service, Alaska Department of Natural Resources, Department of Fish and Game, Department of Public Safety, Board of Game and Guide Board. Also participating were the chairman of the legislatively-created Task Force on Guiding and Game, as well as a wildlife biologist from British Columbia. State Senator Ken Fanning moderated the discussion.

In summary, the agencies in attendance took the following positions:

USF&WS announced that as an interim policy for its 16 Alaskan wildlife refuges it will authorize or permit commercial operations only to those who held such authorizations or permits in 1988 and who apply for 1989. The net effect of this policy is that there will be no new commercial users, and no new pressure on wildlife in the refuges. This also means that for the upcoming spring Kodiak brown bear season, only those guides who have previously operated will be able to guide in Kodiak refuges, and it

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Add 3

appears the permit allocation process will most likely remain as it has in the past, thus assuring those guides who currently hold land use permits that they will receive the appropriate brown bear permits.

NPS said the Owsichuk decision will have little effect in the National Park Preserves in Alaska, as NPS intends to place a 2-year moratorium on increased commercial hunting activities, and that they will maintain the current status quo of both numbers of commercial operators and numbers of hunters. The NPS allows only licensed guides who have permits to operate within park-preserves.

The Forest Service and BLM announced that they have in place priority status regulations which will ensure they will not allow any detrimental increase in commercial hunting pressure. The Forest Service also noted that an environmental assessment will have to be undertaken on any new commercial hunting permit applications in both the Chugach and Tongass National Forests.

The Chairman of the Task Force on Guiding and Game said the task force will hold its final meeting on December 12-15 in Anchorage, and he anticipated resolutions to many of the current problems relative to unlicensed operators active in Alaska. He noted it was the opinion of the task force members that anyone offering commercial hunting services should be licensed and regulated. He also expressed optimism that the Alaska State Legislature was concerned with the state's wildlife resources, and would be responsive to the task force recommendations, with positive and beneficial legislation to help rectify current problems in the upcoming legislative session.

The representative of the department of natural resources stated that the Supreme Court decision outlined achievable

Alaska Guiding Release
Add 4

mechanisms to reinstate a system of resource stewardship on state lands through concessionaire or lease policies, and pledged his department's assistance in helping develop such policies.

The spokesman from the department of public safety noted that the various land management policies announced would assist protection officers in proper enforcement of Alaska's game laws and regulations in two ways - first, by clearly defining who can do what, and second, by knowing who is allowed to operate in what areas. He noted that as information becomes more reliable, enforcement becomes more effective.

Representatives of the Board of Game and department of fish and game announced that an emergency meeting of the board would be held in January to determine what actions, if any, would need to be taken for certain areas of the state for the upcoming spring bear seasons. Both expressed their gratitude and relief that the policies announced by the federal land managers would greatly assist them in ensuring appropriate harvest levels, and indicated that because of those policy announcements, the January meeting would not have to address most game management units of the state.

The director of the Game Division said the department recognizes the problems association with drawing permits for guided hunts, and that they would be resorted to only as a last ditch measure to assure adequate controls on harvest of certain species. Given the interim policies expressed by Federal agencies, it was highly unlikely, he said, that any new drawing permit hunts would be recommended by the department for the spring bear season. He also noted that ADF&G approached management considerations in a conservative manner in order to continue to ensure healthy populations of big game animals. He reiterated the necessity, from a game

Alaska Guiding Release
Add 5

management standpoint, of licensing and carefully regulating all commercial users of the big game resource.

The general consensus of the panelists was that Alaska's big game populations are now in healthy condition and would remain so through maintaining stability in commercial harvest. Planned hunts for 1989 and 1990 can and will take place. Licensed guides will not be able to guide just anywhere in the state they want to, as had been previously reported, and any increased pressure created by new guiding operations will likely be offset by decreased harvest by unlicensed operators.

All panelists agreed that the discussion was constructive and helpful, and that by continuing to work together, policy-makers would be able to achieve, as Governor Cowper expressed in his letter, "a lasting, equitable system of guiding" that protects and enhances Alaska's big game resources.

AGENDA
FOR
A PANEL DISCUSSION CONCERNING
ANTICIPATED POLICY CHANGES FOR THE 1989 HUNTING SEASON

8:30 AM - NOON
SATURDAY, DECEMBER 3, 1988
CLARION HOTEL, ANCHORAGE

-
- 8:30 CONVENE**
- WELCOME BY PHIL DRIVER, PRESIDENT APHA**
- INTRODUCTION OF PANEL MEMBERS AND DISTINGUISHED GUESTS BY SENATOR KEN FANNING, MODERATOR**
- BRIEF OPENING STATEMENT BY EACH PANELIST**
- GENERAL DISCUSSION OF ISSUES**
- 10:15 COFFEE BREAK**
- 10:30 RECONVENE**
- CONTINUE GENERAL DISCUSSION OF ISSUES**
- QUESTIONS AND COMMENTS FROM AUDIENCE**
- CLOSING COMMENTS**
- 12:00 ADJOURN**
-

INVITED GUESTS:

MEMBERS OF TASK FORCE ON GUIDING & GAME
MEMBERS OF ALASKA LEGISLATURE
CONGRESSIONAL DELEGATION OR STAFF
VARIOUS STATE & FEDERAL POLICYMAKERS
MEMBERS OF APHA

PANEL MEMBERS

LEO KEELER - U.S.D.A. FOREST SERVICE
201 E. NINTH AVENUE, ANCHORAGE, ALASKA 99501 271-2547

SAMANTHA CASTLE - BOARD OF GAME
1170 SUNNYSLOPE, FAIRBANKS, ALASKA 99709 455-6678

RAY DEMARCHI - BRITISH COLUMBIA WILDLIFE BRANCH
WILDLIFE BRANCH, BC MINISTRY OF ENVIRONMENT, 106 5TH AVE SOUTH
CRANBROOK, BC V1C 2G2

SENATOR KEN FANNING - MODERATOR
P.O. BOX 80929, COLLEGE, ALASKA 99709 479-3648

JOE DAMICO - DEPARTMENT OF PUBLIC SAFETY
5700 EAST TUDOR RD, ANCHORAGE, ALASKA 99507 269-5589

REBECCA KAISER - NATIONAL PARK SERVICE
2525 GAMBELL, ANCHORAGE, ALASKA 99503 257-2594

PAUL SCHMIDT - U.S. FISH & WILDLIFE SERVICE
1011 EAST TUDOR RD, ANCHORAGE, ALASKA 99503 786-3355

RICHARD LEFEBVRE - DEPARTMENT OF NATURAL RESOURCES
3601 C STREET, SUITE 814, ANCHORAGE, ALASKA 762-2692

RAY MCNUTT - GUIDE BOARD
P.O. BOX 10, STERLING, ALASKA 99672 262-4678

LEW PAMPLIN - DEPARTMENT OF FISH & GAME
333 RASPBERRY ROAD, ANCHORAGE, ALASKA 99502 267-2231

DAVID RUKKE - BUREAU OF LAND MANAGEMENT
6881 ABBOTT LOOP ROAD, ANCHORAGE, ALASKA 99507-2599 267-1264

REP. HEINRICH SPRINGER - GUIDE TASK FORCE
P.O. BOX 1630, NOME, ALASKA 99762 443-5505

STEVE COWPER
GOVERNOR



STATE OF ALASKA
OFFICE OF THE GOVERNOR
JUNEAU

December 1, 1988

Mr. Phil Driver
President
Alaska Professional Hunters
Association
1306 East 26 Avenue
Anchorage, AK 99508

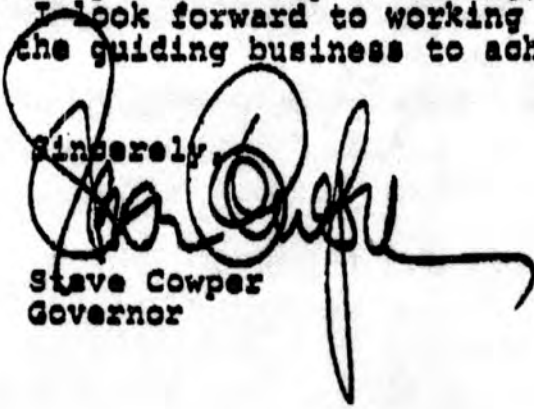
Dear Phil,

Thanks for meeting with me yesterday in Juneau. I understand your concerns and appreciate your taking the time to bring them to me personally.

As I said, I think we can lick this problem with creative thinking and hard work. We've got to make sure that whatever system we create is fair and constitutional. You can bet a lot of people will be inspecting it from every angle. I encourage you to maintain contact with Ron Clarke and Rod Swope in this office as well as with members of the Guide Board and the Interim Task Force on Guiding and Game. I also encourage you to seek out divergent opinions--we should incorporate ideas from all interested parties from the start.

I'll lend my support to this process wherever it will be helpful. I want to minimize hardship precipitated by recent changes while at the same time working to build a new system that will withstand the challenges we know will come. Challenges are fine. They'll help us develop a lasting, equitable system of guiding. I look forward to working with you and others interested in the guiding business to achieve that goal.

Sincerely,


Steve Cowper
Governor

Group 2 Handout
Dist. 12-14-88
Sen Fanning
Vernita Cassady
Pete Bruer
Phil Gilson
PMT Malone rep. Rep.
Nelson

CLASSES OF USERS - DEFINITIONS

There shall be two licensed classes big game hunting service providers operating "in the field": "Guide-Outfitter" and "Transporter".

1. GUIDE-OUTFITTER: Has the ability to book hunts; conduct hunts; outfit hunts; and is required to file the Statement of Financial Remuneration.
2. CLASS A GUIDE: Has the ability to conduct hunts without the presence of a Guide-Outfitter. He is, however, the ~~employee~~ of a Guide-Outfitter who is required to file the SFR. A Class A Guide shall have ⁴⁰~~20~~ years of experience in a specific Game Management Unit and one year of service as a guide. *marine mammal guide. Special class.*
- Assistant*
3. GUIDE: Has the ability to conduct hunts under the direct supervision of a Guide-Outfitter or a Class A Guide. Must be employed by a Guide-Outfitter.

TRANSPORTER: Provides transportation of big-game hunters; hunting gear; or harvested big game animals.

LICENSING REQUIREMENTS:

✓ GUIDE-OUTFITTER: Required to pay a Commercial ^{Services} Hunting Permit (Fee); ^(head fox) Guide-Outfitter License (Fee); and a Big Game Conservation (Fee) for each animal taken. *AK Business license, transporter license (fee).*

combine C. U fee, consrv. fee; 1st provider

CLASS A GUIDE: Required to pay a Class A Guide License Fee.

ASST
Assistant
GUIDE: Required to pay a ^{Assistant} Guide License Fee.

✓ TRANSPORTER: Required to pay a Commercial ^{Services} Hunting Permit Fee; Transporter License Fee; and a Big Game Conservation Fee for each animal taken.

* all charges made after distribution in general work group.

OTHER CONCLUSIONS:

Transporters are allowed to provide transportation services ONLY. If any other services are provided in the field, a Guide-Outfitter License is required. A clear definition for "in the field" needs to be established.

One hunting service that we are aware of is the provision of permanent shelter to big game hunters. A license is not required for this service. However, a Commercial Hunting Permit Fee shall be paid on an annual basis and the shelter provider is required to provide an annual activity report to the Department of Fish & Game.

STATE OF ALASKA

DEPARTMENT OF COMMERCE & ECONOMIC DEVELOPMENT

DIVISION OF OCCUPATIONAL LICENSING

Dist. 1-13-88
BURNS

STEVE COWPER, GOVERNOR

P.O. BOX D-LIC
JUNEAU, ALASKA 99811-0800
PHONE: (907) 465-2534

GAME MANAGEMENT UNIT	# OF GUIDES CERTIFIED IN UNIT	# OF GUIDES WITH FORMER EGA IN UNIT	ADDITIONAL # OF GUIDES NOW ABLE TO CONTRACT HUNTS
1	33-7=26	13	2013
2	31-7=24	13	1811
3	34-7=27	13	2114
4	34-9=25	13	2112
5	35-14=21	6	2915
6	165-90=75	12	153 63
7	140-83=57	5	13552
8	139-58=81	23	11658
9	218-57=161	69	142 92
10	103-61=42	2	101 40
11	164-77=87	28	13659
12	160-77=83	23	137 60
13	199-77=122	44	155 78
14	149-86=63	7	142 56
15	151-82=69	10	141 59
16	166-81=85	24	142 61
17	130-69=61	17	113 44
18	99-64=35	5	94 30
19	143-72=71	27	116 44

STATE OF ALASKA

DEPARTMENT OF COMMERCE & ECONOMIC DEVELOPMENT

DIVISION OF OCCUPATIONAL LICENSING

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JUNEAU, ALASKA 99811-0800
PHONE: (907) 465-2534

GAME MANAGEMENT UNIT	# OF GUIDES CERTIFIED IN UNIT	# OF GUIDES WITH FORMER EGA IN UNIT	ADDITIONAL # OF GUIDES NOW ABLE TO CONTRACT HUNTS
20	112-63 = 49	17	~~95~~ 32
21	100-05 = 35	8	~~92~~ 27
22	85-56 = 29	8	~~72~~ 21
23	91-55 = 36	14	~~72~~ 22
24	99-56 = 43	15	~~84~~ 28
25	112-64 = 48	14	~~92~~ 34
26	107-52 = 55	25	~~82~~ 30

MEMORANDUM

TO: Larry R. Weeks, Director
Criminal Prosecutions
Juneau, Alaska

DATE: November 28, 1988

FILE NO:

TELEPHONE NO: 277-8622

NOV 29 1988

DEPT. OF LAW
CRIMINAL DIVISION

THRU:

SUBJECT: A.S. 08.54.210

FROM:

BC
Brent Cole
Assistant District Attorney
Anchorage

Larry:

Dwayne asked me to send you a memo with any comments I might have on how A.S.08.54.210 could be improved to provide for more effective enforcement.

As background information, I believe that I have worked on every case where the State has criminally charged an individual with unlawful guiding in Anchorage over the last two years. I have handled most of the sentencing negotiations on these cases and have recently been successful in prosecuting two defendants who were charged with several counts of felony "guiding without a license." Up to this point, the Department of Fish and Wildlife and myself have handled these cases as follows. In cases where we believed the person charged was merely assisting the guide or the person whom we believed to be the guide, we have offered to allow that person to plead to misdemeanor illegal possession charges rather than requiring them to plead to felonies. We have been very successful in getting most of these people to plead out. One individual rejected this deal and was convicted of felony "guiding without a license" under the aiding and abetting theory. (State v. Bernhard Maeckle)

We have also allowed individuals who we believed to be the guide or the person who arranged for the guiding services to plead out to misdemeanor offenses if we did not have any reason to believe that they had a prior history of violating the guiding laws. Finally, in two cases we had situations where we charged individuals we believed had been involved in violating the guiding laws for extensive periods of time and who we refused to allow to plea to anything but felony charges. One of those individuals (State v. Jim Baum) plead out in a negotiated sentence agreement and the other one was recently convicted of felony guiding without a license. (State v. Bruno Zedler)

Mr. Weeks
RE: A.S. 08.54.210

TAPE 19-B 743
November 28, 1988
Page 2

After being involved in the prosecution of these cases for the past two years, I believe the following recommendations would help improve the enforcement of the guiding statutes:

(1) Eliminate the mandatory one year sentence.

None of the other licensing statutory have a mandatory imprisonment period. The one year imprisonment is in my opinion, much too hard for the crime. It is a major stumbling block in convincing people to plead out without having to reduce the charge to some violation of the fish and game regulations.

(2) Make first time offenses a misdemeanor.

My understand is that this law was changed to a felony to get peoples attention. No other licensing statutes are felony crimes. I think it would be appropriate to have some minimum jail time if it was a misdemeanor--say one (1) to two (2) months.

(3) Make second time offense a felony.

The statute already provides for this in certain types of guilding violation. I think it would be an effective way to balance the interest of fair sentencing and deterring people from committing these crimes.

(4) Raise the maximum fine that may be imposed.

This is an economic crime. The best way to combat it is to make it as unattractive to commit this crime as possible. People are making a lot of money on this industry and I believe the maximum fine should be in the \$20,000-\$30,000 range.

(5) Do not allow the judge to impose an SIS.

(6) Continued cooperation between Fish and Wildlife and the District Attorney's Office.

It is essential that both offices continue to cooperate and work together, particularly because of the difficulty of apprehension and prosecutions of the cases.

I would also bring to your attention a concern that I have about the issue of entrapment that has been raised in almost every one of these cases and which is presently being litigated before the Alaska Supreme Court. These under cover officers are the only effective means of successfully prosecuting these cases. Presently the Alaska Supreme Court is considering arguments on this issue in Vaden and Saltz. A negative ruling by the Supreme Court would seriously impede the enforcement and prosecution of these crimes. I am confident that we will win on appeal, but on the other hand, a loss would seriously jeopardize any gains we have made in enforcement of this law.

BC:bch
cc: Dwayne McConnell

**Task Force on Guiding and Game
Data Management Subcommittee Report**

The Data Management Subcommittee met on Thursday, October 20, 1988, in the Anchorage office of the Department of Fish and Game from 10:00 AM until 2:45 PM.

Members present were Lew Pamplin, Chairman
Captain Phil Gilson
Senator Ken Fanning
Representative Heinrich Springer

Members connected by telephone were Randall Burns
Nick Pierskalla

The purpose of the subcommittee meeting was:

- (1) to review the past reporting requirements of guides, outfitters, and other commercial users of big game, and hunters; and
- (2) to review the effectiveness of the reporting requirements that were established by Senate Bill 191.

Each agency presented a short review of their respective reporting requirements:

Department of Commerce and Economic Development
Randall Burns
Department of Public Safety
Captain Phil Gilson
Department of Fish and Game
Lew Pamplin

Discussions:

---The subcommittee focused on what information the state needs relative to the administration of the commercial use of big game and how current reporting requirements meet those needs.

---The subcommittee categorized information needs into two groups:

- (1) information necessary to ensure sound management of the big game resources; and
- (2) information necessary to ensure efficient administration and regulation of the commercial uses of big game.

---The subcommittee felt that the Task Force should keep several points in mind in considering the information needs for regulating commercial uses of big game:

- (1) the responsibility for reporting commercial uses of big game should be born by the service providers, not the clients (hunters);
- (2) the responsibility for reporting the harvest of big game should be born by the hunters (not the service providers);
- (3) reporting requirements should be similar for all commercial service providers; and
- (4) reporting requirements should be simplified and consolidated into a minimum number of documents returned to the appropriate state agency.

---The subcommittee discussed the need for big game harvest information and reviewed the existing hunter reporting requirements of the Department of Fish and Game. It concluded that the Department of Fish and Game currently has in place sufficient hunter reporting requirements to adequately monitor the total harvest by area, but that information relative to the use of commercial services needed for assessing their impact on the harvest was insufficient.

---In their review of new and existing hunter reporting requirements, the subcommittee identified an opportunity to simplify reporting requirements by incorporating the information on the Affidavit of Nonresident Hunting Moose and Caribou (established by Senate Bill 191) with the existing Big Game Tag Record which all purchasers of big game tags are required to complete.

---The subcommittee also explored ways of ensuring that the information on the Big Game Tag Record is forwarded to the Department of Public Safety in time for in season enforcement activities. The subcommittee did not arrive at an acceptable solution, but felt that new administrative methods of retrieving timely information back from license vendors should be explored.

---The subcommittee identified the information needs of the state for regulation of commercial uses of big game as:

- (1) WHO are the service providers. This information is needed to enable adequate enforcement of both big game regulations and commercial licensing.

- (2) **WHAT** kinds of services are they providing. This information is necessary to interpret the impact of commercial uses on big game harvest patterns and regulations.
- (3) **WHERE** are the service providers operating. This information is necessary for both enforcement and big game management.
- (4) **WHEN** are the services provided. This information is also necessary for both enforcement and big game management.

---In discussing the question of **WHO**, the subcommittee identified existing reporting requirements which contribute to this information need. It concluded that while the state does have data on some service providers, namely guides through the licensing process, it lacks a reporting mechanism for gathering data on the majority of commercial users such as air taxi operators, other transportation providers, and camp operators. The Big Game Transport Log was reviewed in this context and it was concluded that it has proven ineffective in meeting this need. The lack of strong sanctions against those not reporting was identified as one of the problems contributing to its ineffectiveness. The subcommittee felt that additional requirements would need to be established to include all providers in a like manner.

---In discussing the questions of **WHAT**, **WHERE**, and **WHEN**, the subcommittee again identified reporting differences between guides and other service providers. The Big Game Transport Log is the only reporting requirement for game transporters. While guides are required to identify camp locations on their initial applications for exclusive/joint use areas, there is no requirement to update this information. The requirement for outfitters to submit affidavits to register big game hunting base camps, cabins, and lodges expires this year. The reporting requirements differ significantly from federal reporting requirements for camps located on federal lands. Some subcommittee members felt that all big game hunting camps should be pre-registered (prior to their use) to aid in enforcement.

---The subcommittee also addressed the confidentiality of information that is currently provided. The Department of Commerce and Economic Development indicated that the Statement of Financial Remuneration submitted by guides is considered confidential, yet the Affidavit of Nonresident Hunting Moose and Caribou and the Affidavits to Register Big Game Hunting Base Camps, Cabins, and Lodges are not. The issue of confidentiality needs to be addressed and applied uniformly to all information providers. Departments with legitimate information needs should have ready access to this information.

Recommendations:

---The following recommendations were made by the subcommittee during the course of its meeting:

- (1) Current reporting requirement should be simplified wherever possible; specifically,
 - (a) the Big Game Tag Record should be modified to include the information on the Affidavit of Nonresident Hunting Moose or Caribou and the affidavit subsequently eliminated.
 - (b) the Tag Harvest Report Card does not contribute to the information base and can cause confusion with other existing harvest reporting requirements. It should be eliminated.
- (2) Appropriate steps should be taken to establish uniform reporting requirements for all commercial users. The subcommittee discussed the possibility of establishing a Commercial Big Game Transporters or Service Providers license with appropriate reporting requirements and penalties which would effect license renewal. The Task Force should consider this as a possible solution to the current differences in licensing and reporting requirements for service providers.
- (3) If the Big Game Transport Log is retained as a reporting mechanism, the reporting period should be changed from 7 days to 30 days after the transport of big game.
- (4) The Task Force should seek legal advice on the confidentiality of existing reporting requirements and take the necessary steps to establish a uniform confidentiality policy with regard to information collected on the commercial use of big game.
- (5) The information needs of each of the individual agencies should be identified and administrative procedures established to ensure the proper flow of information between agencies in a timely manner.

JUL 13 '88 10:59 AK DEPT FISH & GAME, JUNEAU

P.2

State of Alaska
Department of Revenue
Income and Excise Audit Division

**AFFIDAVIT OF NONRESIDENT HUNTING
MOOSE OR CARIBOU
Per AS 16.05.407**

Fish and Game Licensing Section
1111 W. 8th Street, Room 108
Juneau, Alaska 99801

This affidavit must be completed prior to the purchase of a nonresident moose or caribou big game tag.

1. I will be hunting in the following Game Management Unit(s): _____

2. I will be hunting in the following area(s) of the unit(s) shown above: (Please be specific) _____

3. I will be using the services of the following: (Please name the person and/or business)

a. Guide(s): _____

b. Outfitter(s): _____

c. Transporter(s) or air taxi service(s): _____

d. Other big game hunting service(s): (List by name) _____

Name		
Mailing Address		
City	State	Zip Code
Hunting License Number:		

I certify under penalty of perjury that all of the information on this affidavit, including any attachment, is true and complete.

X

Signature

Date

JUL 13 '88 10:26 AK DEPT FISH & GAME, JUNEAU

ALASKA DEPARTMENT OF REVENUE
Fish and Game Licensing
1111 W. 8th Street, Room 108
Juneau, Alaska 99801

BIG GAME TAG RECORD (Resident or Nonresident)

P.2
Send Parts 1 and 2 to Revenue
Give Part 3 to Licensee
Keep Part 4 for Your Files

THE FOLLOWING AFFIDAVITS MUST BE COMPLETED AS NECESSARY BEFORE THE SALE OF ANY BIG GAME TAG.

MILITARY AFFIDAVIT Per AS 16.05.340(d)	NONRESIDENT AFFIDAVIT Per AS 16.05.407(a)	NONRESIDENT ALIEN AFFIDAVIT Per AS 16.05.407(a)(e)
This affidavit is to be completed before the sale of any tag at the military rate.	Complete this affidavit before the sale of any brown-grizzly bear or sheep tag to a nonresident who is a U.S. citizen.	This affidavit is to be completed before the sale of any tag to a nonresident alien.
I am entitled to the special nonresident Military Big Game Tag at one-half of the nonresident rate for the following reason: ☐ 1. I am a member of the military service on active duty permanently stationed in the state; or ☐ 2. I am a dependent of a member of the military service on active duty permanently stationed in the state.	Pursuant to AS 16.05.407, I hereby certify that I will be guided by: _____ of _____, Alaska who is _____	Pursuant to AS 16.05.407, I hereby certify that I will be guided by: _____ of _____, Alaska who is _____
Branch of Military Service _____	☐ A. A Master or Registered Alaskan guide; or	☐ A. A Master Guide; or
Rank and Serial Number _____	☐ B. A resident spouse or relative within and including the second degree of kindred as defined in the Alaska Game and Guiding Regulations.	☐ B. A Registered Guide under AS.05.54.
Assigned Duty Station _____	Specify Relationship: _____	
If a Dependent, Show Relationship _____		

This certifies that the licensee named below has purchased the big game tag(s) indicated. (PLEASE PRINT)		Tag Type	Tag Number	Military Rate	Tag Number	Full Price	Total Fee
Name (First, M.I., Last)		Res. Br. & Grz. Bear				\$ 25.00	
Mailing Address		Res. Musk Ox				\$500.00	
City, State, Zip Code		Res. Musk Ox				\$ 25.00	
Date of Tag Purchase		N.R. Br. & Grz. Bear		\$175.00		\$350.00	
Hunting License Number		Black Bear		\$100.00		\$200.00	
Class of License				\$100.00		\$200.00	
				\$100.00		\$200.00	
		Elk		\$175.00		\$350.00	
		Caribou		\$150.00		\$300.00	
				\$150.00		\$300.00	
				\$150.00		\$300.00	
				\$150.00		\$300.00	
		Deer		\$ 67.50		\$135.00	
				\$ 67.50		\$135.00	
				\$ 67.50		\$135.00	
				\$ 67.50		\$135.00	
		Elk		\$125.00		\$250.00	
		Goat		\$125.00		\$250.00	
				\$125.00		\$250.00	
		Moose		\$150.00		\$300.00	
		N.R. Musk Ox		\$550.00		\$1100.00	
		Sheep		\$200.00		\$400.00	
		Wolf		\$ 75.00		\$150.00	
				\$ 75.00		\$150.00	
		Wolverine		\$ 75.00		\$150.00	
				\$ 75.00		\$150.00	
				\$ 75.00		\$150.00	
				\$ 75.00		\$150.00	
TOTAL TAG FEES COLLECTED						\$	

I hereby certify under penalty of perjury that all of the information on this record, including any completed affidavit, is true and correct.

X

Signature of Applicant

Date

NOTICE: THE LICENSEE'S COPY MUST BE ATTACHED TO THE HUNTING LICENSE AND CARRIED ON THE HUNTER'S PERSON WHEN THE

ALASKA DEPT. OF FISH & GAME
ANCHORAGE, AK 99518-1899



NO POSTAGE
NECESSARY
IF MAILED
IN THE
UNITED STATES

BUSINESS REPLY MAIL

FIRST CLASS PERMIT NO. 700 ANCHORAGE, ALASKA

POSTAGE WILL BE PAID BY ADDRESSEE

ALASKA DEPARTMENT OF FISH & GAME

333 RASPBERRY ROAD

ANCHORAGE, ALASKA 99518-9979



TAG HARVEST REPORT CARD 1988-89

A new Alaska statute requires that all hunters who purchase big game tags report the location, amount, and species of big game taken. You must complete a separate TAG HARVEST REPORT CARD for each tag that you purchase. Please print or write clearly.

NAME			
	FIRST	INITIAL	LAST
MAILING ADDRESS			
	POST OFFICE BOX OR STREET ADDRESS		
	CITY	STATE	ZIP CODE
RESIDENCY INFORMATION	ALASKAN ☐ RESIDENT	NON ☐ RESIDENT	TAG NUMBER
SPECIES TAGGED			
LOCATION OF KILL	WRITE "NONE" IF YOU DID NOT TAKE AN ANIMAL		
SPECIFIC LOCATION	GAME MANAGEMENT UNIT		SUBUNIT
	LAKE NAME, RIVER NAME, MILEPOST, ETC.		

NOTE: This report card does NOT replace harvest ticket or permit reporting requirements. You must also submit the appropriate harvest ticket or permit report. The Alaska Department of Fish and Game regrets this dual reporting requirement and hopes to have the situation corrected next year.

BIG GAME TRANSPORT LOG 1988-89

Alaska Statute 16.05.370 paragraph (c) states that a person who transports big game from the field for compensation shall, within seven days after providing the transportation, notify the department (of Fish and Game) of the amount and kinds or species of game transported. This log is provided to persons transporting game to simplify those reporting requirements. Completed forms should be mailed on a weekly basis to: Alaska Department of Fish and Game, Division of Game, Statistics Section, 333 Raspberry Road, Anchorage, Alaska 99518

BUSINESS NAME: _____

REPORTING PERIOD:

ADDRESS: _____

From ____/____/____ To ____/____/____

TRIP	DATE*	TRANSPORTATION METHOD* Use codes:	SPECIES TRANSPORTED Use Codes:	AMOUNT TRANSPORTED (Number of Animals)	MILES TRANSPORTED*
		1.Airplane 4.ATV 2.Horse 5.Snow Machine 3.Boat 6.Hwy Vehicle	1.Brn Bear 5.Dall Sheep 9.Mt Goat 2.Blk Bear 6.Deer 10.Muskoxen 3.Bison 7.Elk 11.Wolf 4.Caribou 8.Moose 12.Wolverine		
1	/ /				
2	/ /				
3	/ /				
4	/ /				
5	/ /				
6	/ /				
7	/ /				
8	/ /				
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14	/ /				
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16	/ /				
17	/ /				
18	/ /				
19	/ /				
20	/ /				

*Providing this information is optional.

SCOMM

67:2

ALASKA'S BIG GAME

**A Report on the Commercial Aspects of
its Uses and Users**

**A Final Report to
the 16th Legislature**

**Legislative Task Force on
Guiding and Game
January 1989**

VOLUME II OF III

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**TASK FORCE ON
GUIDING AND GAME**

"The Rural Perspective"

**The Results of a Questionnaire
Prepared by the RURAL CAP
Village Community Development Program**

**Vernita Cassidy, Director
Results Compiled by David Hardenbergh**

NOVEMBER 1988

Rural Alaska Community Action Program, Inc.

APPENDIX E

TASK FORCE ON GUIDING AND GAME QUESTIONNAIRE

In September, 1988 the Task Force on Guiding and Game authorized the Rural CAP Village Community Development Program to distribute questionnaires to all rural Alaskan guides, outfitters, lodge and restaurant owners, air and water taxi operators, stores which stock hunting equipment, village councils and village corporations.

The intent of this questionnaire is to determine whether people from remote communities feel they have "an adequate and equal opportunity to participate in Alaska's guiding system." The response to the questionnaire has far exceeded expectations. The responses received to date represent a more than 20% rate of return with opinions heard from all corners of the state.

Comments written on the questionnaires have been reproduced here in their entirety with no editing. The results have been divided into 12 separate sections corresponding to the 12 ANCSA regions and are followed by a summary of the key questions tabulated for the entire state.

Total Number of Questionnaires Mailed 1,257
Total Number of Responses 286
Percent Response 22.75%

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Rural Alaska Community Action Program, Inc.

DATE: September 19, 1988

TO: All Rural Alaskan IRA Councils; Traditional Councils; City Councils; Master/Registered/Assistant Guides; Outfitters, Lodge and Restaurant Owners; Air and Water Taxi Operators; and Stores Stocking Hunting Equipment

FROM: *Vernita Cassidy* Director
Vernita Cassidy
Village Community Development Program

SUBJECT: Task Force on Guiding and Game Questionnaire

The Legislature has set up a Task Force on Guiding and Game to review the operations of the Guide Board and study the problems and issues concerning the taking of big game and the businesses and professions that provide goods and services to big game hunters. I have been appointed by Governor Cowper as a public member of the Task Force, and serve on a subcommittee charged with finding out whether people from remote communities feel they have an adequate and equal opportunity to participate in Alaska's guiding system.

We are asking for your help. We have put together a short list of questions about the way in which the present guiding system is run, and how it has or has not worked in your area. In order for us to present an accurate picture to the Governor's Office, we need your cooperation in filling out the questionnaire. We have provided a postage-paid return envelope. The answers we receive will be compiled and presented to the Task Force when it meets in November 1988. The results will become part of the report by the Task Force to the Governor on January 15, 1989.

Whether you are happy or unhappy with the way the guiding system works, we need to know. If, based on the numbers of responses we receive, we get an idea that changes need to be made, we will recommend those changes in our report. On the other hand, if we receive no responses, we may recommend no changes to the way things work now. In any case, we need your opinion to "guide" us. Please take time now to complete the questionnaire. If you need extra copies to pass out to others, please copy the enclosed questionnaire or contact us by telephone for more copies and/or postage-paid envelopes.

Thank you very much for your help. Good luck in your hunting and fishing this year!

* * SAMPLE * *

Note: After completing this form, you may return it in the postage-paid envelope provided. Responses received by October 15, 1988 will be compiled and presented to the Task Force on Guiding & Game at its November meeting.

Name of your community

(We do not request that you give us your name; however, we need to know what town or village you live in so that we can get an accurate picture of how the guiding system affects the various regions of Alaska.)

1. Do you participate in any of the following areas of the commercial big game hunting industry? (Check as many as apply to your situation.)

☐ Master Guide	☐ Lodge Owner
☐ Registered Guide	☐ Lodge Worker
☐ Class A Assistant Guide	☐ Air Transportation
☐ Assistant Guide	☐ Water Transportation
☐ Outfitter	☐ Land Transportation
☐ Other (please explain): _____	
2. How many of the following would you say operate in your area? (Please write in the number on the line provided.)

☐ Master/Registered/Assistant Guides	☐ Outfitters
☐ Transportation Services for Guides	☐ Lodges
☐ Other: _____	☐ Sporting Good Sales
3. How important is commercial big game hunting to the local economy?
☐ Very Important ☐ Important ☐ Not Very Important ☐ No Guiding Here
4. If there are guides in your area, how much of the money made from the industry circulates in your community?
☐ 100% ☐ 75% ☐ 50% ☐ 25% ☐ Less than 25% ☐ Don't Know
5. If there are outfitters or others who provide hunting services in your area, how much of the money made from the industry circulates in your community?
☐ 100% ☐ 75% ☐ 50% ☐ 25% ☐ Less than 25% ☐ Don't Know
6. Are local game resources enough to meet the needs of all users, including subsistence, commercial and sport? ☐ Yes ☐ No
If there are conflicting uses, what species would you say are the most seriously affected? _____
7. Have you seen an increase in the commercial taking of game in your area recently?
☐ Yes ☐ No
8. Would you say that the laws and regulations covering commercial big game hunting are adequately enforced in your area? ☐ Yes ☐ No
Please comment here if your answer is "no": _____

* * SAMPLE * *

Guiding & Game Questionnaire - Page 2

9. Is there a problem with illegal harvest of game in your area by any of the following? (Please mark all that apply.)
☐ Guides ☐ Outfitters ☐ Air Taxi Services ☐ Lodge Owners ☐ Other

Please comment here if you wish: _____

10. A. Are you aware of the procedures for becoming a licensed guide?
☐ Yes ☐ No
- B. Do you see any problems with the procedures for becoming a master guide, registered guide or assistant guide?
☐ Yes ☐ No

If your answer was "yes", what specific areas need the most improvement?

11. Do you feel that the people in Alaska's rural areas have an adequate and equal opportunity to benefit financially from the state's big game hunting industry?
☐ Yes ☐ No

If your answer was "no", please comment on how rural Alaskans could benefit more from this industry: _____

12. Overall, how would you rate Alaska's guiding system as it works in your area?
☐ Very Good ☐ Good ☐ Fair ☐ Poor ☐ Very Bad

13. Whether or not you see problems with the current system of regulating the commercial taking of game in your area, do you think there has to be a system to control the commercial harvest of big game animals? Please explain your opinion below:

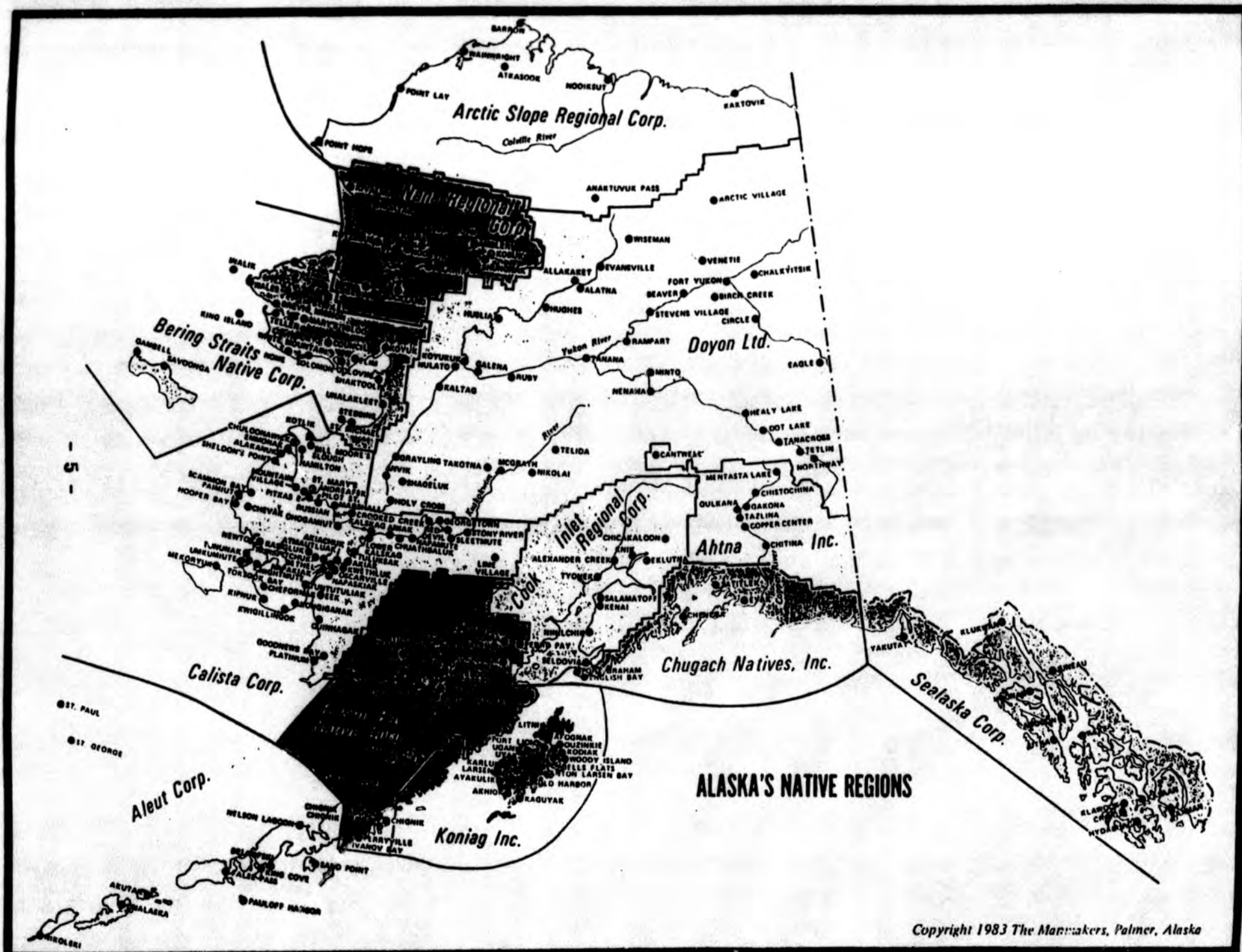
Final Note: Thank you for your help! Without concerned citizens it is hard to make good laws. Please contact me if you have further questions, comments or suggestions for the Task Force on Guiding & Game.

Vernita Cassidy
Vernita Cassidy, Director
Village Community Development
Rural CAP, Inc.
(907)279-2511

* * SAMPLE * *

LIST OF RESPONDING COMMUNITIES

Afognak Island	Hoonah	Nuiqsut
Akiachuk	Hooper Bay	Nulato
Alakanuk	Houston	Nunapitchuk
Alatna	Hughes	Nunivak Island
Alexander Creek	Huslia	Ouzinkie
Allakaket	Iliamna	Paxson
Anaktuvuk Pass	Kake	Pedro Bay
Anchorage	Kaktovik	Pitka's Point
Aniak	Kalskag	Port Heiden
Atkasuk	Kaltag	Port Alsworth
Barrow	Kasaan	Port Graham
Beaver	Kasilof	Port Lions
Beluga River	King Island	Quinhagak
Bethel	King Salmon	Red Devil
Bettles	Kivalina	Ruby
Birch Creek	Kobuk	Russian Mission
Brevig Mission	Kodiak	Salcha
Buckland	Kokhanok	Sand Point
Cantwell	Koliganek	Savoonga
Chalkyitsik	Kongiganak	Scammon Bay
Chevak	Kotzebue	Selawik
Chistochina	Koyuk	Seward
Chitina	Koyukuk	Shageluk
Chuathbaluk	Kwethluk	Shaktoolik
Chugiak	Kwigillingok	Sheldon Point
Circle	Lake Minchumina	Shishmaref
Clam Gulch	Lake Clark	Shungnak
Cold Bay	Levelock	Skwentna
Copper Center	Little Diomed Island	Slana
Council	Manley Hot Springs	Sleetmute
Cripple Landing	Manokotak	Soldatna
Crooked Creek	Marshall	Solomon
Deering	McCarthy	St. Mary's
Dillingham	McGrath	St. Michael
Dutch Harbor	Mekoryuk	Stony River
Eagle	Mentasta Lake	Sunshine
Egegik	Metlakatla	Talkeetna
Emmonak	Moose Pass	Tatitlek
Ester	Mountain Village	Tok
Fairbanks	Nabesna	Toksook Bay
Fort Yukon	Naknek	Tuluksak
Gakona	Nelson Lagoon	Tuntutuliak
Galena	Nenana	Unalakleet
Girdwood	New Stuyahok	Unalaska
Glennallen	Newhalen	Valdez
Golovin	Newtok	Wainwright
Goodnews Bay	Nightmute	Wales
Grayling	Ninilchik	White Mountain
Gulkana	Nome	Willow
Haines	Nondalton	Wiseman
Healy	Noorvik	Wrangell
Holy Cross	Northway	Yakutat



AHTNA REGION

19 Responses (one in the form of a letter) received from Cantwell, Chistochina, Chitina, Copper Center, Gakona, Glennallen, Gulkana, McCarthy, Mentasta Lake, Nabesna, Paxson, and Slana.

1. Do you participate in any of the following areas of the commercial big game hunting industry? (Total number of responses checked)

<u> </u> Master Guide	<u> 3 </u> Lodge Owner
<u> 6 </u> Registered Guide	<u> 1 </u> Lodge Worker
<u> 1 </u> Class-A Assistant Guide	<u> 5 </u> Air Transportation
<u> 3 </u> Assistant Guide	<u> 1 </u> Water Transportation
<u> </u> Outfitter	<u> 3 </u> Land Transportation

Other:

 1 Retail gas and grocery store
 2 Gun Dealer - Gun Smith
 1 Retail sale of sporting goods
 1 Licenses, Hunting Supplies
 1 Bar/Cafe

2. How many of the following would you say operate in your area? (The numbers here represent the upper and lower limits in the range of responses.)

<u> 3-50 </u> Master/Registered/Assistant Guides	<u> 1-25 </u> Outfitters
<u> 1-5 </u> Transportation Services for Guides	<u> 1-10 </u> Lodges
<u> 3 </u> Other: <u>Boating</u>	<u> 1-4 </u> Sporting Goods Sales

3. How important is commercial big game hunting to the local economy?

<u> 7 </u> Very Important	<u> 7 </u> Important	<u> 2 </u> Not Very Important
<u> 2 </u> No Guiding Here	<u> </u> (No Response)	

4. If there are guides in your area, how much of the money made from the industry circulates in your community?

3 100% 2 75% 4 50% 1 25% 2 Less than 25% 6 Don't Know

 (No Response)

5. If there are outfitters or others who provide hunting services in your area, how much of the money made from the industry circulates in your community?

 100% 1 75% 1 50% 3 25% 5 Less than 25% 8 Don't Know

 (No Response)

6. Are local game resources enough to meet the needs of all users, including subsistence, commercial and sport?

10 Yes 8 No (No Response)

If there are conflicting uses, what species would you say are the most seriously affected?

6 Moose 1 Caribou 3 Sheep 1 Subsistence

Written Comments:

- * Guides tend to try to keep locals out of their areas. -- (Glennallen)
- * This needs monitoring. Could change with the increased population in the area. -- (Slana)
- * I feel moose are the most threatened because of more people in the field and because ATV's give moose no place to hide. -- (Chistochina/Slana)
- * Tough for guides to make it with so-called outfitters dropping hunters all over your areas! -- (Nabesna)
- * There are plenty of sheep, but if pressure continues, hunters will find it difficult to find trophy quality rams and even legal full curls. There will be lots of rams but on the borderline of being legal. -- (Nabesna)

7. Have you seen an increase in the commercial taking of game in your area?

4 Yes 14 No (No Response)

Written Comments:

- * I believe the increase is in Alaska residents hunting. -- (Chistochina/Slana)

8. Would you say that the laws and regulations covering commercial big game hunting are adequately enforced in your area?

9 Yes 8 No 1 (No Response)

Please comment here if your answer is "no:"

Written Comments:

- * The state doesn't have the manpower to even begin to enforce laws and regulations in our game units. -- (Glennallen)
- * How can they be fairly enforced when outfitters buy \$25 licenses and are in business with no restrictions and guides are assigned small areas and limited help. -- (Cantwell)
- * Use of planes. A real problem which needs addressing. -- (Slana)
- * Not monitoring full usage of meat only used for skin or trophy. -- (Copper Center)
- * Not enough personnel nor a large enough air force. -- (Nabesna)
- * No resident fish cop. -- (Cantwell)
- * Not necessarily commercial but Unit 13 is big and there is one game warden. -- (Gakona)

9. Is there a problem with illegal harvest of game in your area by any of the following? (Total number of responses)

2 Guides 4 Outfitters 3 Air Taxi Services 1 Lodge Owners

5 Other 9 (None or No Response)

Please comment here if you wish:

Written Comments:

- * Most sportsmen are basically honest. -- (Cantwell)
- * None (illegal harvest) that I'm aware of. -- (Chistochina)