

ALASKA LEGISLATURE COMMITTEE FILES, 1989-1990 8672  
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# ALASKA'S AGRICULTURE AND FORESTRY

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Published by  
Cooperative Extension Service  
University of Alaska  
And U.S. Department of Agriculture Cooperating  
Fairbanks, Alaska 99701  
December 1983

# CHAPTER 12

## ANIMAL PRODUCTION: REINDEER

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Reindeer are the semidomestic form of the animal *Rangifer tarandus* (12). The wild animal native to North America is called caribou. Although some behavioral and morphological characteristics are identifiable between the two, there are relatively few differences, and cross-breeding does occur.

### HISTORY AND LAND POLICY

Reindeer were first introduced into Alaska in 1891 by Reverend Sheldon Jackson for the avowed purpose of providing a food base for Native inhabitants (12). From 1892 through 1902, the United States government continued to import reindeer from Siberia, until there were some 1,300 deer (12). The policies on reindeer from their introduction into Alaska through 1914 were primarily determined by Jackson, who was General Agent for Education in Alaska for the Department of Interior's Bureau of Education until 1906. Reindeer ownership was largely confined to the bureau, various missions, the Eskimos, and a few Lapps who had been brought to Alaska to train Eskimos in herding (12).

A period of commercialization of reindeer by non-Native owners from 1914 up through 1939 ended following passage of the 1937 Reindeer Act, which restricts ownership of reindeer to Alaskan Eskimos, Indians, and Aleuts (12). Some statistics show that during this period, reindeer increased in Alaska to an estimated 640,000 animals in 1932 (12) and then dropped to approximately 250,000 head by 1940, but old-timers feel that a high of

640,000 animals is inflated; their count is 440,000 head (10). Numbers continued to decline through the 1950s and 1960s into the 1970s; they dropped to 18,000 in 1977 (12). The reasons for these declines are complex and interrelated. Biological factors were range deterioration, at least in some locations; disease; and predators. Economic factors were job opportunities which replaced herding and a concerted effort by national cattle interests to limit market penetration of reindeer meat. In addition, herding was not a cultural norm for the Alaskan Eskimo.

Until 1971, the only land manager on the Seward Peninsula was the Bureau of Land Management (BLM), U.S. Department of Interior. Change began with passage by the U.S. Congress of the Alaska Native Claims Settlement Act in 1971 (16). This allowed Alaska Native people to select and obtain land ownership from the Federal government. The act also directed the Federal government to study and indicate for possible retention lands with national interest. The 1980 Alaska National Interest Lands Conservation Act (ANILCA) (17) does just that. Relative to the Seward Peninsula, these two Federal statutes created new land managers: the National Park Service (NPS); Fish and Wildlife Service (FWS); the NANA Regional Corporation and the Bering Straits Regional Corporation; and numerous village corporations or groups. The State of Alaska became the fourth new land manager by virtue of its land selection rights under the 1959 Alaska Statehood Act.

These groups, along with retained BLM land management, control the range resource of the herd owners. Some of the herders are faced with the multi-agency management of their single range. There could be

benefits or losses if differential fees were charged by the various land management groups. At present, coordination in land management is apparent through cooperative arrangements made by the public agencies, BLM, NPS, FWS, and the State government. The major way that government land policy can be benign to the industry is through continued coordination (14).

## RANGE

Alaska's rangelands fall into three general sub-categories: (1) semidomestic livestock (reindeer, musk oxen, and bison); (2) domestic livestock (cattle, sheep, goats, horses, etc.), and (3) wildlife (moose, caribou, wild sheep, bison, muskoxen, deer, wild goats, and elk). The latter category will not be dealt with in this discussion because current practices and policies are for wild lands ranging and sport harvest of animals rather than for scientific optimization of the grazing potential of these rangelands. This societal choice of sport hunting over optimum grazing utilization and meat production impacts certain semidomestic and domestic livestock operations and has a major influence on the potential of reindeer.

Potential reindeer ranges encompass some 220 million acres (11), with about one-half usable under cur-

rent management techniques. These are located along the coast from southwestern Alaska to the North Slope. Institutional constraints (17) reduce this significantly to some 13 to 14 million acres, primarily on the Seward Peninsula and on Nunivak Island. (See accompanying map.)

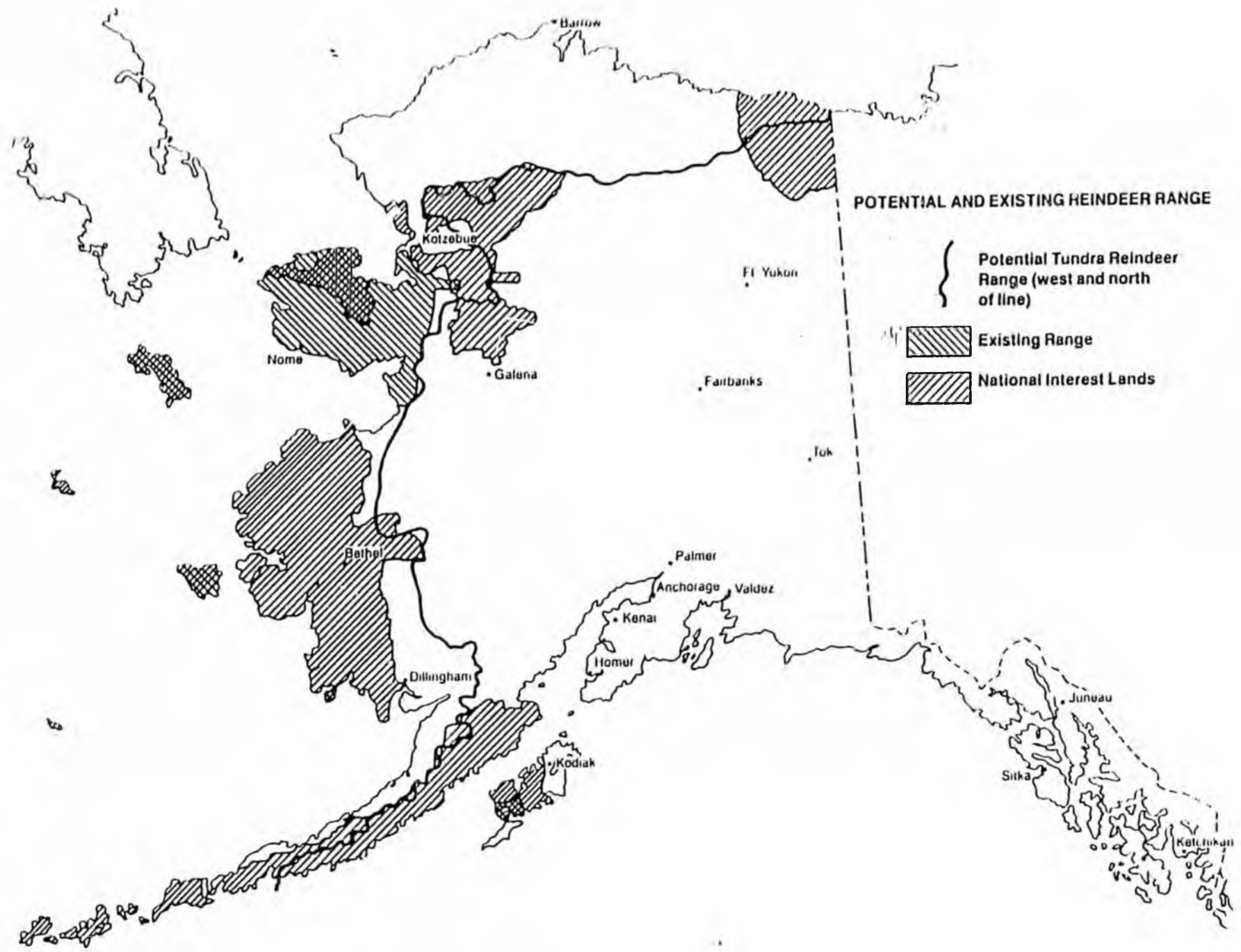
Domestic livestock ranges are estimated to encompass some 18.6 million acres statewide (11), but institutional constraints (16) reduce this figure to less than five million acres, of which maybe one million acres should be managed exclusively for range values, while the remainder has multiple agricultural values. Less than 75,000 acres (11) of this could be considered year-round range, and it is located on Alaska Native corporation lands and State lands on Kodiak Island and on the Aleutian Islands. Most of the range resources of Alaska are devoted to supporting wildlife species and encompass approximately 238 million acres (11).

Domestic livestock grazing is currently limited to operations that provide supplemental feed during most of the year. These operations are capital-intensive and require highly skilled management to be profitable. Because of the tight margin of profitability, they are found in the railbelt-highway areas where economical access to markets is available. As forage varieties and range and livestock management practices are modified and adapted to Alaska's environment, the domestic livestock industry may expand in the railbelt area.

The real potential for commercial utilization of



A portion of the reindeer herd owned by NANA Regional Corporation is pictured at Candle on the Seward Peninsula.



angelands in Alaska is not with common domestic livestock, but with animals that can utilize indigenous forages year-round and do not require supplemental feeding. The three major animals with these characteristics are the reindeer, the musk ox, and the bison. All three are exotic to Alaska, although they were either present in the recent past or have closely related species that are present. They are semidomesticated and require intensive herding to be commercially successful. The major limiting factors to commercial utilization of these animals tend to be more cultural than biological.

The reindeer industry has languished in neglect for the past 40 to 50 years and is just now beginning to rebound from its lowest point of some 18,000 animals in 1977 (12). Real growth in reindeer numbers was recorded during 1982 (4), which reflects a renewed interest of herders and Alaska Native corporations. In addition, the University of Alaska has provided a significant component of technology input in the area of animal health through research and extension staffs.

With animal health problems rapidly being ameliorated, limitations to major expansion of the industry center around improving handling techniques and recognition by the public that the reindeer industry is a legitimate user of the range resource. The latter problem is of concern from a long-term perspective. The range-

lands of western and northern Alaska are nonproductive to mankind without a grazing ungulate to convert cellulose into protein. Reindeer fill this need, but except for the western part of the Seward Peninsula and some offshore islands, they compete with wild caribou. The conflicts between reindeer and caribou along the eastern portion of the Seward Peninsula can be reduced by improved herding techniques and seasonal timing of range use. A continuing concern is the uncontrolled grazing of caribou on winter ranges, which decimates the range when caribou numbers become very large and is at least partially to blame for the typical cyclic growth and crash of Alaska's wild caribou populations. This limits reindeer utilization of the range in subsequent years, even after the caribou are gone.

It is estimated that the existing reindeer industry can grow three to four times in numbers of animals before utilization of their current range becomes a major limiting factor. When this occurs, society will have to decide whether utilization of these range resources is a priority for red meat production, optimizing the resource, or whether aesthetic and sport hunting uses are more important. If red meat becomes more important, the industry could increase an additional 20 to 30 times by expanding beyond the currently utilized reindeer ranges.



Reindeer can be herded to graze in areas of high quality winter range that carry some snow cover but are avoided by caribou.

## REINDEER POTENTIAL VS. GAME AND NON-GAME SPECIES

Conflicts between reindeer and other wildlife have been discussed in generalities. Some of the specific conflicts that are present and will continue to influence individual as well as societal choices of range resource use are delineated as follows:

### Caribou

Caribou are a continuing threat to the existing industry on the eastern Seward Peninsula. Klein (3) indicates that even under close herding, losses to migrating caribou cannot be avoided. The caribou/reindeer conflict is the major limiting factor for expansion of the industry in western and northern Alaska. This is because of a very protective attitude toward caribou by Federal and State agencies. The BLM position is that where there is conflict between these wild (caribou) and domestic (reindeer) animals of the same species, the agency will manage for the caribou (1, 3).

There is no question that these animals fit the same ecological niche. However, with proper management, time and geography can be used to separate reindeer and caribou so that we can receive the benefits of both. In addition to the losses of reindeer to passing caribou herds, disease and pests are mutually transferable. Because caribou tend to be site-selective feeders, they deplete the forage available to reindeer. This generally impacts localized areas of winter ranges that are blown clear of snow. Reindeer can be herded to graze in areas of high quality winter range which carry some snow cover but are avoided by caribou. Reindeer will excavate feeding craters in snow to a depth of about three feet, if icing is not a problem.

NANA, particularly in the past three years, has lost several thousand head of reindeer to the Western Arctic Caribou Herd. The only way reindeer herding can be feasible is to minimize this type of loss. One answer is better surveillance of the caribou, possibly through satellite tracking, in order to move affected reindeer herds before the caribou appear in the locale. A more extreme solution is to stop herding reindeer in conflict areas. As should be expected, both solutions have decided costs and benefits. The likely outcome is reduced emphasis in range use in the affected eastern boundary areas.

### Musk oxen

Musk oxen were recently reestablished in Alaska. Indigenous stocks were exterminated before the turn of the century. The reintroduced animals are calving earlier

and more often than their parent stocks in Canada, causing exceptional population increases. They tend to utilize riparian ranges year-round. These ranges play an important role in reindeer summer feeding, so there may develop direct competition as musk oxen continue to increase.

### Moose

Moose have been expanding their range into areas that have not, during recent times, been utilized by moose. These animals are also increasing at a rapid rate in some areas. Moose are in direct competition with reindeer for forage, especially willow, which is one of the principal summer forages for reindeer.

### Other grazers

Other grazers such as arctic hares, parka squirrels, and other rodents compete with reindeer for forage, but at present this competition is less well-defined than it is for musk ox and moose.

### Predators

Predators have an impact on reindeer numbers by killing and eating them or by infecting them with rabies, a lethal disease. Predators include wolves, bears, foxes, and ravens that prey on newborn calves. The environmental concern for wolves tends to favor wolves over reindeer, particularly on Federal lands.

### Waterfowl and shore birds

Waterfowl and shore bird nesting areas may restrict the expansion of the reindeer industry into most of southwestern Alaska because of the U.S. Fish and Wildlife lands found there. On many of these areas, the U.S. Fish and Wildlife Service is restricted by ANILCA (17) to manage for the purpose articulated in establishing the refuges. Where reindeer are mentioned, they are usually allotted areas under lease in 1976. To expand beyond these areas, reindeer grazing would have to be determined compatible with wildlife purposes of the refuge per national standards, which seems questionable.

## PROBLEMS OF HERDING

The industry, through the Alaska Reindeer Herders Association, has been working closely with the University of Alaska on disease and insect problems. Reindeer

disease control research to date has centered on the elimination of bacterial-borne brucellosis, which is a major cause of calf abortion. Parasite research has focused on warble flies and bots, which reduce animal weight and destroy meat and hide quality.

A vaccine was developed and tested on 1,000 animals for brucellosis. Initial results are promising, and researchers are optimistic that the vaccine may eventually eradicate brucellosis in reindeer.

Eighteen thousand reindeer were treated with Warbex to kill warble fly larva, and dramatic weight increases in treated animals were observed as a result. A new, lower cost parasite drug, Ivermectin, is currently under test. This drug is a broad-spectrum treatment for internal parasites, and it should solve the warble fly and bot problem and others such as lungworm or tapeworm with one treatment.

The University of Alaska's Institute of Arctic Biology is conducting research and developing techniques to reduce or eliminate animal stress during reindeer handlings. Ear tagging of calves helps to determine animal mortality rate. Radio collars that emit special signals when the animal dies help to locate these animals for inspection.



Dr. Robert Dieterich, University of Alaska-Fairbanks veterinarian, uses a voice activated communication system to describe animal health during a reindeer handling at Nome.

Field techniques are being developed to determine what effect calf nursing behavior has on milk production and fawn growth. When the results of this study are combined with liveweight calf measurements, the results will tell the herder which management techniques are giving him the highest production and the best fawn growth rates.

The institute also conducts nutrition research on the use of supplemental and/or emergency reindeer feed. Alternative feeding studies have been directed toward the use of cereal grains for winter survival and summer fattening. Additional research is determining the effects of feeding cereal grains to reindeer over a long period of time.

A major issue revolves around the transition of the northwest Alaskan Eskimo culture from a subsistence-based lifestyle toward one that is employment-based. This is a particularly acute issue for reindeer herding, because the critical times of calving, summer insect harassment, and rut occur during peak periods of subsistence activities—whaling, fishing, berry gathering, and hunting. Those herders who make a commitment to reindeer herding are doing well, and their herds are flourishing. More herders are choosing this course, which accounts, in part, for increased numbers of animals and a view toward expanding markets.

All activities that center around the reindeer industry have economic content. These include management and marketing. The type of economic decision associated with each activity depends primarily on the value judgements of the groups most affected. This point should become more evident with the ensuing discussion.

## MANAGEMENT

Reindeer are managed, in large measure, with regard to the importance placed by the herd owner on the cash economy. If subsistence activities that compete for the herd owner-manager's time are viewed as more important than time spent with the herd, then a valid economic decision has been made which, in turn, generally will reduce the performance of the herd (9). However, the increased price of antler in the world markets has led some herders to manage their animals more closely, with the likely outcome of less time for other activities (15).

Clearly, there are no right answers as to how herd management should be undertaken. However, substantial net economic benefits are possible under a more intensive management approach (6, 15). To accomplish this requires change from more traditional ways of doing things, and this change is costly. Village interaction with

reindeer herding may be reduced because of the transition to Native corporation management or aggressive individual owner management (8).

The usual management approach is ranging reindeer in country where the major barriers are natural. Fencing is generally not done on reindeer ranges, and feed comes from unimproved grazing land. More intensive management of the herds would entail closer herding and rotational grazing to evenly utilize all accessible grazing areas.

An alternative to unimproved grazing is to develop some form of improved range or pasture. While it is common in the American livestock industry, serious commercial attempts of improved grazing for reindeer are not evident in past literature. The chief reasons are the high cost of range or pasture improvement and low productivity of lands near the current reindeer industry.

A third option is to feed reindeer in cattle-type feedlots. The reindeer could be raised under range conditions and then placed in a feedlot or bred and raised in the feedlot. Barley has been found to be a good feed to over-winter reindeer, and/or to fatten reindeer in the milder months just before slaughter (2). This approach may have some applicability where range is limited for economic, social, political, or biological reasons, such as in the lower Kuskokwim area. More study is necessary to determine the economic feasibility of placing reindeer in feedlots.

## MARKETING

Meat marketing has traditionally been an activity carried out by each herd owner. The animals are slaughtered, field dressed, and then distributed in several ways. At the village level, the meat is marketed as (a) wage meat payments; (b) direct sales to village residents; and (c) sales to village stores. Larger herd owners also sell directly to regional center stores, particularly in Nome and Kotzebue. In recent years, meat sales have been largely confined to the Seward Peninsula. This may be changing because of the increasing number of reindeer in herds on the peninsula; herds grew from 18,000 head in 1977 (12) to over 27,000 head in 1983 (4). The increase is due to an expanding interest in marketing a high value product, reindeer antlers.

As the quantity of reindeer meat increases, markets outside the region must be gained, or the economics of meat production will decline. It is likely, if current trends continue, that aggressive meat marketing will be a needed new program for the industry group, the Reindeer Herders Association.

Antler marketing is an export activity. Reindeer antlers and other types of deer antlers are ingredients in



This freshly harvested reindeer velvet antler will be frozen for shipment to processors in the Orient.

oriental medicine. The major markets are located in Korea, Taiwan, China, and Japan (7, 13).

The price of antlers has risen dramatically since 1969, more than 3,400 percent. This has increased marketing of antlers from Alaska; about five tons per year are exported. However, the high world price has brought forth competitors, particularly from New Zealand. The antler price has weakened slightly since 1979 because of the world recession and an increased supply of antlers. Further changes are difficult to predict, but the likelihood of increasing competition appears reasonably certain. A long-term decline in antler prices would not be surprising and, if it occurs, could lead to reduced income for Alaska reindeer herd owners. The two likely reactions by reindeer herders to this scenario are: (a) increased emphasis on meat production; and/or (b) reduced interest in herd management.

## SUMMARY

The reindeer industry has gone through several transition periods before arriving at today's world of export antler marketing and multi-government agency management of the reindeer range. The industry is exhibiting renewed vigor in the 1980s, but problems remain. Range conflicts are evident with caribou and other wild grazing animals. Problems of management are being addressed by applying new management techniques and through applied research carried out by the University of Alaska.

Several major economic issues are also of concern. Apparent economic advantage exists for more intensive herd management, but this conflicts with traditional subsistence activities. If the price for export antlers weakens, herds must be shifted toward greater emphasis

on meat production or there will be an overt reduction in overall herd management by individual herders.

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## SEWARD PENINSULA REINDEER RANGE

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### INTRODUCTION

The 16 million acres of reindeer range on the Seward Peninsula have been mapped, and an interim Reindeer Range Management Plan has been developed for each herd. Practical aspects of range management rely on management units, which are comprised of similar ecological sites, to aid land managers with land use decisions. The nearly completed range-soil survey utilizes 45 ecological sites (similar to vegetation habitat types) to describe soil and vegetation relationships.

### CLASSIFYING PLANT COMMUNITIES

Ecological sites are based on potential native vegetation, and any variation of the potential vegetation

characteristics may reflect a seral stage or condition class of the site. On the Seward Peninsula, ecological sites exhibit a great deal of diversity, and many factors have interacted to create a multitude of seral stages of the original plant communities. Evaluation of range fire history and past grazing records provides strong evidence to support the hypothesis that range fires have contributed the most significant impact to lichen resources. Many acres of tundra that were once rich with lichen and produced from 5,000 to 10,000 pounds/acre of total air dry lichen biomass are almost devoid of the energy rich plants. It is doubtful that these areas will ever again produce comparable lichen yields. Thus, on these ranges management must be designed for the existing vegetation, which consists primarily of cotton grass and arctic shrubs.

### GENERAL DESCRIPTION OF ECOLOGICAL SITES

In the southeastern portion of the Seward Peninsula, coniferous forests dominate many of the mountain slopes and valleys. Upland sites consist mainly of white spruce with a green alder and willow understory. Forested floodplains contain a mixture of white spruce, black spruce, cottonwood, and shrubs. In some areas, reindeer lichens grow in a thick mat and dominate the forest understory. Total production of the air dry lichen biomass is from 5,000 to 15,000 pounds/acre.

Shrublands occur throughout the peninsula, but are more extensive in the southern half. They are mainly comprised of green alder, a variety of willows, dwarf birch, resin birch, and other boreal tundra shrubs. The herbaceous understory of these sites consists of grass and grasslike plants, forbs, and lichens. The lichen-rich



Range technicians Mark Kenney (left) and Calvin Steele, Soil Conservation Service, collect herbage production data on the Seward Peninsula.

shrub type also occurs on the southern half of the peninsula. Green alder and willow dominated sites occur on the sides of mountain slopes, in drainage ways, and along alluvial floodplains. These sites yield from 2,000 to 6,000 pounds/acre of annual air dry herbage production. As a group, the brush sites exhibit the highest annual productivity of any on the Seward Peninsula and provide important winter browse for moose.

Grasslands constitute a very small portion of the Seward Peninsula. Bluejoint grasslands occur primarily in recently breached lake beds where exposed, mineral rich soil provides a favorable environment for luxuriant grass production. Many of these dry lake beds appear as seas of grass where four-foot tall bluejoint is capable of yields of 3,000 to 5,000 pounds/acre annual air dry herbage production. As moisture increases and water accumulates, bluejoint is replaced by sedges and rushes, and annual air dry production decreases. Beach wildrye grows in specialized communities with spear grass and xerophytic forbs (adapted for growth under dry conditions) along beach zones. Sparse and scattered stands of bluejoint occur in various areas throughout the tundra landscape. They are remnants of formerly dominant plant communities that were introduced following range

fires and now are being replaced by more competitive climax vegetation.

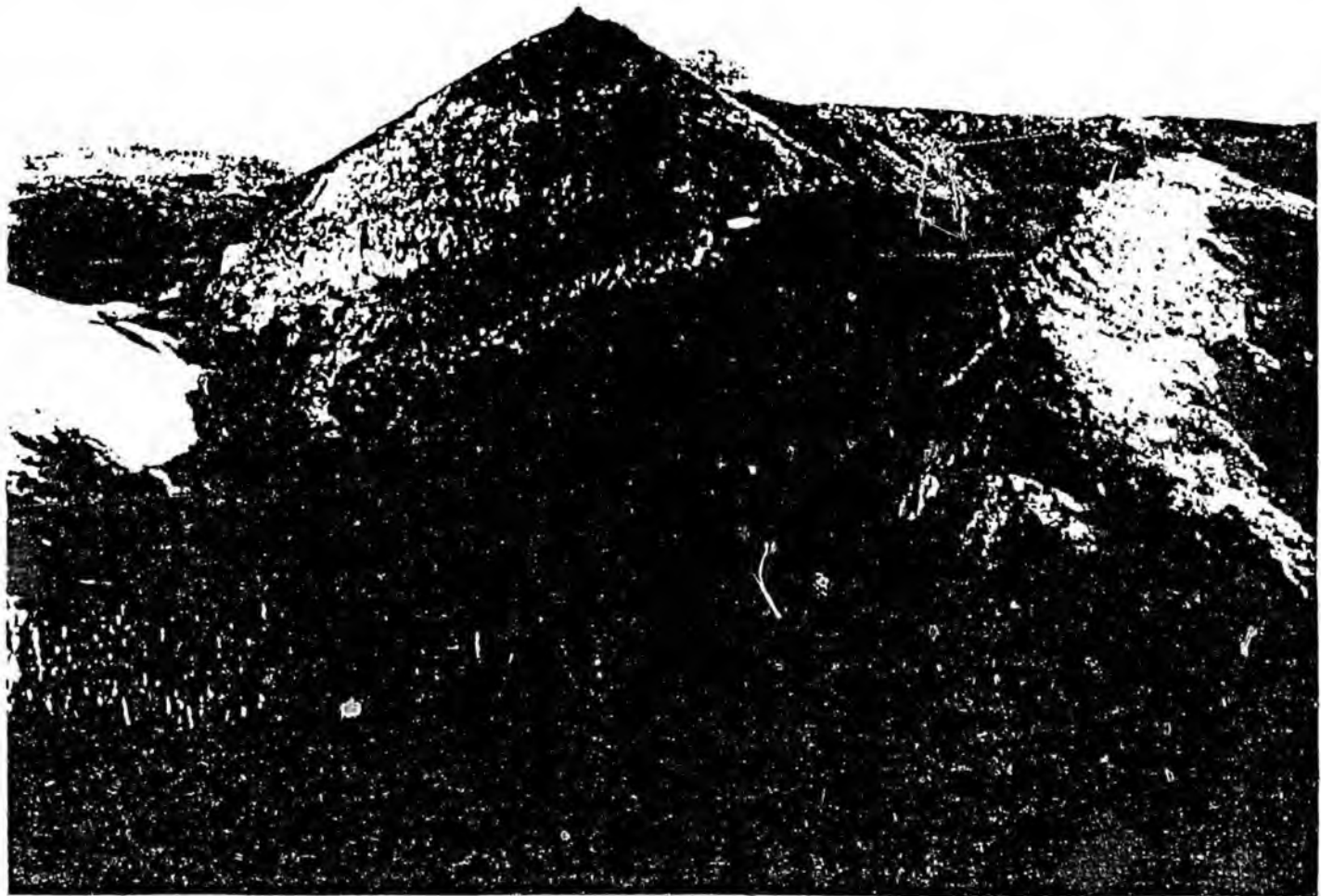
Three basic tundra zones are used to differentiate Seward Peninsula tundra range. They are (1) low to high elevation sites; (2) low to mid elevation sites; and (3) high elevation, sub-alpine sites. These zones are described as follows:

#### Low to high elevation sites

Low positioned, wet sites support a mixture of sedges and rushes with hydrophyllic forbs that are growing in standing and flowing water. These sites yield approximately 500 to 1,000 pounds/acre of annual air dry herbage production with very little lichen biomass.

#### Low to mid elevation sites

These are mid positioned sites that are free from standing and flowing water and are underlain by continuous permafrost. They represent a typical and vast tundra zone. It is presumed that abundant quantities of



Forested areas such as this one near Elim dominate many of the mountain slopes and valleys in the southeastern portion of the Seward Peninsula.

lichens once occurred where they are now absent on many of these sites. Typically, these sites are comprised of rushes, cotton grass, cloudberry, Labrador tea, dwarf birch, blueberry, lingonberry, dwarf willows, and lichens that grow in or on sphagnum moss. The composition of grasses, forbs, shrubs, and lichens varies significantly relative to the condition. This zone typically produces the highest annual yield of the three tundra zones (an air dry herbage production of 1,200 to 1,500 pounds/acre). In addition, on sites where lichen occurs, from 1,000 to 5,000 pounds/acre of total lichen biomass may be present. These sites produce high quality, high value winter forage for reindeer and require careful management for sustained harvest of lichen resources.

#### High elevation, sub-alpine sites

These sites are sparsely vegetated with a great variety of plants, such as threadleaf sedge, bluegrass, bigelow sedge, mountain heather, two flower Cassiope, willows, and various lichens. Air dry annual herbage production is from 50 to 300 pounds/acre with approximately 100 to 500 pounds/acre of total lichen biomass.

## USE OF RANGE DATA

Data developed from the range survey have been used primarily for reindeer interpretations, although multiple interpretations can be made for musk ox, moose, and horses. Reindeer range management plans that have been developed are defined either as *extensive* or *intensive*. Extensive management plans identify and utilize summer and winter range separately with free roaming herds. Herding is minimal, and consequently, the initial stocking rates are correspondingly low. Herders who employ this management technique utilize subsistence stocking rates of 500 to 1,000 acres/reindeer/winter.

Intensive range management plans involve the identification and use of from four to eight seasonal ranges, intensive herding, and rotational use of spring, fall, and winter ranges. Herding during winter months makes more efficient use of forage resources, and ideally, reindeer are moved around the winter management unit in a systematic pattern. However, weather, predators, and snow conditions add variability to the basic plan. Initial stocking rates range from 80 to 150 acres/reindeer/winter.



Reindeer are shown grazing in the Grand Central Canyon-Salmon Lake area of the Seward Peninsula.

Forage resources on the Seward Peninsula are abundant and are capable of sustaining a greater number of reindeer than are currently stocked. It is imperative that the winter ranges receive proper management and protection for sustained use. Overgrazing and fire present the greatest immediate threat to lichen winter ranges. Fire suppression on the winter range must be employed if grazing management is to be practiced. The herd expansion planned by the Reindeer Herders Association will result in a need for more intensive range management practices. Roads and facilities such as cabins; trails; corrals; bridges, and, in some areas, fences will have to be constructed. Raw materials for such facilities can be obtained from forest resources of the peninsula. As needs for roads and facilities are met, meat processing and marketing infrastructure must be developed.

Before intensive management planning and herd expansion can occur, it will be necessary to prevent caribou from the Western Arctic Herd from mingling with reindeer of the eastern part of the Seward Peninsula. This land use priority commitment must be made by all governing agencies that administer land and wildlife resources on the Seward Peninsula.



Danny Karmun, reindeer agent for the University of Alaska Cooperative Extension Service, evaluates range utilization by caribou in the Selawik Hills of the Seward Peninsula.

## REINDEER RANGELAND IN OTHER AREAS OF ALASKA

Vast areas throughout Alaska have summer and winter forage that is suitable for reindeer. Coastal areas from Barrow to Bethel that were grazed by reindeer from 1961 through the 1930s and many areas in the interior theoretically could support a sizeable number of reindeer, if the conflict with caribou herds can be eliminated.

The Aleutian Islands and the Alaska Peninsula also provide suitable forage and habitat for reindeer. Reindeer forage on Umnak, St. George, and other islands is comprised of bluejoint; hairgrass; willow leaves; willow roots; and a variety of forbs, including wild celery leaves, stalks, and roots. In addition, there are mosses and club moss, which obviously constitute part of the reindeer's diet. Observations of reindeer on the islands indicates that even though lichens are essentially lacking in the original potential plant community or have been grazed out, suitable forage is available. The reindeer in these areas are generally much larger than those of the Seward Peninsula.

Many areas throughout Alaska could provide forage for semidomestic and domestic moose, bison, horses, and musk ox. More limited areas, primarily the Alaska Peninsula and Aleutian Islands, have grassy valleys and mountains dominated by bluejoint, fescues, hairgrass, bluegrasses, and forbs, which yield from 2,000 to 4,000 pounds/acre of annual air dry herbage production. Range forage and kelp from the sea provide forage throughout the winter months in some snow free areas along the coastal zones.

The development and utilization of Alaska's ranges must be approached cautiously. Winter feed supplies are critically important to any year-round livestock operation in Alaska. Animals differ widely in their abilities to cope with snow of varying hardness and depth. Primary consideration should be given to contingency plans for winter feed. Delicate balances between existing wildlife populations and the range ecosystem need to be considered when establishing or introducing domestic or semidomestic animals into a functioning ecosystem. The trade-offs must be considered and fully evaluated before commitments are made to finance and implement such activities.

# Alaska State Legislature

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## House of Representatives

11 March, 1990

Ms. Rose Atuk - Fosdick  
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RE: Pending Legislation and Budgetary Issues Relating  
to the Reindeer Industry.

Greetings Rose and Association Board Members:

Please accept my best wishes to you all and I trust your annual meeting is productive and enjoyable. I regret not being able to attend but it just is not possible. Nonetheless, allow me to update you all on the issues relating to your industry before us here in Juneau.

Beginning last year, staff in my office have been working with your members and officials within the Department of Environmental Conservation (DEC), in conjunction with officials of the US Department of Agriculture, to establish the basic requirements for an inspected meat policy so as to allow reindeer meat to be included in USDA inspected products. Over the summer, a consensus was agreed upon which we are monitoring now in the legislature. The consensus revolves around the establishment of an additional veterinarian position within the DEC for reindeer slaughter and packing inspections that will comply with the USDA requirements. In addition, Senator Kerttula has introduced legislation that enables and instructs the Commissioner of DEC to undertake this responsibility, as well as mandating that this program will be borne by the state. Please keep this point in mind: the inspection program is voluntary in nature, only required if a herder wishes to supply product to a packing plant that wishes to include the meat in a USDA inspected product. In other words, if a herder only sells his product across the counter as reindeer meat,


there is no inspection required. If another herder wishes to sell front quarters to be used in reindeer sausage, along with beef and pork, his product, from the time of slaughter until packing, must comply with inspection guidelines.

Regarding inspection guidelines, it is the consensus of the department that it would be best if guidelines are drawn up after the new veterinarian is hired. At that point, he/she would meet with the industry members and discuss, draft, listen for public comment, and finally adopt regulations that would be in compliance with USDA requirements. It is my hope that your group be fully involved in this process and insure that final regulations are such that you are not negatively impacted and in fact have agreed upon.

So far, both Senator Kerttula's bill, CSSB 364 (Resources), and the budget increment request, have had favorable hearings. I will keep you advised as the process continues. In the event there are further concerns, please feel free to call the office.

That's all I have now, again, best regards and if there is anything I can do, please let me know.

Sincerely,

  
Richard Foster

Encl: 3

cc: Sen. Kerttula  
Mr. Doug Donegan, DEC

Adopted by  
SFC. 3/21/90



# Alaska State Legislature

SENATE

*Committee on Finance*

Official Business

P.O. Box V  
State Capitol  
Juneau, Alaska 99811

Senate Bill 364 (Finance)

Letter of Intent

It is the intent of the Senate that this bill not restrict the efforts of Alaskan reindeer herders in their marketing of fresh reindeer meat to other Alaskan communities and businesses.

*Senate adopted 3/20*

## FISCAL NOTE

**REQUEST:**

Revision Date: \_\_\_\_\_  
 Title: Act relating to inspection  
of slaughtered reindeer  
 Sponsor: Senator Kerttula  
 Requestor: Senate Finance

Agency Affected: Environmental Conservation  
 BRU: Environmental Health  
 Components: Animal Health/Dairy

**EXPENDITURES/REVENUES:** (Thousands of Dollars)

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
PERSONAL SERVICES	63.3	63.3	63.3	63.3	63.3	63.3
TRAVEL	15.0	15.0	15.0	15.0	15.0	15.0
CONTRACTUAL	20.0	20.0	20.0	20.0	20.0	20.0
SUPPLIES	8.0	8.0	8.0	8.0	8.0	8.0
EQUIPMENT	3.0	3.0	3.0	3.0	3.0	3.0
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
<b>TOTAL OPERATING</b>	<b>109.3</b>	<b>109.3</b>	<b>109.3</b>	<b>109.3</b>	<b>109.3</b>	<b>109.3</b>

CAPITAL						
---------	--	--	--	--	--	--

REVENUE						
---------	--	--	--	--	--	--

**FUNDING:** (Thousands of Dollars)

GENERAL FUND	109.3	109.3	109.3	109.3	109.3	109.3
FEDERAL FUNDS						
OTHER						
<b>TOTAL</b>						

**POSITIONS:**

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

ANALYSIS: (Attach a separate page if necessary)

See attachment

*This fiscal note is adopted  
by the Rules Comm. 3/27/90*

Prepared by: Senator John Binkley, Co-Chairman  
 Division: Senate Finance Committee

Phone: 465-4985  
 Date: March 27, 1990

Approved by Commissioner: \_\_\_\_\_  
 Agency: \_\_\_\_\_

Date: \_\_\_\_\_

Distribution (by preparer):  
 Legislative Finance  
 Legislative Sponsor  
 Requestor  
 Office of Management and Budget  
 Impacted Agency(ies)

**ATTACHMENT**

**ANALYSIS:**

The funding necessary to implement this legislation is contained in an Increment Request in the Environmental Health BRU, Animal Health/Dairy Industry Component.

Without the resources identified in this increment, it will be impossible to implement a field-kill inspection program that satisfies federal requirements, and allow the use of reindeer in state and federally inspected meat products.

POSITION PAPER  
CSSB 364

Title

An Act relating to inspection of slaughtered reindeer.

Effect of the Bill

This bill requires the Department to establish a field-kill inspection program for reindeer. The inspection program will be voluntary and meet the requirements of the United States Department of Agriculture (USDA) so that inspected reindeer qualifies for use in USDA meat products.

Department Position

The Department supports the passage of CSSB 364. The USDA requires that reindeer meet certain federal inspection requirements for use in other meat products such as reindeer sausage. The inspection of reindeer is a state responsibility. Because of the lack of an acceptable field-kill inspection program, Alaskan herders have been frustrated in their attempts to supply these existing markets and expand the sales of their product. Lack of inspection is a bottleneck to the development of an industry which may have great potential for rural Alaskans. We have attached a memorandum from the state veterinarian on the bill.

We have attached a memorandum from the State Veterinarian on the bill.

Fiscal Effect

The Governor's FY 90 operating budget request contains an increment that would fully fund the program in this legislation. A copy of the increment has been attached to the fiscal note submitted by the Department on this bill.

**S B**

**3881**

## FISCAL NOTE

**REQUEST:**

Revision Date: \_\_\_\_\_  
 Title: An act relating to hunting for mountain goat by nonresidents  
 Sponsor: Senator Duncan  
 Requestor: \_\_\_\_\_

Agency Affected: Fish and Game  
 BRU: Wildlife Conservation  
 Components: Wildlife Conservation

**EXPENDITURES/REVENUES:** (Thousands of Dollars)

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
<b>TOTAL OPERATING</b>	0	0	0	0	0	0
<b>CAPITAL</b>	0	0	0	0	0	0
<b>REVENUE</b>	65.0	65.0	70.0	70.0	75.0	75.0

**FUNDING:** (Thousands of Dollars)

GENERAL FUND	0					
FEDERAL FUNDS	0					
OTHER	0					
<b>TOTAL</b>	0	0	0	0	0	0

**POSITIONS:**

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

**ANALYSIS :** (Attach a separate page if necessary)

No impact on FY 90.

Prepared by: W. Bruce Dinneford Phone: 465-4190  
 Division: Wildlife Conservation Date: 2/9/90

Approved by Commissioner: *W. W. Kelly* Date: 2/12/90  
 Agency: Department of Fish and Game

Distribution (by preparer):  
 Legislative Finance  
 Legislative Sponsor  
 Requestor  
 Office of Management and Budget  
 Impacted Agency(ies)

## FISCAL NOTE

**REQUEST:**

Revision Date: \_\_\_\_\_ Agency Affected: Commerce & Economic Dev.  
 Title: An Act relating to hunting for BRU: Occupational Licensing  
mountain goat by nonresident hunters;...  
 Sponsor: Senator Duncan Components: All  
 Requestor: Senate Resource

**EXPENDITURES/REVENUES:** (Thousands of Dollars)

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
<b>TOTAL OPERATING</b>	0	0	0	0	0	0

<b>CAPITAL</b>	0	0	0	0	0	0
----------------	---	---	---	---	---	---

<b>REVENUE</b>	0	0	0	0	0	0
----------------	---	---	---	---	---	---

**FUNDING:** (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
<b>TOTAL</b>	0	0	0	0	0	0

**POSITIONS:**

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

**ANALYSIS :** (Attach a separate page if necessary)

The bill removes mountain goat from AS 16.05.407(a) thereby allowing non-resident hunters to hunt mountain goat without being accompanied by a licensed guide-outfitter. New funds are not required to implement this bill.

Prepared by: Jennifer Strickler, Administrative Officer Phone: 465-2144  
 Division: Occupational Licensing Date: 1-  
 Approved by Commissioner: Larry Mercurieff Date: 16/1/90  
 Agency: Commerce and Economic Development

**Distribution (by preparer):**

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



STATE OF ALASKA  
OFFICE OF THE GOVERNOR

BILL ANALYSIS

Corrected Copy

DEPARTMENT Fish and Game	DIVISION Wildlife Conservation	BILL NUMBER SB 381	SPONSOR Senator Duncan
SHORT TITLE OF BILL An act relating to hunting for mountain goat by nonresident hunters			
DEPARTMENT POSITION Neutral			
PREPARED BY Bruce Dinneford	DATE 4-9-90	COMMISSIONER'S SIGNATURE <i>Bruce Dinneford</i>	DATE 4/9/90

SUMMARY

OTHER AGENCIES AFFECTED BY BILL Commerce and Economic Development Tourism	CONSTITUENT GROUP(S) AFFECTED BY BILL Big Game Guide-outfitters
ORGANIZATIONAL SUPPORT FOR BILL Opposed	ORGANIZATIONAL OPPOSITION TO BILL Alaska Professional Hunters Association

FISCAL IMPACT:  NONE  FISCAL NOTE ATTACHED

BACKGROUND/LEGISLATIVE INTENT

The requirement that all nonresident mountain goat hunters be accompanied by a guide-outfitter (or relative within the second degree of kindred) was a recommendation of the Task Force on Guiding and Game in January of 1989. Additionally, it was an implication of HB 112/SB 140 during the 15th session that mountain goat be added to Dall sheep and brown bear as species which require guide-outfitters for nonresident hunters. (Cont. on pg 2)

ANALYSIS OF BILL/PROGRAM EFFECTS

In 1988, 320 nonresident goat tags were sold. Preliminary 1989 figures indicate that 107 goat tags were sold. Thus, revenues to the state associated with nonresident mountain goat hunting in 1988 was \$79,625 for tags and \$19,056 for licenses, for a total of \$98,681. By contrast, 1989 revenues were \$26,750 (tags) and \$6,420 (licenses), for a total of \$33,170. A loss of \$65,511 (64 percent) was expected due to the reduction of nonresident goat hunter effort in 1989. As this new requirement becomes more accepted it is believed that the opposition to using a guide will diminish and nonresident hunter effort will increase but not to pre-1989 levels.

Whether or not mountain goat remain on the guide-outfitter required list will not seriously affect the management of mountain goats in Alaska.

AMENDMENTS PROPOSED

NONE

PLEASE ATTACH A SEPARATE SHEET FOR ADDITIONAL COMMENTS OR ANALYSIS.

BACKGROUND/LEGISLATIVE INTENT CONT.

Mountain goat was recommended for inclusion to this list because of the precipitous terrain they occupy and the danger associated in hunting this species.

**S B**

**403**

# HOUSE COMMITTEE REPORT

(9)

Date Referred: March 23, 1990

FURTHER REFERRALS:

Date of Committee Action: 2/24/90

FINANCE

The RESOURCES Committee considered:

SB 403

SENATE BILL NO. 403

STAN PRICE STATE WILDLIFE SANCTUARY

"An Act establishing the Stan Price State Wildlife Sanctuary; and providing for an effective date."

**RECOMMENDATIONS:**

- [ ] be replaced with \_\_\_\_\_ [ ] the same title
- [ ] \_\_\_\_\_ [ ] a new title
- [ ] have attached amendment(s)
- do pass
- [ ] do not pass
- [ ] no recommendation
- individual recommendations
- [ ] additional referral to the \_\_\_\_\_ Committee

ADOPTS: \_\_\_\_\_ letter of intent

ATTACHES NEW FISCAL NOTE(s):  
(Dept)

APPROVES PREVIOUS:

(Date/Dept)

- [ ] fiscal impact \_\_\_\_\_
- zero fiscal note \_\_\_\_\_
- zero with analysis ADP+G
- [ ] fiscal note(s) \_\_\_\_\_
- [ ] zero fiscal note(s) \_\_\_\_\_
- [ ] zero fn/analysis \_\_\_\_\_

**SIGNING DO PASS:**

**SIGNING:**

(Check approp. column)

Do Not  
Pass      No Rec      Amend

<u>Scott McManus</u> MENARD			
<u>Wynanda</u> DAVIDSON			
<u>Jacko</u> JACKO			
<u>Bill Hudson</u> HUDSON			
<u>Bob Sharp</u> SHARP			
<u>Mike Navarre</u> NAVARRE			

Scott McManus  
Chairman's Signature

STATE OF ALASKA  
1990 LEGISLATIVE SESSION

BILL VERSION: SB403 (a)  
PUBLISH DATE: 2/7/90

FISCAL NOTE

REQUEST:

Revision Date: \_\_\_\_\_  
Title: An Act Establishing the Stan  
Price State Wildlife Sanctuary  
Sponsor: Senator Ellason  
Requestor: \_\_\_\_\_

Agency Affected: ADFG  
BRU: Habitat & Wildlife Conservation  
Components: \_\_\_\_\_

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
PERSONAL SERVICES	0					
TRAVEL	0					
CONTRACTUAL	0					
SUPPLIES	0					
EQUIPMENT	0					
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0					

CAPITAL	0					
---------	---	--	--	--	--	--

REVENUE	0					
---------	---	--	--	--	--	--

FUNDING (Thousands of Dollars)

GENERAL FUND	0					
FEDERAL FUNDS	0					
OTHER	0					
TOTAL	0					

POSITIONS:

FULL-TIME	-					
PART-TIME	-					
TEMPORARY	-					

ANALYSIS : (Attach a separate page if necessary)

Prepared by: Frank Rue, Director  
Division: Habitat  
Approved by Commissioner: *Walter W. Willy*  
Agency: Alaska Department of Fish and Game

Phone: \_\_\_\_\_  
Date: 2/7/90  
Date: 2/7/90

Distribution (by preparer):  
Legislative Finance  
Legislative Sponsor  
Requestor  
Office of Management and Budget  
Impacted Agency(ies)



STATE OF ALASKA  
OFFICE OF THE GOVERNOR

(CL)

BILL ANALYSIS

DEPARTMENT Fish and Game	DIVISION Habitat	BILL NUMBER SB493	SPONSOR Senator Eliason
SHORT TITLE OF BILL An Act establishing the Stan Price Wildlife Sanctuary			
DEPARTMENT POSITION Support			
PREPARED BY Frank Rue, Director	DATE 2.2.90	COMMISSIONER'S SIGNATURE <i>[Signature]</i>	DATE 2/2/90

SUMMARY

OTHER AGENCIES AFFECTED BY BILL Department of Natural Resources	CONSTITUENT GROUP(S) AFFECTED BY BILL Local recreationalists and wildlife viewers
ORGANIZATIONAL SUPPORT FOR BILL Local Environmental Groups	ORGANIZATIONAL OPPOSITION TO BILL None

FISCAL IMPACT:  NONE  FISCAL NOTE ATTACHED

BACKGROUND/LEGISLATIVE INTENT  
The purpose of the bill is to establish the Stan Price State Wildlife Sanctuary and to provide permanent protection for brown bears, other fish and wildlife populations and their habitats

- ANALYSIS OF BILL/PROGRAM EFFECTS
1. Establish the Stan Price Wildlife Sanctuary.
  2. Provide permanent protection for brown bears, other fish and wildlife populations, and their habitats.
  3. Provide for a board to adopt regulations governing uses and activities affecting natural habitat and fish and wildlife.
  4. Direct the Commissioner to manage the sanctuary compatibly with adjacent uplands management and allow for management through cooperative agreements..

AMENDMENTS PROPOSED

PLEASE ATTACH A SEPARATE SHEET FOR ADDITIONAL COMMENTS OR ANALYSIS.

ALASKA STATE LEGISLATURE · SENATE

SENATOR RICHARD I. ELIASON

LABOR & COMMERCE COMMITTEE CHAIRMAN  
RESOURCES COMMITTEE  
RULES COMMITTEE  
SPECIAL COMMITTEE ON HIGH SEAS  
SALMON INTERCEPTION  
SELECT COMMITTEE ON  
LEGISLATIVE ETHICS



P.O. BOX 143  
SITKA ALASKA 99835

P.O. BOX V  
JUNEAU ALASKA 99811  
(907) 465 4916

FAX (907) 465 4928

M E M O R A N D U M

TO: Rep. Davidson, Co-chairman  
Rep. Menard, Co-chairman  
House Resources Committee

FROM: Sen. Eliason *Rich*

DATE: March 23, 1990

RE: Scheduling of SB 403

This week the Senate unanimously passed SB 403, an act establishing the Stan Price Wildlife Sanctuary at Pack Creek on Admiralty Island. The bill has now gone to the House and has been referred to your committee. I would very much appreciate your scheduling of this legislation for a hearing in the Resources committee at your earliest convenience.

I am attaching some background information about Stan Price, the purpose of the proposed sanctuary, maps of the area to be included, zero fiscal notes from Fish and Game and DNR, and so on.

If you would like any further information please let me know.

Again, your consideration of scheduling SB 403 would be much appreciated.

## QUESTIONS AND ANSWERS ABOUT THE PROPOSED STAN PRICE STATE WILDLIFE SANCTUARY

**Where would the proposed Stan Price State Wildlife Sanctuary be located?**

The sanctuary would occupy a small portion of Admiralty Island in the Seymour Canal area. It would include the Pack Creek tidelands and immediately adjacent state waters.

**What is the key attraction at the proposed sanctuary?**

Brown bear sows and cubs congregate along Pack Creek during summer fish runs. Because of their long association with Price, and because visitors leave them alone, some of the bears fish while people are present. Bears sometimes approach the viewing sand spit quite closely, and there are often good photo opportunities.

**How big would the proposed sanctuary be?**

The sanctuary would encompass 613 acres--slightly less than one square mile. It would include only state tidelands and adjacent state waters. Tongass National Forest lands would not be included. All of the area commonly used by Pack Creek bears for fishing would either be part of the sanctuary or in the National Monument.

**Why is this sanctuary important?**

Human visitation in the area increased rapidly in the 1980's. There were over 500 visitors in July and August, 1989. The state manages the Pack Creek tidelands on which the bears fish. The Board of Game can currently regulate only hunting and trapping in this area. Sanctuary status would give the Board authority to regulate all human uses, including visitation. The Department of Fish and Game would enforce these regulations with existing personnel who are stationed on-site during the summer.

**If this area were to become a wildlife sanctuary would it automatically be closed to hunting?**

No. Hunting in state sanctuaries is regulated by the Alaska Board of Game. The Pack Creek area has been closed to brown bear hunting since before statehood. Little or no hunting of any kind takes place within the proposed sanctuary. The Department of Fish and Game has no plans to recommend closure of this area for any other kind of hunting. Any proposed changes in the hunting regulations are publicly noticed by the Board before they take action.

**STAN PRICE STATE WILDLIFE SANCTUARY Q & A**  
**Page 2**

**This portion of the Admiralty Island National Monument is managed as a wilderness area. Would this legislation change the wilderness character of the area?**

No. The area is currently managed under a cooperative agreement between the Alaska Department of Fish and Game and the USDA Forest Service. Visitation on Forest Service lands in this area is managed by a permit system. Management of the area as a wildlife sanctuary would enhance this unique state-federal management system, and help insure its wilderness character.

**Why name this area after Stan Price?**

Stan Price was a colorful southeast Alaska resident who developed a world-wide reputation for his peaceful relationship with bears. Price loved the bears and gave lectures around the United States on Pack Creek bears. Price lived in the area from about 1955 until the time of his death in 1989.

**Are there other state sanctuaries in Alaska?**

There are currently two: Walrus Islands in Bristol Bay and McNeil River on the Alaska Peninsula. Both are famous around the world for opportunities to see walrus and brown bears. Most pictures of brown bears fishing in streams come from McNeil River. The proposed state sanctuary would be the first in southeast Alaska.

**Would management of this sanctuary be similar to McNeil river?**

In general, yes. The area would be primarily managed for bears and to give people an opportunity to view bears in a near-natural setting. Management regulations would ultimately be determined by the Board of Game. Visitors to McNeil River must first obtain a drawing permit. Visitors to Pack Creek must also obtain a permit, but the number of permits is not currently limited. However, if visitation becomes excessive, a drawing permit system might be instituted on the sanctuary.

**Would access to important mineral deposits or other resources be lost in this sanctuary?**

The proposed sanctuary is extremely small--613 acres. None of it is above water at a 19 foot tide. It is surrounded by a federal wilderness area. Any opportunities that might be lost in this designation would be minor.

## AUDUBON PROPOSES STAN PRICE STATE WILDLIFE SANCTUARY

The Juneau Chapter of the Audubon Society is proposing that the Pack Creek Area be officially designated the "Stan Price State Wildlife Sanctuary." Price, who died late in 1989, lived for almost 35 years at Pack Creek where he became widely known for his association with bears. Pack Creek was originally named in the 1930's for Arthur N. Pack, president of the American Nature Association.

Division of Wildlife Conservation (DWC) biologists say that sanctuary status would help manage visitation to the area. Currently, the uplands in the Pack Creek area are managed by the US Forest Service (USFS) and the tide and submerged lands by the state. USFS and DWC personnel are at Pack Creek each summer during the peak visitor season. Bear/people problems at Pack Creek reached a peak in 1987 when nearly 700 people visited the area in less than 60 days. Joint USFS/DWC management of the area began in 1988.

Designation of the area as a State Wildlife Sanctuary would give Pack Creek the same protection as Round Island (a walrus sanctuary in Bristol Bay) or McNeil River (a world-famous brown bear viewing area on the Alaska Peninsula). Sanctuary status allows the Alaska Board of Game to pass regulations governing all human uses within its boundaries. Outside of Sanctuaries, the Board can generally only regulate hunting, trapping, and other consumptive uses of wildlife. The Pack Creek area is currently closed to brown bear hunting, along with the rest of the Seymour Canal closed area. This is not expected to change.

The proposed Stan Price State Wildlife Sanctuary is less than one square mile in size. The Sanctuary would encompass all of the tide flats at Pack Creek and some of the adjacent submerged lands where boats are typically anchored while visitors are at the viewing spit.

DWC biologists say that Sanctuary status will probably not mean an increase in visitation. They say "the word on Pack Creek is already out." A free permit is required to visit Pack Creek. This enables the agencies to monitor visitor usage. A mechanism is in place to require "drawing" permits if visitation exceeds a pre-set level.

The Audubon board decided to support this concept because it memorializes a unique individual in our regional history, and because it will assist in improved management of this outstanding brown bear viewing area.



United States  
Department of  
Agriculture

Forest  
Service

Region 10  
Tongass National Forest

Chatham Area  
204 Siginaka Way  
Sitka, Alaska 99835  
(907) 747-6671

Reply To: 1510-7

Date: February 2, 1990

Honorable Richard Eliason  
Alaska State Senate  
P.O. Box V  
Juneau, AK 99811  
Attn: Mary McDowell

Dear Senator Eliason:

Senate Bill 403 was recently introduced for consideration. The bill would establish the Stan Price State Wildlife Sanctuary on State land at Pack Creek on Admiralty Island. Per discussion between your staff and the Admiralty Island National Monument Manger, I would submit the following as the Forest Service's statement concerning the proposed legislation.

The Alaska Dept. of Fish and Game (ADF&G) and Admiralty Island National Monument, Chatham Area, Tongass National Forest, have been cooperating in the management of Pack Creek for a number of years. Since 1987 we have completed two joint planning efforts, resulting in effective management guidelines for the area. In May, 1988, the Pack Creek Cooperative Management Area was established to provide a unique recreational opportunity for visitors while protecting both the bears and their habitat.

The Forest Service, as well as the State of Alaska, have had a long relationship with Stan Price. His longevity, relationship with the bears, and popularity with visitors at Pack Creek made him a memorable individual. I believe the naming of the State Sanctuary would be an appropriate way of recognizing Stan.

Enactment of this legislation will allow for the continued cooperative management between the ADF&G and the Forest Service of an extremely important area; while memorializing a significant Alaskan citizen.

Thank you for the opportunity to comment on this bill.

Sincerely,

GARY A. MORRISON  
Forest Supervisor

oo:  
ADF&G  
ANM

900129 1300 ANM 1517 PS



# Bear Man of Admiralty Dies at Age 90

JUNEAU, Alaska (AP) — Admiralty Island's Stan Price, the longtime "bear man of Pack Creek," has died. He was 90.

Price, who lived for 40 years along the shores of Pack Creek on the island's northeast side, was renowned for his relationship with brown bears that roamed the creek, and he became a symbol of peaceful coexistence between humans and the huge animals.

Thousands of people visited the area about 30 miles south of Juneau to see brown bears in the wild. But Price himself also was an attraction — a small, white-haired man who casually strolled among the fearsome-looking bears with nothing more than a walking stick for protection.

Price died Tuesday at the home of his great-nephew, Gary Lingle of Juneau, where he had been living since October. He suffered from cancer.

A native of Missouri, Price arrived in southeast Alaska in 1927 in a sailboat he had built in Seattle. In 1928, he set up a mining and logging operation at Windham Bay not far from Pack Creek. He also worked as a mechanic, fisherman and fox farmer.

Lingle, who moved to Juneau in 1970 from Portland, Ore., was a regular visitor to Pack Creek to see his

great uncle. He said he bought a plane and learned to fly so he could supply Price with fresh food and mail. During the summer, Lingle would fly out twice a week with supplies and help with firewood and other chores associated with cabin life.

Price was married twice. Edna, his wife of 50 years, died of cancer in 1973. In 1975 he married Esther, an old childhood friend. She is still living but suffers from Alzheimer's disease and lives with a daughter in Arkansas, Lingle said.

In the 20 years that he regularly visited his great-uncle, Lingle said, he always felt safe walking with Price because of the special relationship he had with the Pack Creek bears.

"He (Price) always said if you're friends with the bears, the bears will be friends with you," Lingle said. "He had a mutual respect with the bears and the proof is that he lived there for 40 years with only one incident."

That incident occurred on a narrow path between Price's woodshed and his house on the beach. Price and a brown bear surprised each other and a face off began with neither backing down. The big brownie finally swatted Price, breaking his collarbone. It was the only time he was hurt by a

bear, Lingle said.

Despite living in close quarters with some 25 brown bears that roam the Pack Creek drainage, Price never carried a rifle. A quick hop on the nose with his walking stick was usually sufficient if a bear got testy.

As word of Price's special relationship with the bears spread, films, television shows and magazines began spreading his story. During the 1980s, the number of visitors to Pack Creek increased dramatically.

In 1987, the U.S. Forest Service and the Alaska Department of Fish and Game began to restrict visitation in the area and the Pack Creek Cooperative Management area was set up. Visitor permits now are required and an armed guard is provided during the summer months.

Lingle said these restrictions rankled Price.

"It won't be the same without Stan out there," Lingle said. "They (the Forest Service) had an opportunity to include him in their plans but instead they did everything they could to alienate and isolate him."

Juneau wildlife filmmaker and Alaska Board of Game member Joel Bennett knew Price for 21 years. He credits Price with helping to lead him to a career in film. In fact, Price was

featured in a Turner Broadcasting special last year filmed by Bennett.

"He had a gentleness and a special way of communicating with the bears," Bennett said. "He didn't subscribe to the theory that they were marauding killers lurking behind every tree."

Bennett was also a frequent visitor to Pack Creek to film Price and his bears. He said Price would walk to within six or eight feet of the animals and talk to them.

Price also had an affinity with other animals. Bennett filmed deer surrounding Price's cabin and actually coming inside to eat.

"Stan loved all creatures. He's most well known for the bears of course but he had a similar reverence with all other life forms," Bennett said.

Visitation to Pack Creek will probably drop off since people came there as much to see Price as the bears, Bennett said.

"This is the passing of a grand old man that represents a unique part of the heritage of Alaska," Bennett said. "His legacy is that people can coexist with wildlife peacefully if we try. He taught that by example."



STATE OF ALASKA  
OFFICE OF THE GOVERNOR  
BILL ANALYSIS

DEPARTMENT Fish and Game	DIVISION Habitat	BILL NUMBER SB403	SPONSOR Senator Eliason
SHORT TITLE OF BILL An Act establishing the Stan Price Wildlife Sanctuary			
DEPARTMENT POSITION Support			
PREPARED BY Frank Rue, Director	DATE 2-2-90	COMMISSIONER'S SIGNATURE <i>[Signature]</i>	DATE 2/2/90

SUMMARY

OTHER AGENCIES AFFECTED BY BILL Department of Natural Resources	CONSTITUENT GROUPS AFFECTED BY BILL Local recreationalists and wildlife viewers
ORGANIZATIONAL SUPPORT FOR BILL Local Environmental Groups	ORGANIZATIONAL OPPOSITION TO BILL None

FISCAL IMPACT  NONE  FISCAL NOTE ATTACHED

BACKGROUND/LEGISLATIVE INTENT

The purpose of the bill is to establish the Stan Price State Wildlife Sanctuary and to provide permanent protection for brown bears, other fish and wildlife populations and their habitats

ANALYSIS OF BILL PROGRAM EFFECTS

1. Establish the Stan Price Wildlife Sanctuary.
2. Provide permanent protection for brown bears, other fish and wildlife populations, and their habitats.
3. Provide for a board to adopt regulations governing uses and activities affecting natural habitat and fish and wildlife.
4. Direct the Commissioner to manage the sanctuary compatibly with adjacent uplands management and allow for management through cooperative agreements.

AMENDMENTS PROPOSED

PLEASE ATTACH A SEPARATE SHEET FOR ADDITIONAL COMMENTS OR ANALYSIS.

STATE OF ALASKA  
1990 LEGISLATIVE SESSION

BILL VERSION : SB403  
PUBLISH DATE : \_\_\_\_\_

FISCAL NOTE

REQUEST:

Revision Date: \_\_\_\_\_  
Title: An Act Establishing the State  
Price State Wildlife Sanctuary  
Sponsor: Senator Eliason  
Requestor: \_\_\_\_\_

Agency Affected: ADFG  
BRU: Habitat & Wildlife Conservation  
Components: \_\_\_\_\_

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
PERSONAL SERVICES	0					
TRAVEL	0					
CONTRACTUAL	0					
SUPPLIES	0					
EQUIPMENT	0					
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0					

CAPITAL	0					
---------	---	--	--	--	--	--

REVENUE	0					
---------	---	--	--	--	--	--

FUNDING: (Thousands of Dollars)

GENERAL FUND	0					
FEDERAL FUNDS	0					
OTHER	0					
TOTAL	0					

POSITIONS:

FULL-TIME	-					
PART-TIME	-					
TEMPORARY	-					

ANALYSIS : (Attach a separate page if necessary)

Prepared by: Frank Rue, Director  
Division: Habitat  
Approved by Commissioner: *William W. Wiley*  
Agency: Alaska Department of Fish and Game

Phone: \_\_\_\_\_  
Date: 2/1/90  
Date: 2/2/90

Distribution (by preparer):  
Legislative Finance  
Legislative Sponsor  
Requestor  
Office of Management and Budget  
Impacted Agency(ies)

STATE OF ALASKA  
**DEPARTMENT OF NATURAL RESOURCES**

OFFICE OF THE COMMISSIONER

STEVE COWPER, GOVERNOR

400 WILLOUGHBY AVE.  
JUNEAU, ALASKA 99801-1798  
PHONE: (907) 465-2400

February 5, 1990

The Honorable Al Adams  
Chair, Community and Regional  
Affairs Committee  
Alaska State Senate  
P.O. Box V  
Juneau, AK 99811

Dear Senator Adams:

Subject: Senate Bill 403 would establish the Stan Price State Wildlife Sanctuary on state tide and submerged land.

Position: DNR supports this legislation.

Background: This legislation would provide permanent protection for brown bears and other fish and wildlife. The legislation affects tide and submerged land already managed by the U.S. Forest Service and the Department of Fish and Game through a cooperative agreement from this department. We feel that the establishment of this sanctuary is in the public's interest. The uplands are managed by the U.S. Forest Service and are designated wilderness.

To ensure consistency with other established sanctuaries (Walrus Island State Game Sanctuary and McNeil River State Game Sanctuary) and to clarify management responsibilities between Fish and Game and DNR, the following language should be added:

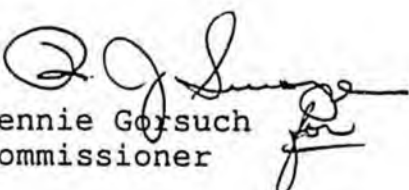
Applicability of other laws. The provisions of AS 16.20.130-140 relating to administration, multiple use and sale and lease apply also to the Stan Price State Wildlife Sanctuary.

This language is included in the McNeil River State Game Sanctuary statute (Sec. 16.20.170)

February 5, 1990

It is appropriate that the sanctuary be named after Mr. Price, the long-term Alaskan who inhabited this area for so many years and had a deep affection for the wildlife in the area. Please contact me or my staff if you have questions regarding this matter.

Sincerely,

  
Lennie Gorsuch  
Commissioner

cc: Bill Sponsor  
Committee Members  
Bob Evans, Legislative Liaison  
Office of the Governor  
Denby Lloyd, Special Staff Assistant  
Office of the Governor  
Gary Gustafson, Director  
Division of Land and Water Management  
Department of Natural Resources

1990 LEGISLATIVE SESSION

FILE VERSION: 35493  
 PUBLISH DATE: \_\_\_\_\_

FISCAL NOTE

REQUEST:

Revision Date: 1-Feb-90  
 Title: An Act establishing the Stan Price  
State Wildlife Sanctuary.  
 Sponsor: Eliason and Duncan  
 Requestor: C&RA

Agency Affected: Natural Resources  
 BRU: Land and Water Management  
 Components: Land and Water Mgmt

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND&STRUCTURES						
GRANTS,CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0.0	0.0	0.0	0.0	0.0	0.0

CAPITAL						
---------	--	--	--	--	--	--

REVENUE						
---------	--	--	--	--	--	--

FUNDING: (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
TOTAL	0.0	0.0	0.0	0.0	0.0	0.0

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS: (Attach a separate page if necessary)

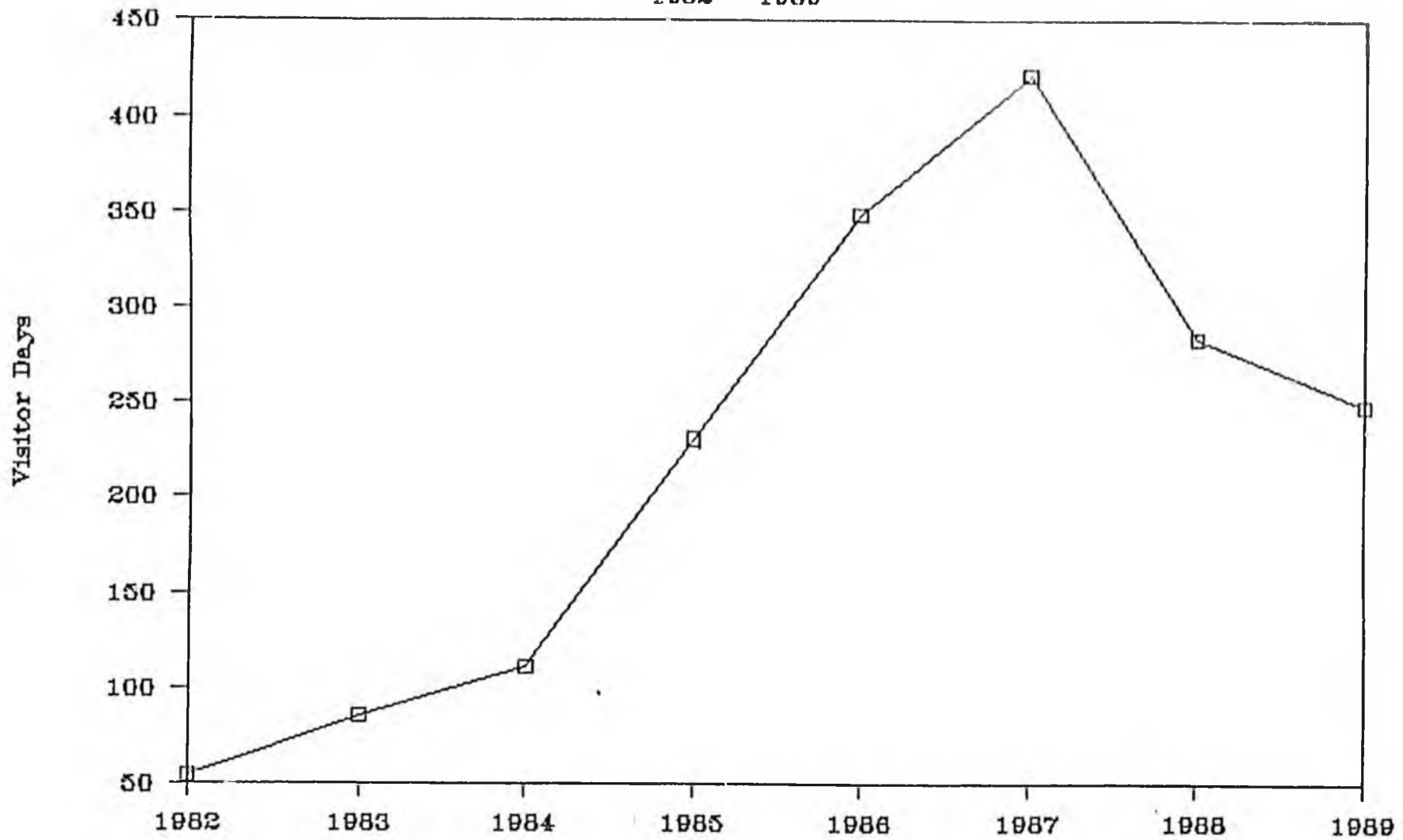
Prepared by: Janet Burleson Phone: 465-3400  
 Division: Land and Water Management Date: 1-Feb-90

Approved by Commissioner: [Signature] Lennie Gorsuch Date: 1-Feb-90  
 Agency: Department of Natural Resources

Distribution (by preparer) :  
 Legislative Finance  
 Legislative Sponsor  
 Requestor  
 Office of Management and Budget  
 Impacted Agency(ies)

# PACK CREEK VISITOR USE

1982 - 1989



# Pack Creek Map

Camp in sites marked ▲

Refer to USGS map: Sitka D-1 Quad

0 1 mile

Observatory  
(out of use)

Pack  
Creek

Pack Creek  
Trail (1 mi.)

 Pack  
Creek  
Cooperative  
Management  
Area

Swan  
Island

Tidal Flat

Viewing Sand Spit

Pace Residence

Long Garden

South Garden

Food Cache

South Sand Spit

Inchorage

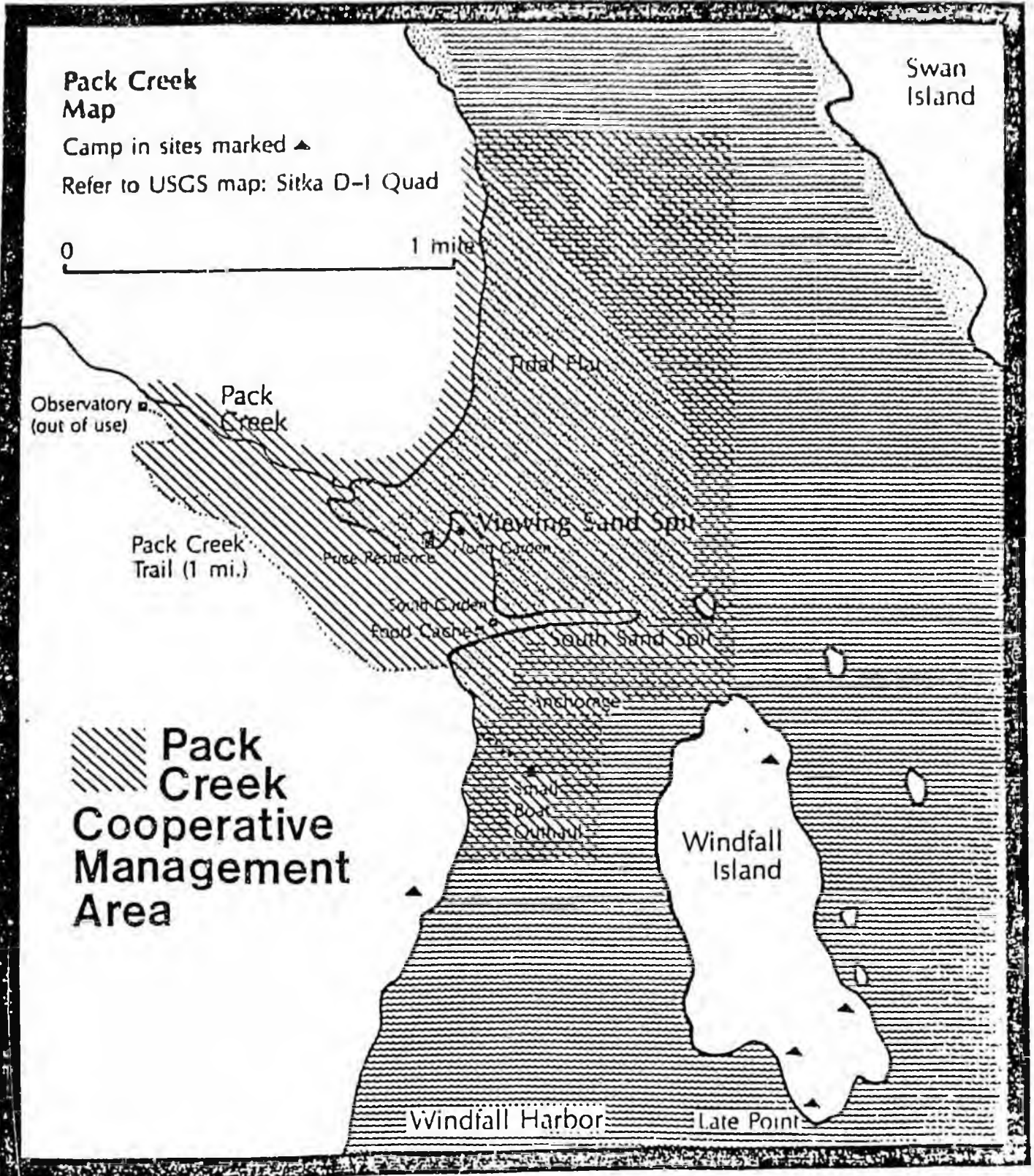
Small Boat

Outfall

Windfall  
Island

Windfall Harbor

Late Point



TOWNSHIP 46S RANGE 69E OF THE COPPER RIVER MERIDIAN, ALASKA

ID

CLASSIFICATION

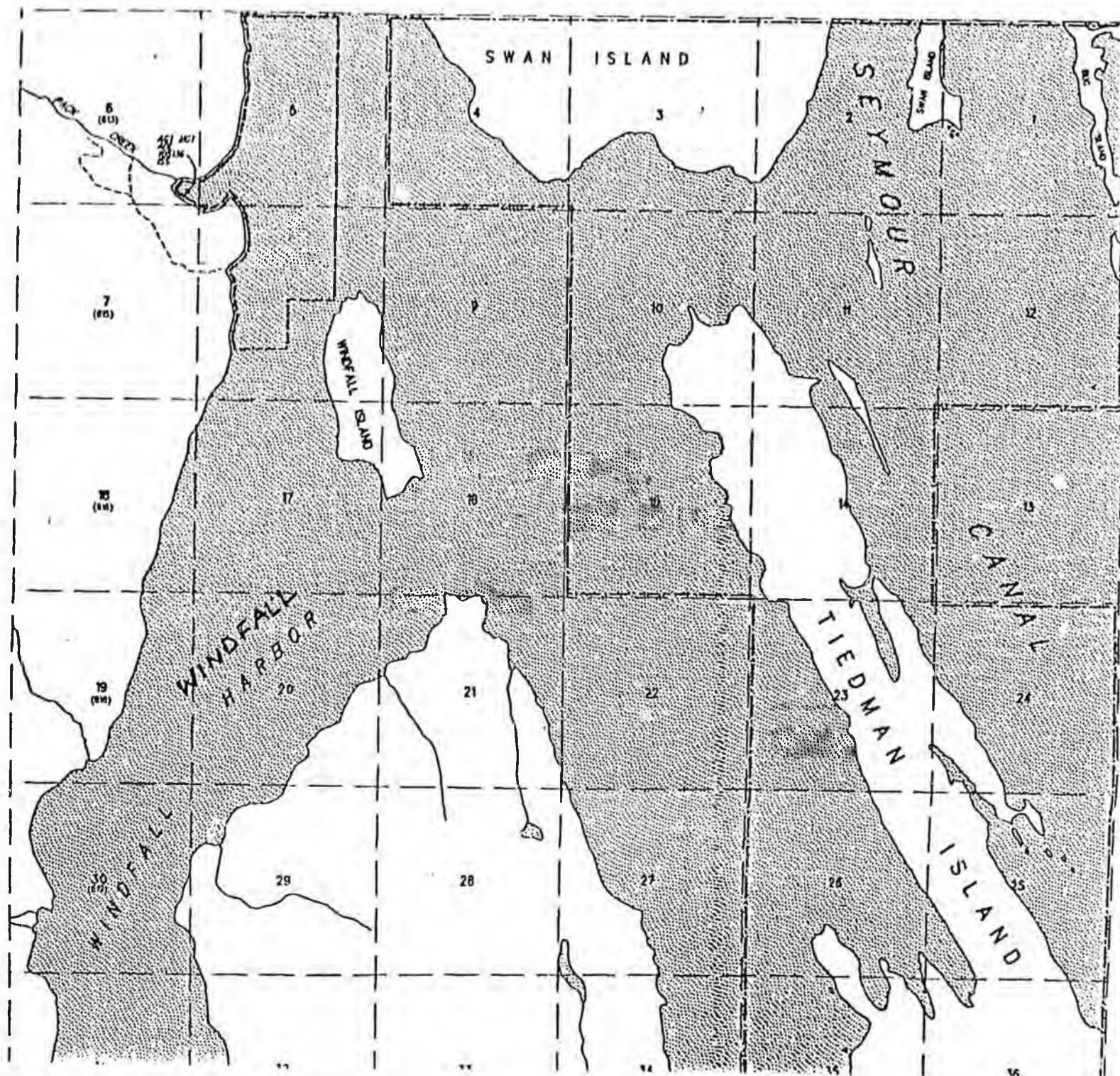
- STREAM
- WATERBODY
- RAILROAD
- SECTION LINE
- MAJOR ROAD
- SECONDARY ROAD
- TRAIL
- BOUNDARY
- RAILROAD
- ELECTRICAL POWER LINE
- TELEPHONE LINE
- PIPELINE
- NOT CONTROL
- LIMITS OF ACTION
- APPROPRIATIONS OR LAID OFF STRIPS

CLASSIFICATION

- TITLE
- CLASSIFICATION
- DISPOSAL
- MUNICIPAL
- RESTRICTIONS
- FEDERAL ACTIONS
- STATE CASH PERMIT
- FEDERAL CASH PERMIT
- FROM TRESPASS
- TRESPASS

GRID

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11	12



LAUREN

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UNITED STATES  
DEPARTMENT OF THE INTERIOR  
GEOLOGICAL SURVEY

HEAD A-2)

134°30' 58" W 340000 m. E. 15

6428000 m. N.



SITKA D-1 Quad

Proposed Area  
ILMA ADL No. 105136  
Approx. 613 acres



### Swan Cove and Windfall Harbor

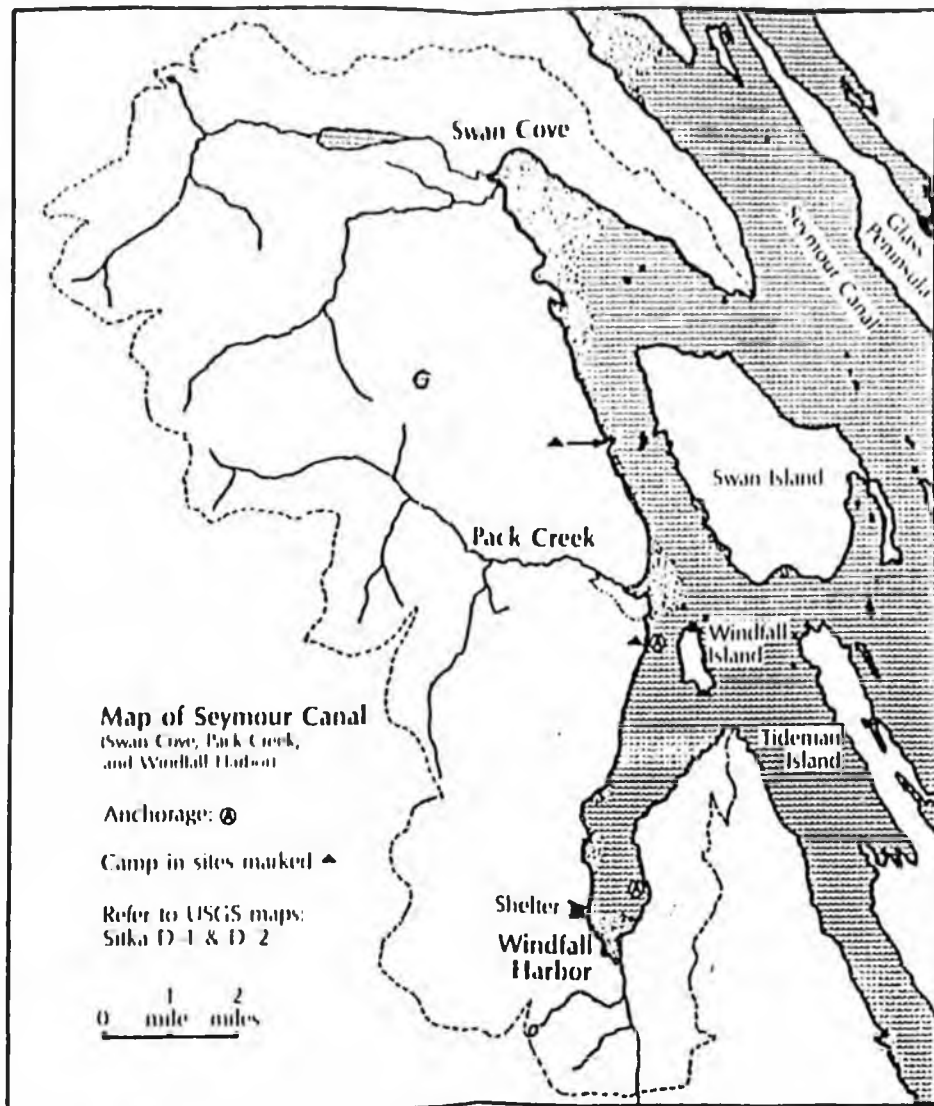
These large bays have extensive tidelands with good populations of brown bear, few human visitors, and no facilities. Bears are most abundant in July and August, and to a lesser extent in June and September. These wild bears are unaccustomed to humans and should be treated with respect (see **BEAR SAFETY**). Because boat anchors are prohibited, we encourage the group to consult the tide or sea level table for the timing and height of high and low tides, and when going ashore remember that large tidal variations on shallow tide flats can easily strand a boat ashore. Windfall Harbor has a three-sided shelter to camp near, and a good site is shown for Swan Cove. Other sites are available on Swan Island. Always keep a clean camp and hang food high at night.

### Pack Creek

Pack Creek has been closed to bear hunting since the mid 1900s, and several bears are habituated to the presence of humans. The opportunity to see bears is high because of this but some of the bears have obtained human food and have lost their fear of humans. This is a dangerous situation that warrants special precautions (see **PACK CREEK SAFETY**). A lighthouse near the estuary has been occupied by Stan Price since the late 1950s. A few bears allow him to approach closely, but you should use some common sense and keep your distance. Bears have destroyed boats left on the beach and daypacks left in the meadow, and on the viewing spot, and there have been several dangerous incidents involving visitors who approach too close.

### Management

The Windfall, Pack Creek, Swan Cove, and Swan Island area is managed as part of the Admiralty National Monument and is administered by the USDA Forest Service. The Alaska Department of Fish and Game has jurisdiction over the bears, and both agencies cooperate in managing the area for its wilderness values and non-consumptive uses. In 1981 the Alaska Board of Game extended the boundaries of the original Pack Creek bear refuge to include the entire area shown on the map of Seymour Canal.



### Bear Safety

Whenever in bear country you should act responsibly with food and respect the territorial nature of bears.

- **Keep your distance.**

It takes experience to know how close you can come to a bear, and the best advice is to stay back at least 100 feet. Staying out in the open where the bear can clearly see you is advisable. It is not wise to wander up a salmon creek when the noise of water and tree cover screens your approach and surprises a bear. Bears sometimes communicate to other animals and to humans through body posture.



Standing in profile to you, head lowered and passively looking toward the distance may be the bear's way of showing you his size, a polite way of telling you to move out of his space. Aggression is signaled by teeth chatter, hair raised on the hump and back, and ears laid back along the sides of the head.



Standing erect on hind legs is usually not an aggressive posture. When the bear's head and nose are raised with ears forward, the animal may only be trying to identify human noises and smells.

- **Keep a clean camp.**

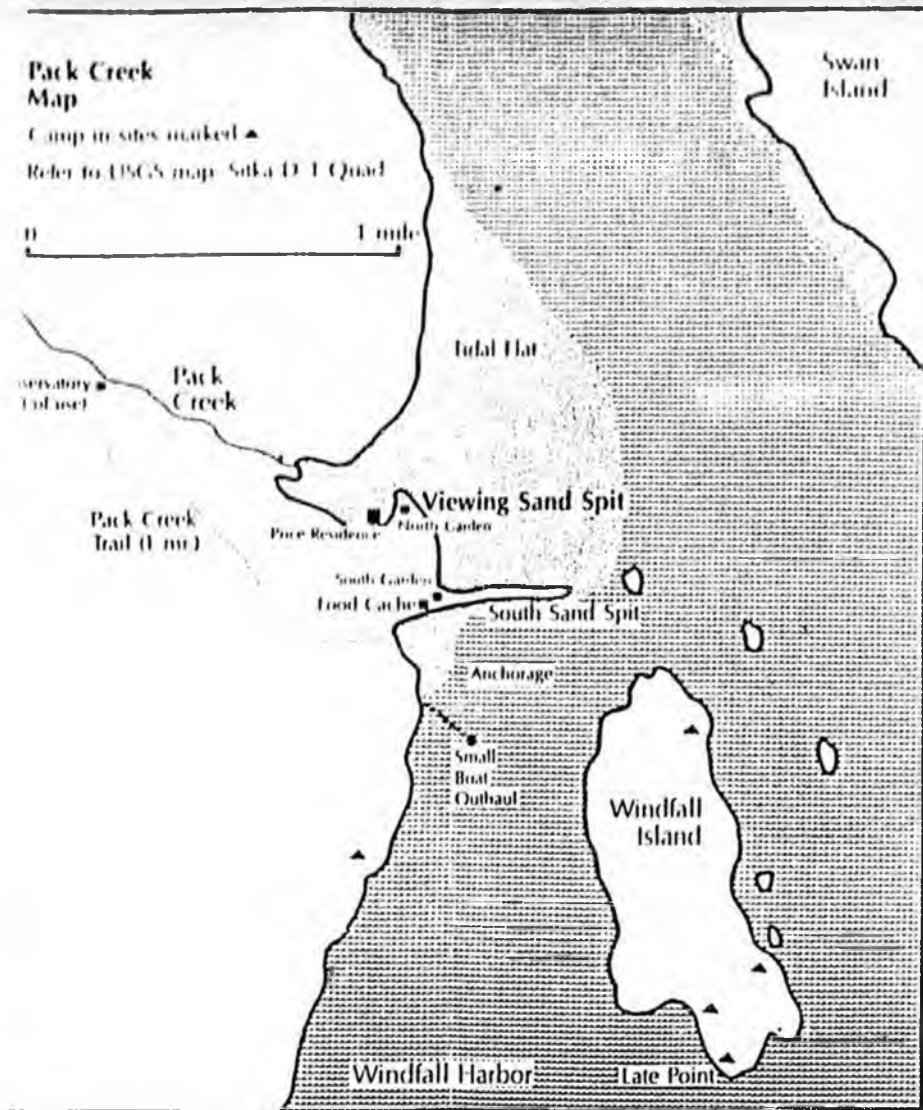
No site, even those on small islands, is safe from a bear visit. Set the tent up well away from the cooking area and do not take food near it. Thoroughly burn all food scraps and refuse to remove smells and pack out whatever remains. People who use the site after you will appreciate you not burying or leaving anything behind that will attract bears into their camp. Hang food 12 feet above the ground when not in use. Remember, intentionally leaving food unattended and accessible to bears is considered feeding and is a violation of Alaska law. Be sure to clean your campfire. Many sites are destroyed by campfires that people thought "couldn't possibly spread."

## Pack Creek Map

Camp in sites marked ▲

Refer to USGS map - Sitka D-1 Quad

0 1 mile



## Pack Creek Safety

Pack Creek bears are habituated to humans, but they are not tame. A few bears have tasted human food and will boldly approach you in search of more. While they may seem unaggressive, use some common sense. Follow these precautions:

- **Leave your food behind.**

A food cache is provided near the mud/sand spit (see Pack Creek Map). Do not carry food in your pack. Never feed any bear or leave any pack unattended. Intentionally leaving food unattended and accessible to bears is a violation of Alaska law. Even packs with no food in them are attractive to curious bears.

- **Stay near the viewing sand spit.**

Moving into the meadow feeds the bears out of photo range for other visitors. Bears will approach the viewing spot if you have patience. Use a telephoto lens for closeup shots. Bears may allow you to approach closely but will show their displeasure through subtle signs not easily recognized by most visitors. If you are too close, you leave no room for error and you are inviting a charge.

- **Camp only in designated sites.**

The best camps are on Windfall Island. No camping is allowed near the estuary or food cache.

## For further information

Admiralty National Monument  
2465 Old Dairy Road  
Juneau, AK 99801  
Phone: (907) 789-1111

Alaska Department of Fish and Game  
Phone: Juneau (907) 465-4265  
Sitka (907) 747-5449



## Bear Viewing

Pack Creek, Swan Cove  
and Windfall Harbor



United States  
Department of  
Agriculture

PREPARED BY  
Forest  
Service

ALASKA REGION  
Leaflet No.  
R10 R1, 12

# A Day at Pack Creek

by Bruce H. Baker



John Hyde

I can think of nothing more thrilling than to be hunkered down behind a log at the head of a tideflat, anxiously watching a magnificent Alaska brown bear amble out of the brush to check out the salmon spawning in the narrow, rushing stream that separates us. We were the first ones on the flat that August 1st morning in 1981, and Stan Price had offered to take me to a spot where I was sure to photograph a bear. Although Stan passed away last year at the age of 90, that day at Pack Creek with him and his second wife, Esther, is not one that my wife, our daughter Karen, a school boy visiting us from Michigan, or I will ever forget.

For those who haven't been to Pack Creek, it lies on the east side of southeast Alaska's Admiralty Island, a mountainous million acres of some of the best brown bear habitat in the



John Hyde

*In recognition of the wildlife values at Pack Creek, Senate Bill 403 was introduced in the Alaska State Legislature on January 24 of this year. The bill would establish a "Stan Price Wildlife Sanctuary to provide permanent protection for brown bears, other fish and wildlife populations, and their habitats so that these resources may be preserved for scientific, aesthetic, and educational purposes." The bill calls for cooperative management of the state-owned tidelands comprising the sanctuary and the adjacent Tongass National Forest uplands.*



Mark Kelley/Juneau Empire

world. The island supports an average of one bear per square mile and has long been publicized in outdoor magazines as a "fortress of the bears." Whether hiking, hunting, camping, or portaging across the island, I've always been acutely aware that it is bear country. Aside from the small Tlingit community of Angoon, a scattering of homesites and cabins around the island, and some localized logging and mining, the island is largely managed by the U.S. Forest Service for its wilderness values. By 1980, Congress had recognized these values and had legislatively designated it as both a National Wilderness and a National Monument. What has distinguished Pack Creek from the myriad other streams that tumble off the island into the North Pacific has been the presence of Stan Price and the unique relationship that developed between him and the bears.

Our first exposure to Stan and Esther was an evening fireside talk at Juneau's Mendenhall Glacier Visitors' Center when he was invited to show some of his home movies of the wildlife at Pack Creek. Stan depended on a hearing aid and as he narrated the film, he was unable to hear Esther in the back of the room, filling the audience in on the details that she thought he was leaving out. Right then we put Pack Creek on our list of future things to do.

Prior to chartering a float plane for our flight to Admiralty,

we'd checked with our friend K.J. Metcalf who was managing Admiralty Island for the Forest Service. When asked what he thought we might take along to Stan, K.J. mentioned his fondness for ice cream and beef liver. The ice cream wouldn't keep in the summer warmth, but Stan and Esther seemed very appreciative of the liver, cantaloupe, and reading material we took them. It was soon thereafter that Stan showed us the best photo point on the entire tideflat. The bear that soon emerged was about three years old, and Stan referred to him as Sam.

Stan lived at Pack Creek about 40 years, and his association with the bears began early on when he raised some orphaned cubs. He was rewarded for years to come as they brought their offspring to the area near his cabin to feed and bed down during their annual salmon harvest. The tolerance of Pack Creek bruins for people is generally attributed directly to their early familiarity with Stan. In fact for many, Stan and his lifestyle were as much of an attraction as the bears themselves. Our day at Pack Creek was a satisfying one as we alternated between viewing the grown bears and small twin cubs splashing, fishing, and roaming about the flat, and enjoying a personal viewing of more of Stan's wildlife movies inside their cabin.

It was evident even then that the word of Pack Creek was getting around. I counted at least a dozen of us there on the tideflat through the course of the day. In addition to our party of four, there was Stan; Gary Allen, a ski coach and friend of Stan's from New Hampshire; Dick Bayne, a writer who was doing a story on Stan; a researcher who was observing the bears from a nearby platform; a visit by K.J.; and Juneau's wildlife filmmaker, Joel Bennett, and his field crew. As the day wore on, it became increasingly clear that none of us could wander about the flat without altering the movement of the bears and depriving others of a view or a photograph for which they may have been lying in wait.

Even then one could imagine that the increasing popularity of Pack Creek would ultimately necessitate the restrictions imposed by the Forest Service and the Alaska Department of Fish and Game in 1988. These rules limit visitors to established viewing areas and begin to regulate the numbers of individuals and groups that may be present on the flat at any one time.

In 1981, however, we were still free to enjoy the Prices' hospitality, and Stan wasn't going to let us return to Juneau without a quart or two of his home-grown, garden fresh red raspber-



Bruce H. Baker

Stan and Esther Price at home at Pack Creek.

ries. As he stooped to pick them, I had absolutely no trouble picturing the sow and cub he was describing who had earlier ignored the pulsating shock of his electric fence and entered the garden where he was working. He explained how he looked up, told the sow to leave, and when she didn't he poked her on the nose with a stick and off she went. Story has it that he once tried that with a bear who didn't recognize him, and Stan ended up with a broken collarbone.

Stan's life at Pack Creek wasn't without some controversy. There were those who questioned his legal right to tie his floating cabin alongshore or to build his firewood and tool sheds on the nearby upland. I've heard biologists complain about reports of his feeding deer and other wildlife or the occasions when forest critters were allowed to walk in his door. And Stan certainly wasn't hesitant to criticize government folks if he disagreed with their resource management decisions or didn't see why they thought it safer to carry a firearm than a stick for protection in bear country.

My last trip to Pack Creek was by kayak in 1986 with Rai Behnert, and a young adult bear by the name of "Pest" gave us a great show as it lay on the opposite side of the sand spit from us. For the longest time, Pest demonstrated every possible position in which a bear can lie. Finally, as Pest arose and

ambled our way, the bear got so close I could no longer use my 300mm camera lens. At that point I discreetly slid the lens cap on and gently retreated backwards out of Pest's path.

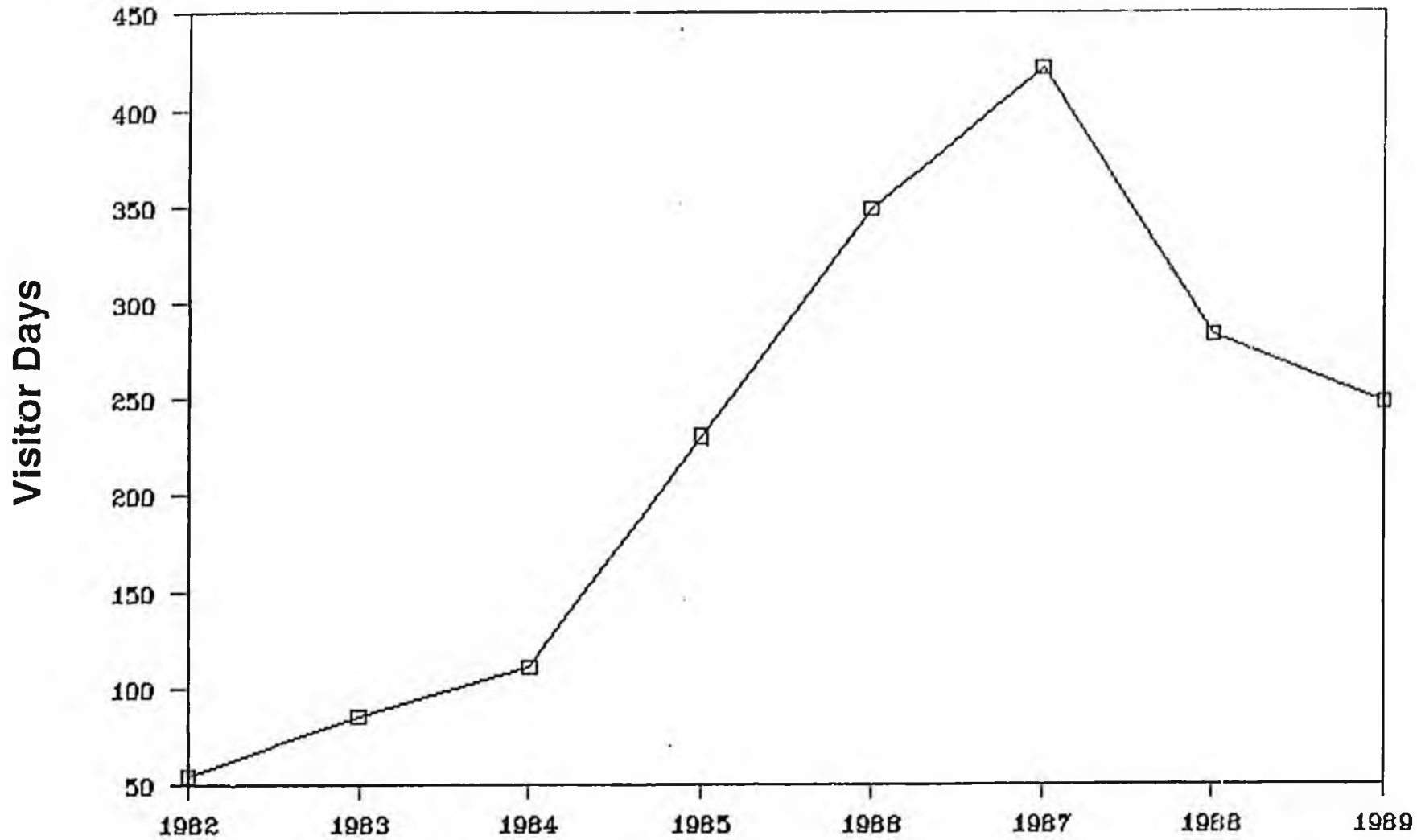
We hung around awhile in hopes of visiting Stan before paddling on, but I noticed he was up in his woodshed, intently entertaining guests from aboard the traditional sailing vessel, "Norden." After all, Stan had been featured on national television and in print enough that he'd become a popular figure. Unless he had a counterpart deep in the Soviet hinterland, which I doubt he did, Stan was unique among the billions of us who inhabit this planet. The reality he created at Pack Creek can no longer be achieved, given the intensified land management that has become necessary in recent years because of an expanding human presence in Alaska and other remote areas of the world.

Oh well, I thought, I'll see Stan later in Juneau and can say hello to him then. And I did see him, visiting on his favorite downtown street corner, but it wasn't the same as walking the tideflat that morning in 1981 when he set me down to wait for the day's first photograph of an Alaska brown bear.

*Bruce H. Baker is Deputy Director, Division of Habitat, ADF&G, Juneau*

# PACK CREEK VISITOR USE

1982 - 1989



## Notes:

1. A visitor day = one person for one day or two people for a half day each
2. Registration permits (no limit) were required to visit Pack Creek for the first time in 1988.
3. Chum salmon runs were weak in 1988 and 1989. Fewer fish usually means fewer bears which ultimately means fewer visitors.

**S B**

**422**

# HOUSE COMMITTEE REPORT

(9)

Date Referred: April 26, 1990

FURTHER REFERRALS:

FINANCE

Date of Committee Action: 4/28/90

The RESOURCES Committee considered:

CSSB 422(Rls)am

CS SB NO. 422 (Rules) am

GUIDE-OUTFITTER USE AREAS

"An Act relating to guide-outfitter use area permits, the Big Game Commercial Services Board, guide-outfitters, transporters and air carriers, and providers of other big game commercial services, and commercial use permits; relating to hunting for mountain goat by nonresident hunters; and providing for an effective date."

**RECOMMENDATIONS:**

- be replaced with HCS CSSB (RES) 422 [ ] the same title
- [ ] a new title
- [ ] have attached amendment(s)
- [ ] do pass
- [ ] do not pass
- [ ] no recommendation
- individual recommendations
- [ ] additional referral to the \_\_\_\_\_ Committee

ADOPTS: \_\_\_\_\_ letter of intent

ATTACHES NEW FISCAL NOTE(s):  
(Dept)

APPROVES PREVIOUS:

(Date/Dept)

- [ ] fiscal impact \_\_\_\_\_
- [ ] zero fiscal note \_\_\_\_\_
- [ ] zero with analysis \_\_\_\_\_

- fiscal note(s) 4/15/90 CED
- [ ] zero fiscal note(s) \_\_\_\_\_
- [ ] zero fn/analysis \_\_\_\_\_

**SIGNING DO PASS:**

**SIGNING:**

(Check approp. column)

Do Not  
Pass      No Rec      Amend

[Signature] MENDARD

[Signature] DAVIDSON

[Signature] NAVARRE

\_\_\_\_\_

\_\_\_\_\_

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\_\_\_\_\_

\_\_\_\_\_

<u>[Signature]</u> HUDSON	<input checked="" type="checkbox"/>		
<u>[Signature]</u> JACKO	<input checked="" type="checkbox"/>		
<u>[Signature]</u> SHARP	<input checked="" type="checkbox"/>		

[Signature]  
Chairman's Signature

**FISCAL NOTE**

APR 10 1990

**REQUEST:**

Revision Date: \_\_\_\_\_  
Title: An Act relating to guide-outfitter use area permits: . . .  
Sponsor: Senate Rules by Request  
Requestor: Senate Finance

Agency Affected: Commerce & Economic Dev.  
BRU: Occupational Licensing  
Components: \_\_\_\_\_

**EXPENDITURES/REVENUES: (Thousands of Dollars)**

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
PERSONAL SERVICES	85.3	85.3	85.3	85.3	85.3	85.3
TRAVEL	26.4	26.4	26.4	26.4	26.4	26.4
CONTRACTUAL	8.0	8.0	8.0	8.0	8.0	8.0
SUPPLIES	2.0	2.0	2.0	2.0	2.0	2.0
EQUIPMENT	17.6	0	0	0	0	0
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
<b>TOTAL OPERATING</b>	<b>139.3</b>	<b>121.7</b>	<b>121.7</b>	<b>121.7</b>	<b>121.7</b>	<b>121.7</b>
<b>CAPITAL</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>REVENUE</b>	<b>372.8</b>	<b>372.8*</b>	<b>372.8*</b>	<b>372.8*</b>	<b>372.8*</b>	<b>372.8*</b>

**FUNDING: (Thousands of Dollars)**

GENERAL FUND						
FEDERAL FUNDS						
OTHER (GF/PR)	139.3	121.7	121.7	121.7	121.7	121.7
<b>TOTAL</b>	<b>139.3</b>	<b>121.7</b>	<b>121.7</b>	<b>121.7</b>	<b>121.7</b>	<b>121.7</b>

**POSITIONS:**

FULL-TIME	2	2	2	2	2	2
PART-TIME	0	0	0	0	0	0
TEMPORARY	0	0	0	0	0	0

**ANALYSIS : (Attach a separate page if necessary)**

\*Revenues: Of this amount, \$231.8 is raised from the Commercial Use Permit fee and will be separately accounted for by the Department of Administration for use by the Legislature to make appropriations to DF&G and Public Safety. The remainder is licensing fees for use by the DCED to pay for board expenditures related to this bill. (CONTINUED ON ATTACHED)

Prepared by: Jennifer Strickler, Administrative Officer  
Division: Occupational Licensing

Phone: 465-2144  
Date: 4/9/90

Approved by Commissioner: Larry Mercurieff  
Agency: Department of Commerce & Economic Development

Date: 4-10-90

**Distribution (by preparer):**

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

6267D-4/040990h

## CONTINUATION OF FISCAL NOTE FOR CSSB 422 (Fin)

The bill requires the Big Game Commercial Services Board to establish guide-outfitter use areas throughout the state, to adopt procedures for evaluating qualifications of use area applicants, and to annually offer available use areas to qualified guide outfitters.

In addition, the bill authorizes the board to issue use area permits; monitor and limit the number of clients that may be guide-outfitted in a use area each year; suspend or revoke a use area permit; and publish a comprehensive list of all unawarded guide-outfitter areas. The staff work involved in processing the highly complex operational plans will be submitted for competing use area applications and in adequately preparing for board meetings where use areas will be awarded will require an additional Licensing Examiner position. In addition, keeping track of use areas awarded or unawarded will consume extensive staff time. Finally, coordination with ADF&G staff will also require additional time.

The Investigator position is required to beef up enforcement. If we are to properly manage the commercial industry's use of our big game resource, then the state must adequately enforce the licensing requirements contained in SB 422. To assist the board with the responsibilities mandated in the bill, the fiscal note provides for:

1	Occupational Licensing Examiner I, 12 months, GGU, Range 12A	\$ 35.0
1	Investigator III, 12 months, GGU, Range 18A	<u>50.3</u>
	Sub-Total:	\$ 85.3

### Travel:

Funding provides two additional meetings annually for the Big Game Commercial Services Board and staff to conduct its business, including review of qualified applicants for issuance of use area permits.

\$ 16.4

This funding will also provide travel for the Investigator III to assist the board in enforcing the use area permit requirements and to conduct rural area education regarding the new big game commercial services statutes and to encourage rural resident participation in the big game commercial services industry.

10.0

Sub-Total: \$ 26.4

### Contractual Services:

This funding will cover the expense of public noticing regulations, publishing comprehensive lists of unawarded use areas, postage, and other communications.

\$ 8.0

Supplies:

Provides for daily operating desk top supplies for the two positions. \$ 2.0

Equipment: (One time expense)

2 - Strata III telephone units and lines	\$1.2
2 - Wang DP/WP Workstations	4.4
2 - Desks, double pedestal	1.6
2 - Chairs, swivel with arms	.8
2 - Chairs, side without arms	.5
2 - Typewriters	1.4
2 - File Cabinets, 5-drawer, legal with lock	1.2
2 - Workstations (modular furniture)	<u>6.5</u>
Sub-Total:	\$ 17.6
GRAND TOTAL	<u>\$139.3</u>

Revenues

The revenue figure of \$372.8 represents a combination of program receipt revenues generated by guide-outfitter use area application fees and guide-outfitter and transporter commercial use permit fees.

A. Guide-outfitter use area application fees: \$141.0

Guide-outfitter application fees must generate \$141.0 in program receipts to cover the expense of administration of the use area system by the Big Game Commercial Services Board. This figure is reached by estimating 600 guide-outfitter use area applications at \$235.00 per application. Until we know exactly how many use areas the Division of Wildlife Conservation will recommend be established, it is impossible to accurately detail the number of applications that may be filed and the actual application cost to the applicant for a guide-outfitter use area.

B. Guide-outfitter commercial use permit fee: \$156.8

Based on approximately 2,407 guide-outfitter clients in 1989 (using 215 contracting guides), the commercial use permit progressive fee schedule in Section 12 of the bill will generate \$156.8.

C. Transporter commercial use permit fees:

\$ 75.0

Approximately 117 transporters will also pay commercial use permit fees. At this time, we are unable to estimate the exact amount to be collected from transporters since we have no records of the number of big game hunters transported by transporters and because the fees are to be set by the board through regulation. We, therefore, utilize a guesstimate of \$75.0.

Total

\$372.8

The total estimated income from the Commercial Use Permit fee is \$231.8. While the commercial use permit fee will be collected by the Division of Occupational Licensing, it will be separately accounted for and available for disbursement by the Legislature to the Departments of Fish and Game and Public Safety for wildlife management and enforcement.

6-1718M  
Utermohle  
4/27/90

Original sponsor(s): Rules Committee by Request

1 IN THE SENATE

BY THE RESOURCES COMMITTEE

2 HOUSE CS FOR CS FOR SENATE BILL NO. 422 (Resources)

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 SIXTEENTH LEGISLATURE - SECOND SESSION

5 A BILL

6 For an Act entitled: "An Act relating to guide-outfitter use area permits,  
7 the Big Game Commercial Services Board, guide-out-  
8 fitters, transporters and air carriers, and providers  
9 of other big game commercial services, and commercial  
10 use permits; relating to hunting for mountain goat by  
11 nonresident hunters; and providing for an effective  
12 date."

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

14 \* Section 1. FINDINGS AND PURPOSE. (a) The legislature finds that

15 (1) unregulated access to game management units by guide-out-  
16 fitters

17 (A) can potentially harm the state's valuable big game  
18 resources by allowing overharvest of big game species or populations  
19 that have a low recovery capacity or that exist in low abundance; and

20 (B) has hindered management of hunters guide-outfitted by  
21 guide-outfitters, led to conflicts among guide-outfitters, and de-  
22 creased the quality of the hunting experience for clients of guide-  
23 outfitters and other hunters;

24 (2) an economically viable guide-outfitter industry can offer a  
25 quality hunting experience to hunters from throughout the world who seek a  
26 unique opportunity to pursue and take trophy big game animals in the state  
27 and can contribute significantly to the state's economy by increasing  
28 tourism and supporting a variety of businesses associated with the guide-  
29 outfitter industry;

1 (3) the guide-outfitter industry provides an opportunity for  
2 enhancing the state's economy, particularly the underdeveloped economies of  
3 the rural regions of the state;

4 (4) intense competition exists for big game in many parts of the  
5 state and the allocation of access to big game hunting opportunities among  
6 guide-outfitters will prevent overharvest of big game in those areas and  
7 will provide continued open access to the big game resource by all users;

8 (5) a resource-based management system for allocating access to  
9 big game hunting opportunities among guide-outfitters will alleviate con-  
10 flicts among guide-outfitters, will provide an effective basis for regulat-  
11 ing guide-outfitters, and will enhance conservation and management of big  
12 game;

13 (6) a long-term interest in the conservation of wildlife encour-  
14 ages sound management practices among users of wildlife and fosters a  
15 mutually beneficial relationship between wildlife and the users of wildlife  
16 because the user understands that the user's own future well-being is  
17 dependent upon wise use of the resource in the present.

18 (b) The purpose of this Act is to

19 (1) establish a resource-based system of allocating access to  
20 big game hunting opportunities among guide-outfitters that is fully con-  
21 sistent with common use principles of the Constitution of the State of  
22 Alaska; and

23 (2) support the conservation and management of the state's  
24 wildlife, provide economic and noneconomic benefits to the state and to the  
25 citizens of the state, and generate revenue for the state from the wise use  
26 of wildlife for commercial purposes.

27 (c) This Act does not affect the existing rights and privileges of  
28 subsistence and resident sport hunters to take game in the state.

29 \* Sec. 2. AS 08.54 is amended by adding new sections to read:

## 1 ARTICLE 5. GUIDE-OUTFITTER USE AREAS.

2 Sec. 08.54.610. GUIDE-OUTFITTER USE AREAS. (a) The board shall  
3 establish guide-outfitter use areas throughout the state. The board  
4 shall consider the recommendations of the Department of Fish and Game  
5 in identifying the boundaries of the use areas. The board shall adopt  
6 the recommendations of the Department of Fish and Game for each use  
7 area unless the board obtains a finding from the Department of Fish  
8 and Game that an amended use area boundary as proposed by the board  
9 will not adversely affect wildlife conservation and management.

10 (b) The board may amend the boundaries of use areas adopted  
11 under (a) of this section if

12 (1) the Department of Fish and Game finds that the proposed  
13 amendment will not adversely affect wildlife conservation and manage-  
14 ment; and

15 (2) the board notifies all guide-outfitters who hold use  
16 area permits for the affected use areas of the proposed amendment and  
17 provides those guide-outfitters with an opportunity to comment on the  
18 proposed amendment.

19 (c) AS 08.54.620 - 08.54.690 do not apply within an area or to  
20 the activities of a guide-outfitter within an area of the state that  
21 is not included within the boundary of a guide-outfitter use area  
22 adopted by the board.

23 Sec. 08.54.620. OFFERINGS OF GUIDE-OUTFITTER USE AREAS. (a)  
24 The board shall annually offer available use areas to qualified guide-  
25 outfitters. The board shall stagger the offering of use areas.

26 (b) The board may request recommendations from the public for  
27 use areas to be offered at the next offering of use areas.

28 (c) The board shall decide whether a use area will be offered  
29 for sole or joint use before offering the use area. In making its

1 decision, the board shall consider for each use area

2 (1) information provided by the Department of Fish and Game  
3 on the status of big game populations, historical harvests of big  
4 game, and uses of wildlife in the use area;

5 (2) information gathered from previous use by guide-outfit-  
6 ters that would facilitate big game management and planning;

7 (3) requirements for economically viable guide-outfitter  
8 operations;

9 (4) the number of economically viable guide-outfitter  
10 operations that the use area could support;

11 (5) the effect of guide-outfitting activities on resident  
12 hunters; and

13 (6) other relevant factors, including land ownership con-  
14 cerns, land management concerns, and law enforcement concerns.

15 (d) Use areas for which use area permits have expired, been  
16 relinquished by the permittee, automatically revoked under AS 08.54.-  
17 660, or revoked by the board may be offered by the board at the next  
18 offering of use areas.

19 (e) The notice of the offering of use areas must include for  
20 each use area

21 (1) the location and a brief description of the use area;

22 (2) whether the use area is available for sole or joint  
23 use.

24 Sec. 08.54.630. GUIDE-OUTFITTER USE AREA PERMIT; REGISTRATION  
25 PERMIT. (a) A guide-outfitter use area permit or registration permit  
26 authorizes a guide-outfitter to guide-outfit ! in the use area for  
27 those big game species specified by the permit and may limit the  
28 number of clients that may be guide-outfitted in the use area each  
29 year.

1 (b) A sole use area permit grants to the permittee the sole  
2 privilege to guide-outfit hunts for all big game species that occur  
3 within the use area. A joint use area permit grants to the permittee  
4 the privilege to guide-outfit hunts in the use area for the big game  
5 species specified in the permit; however, all joint use area permits  
6 for a use area, when considered together, must grant privileges to  
7 guide-outfit hunts for all big game species that occur within the use  
8 area.

9 (c) A use area that is not awarded to a guide-outfitter under  
10 AS 08.54.650 is open to use by guide-outfitters who are certified to  
11 guide-outfit hunts in the game management unit in which the use area  
12 is located and who obtain a registration permit for the use area. The  
13 board may establish the number of registration permits that will be  
14 issued for each use area. Registration permits are valid for the  
15 calendar year in which they are issued. A registration permit must  
16 specify the big game species for which hunts may be guide-outfitted  
17 under the authority of the permit.

18 (d) A guide-outfitter may not guide-outfit a hunt for a big game  
19 species in a use area, unless the guide-outfitter has a use area  
20 permit or registration permit that entitles the guide-outfitter to  
21 guide-outfit hunts for that species in that use area.

22 (e) A guide-outfitter shall physically participate in field  
23 operations while guide-outfitted hunts are conducted under the author-  
24 ity of a use area permit or registration permit held by the guide-  
25 outfitter.

26 Sec. 08.54.640. APPLICATION FOR A GUIDE-OUTFITTER USE AREA  
27 PERMIT. (a) A guide-outfitter who is licensed under AS 08.54.350 and  
28 is certified by the board to guide-outfit hunts in the game management  
29 unit in which the use area is located may apply for a guide-outfitter

1 use area permit.

2 (b) A guide-outfitter shall submit a separate application for  
3 each use area permit sought. The application shall be made on a form  
4 provided by the board and shall be accompanied by the application fee  
5 and a proposed operations plan for the conduct of guide-outfitted  
6 hunts under the use area permit, including locations of base camps,  
7 the number of clients, and the big game species to be hunted.

8 (c) The department shall set the application fee for a guide-  
9 outfitter use area permit under AS 08.01.065.

10 Sec. 08.54.650. PROCEDURES FOR AWARDED GUIDE-OUTFITTER USE AREA  
11 PERMIT. (a) The board shall adopt by regulation procedures for  
12 evaluating and ranking the qualifications of applicants for guide-  
13 outfitter use area permits. The procedures must appropriately balance  
14 the criteria included under (b) of this section to ensure that all  
15 applicants are afforded a fair opportunity to obtain a use area permit  
16 in those game management units for which the applicant is certified by  
17 the board. The board may adopt regulations to define or clarify the  
18 criteria set out in (b) of this section.

19 (b) The board shall evaluate each application to determine  
20 whether the applicant is qualified for a guide-outfitter use area  
21 permit using the following criteria:

22 (1) the applicant's ability and means to provide the guide-  
23 outfitting services proposed in the applicant's operations plan;

24 (2) whether the applicant has the financial capability to  
25 carry out the guide-outfitting services proposed in the applicant's  
26 operations plan;

27 (3) the applicant's history of safety in guide-outfitting  
28 hunts or demonstrated ability to guide-outfit hunts safely;

29 (4) the applicant's history of compliance with state and

1 federal fish and game and guide-outfitting statutes and regulations;

2 (5) the applicant's

3 (A) experience, including experience as a guide-out-  
4 fitter, an assistant guide-outfitter, or as a participant in  
5 activities directly related to guide-outfitting operations; or

6 (B) knowledge of the use area, including knowledge of  
7 the geography, climatic conditions, flora and fauna, and similar  
8 knowledge, including knowledge obtained by big game hunting in  
9 the use area, that would assist the applicant in guide-outfitting  
10 hunts in the use area;

11 (6) the applicant's history of compliance with AS 08.54.-  
12 520(a) in regard to prior authorization to enter or remain on state,  
13 federal, or private land;

14 (7) whether the applicant has obtained those prior author-  
15 izations to guide-outfit hunts on state, federal, or private land in  
16 the use area from the significant or major landowners in the use area  
17 or has demonstrated the ability to acquire those authorizations;

18 (8) whether the applicant holds all permits and licenses  
19 necessary to guide-outfit hunts in the use area or has demonstrated  
20 the ability to obtain the necessary permits and licenses.

21 (c) In balancing the criteria under (b)(5)(A) and (B) of this  
22 section, the board shall give appropriate weight to each criterion to  
23 ensure fair consideration of all applicants.

24 (d) The board shall award a use area permit only to a qualified  
25 applicant. If the board determines that more applicants are qualified  
26 to receive a use area permit for a use area than there are use area  
27 permits available, then the board shall rank all applicants for the  
28 use area permit and shall select the best qualified applicants to  
29 receive the available permits. The best qualified applicants are

1 those who receive the highest ranking under the criteria set out in  
2 (b) of this section and regulations adopted under (a) of this section.

3 (e) If a successful applicant does not provide, at the time the  
4 board awards the use area permit, proof of the permits and licenses  
5 necessary to guide-outfit hunts on state, federal, or private land in  
6 the use area from the significant or major landowners in the use area,  
7 the board shall issue a conditional use area permit that is valid for  
8 120 days. A conditional use area permit does not entitle the per-  
9 mittee to guide-outfit hunts within the use area. If the successful  
10 applicant provides proof satisfactory to the board within 120 days  
11 after issuance of the conditional use area permit that the applicant  
12 has received the necessary permits and licenses and land use authori-  
13 zations, the applicant shall be awarded a use area permit. If the  
14 successful applicant does not provide the required proof within 120  
15 days after issuance of the conditional use area permit, the condi-  
16 tional use area permit is void. If a conditional use area permit is  
17 voided under this subsection, the board shall offer the use area  
18 permit to the next best qualified applicant for the use area.

19 Sec. 08.54.655. GUIDE-OUTFITTER USE AREA PERMIT FEE. (a) Not-  
20 withstanding AS 08.01.065(c) - (e), the department, in consultation  
21 with the board, shall set a fee for a guide-outfitter use area permit  
22 that

23 (1) reflects the economic value of the privileges conferred  
24 by the use area permit, taking into consideration the term for which  
25 the use area permit is issued, the number of clients that may be  
26 guide-outfitted in the use area under the use area permit, the big  
27 game species for which hunts may be guide-outfitted under the use area  
28 permit, and whether the use area permit is for sole or joint use of  
29 the use area; and

1 (2) ensures a fair return to the people of the state for  
2 the commercial use of the big game species in the use area.

3 (b) The commissioner of administration shall separately account  
4 for the use area permit fees deposited in the general fund by the de-  
5 partment. The annual estimated balance in the account may be used by  
6 the legislature to make appropriations to the Department of Fish and  
7 Game and the Department of Public Safety to carry out their respective  
8 responsibilities for management of game resources and enforcement of  
9 game laws.

10 Sec. 08.54.660. TERM AND SUSPENSION OR REVOCATION OF GUIDE-  
11 OUTFITTER USE AREA PERMIT; OPERATIONS PLAN. (a) The board shall  
12 grant guide-outfitter use area permits for a term not to exceed 10  
13 years, unless the board determines, after consultation with the De-  
14 partment of Fish and Game, that a longer term will further promote the  
15 wildlife conservation and management objectives of the use areas. The  
16 term of a use area permit may not in any instance exceed 15 years.

17 (b) The board may after a hearing suspend or revoke a use area  
18 permit for

19 (1) violation of the conditions of the use area permit;

20 (2) failure to exercise the privileges conferred by the use  
21 area permit for one year;

22 (3) a significant unauthorized deviation, as defined by the  
23 board, from an operations plan;

24 (4) fraud in applying for a use area permit or assignment  
25 of a use area permit; or

26 (5) other good cause, as defined by the board.

27 (c) The board may suspend or revoke a use area permit upon  
28 conviction of the permittee of an unlawful act under AS 08.54.520.

29 (d) A use area permit is revoked automatically upon revocation

1 of the permittee's guide-outfitter license. A use area permit is  
2 suspended automatically upon suspension of the permittee's guide-  
3 outfitter license.

4 (e) If the license of a guide-outfitter is summarily suspended  
5 under AS 08.01.075(c), the use area permits held by the guide-out-  
6 fitter are suspended automatically until after the final disposition  
7 of the disciplinary proceeding by the board.

8 (f) A hearing to suspend or revoke a use area permit may be  
9 combined with a disciplinary proceeding under AS 08.01.075 or AS 08.-  
10 54.500 involving the use area permittee.

11 (g) A use area permit may be revoked or the terms of the use  
12 area permit or an operations plan may be altered by the board for  
13 wildlife conservation and management considerations.

14 (h) A use area permittee shall submit an amended operations plan  
15 if the permittee intends to vary the permittee's guide-outfitting  
16 operation from that stated in the plan. An amended operations plan is  
17 not effective until approved by the board. A permittee may not con-  
18 duct a guide-outfitting operation outside of the terms of an approved  
19 operations plan.

20 Sec. 08.54.670. ASSIGNMENT OF GUIDE-OUTFITTER USE AREA PERMIT.

21 (a) Except as provided in this section, a use area permit may not be  
22 sold, leased, or otherwise assigned.

23 (b) A use area permit may be assigned by the board under regu-  
24 lations of the board if the assignment is

25 (1) consistent with the purposes of AS 08.54.610 - 08.-  
26 54.690;

27 (2) not for consideration to the former permittee;

28 (3) to a guide-outfitter qualified to receive the use area  
29 permit; and

1 (4) due to the death or disability of the former permittee  
2 or for other good cause, as defined by the board.

3 (c) An assigned use area permit is valid only for the period for  
4 which the use area permit was originally issued.

5 (d) If proceedings in which a guide-outfitter license may be  
6 revoked or suspended under this chapter are pending against a guide-  
7 outfitter, the guide-outfitter's use area permits may not be assigned  
8 unless allowed for good cause by the board. During the period for  
9 which a guide-outfitter's license is suspended under this chapter, use  
10 area permits held by the guide-outfitter may not be assigned.

11 (e) If proceedings in which a guide-outfitter use area permit  
12 may be revoked or suspended under AS 08.54.660 are pending against a  
13 guide-outfitter, the use area permits that are the subject of the  
14 pending proceedings may not be assigned. During the period for which  
15 a use area permit is suspended under AS 08.54.660, the use area permit  
16 may not be assigned.

17 Sec. 08.54.680. INFORMATION ON GUIDE-OUTFITTER USE AREAS AND  
18 COMMERCIAL USE PERMITTEES. (a) The board shall maintain and publish  
19 on a regular basis a comprehensive list of all unawarded guide-out-  
20 fitter use areas that are open to application for use by qualified  
21 guide-outfitters.

22 (b) The board shall maintain a centralized information center  
23 where information on guide-outfitter use areas and all commercial use  
24 permittees can be readily obtained by guide-outfitters, government  
25 agencies, and the public.

26 Sec. 08.54.690. DEFINITIONS. In AS 08.54.610 - 08.54.690

27 (1) "joint use" means the utilization of a guide-outfitter  
28 use area by more than one use area permittee;

29 (2) "sole use" means the utilization of a guide-outfitter

1 use area by one use area permittee.

2 \* Sec. 3. AS 08.54.310(a) is amended by adding new paragraphs to read:

3 (11) certify guide-outfitters to conduct guide-outfitting  
4 activities within a game management unit;

5 (12) establish by regulation a system of guide-outfitter use  
6 areas for allocating access to big game hunting opportunities among  
7 guide-outfitters.

8 \* Sec. 4. AS 08.54 is amended by adding a new section to read:

9 Sec. 08.54.355. GAME MANAGEMENT UNIT CERTIFICATION. (a) The  
10 board shall certify guide-outfitters licensed under AS 08.54.350 to  
11 guide-outfit hunts within a game management unit.

12 (b) A guide-outfitter may not guide-outfit hunts in a game  
13 management unit unless the guide-outfitter is certified by the board  
14 to guide-outfit hunts in the game management unit.

15 (c) The board shall allow a guide-outfitter to prequalify for  
16 certification for each game management unit in which the guide-out-  
17 fitter is competent to guide-outfit hunts. The board shall allow a  
18 guide-outfitter to transfer a certification between game management  
19 units.

20 \* Sec. 5. AS 08.54.370(a) is amended to read:

21 (a) An applicant for renewal of a guide-outfitter license or a  
22 marine mammal guide-outfitter license shall submit with the applica-  
23 tion for renewal

24 (1) the hunt record required under AS 08.54.550 for the  
25 period covered by the current license;

26 (2) the license fee for the next licensing period; [AND]

27 (3) the commercial use permit fee for the next licensing  
28 period; and

29 (4) an amended guide-outfitter use area operations plan, if

1       appropriate.

2       \* Sec. 6. AS 08.54.460(a) is amended to read:

3           (a) A person, other than a guide-outfitter, marine mammal guide-  
4       outfitter, or a transporter, who provides other big game commercial  
5       services for compensation shall register with the board on a form  
6       provided by the board and shall obtain a commercial use permit and pay  
7       the annual commercial use permit fee set by the department in consul-  
8       tation with the board [UNDER AS 08.54.470]. In this section, "other  
9       big game commercial services" includes provision of accommodations in  
10      the field at a permanent lodge, house, or cabin owned by the commer-  
11      cial use permit holder, hunt broker services, gear rental services,  
12      photographic or videographic services, and services as defined by the  
13      board by regulation.

14      \* Sec. 7. AS 08.54.470 is amended by adding a new subsection to read:

15           (e) Notwithstanding (a) of this section and AS 08.54.370, a  
16      person who is licensed under this chapter as a guide-outfitter but who  
17      is retired from or does not engage in guide-outfitting activities is  
18      exempt from requirements to obtain a commercial use permit and to pay  
19      the commercial use permit fee. The department shall adopt regulations  
20      to implement this subsection.

21      \* Sec. 8. AS 08.54 is amended by adding a new section to read:

22           Sec. 08.54.560. REPORTS RELATING TO CARRIAGE OF BIG GAME HUNT-  
23      ERS. (a) A person who is subject to AS 42.30.200 shall submit to the  
24      department by January 31 of each year an activity report relating to  
25      the carriage, to, from, or in the field, during the previous year of  
26      big game hunters, their equipment, and big game animals harvested by  
27      hunters. The report shall be made on a form provided by the depart-  
28      ment and must contain information required by the board by regulation.

29           (b) A person who knowingly violates this section is guilty of a

1 class B misdemeanor.

2 \* Sec. 9. AS 08.54.590(13) is amended to read:

3 (13) "transportation services" means the carriage of or  
4 advertising to carry, for compensation, [OF] big game hunters, their  
5 equipment, or big game animals harvested by hunters to, from, or in  
6 the field; "transportation services" does not include the carriage by  
7 aircraft of big game hunters, their equipment, or big game animals  
8 harvested by hunters (A) on nonstop flights between state, municipally,  
9 or federally maintained airports and float plane docks unless  
10 the air taxi operator or air carrier providing transportation services  
11 on flights between maintained airports advertises big game commercial  
12 services that benefit an air taxi operator or air carrier that is a  
13 subsidiary, affiliate, or contractor of the air taxi operator or air  
14 carrier that is advertising; or (B) by an air taxi operator or air  
15 carrier who does not charge more than the usual tariff or charter rate  
16 for [WHICH] the carriage of big game hunters, their equipment, or big  
17 game animals harvested by hunters, unless the air taxi operator or air  
18 carrier providing transportation services advertises big game com-  
19 mercial services; in this paragraph, "advertises" or "advertising"  
20 means soliciting big game hunters to be customers of an air taxi  
21 operator or air carrier for the purpose of providing air transporta-  
22 tion to, from, or in the field through the use of print or electronic  
23 media specifically directed to big game hunters, including advertising  
24 at trade shows, or the use of hunt broker services or other promotion-  
25 al services [IS ONLY AN INCIDENTAL, AS DEFINED BY THE BOARD, PORTION  
26 OF ITS BUSINESS];

27 \* Sec. 10. AS 16.05.340(a)(10) is amended to read:

28 (10) Nonresident hunting and sport fishing license .....96

29 A nonresident may not take a big game animal, including mountain goat,

1 without previously purchasing a numbered, nontransferable, appropriate  
2 tag, issued under (15) of this subsection. The tag must be affixed to  
3 the animal immediately upon capture and must remain affixed until the  
4 animal is prepared for storage, consumed, or exported. A tag issued  
5 but not used for an animal may be used to satisfy the tagging require-  
6 ment for an animal of any other species for which the tag fee is of  
7 equal or less value.

8 \* Sec. 11. IDENTIFICATION OF PROPOSED GUIDE-OUTFITTER USE AREAS. (a)

9 The Department of Fish and Game shall propose guide-outfitter use areas for  
10 use by the Big Game Commercial Services Board in establishing a resource-  
11 based management system for allocating access to big game hunting oppor-  
12 tunities among guide-outfitters. The department shall identify proposed  
13 guide-outfitter use areas for appropriate regions and areas of the state.  
14 The department may set priorities for identifying use areas and may deter-  
15 mine the extent and number of use areas to be identified at one time. The  
16 department shall complete the identification of proposed use areas within  
17 two years after the close of the first public comment period prescribed  
18 under (e) of this section. The department shall complete the identifica-  
19 tion of proposed use areas for a significant portion of the state within  
20 nine months after the close of the first public comment period prescribed  
21 under (e) of this section.

22 (b) The Big Game Commercial Services Board may recommend to the  
23 department those areas of the state that should receive priority in identi-  
24 fying use areas.

25 (c) The department shall publish a public notice that it is accepting  
26 public comment for identification of areas as proposed guide-outfitter use  
27 areas. The department shall accept public comment for 60 days after the  
28 notice is first published.

29 (d) The department shall propose use areas in light of the following

1 considerations:

2 (1) wildlife management concerns, including abundance and diver-  
3 sity of wildlife, historical harvest of wildlife from the area, and exist-  
4 ing administrative boundaries established for wildlife management purposes;

5 (2) wildlife law enforcement concerns;

6 (3) public comment received under (c) of this section;

7 (4) land ownership in the area;

8 (5) administrative restrictions;

9 (6) existence of boundaries that can be readily identified in  
10 the field;

11 (7) accessibility of the area and other transportation consid-  
12 erations;

13 (8) existence of complementary and noncomplementary land uses  
14 within the area;

15 (9) existing facilities within the area; and

16 (10) other considerations relevant to the purposes of this sec-  
17 tion.

18 (e) The department shall provide maps or descriptions to the public  
19 of the use areas proposed under (d) of this section and shall solicit  
20 public comment on the proposed use areas. The public shall have 45 days  
21 after the maps or descriptions are distributed to comment on the use areas  
22 proposed by the department. At the close of the comment period, the de-  
23 partment shall review the proposed use areas in light of the public comment  
24 received and shall then recommend boundaries for the proposed use areas.  
25 The department shall transmit its boundary recommendations to the Big Game  
26 Commercial Services Board as the recommendations are made final.

27 (f) The actions of the department under this section are exempt from  
28 the Administrative Procedure Act (AS 44.62).

29 (g) In this section

1 (1) "department" means the Department of Fish and Game;

2 (2) "public" includes a natural person, corporation, associa-  
3 tion, organization, society, company, partnership, or state, federal, or  
4 local government agency.

5 \* Sec. 12. PRELIMINARY DETERMINATION OF ELIGIBILITY FOR GUIDE-OUTFITTER  
6 USE AREA PERMIT. (a) In order to facilitate and expedite the process for  
7 issuing guide-outfitter use area permits during the first five years that  
8 offerings of guide-outfitter use areas are made under AS 08.54.610 - 08.-  
9 54.690, enacted by sec. 2 of this Act, the Big Game Commercial Services  
10 Board shall make preliminary determinations of the eligibility of a guide-  
11 outfitter to receive use area permits.

12 (b) A guide-outfitter may apply, at times set by the board, for a  
13 preliminary determination of eligibility for a use area permit for each  
14 game management unit in which the guide-outfitter is certified or prequal-  
15 ified for certification to guide-outfit hunts under AS 08.54.355, enacted  
16 by sec. 4 of this Act.

17 (c) A guide-outfitter is qualified for a preliminary determination of  
18 eligibility to receive a use area permit if the board finds that the guide-  
19 outfitter satisfies the criteria of AS 08.54.650(b), enacted by sec. 2 of  
20 this Act, that can be satisfied without reference to the characteristics of  
21 a specific use area.

22 (d) A preliminary determination of eligibility to receive a use area  
23 permit does not vest a right in the guide-outfitter to receive a use area  
24 permit when use areas are offered under AS 08.54.650, enacted by sec. 2 of  
25 this Act.

26 \* Sec. 13. During the first five years that offerings of use areas are  
27 made under AS 08.54.610 - 08.54.690, enacted by sec. 2 of this Act, the Big  
28 Game Commercial Services Board shall offer all guide-outfitter use areas.

29 \* Sec. 14. The operation of AS 08.54.440 is suspended until January 1,

1 1991.

2 \* Sec. 15. TRANSITION; AIR CARRIER ADVERTISING. Until July 1, 1991,  
3 air taxi operators or air carriers who, but for the fact that they solicit  
4 big game hunters as customers for the purpose of providing air transporta-  
5 tion to, from, or in the field through the use of publicity brochures or  
6 other printed material, would not have to obtain a transporter license  
7 after the effective date of sec. 9 of this Act, may continue to use  
8 existing stocks of publicity brochures and other printed materials that  
9 solicit big game hunters as customers of the air taxi operator or air  
10 carrier without having to obtain a transporter license if

11 (1) the publicity brochures and other printed materials were  
12 produced before April 1, 1990; and

13 (2) the air taxi operator or air carrier does not, on or after  
14 April 1, 1990, produce or distribute other publicity brochures or printed  
15 materials that solicit big game hunters as customers of the air taxi opera-  
16 tor or air carrier.

17 \* Sec. 16. SEVERABILITY. If a provision of this Act or the application  
18 of this Act to a person or circumstance is held invalid, the remainder of  
19 this Act and the application of this Act to other persons or circumstances  
20 are not affected by the invalidity.

21 \* Sec. 17. Section 14 of this Act is retroactive to May 12, 1989.

22 \* Sec. 18. AS 08.54.310(b)(1) is repealed.

23 \* Sec. 19. Sections 14 and 17 of this Act take effect immediately under  
24 AS 01.10.070(c).

A M E N D M E N T #1

OFFERED IN THE HOUSE

TO: CSHB 448 (Resources)

Page 1, lines 9 - 10:

Delete ", and commercial use permits"

Page 11, line 8, through page 12, line 18:

Delete all material.

Renumber the following bill section accordingly.

Page 13, line 2, through page 14, line 1:

Delete all material.

Renumber the following bill section accordingly.

Page 14, line 9:

Delete "[NEXT LICENSING]"

Insert "next licensing"

Page 14, line 10:

Delete "covered by the current permit"

Page 14, line 13, through page 17, line 2:

Delete all material.

Renumber the following bill sections accordingly.

Page 20, line 21:

Delete "sec. 5"

Insert "sec. 4"

Page 21, lines 7 - 21:

Delete all material.

Renumber the following bill sections accordingly.

Page 21, line 26:

Delete "Section 21"

Insert "Section 13"

Page 21, line 28:

Delete "21 and 24"

Insert "13 and 15"

A M E N D M E N T #2

OFFERED IN THE HOUSE

TO: CSHB 448 (Resources)

Page 6, line 8, through page 8, line 9:

Delete all material and insert:

"Sec. 08.54.650. PROCEDURES FOR AWARDING GUIDE-OUTFITTER USE AREA PERMIT. (a) The board shall adopt by regulation procedures for evaluating and ranking the qualifications of applicants for guide-outfitter use area permits. The procedures must appropriately balance the criteria included under (b) of this section to ensure that all applicants are afforded a fair opportunity to obtain a use area permit in those game management units for which the applicant is certified by the board. The board may adopt regulations to define or clarify the criteria set out in (b) of this section.

(b) The board shall evaluate each application to determine whether the applicant is qualified for a guide-outfitter use area permit using the following criteria:

(1) the applicant's ability and means to provide the guide-outfitting services proposed in the applicant's operations plan;

(2) whether the applicant has the financial capability to carry out the guide-outfitting services proposed in the applicant's operations plan;

(3) the applicant's history of safety in guide-outfitting hunts or demonstrated ability to guide-outfit hunts safely;

(4) the applicant's history of compliance with state and federal fish and game and guide-outfitting statutes and regulations;

(5) the applicant's

(A) experience, including experience as a guide-outfitter, an assistant guide-outfitter, or as a participant in activities directly related to guide-outfitting operations; or

(B) knowledge of the use area, including knowledge of the geography, climatic conditions, flora and fauna, and similar knowledge, including knowledge obtained by big game hunting in the use area, that would assist the applicant in guide-outfitting hunts in the use area;

(6) the applicant's history of compliance with AS 08.54.-520(a) in regard to prior authorization to enter or remain on state, federal, or private land;

(7) whether the applicant has obtained those prior authorizations to guide-outfit hunts on state, federal, or private land in the use area from the significant or major landowners in the use area or has demonstrated the ability to acquire those authorizations;

(8) whether the applicant holds all permits and licenses necessary to guide-outfit hunts in the use area or has demonstrated the ability to obtain the necessary permits and licenses.

(c) In balancing the criteria under (b)(5)(A) and (B) of this section, the board shall give appropriate weight to each criterion to ensure fair consideration of all applicants.

(d) The board shall award a use area permit only to a qualified applicant. If the board determines that more applicants are qualified

to receive a use area permit for a use area than there are use area permits available, then the board shall rank all applicants for the use area permit and shall select the best qualified applicants to receive the available permits. The best qualified applicants are those who receive the highest ranking under the criteria set out in (b) of this section and regulations adopted under (a) of this section.

(e) If a successful applicant does not provide, at the time the board awards the use area permit, proof of the permits and licenses necessary to guide-outfit hunts on state, federal, or private land in the use area from the significant or major landowners in the use area, the board shall issue a conditional use area permit that is valid for 120 days. A conditional use area permit does not entitle the permittee to guide-outfit hunts within the use area. If the successful applicant provides proof satisfactory to the board within 120 days after issuance of the conditional use area permit that the applicant has received the necessary permits and licenses and land use authorizations, the applicant shall be awarded a use area permit. If the successful applicant does not provide the required proof within 120 days after issuance of the conditional use area permit, the conditional use area permit is void. If a conditional use area permit is voided under this subsection, the board shall offer the use area permit to the next best qualified applicant for the use area."

A M E N D M E N T #3

OFFERED IN THE HOUSE

TO: CSHB 448 (Resources)

Page 8, following line 9:

Insert a new section to read:

"Sec. 08.54.655. GUIDE-OUTFITTER USE AREA PERMIT FEE. (a) Notwithstanding AS 08.03.065, the department, in consultation with the board, shall set a fee for a guide-outfitter use area permit that

(1) reflects the economic value of the privileges conferred by the use area permit, taking into consideration the term for which the use area permit is issued, the number of clients that may be guide-outfitted in the use area under the use area permit, the big game species for which hunts may be guide-outfitted under the use area permit, and whether the use area permit is for sole or joint use of the use area; and

(2) ensures a fair return to the people of the state for the commercial use of the big game species in the use area.

(b) The commissioner of administration shall separately account for the use area permit fees deposited in the general fund by the department. The annual estimated balance in the account may be used by the legislature to make appropriations to the Department of Fish and Game and the Department of Public Safety to carry out their respective responsibilities for management of game resources and enforcement of game laws."

A M E N D M E N T

*#3A*

OFFERED IN THE HOUSE

TO: ~~Draft CS HB 448 (Judiciary)~~ Amendment *#3A*

~~Page 8, line 15.~~

Delete "AS 08.01.065(b) - (e)"

Insert "AS 08.01.065(c) - (e)"

**S B**

**434**

# HOUSE COMMITTEE REPORT

(9)

Date Referred: March 15, 1990

FURTHER REFERRALS:

Date of Committee Action: 5/6/90

FINANCE

The RESOURCES Committee considered:

CSSB 434 (FINANCE)

CS SENATE BILL NO. 434 (Fin)

NATURAL GAS PIPELINE TASK FORCE

"An Act establishing a task force to continue state initiatives for the development of a trans-Alaska natural gas pipeline; and providing for an effective date."

**RECOMMENDATIONS:**

- be replaced with \_\_\_\_\_ [ ] the same title
- have attached amendment(s) [ ] a new title
- do pass
- do not pass
- no recommendation
- individual recommendations
- additional referral to the \_\_\_\_\_ Committee

ADOPTS: \_\_\_\_\_ letter of intent

ATTACHES NEW FISCAL NOTE(S):  
(Dept)

APPROVES PREVIOUS:  
(Date/Dept)

- fiscal impact \_\_\_\_\_
- zero fiscal note \_\_\_\_\_
- zero with analysis \_\_\_\_\_

- fiscal note(s) \_\_\_\_\_
- zero fiscal note(s), 5/1/90 DNR
- zero fn/analysis \_\_\_\_\_

**SIGNING DO PASS:**

**SIGNING:**  
(Check approp. column)

		Do Not Pass	No Rec	Amend
<u>[Signature]</u> MENARD	<u>[Signature]</u> DAVIDSON	<input checked="" type="checkbox"/>		
<u>[Signature]</u> M. DAVIS	<u>[Signature]</u> JACKO	<input checked="" type="checkbox"/>		
<u>[Signature]</u> HUDSON				
<u>[Signature]</u> SHARP				
<u>[Signature]</u> PURNACE				
<u>[Signature]</u> FOSTER				
<u>[Signature]</u> NABARRE				

[Signature]

Chairman's Signature

FISCAL NOTE

REQUEST:

Revision Date: 2/9/90  
Title: Gas Pipeline Task Force  
Sponsor: Senator Kelly  
Requestor: Senate Resources Committee

Agency Affected: Natural Resources  
BRU: Management and Administration  
Components: \_\_\_\_\_

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	-0-	-0-	-0-	-0-	-0-	-0-

CAPITAL						
---------	--	--	--	--	--	--

REVENUE						
---------	--	--	--	--	--	--

FUNDING: (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
TOTAL	-0-	-0-	-0-	-0-	-0-	-0-

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : (Attach a separate page if necessary)

Several trips a year to task force meetings could be accommodated by the current travel budget. The department could not provide staff support or extensive travel funds for task force work without additional funding.

Prepared by: Carol Wilson Phone: 465-2400  
Division: Commissioner's Office Date: 2/2/90

Approved by Commissioner: [Signature] Date: \_\_\_\_\_  
Agency: Department of Natural Resources

Distribution (by preparer):

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

Changes in CSSB 434 (Fin) have no fiscal impact. This fiscal note is appropriate. 3/1/90 W