

**ALASKA LEGISLATURE COMMITTEE FILES**

**1993-1994**

**8672**

**8023**

**HOUSE RESOURCES**

288

HB 140A (1-Day license increased to \$10)

Fiscal Note Analysis:

Expenditures included in this bill are for the additional cost of printing, distributing, and accounting for individually numbered nonresident king salmon tags. Tags will be individually numbered in order to prevent the possibility of illegal reuse of short term tags, and to facilitate accurate accounting of the number of tags sold by vendors. These costs include: \$1.4 in personal services for a non-permanent position (range 8) for 1 month to assist in mailouts of supplies and in data entry of stamps issued, sold, and returned (an estimated 120,000 tags will be sold in FY94); and 9.4 in contractual for the additional cost of printing individually numbered tags.

The enclosed table lists the assumptions used to estimate the effect of this bill on revenue. Part one of the table lists the predicted number of king salmon tags that will be sold by each class of nonresident license. Projected sales were estimated based on past increases in license sales, and it was assumed that 35% of all nonresident license holders would buy a king salmon tag. The second part of the table lists the projected king salmon tag revenue based on the current cost of a nonresident tag (\$20). The third part of the table lists the projected revenue based on the king salmon tag fees proposed in HB 140A. The net effect of the bill would be to increase revenue to the Fish and Game fund by about \$81.6 in FY94.

DEPARTMENT OF FISH AND GAME  
POSITION PAPER

Bill No: HB 140  
Sponsor: Representative Hudson  
Division: Sport Fish  
Bill Title: "An act relating to the king salmon tag fee."  
Department Position: Support

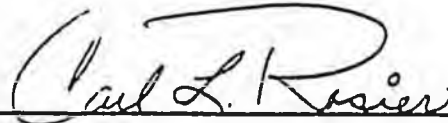
The King Salmon Tag is an important new user-pay funding source for the Department of Fish and Game. HB 140 would modify the fee structure for nonresident king salmon tags as well as provide legislative intent that the revenues be dedicated to king salmon sport fishing research, management, and enhancement projects. The department supports the legislative intent.

The effect of HB 140 on total revenue from sales of the tag is essentially neutral. However, there could be a shift on the pattern of sales between short-term and longer-term licenses.

The department strongly recommends that a new king salmon fee structure not go into effect until January 1, 1994. The \$20 nonresident stamps have already been distributed to the vendors and are on sale now. In addition, we believe that by the time the bill becomes law, an RFP for printing the new nonresident stamps is completed, and the new stamps are distributed to vendors, most of the 1993 fishing season for king salmon will have occurred. We believe that the cost and confusion that will result because of a 1993 effective date are not justifiable.

The department would also like the bill to be modified to require that the king salmon stamp be purchased only by people fishing for anadromous king salmon. This will exempt people who fish for pan-size king salmon in landlocked stocked lakes. We recommend this change because the landlocked lakes king salmon stocking program usually occurs in urban areas and is intended to benefit children and lower income fishermen, and because small king salmon in landlocked systems are difficult to distinguish from other salmon species.

Commissioner's Signature



Date: 2/19/93

(F+G submitted)

Potential Amendments To HB 140

1. Effective date January 1, 1994
2. Page 1, line 12 insert the word "anadromous" before king salmon.
3. \*Sec. 3. AS 16.05.340(a)(23) is amended to read:
  - (23) Resident king salmon . . . . . \$10
 A resident may not engage in sport fishing for anadromous king salmon without having a valid [THE CURRENT YEAR'S] king salmon tag in the resident's actual possession, unless that person
  - (A) qualifies for the 25 cent license fee under (1) of this subsection:
  - (B) etc
3. Page 1, line 12 add:
  - (D) nonresident <sup>24</sup> military king salmon tag . . \$20



TELEFAX

Royal Cruise Line  
One Maritime Plaza #1400  
San Francisco, California 94111  
Phone (415) 956-7203  
FAX (415) 956-1888

Fax # 667

To: Ketchikan Legislative Affairs Office 907-223-8545

From: Bruce Good RCL/BPO

PAGE 1 OF 1

Date: March 23, 1993

Subject: House Bill 140

To: Alaska House Resources Committee


Dear Sirs:

As a cruise ship operator selling fishing excursions in Ketchikan during the summer tourist season, we urge the passage of this bill in support of the local fishing industry.

In our opinion the bill, if passed, would increase the appeal and sales of sportfishing tours, and also increase the sales of processed fish (being traded by visiting sportfishers) during the tourist season, thus providing a positive effect on both the sport and commercial fishing industry and the fish processing industry in your community.

We thank you for your anticipated support of this important bill when the opportunity arises.

Sincerely,

  
Bruce Good  
Director, Cruise Product

**HB**

**172**

# FISCAL NOTE

STATE OF ALASKA  
1993 LEGISLATIVE SESSION

BILL NO. CSHB 172(RES)

Revision Date: 3/4/93

Department Affected: Fish and Game

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

BRU: Wildlife Conservation Administration

Sponsor: Representative Williams

Component: Wildlife Conservation

Requestor: House Resources

COMPONENT SERIAL NO. 0473, 0479

**EXPENDITURES/REVENUES:**

(Thousands of Dollars)

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

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

(Thousands of Dollars)

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

**POSITIONS:**

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

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

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

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

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

Approved by Commissioner: *[Signature]*

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

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

## Operating assumptions:

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

## Revenue assumptions:

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

**HOUSE COMMITTEE REPORT**

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

Date of Committee Action: 3/3/93

The RESOURCES Committee considered: HB 172

HOUSE BILL NO. 172 WILDLIFE CONSERVATION TAG AND FEE

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

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

ADOPTS: \_\_\_\_\_ letter of Intent

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

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

*J.R. William*  
 CHAIRMAN'S SIGNATURE

DEPARTMENT OF FISH AND GAME  
POSITION PAPER

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

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

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

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

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

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

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

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

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

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

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

Commissioner's Signature

*Don Somerville*

Date:

*3/2/93*



United States  
Department of  
Agriculture

Forest Service  
Region 10  
Tongass National Forest

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

Reply To: 1510

Date: March 18, 1993

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

Dear Ms. McDowell:

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

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

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

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

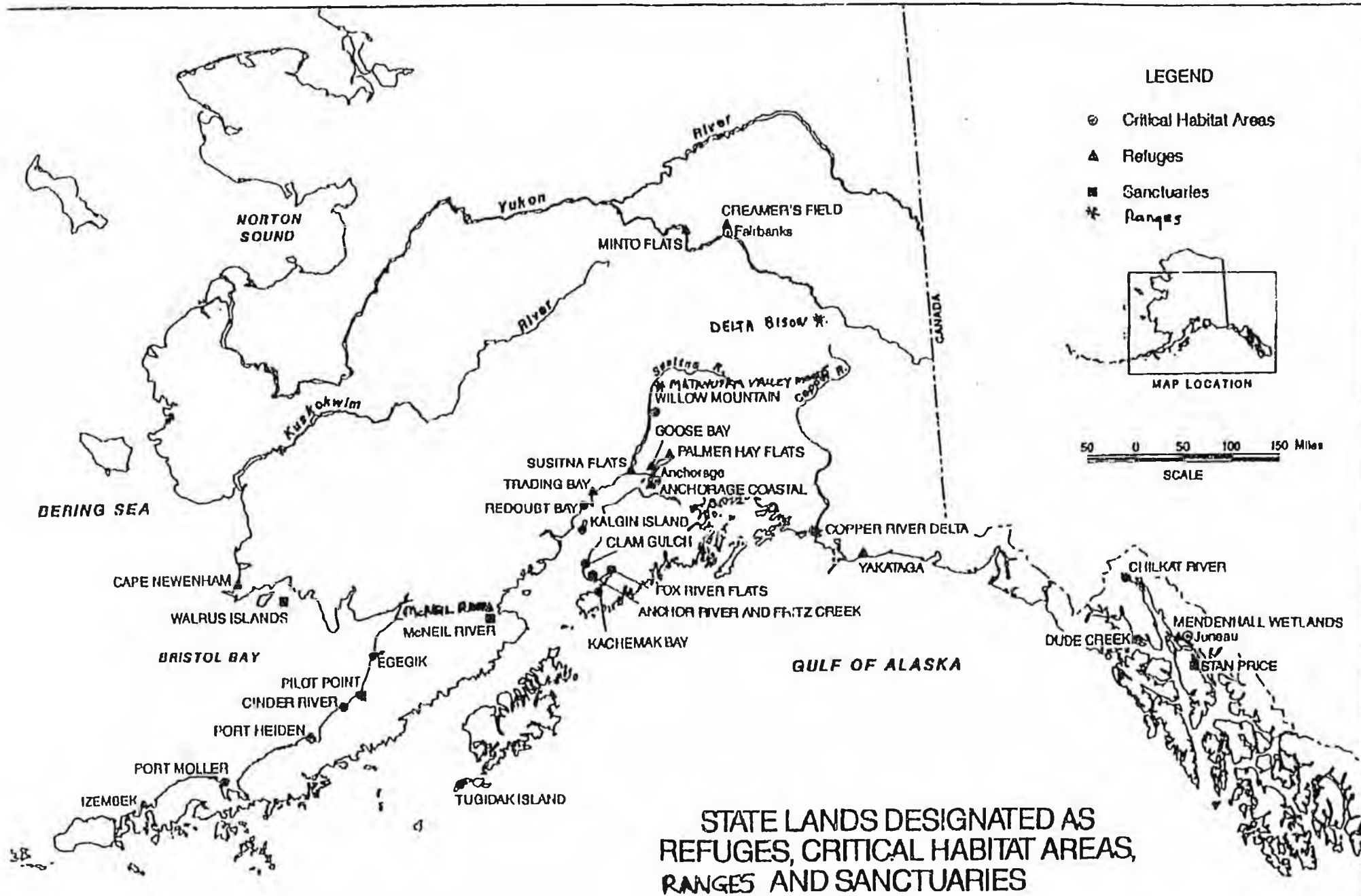
Sincerely,

VIVIAN K. HOFFMAN  
Monument Ranger

cc: ADF&G-C. Bruce



32 Areas in state





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

8-LS0650N  
Utermohle  
3/23/93



CS FOR HOUSE BILL NO. 172( )

IN THE LEGISLATURE OF THE STATE OF ALASKA

EIGHTEENTH LEGISLATURE - FIRST SESSION

BY

Offered:

Referred:

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

A BILL

FOR AN ACT ENTITLED

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

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

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

1 are allowed:

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

- ~~(2)~~ ~~(7)~~ a public employee engaged in official business; or
- ~~(3)~~ ~~(8)~~ a contractor or agent for a public agency while the contractor or agent is engaged in the business of the agency.

(d) <sup>nonresident</sup> A ~~person~~ shall

(1) have in the <sup>nonresident's</sup> ~~person's~~ physical possession a valid proof of purchase of a wildlife conservation tag, and comply with other applicable statutes and regulations including requirements for permits, in order to enter <sup>↑</sup>

~~the~~ the McNeil River State Game Sanctuary <sup>or</sup> and the Walrus Islands State Game Sanctuary; and

- ~~(B) if designated by the commissioner by regulation,~~
- ~~(i) the Stan Price State Wildlife Sanctuary, or~~
- ~~(ii) a state game refuge, state range area, or fish and game critical habitat area;~~

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

25 (b) Except as provided under AS 16.05.828(e), ~~and (f)~~, <sup>no vessel</sup> a person may not enter  
26 the Walrus Islands State Game Sanctuary without having in the person's possession  
27 a proof of purchase of a wildlife conservation tag.

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

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

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~~Wildlife Sanctuary.~~

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

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

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

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

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

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

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

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

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

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

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~~aircraft, and~~

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

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

10



# ALASKA OUTDOOR COUNCIL, INC.

P O Box 34097  
Juneau, AK 99803  
463-3830

March 13, 1992

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

Dear Representative Ulmer:

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

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

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

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

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

Sincerely,

Richard H. Bishop  
Legislative Affairs

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

**"WATCHABLE WILDLIFE BILL"**

Rep. Ulmer

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

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

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

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

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

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

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

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

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

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

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

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

# MEMORANDUM

STATE OF ALASKA  
DEPARTMENT OF FISH AND GAME

TO: Geron Bruce  
Legislative Liaison  
Commissioner's Office

DATE: January 11, 1993

FILE NO.: GB11193

TELEPHONE: 267-2280

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

SUBJECT: Conservation Tag  
Legislation

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

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

## Act language:

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

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

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

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

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

**Market Survey:**

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

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

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

**Ideas on Implementation of the Conservation Tag Program:**

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

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

January 15, 1993

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

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

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

Another option is to provide a simple ID card.

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

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

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

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

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

January 15, 1993

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

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

# Alaska State Legislature

## HOUSE OF REPRESENTATIVES



### REPRESENTATIVE FRAN ULMER

#### MEMORANDUM

February 11, 1992

TO: Rep. Cliff Davidson, Chair  
House Resources Committee

FROM: Rep. Fran Ulmer

RE: HB 446 - "wildlife conservation tags"

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

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

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

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

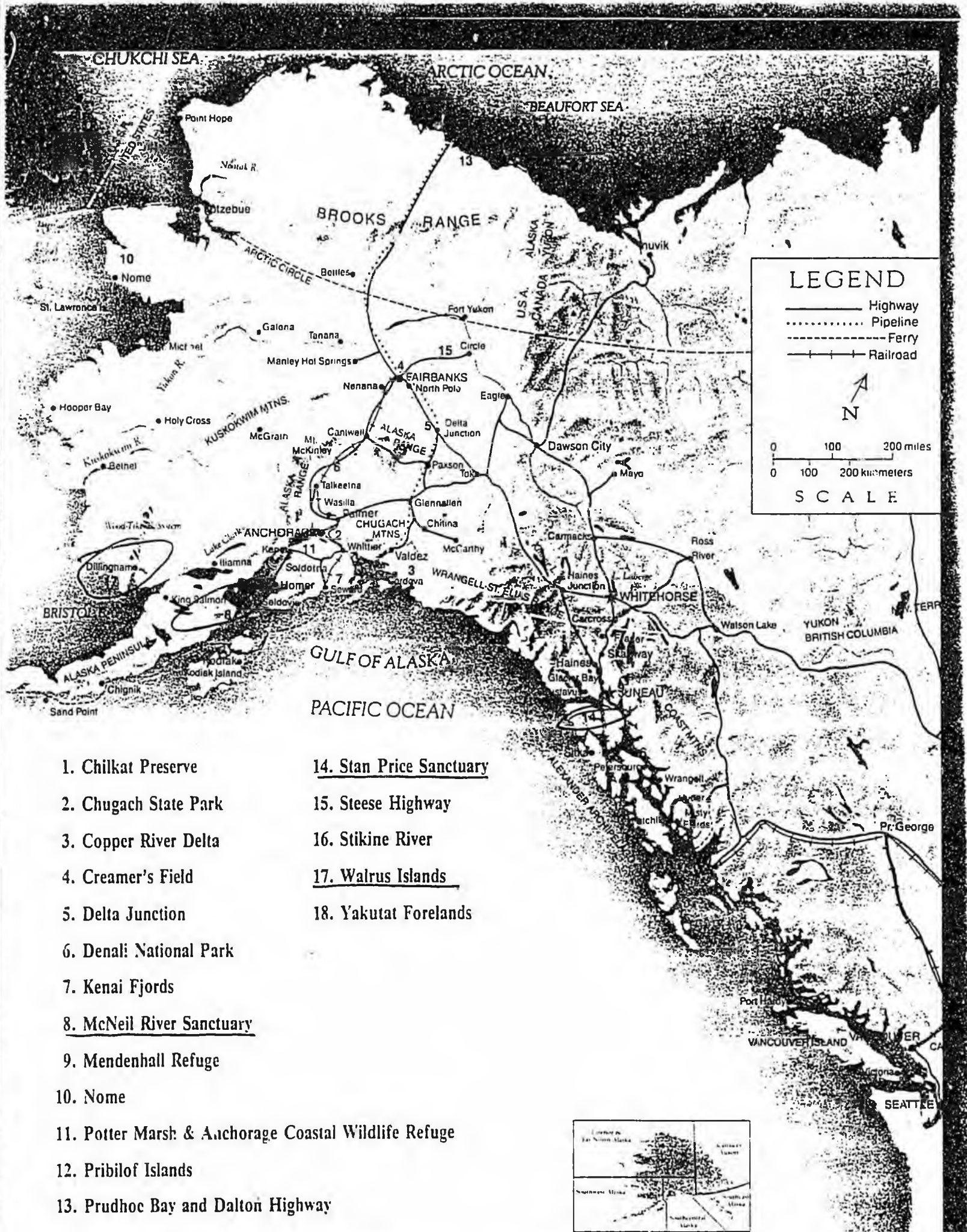
According to a national survey of wildlife associated recreation, wildlife watching is the fastest growing segment of wildlife recreation in the U.S.. In Alaska, it's estimated that more than 288,000 people participated in wildlife watching in 1985.

February 11, 1992  
Rep. Ulmer  
Page Two

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

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

Thank you for your prompt consideration of this legislation.



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

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

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

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

#### Effects on Federal Agencies

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

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

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

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

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

#### Effects on State Agencies

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



John Hyde

# Recreation

by Sara Vickerman and Wendy Hudson

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

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

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

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

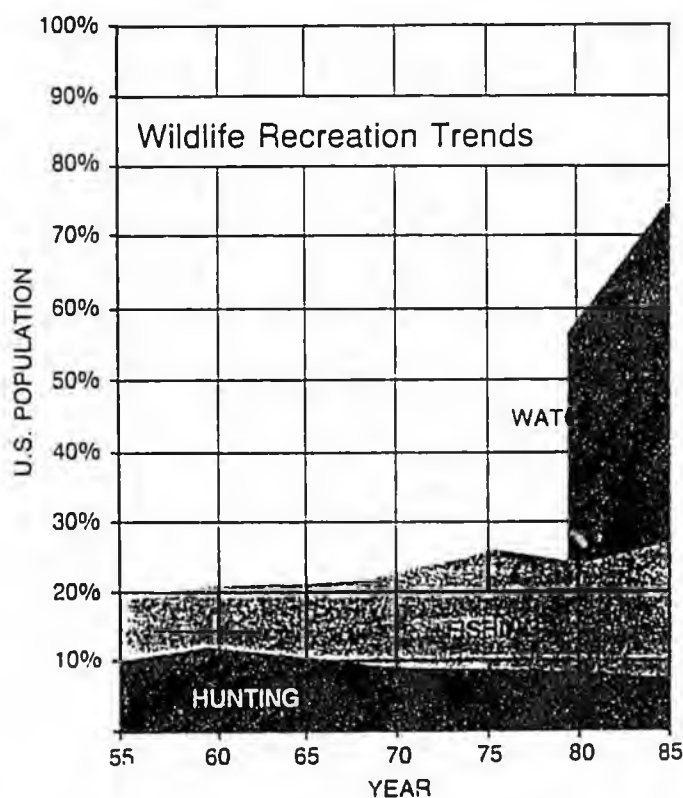
## The Winning Formula

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

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

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

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



## WILDLIFE WATCHING IN ALASKA—WHAT'S IT WORTH?

by SuzAnne Miller

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

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

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

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

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

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

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

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

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

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

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

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

# How Much Is Wildlife Watching Worth?

by Daniel W. McCollum

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

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

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

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

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

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

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

*(Continued on page 40.)*

## How Much is it Worth?

(Continued from page 4.)

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

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

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

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

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

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

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

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

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

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## Alaska's Tourism Potential

by Lana Shea and Nancy Tankersley



John Hyde

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

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

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

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

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

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

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

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

*(Continued on page 41.)*

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

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

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

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

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

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

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

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

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

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

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

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

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

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

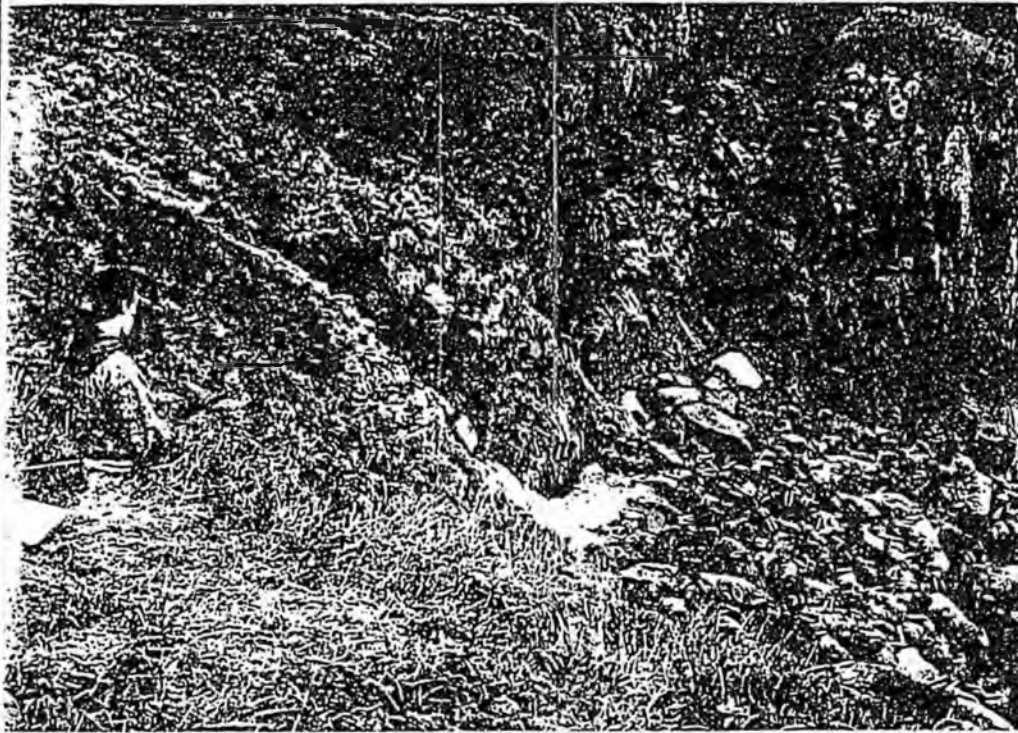
If Alaska is interested in sustaining growth of wildlife viewing tourism, cooperation among landowners, managers, and the private sector is critical. Protection and management of wildlife and the environment are the cornerstones of sustainability. Conflicting land uses also must be considered when developing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

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

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

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

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



Nancy Tankersley

## Walrus Islands State Game Sanctuary (Round Island) ★

### Location and Access

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

### Viewing Opportunities and Seasons

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

### Habitat

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

### Advice and Cautions

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

Above, top: Watching walrus, Round Island.

Above: Red foxes are commonly seen on Round Island.

## Pribilof Islands, Alaska Maritime National Wildlife Refuge

### Location and Access

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

### Viewing Opportunities and Seasons

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



John Hyde

### Habitat

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

### Advice and Cautions

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

## Southcentral/Southeast



### McNeil River State Game Sanctuary

#### Location and Access

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

#### Viewing Opportunities and Seasons

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

#### Habitat

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

#### Advice and Cautions

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



John Hyde

### Chilkat Bald Eagle Preserve /Haines Highway

#### Location and Access

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



John Hyde

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

#### Viewing Opportunities and Season

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

#### Habitat

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



John Hyde

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

#### Advice and Cautions

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



John Hyde

## Stan Price State Wildlife Sanctuary/Pack Creek

### Location and Access

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

### Viewing Opportunities and Seasons

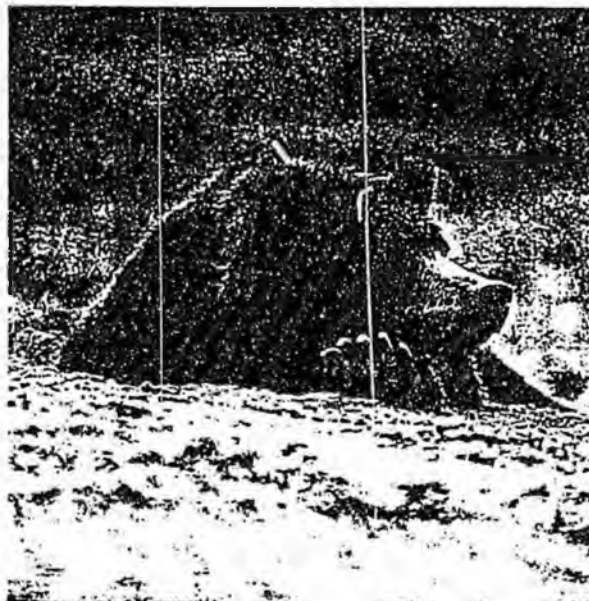
Located on Pack Creek, the Stan Price State Wildlife Sanctuary is becoming increasingly popular for its opportunities to view and photograph brown bears in July and August. A small portion of the famed Admiralty Island "Fortress of the Bears," the Pack Creek area has been closed to bear hunting for many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

### Habitat

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

### Advice and Cautions

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



John Hyde

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

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

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

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

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

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

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

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

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



*John V. Schoen*

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

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

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

## CS FOR HOUSE BILL NO. 172(RES)

IN THE LEGISLATURE OF THE STATE OF ALASKA

EIGHTEENTH LEGISLATURE - FIRST SESSION

BY THE HOUSE RESOURCES COMMITTEE

Offered: 3/5/93

Referred: Finance

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

## A BILL

## FOR AN ACT ENTITLED

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

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

6 \* Section 1. FINDINGS. The legislature finds that

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

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

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

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

1 are allowed;

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

22 (B) as designated by the commissioner by regulation

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Hold further questions for Dept.

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

There More - AEL



Official Business

# Alaska State Legislature

REPRESENTATIVE BILL WILLIAMS

State Capitol

Juneau, Alaska 99801-1182

## M E M O R A N D U M

TO: All members of the House

FROM: Rep. Bill Williams *BW*

DATE: February 17, 1993

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

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

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

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

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

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

8-LS0650A  
Utermohle  
2/16/93

HOUSE BILL NO.

IN THE LEGISLATURE OF THE STATE OF ALASKA

EIGHTEENTH LEGISLATURE - FIRST SESSION

BY REPRESENTATIVE WILLIAMS

Introduced:

Referred:

A BILL

FOR AN ACT ENTITLED

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

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

5 \* Section 1. FINDINGS. The legislature finds that

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

1 birds and mammals.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

~~Get CS to SB~~

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

SB107

Maps avail. to show 3 areas

Wayne Reglin - Dep. Comm. of Wildlife Conserv.

32 areas in state <sup>- but most are bird nesting critical habitat areas - would never require tag</sup> could be included - none north

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

avoid charging them in reg. process

- Forest Service wants Park Creek out of bill

Have answers re: subsistence.

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

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

Can we differentiate between rates for resident & non-resident

What would the penalty be for not having a license

Tom - Garrett - AVA & AK Discovery

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

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

Outdoor Council - supports concept  
of volunteer program

February 9, 1993

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

Dear :

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Sincerely,

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

# FISCAL NOTE

STATE OF ALASKA  
1994 LEGISLATIVE SESSION

BILL NO. CSHB 172(FIN) am

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

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

**Expenditures/Revenues**

(Thousands of Dollars)

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

**FUND SOURCE**

(Thousands of Dollars)

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

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

**POSITIONS**

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

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

See attached page.

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

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

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

Operating assumptions:

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

Revenue assumptions:

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

SUMMARY OF AMENDMENTS PROPOSED BY REP. WILLIAMS TO HB 172

AMENDMENT #1

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

AMENDMENT #2

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

AMENDMENT #3

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

AMENDMENT #4

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

AMENDMENT #5

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

*Amendment #6 (By Bill Hudson)*

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

A M E N D M E N T # |

OFFERED IN THE HOUSE  
TO: HB 172

BY REPRESENTATIVE WILLIAMS

Page 3, lines 3 - 6:

Delete all material and insert:

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

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

(B) as designated by the commissioner by regulation

(i) the Stan Price State Wildlife Sanctuary; or

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

Page 4, lines 17 - 20:

Delete all material.

Renumber the following bill sections accordingly.

A M E N D M E N T

# 2

OFFERED IN THE HOUSE

BY REPRESENTATIVE WILLIAMS

TO: HB 172

Page 2, lines 4 - 5:

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

Insert "wildlife conservation"

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

Delete all material and insert:

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

A M E N D M E N T # 3

OFFERED IN THE HOUSE

BY REPRESENTATIVE WILLIAMS

TO: HB 172

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

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

Page 2, after line 6:

Insert a new bill section to read:

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

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

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

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

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

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

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

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

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

Renumber the following bill sections accordingly.

Page 4, after line 1:

Insert new material to read:

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

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

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

Renumber the following bill sections accordingly.

AMENDMENT

# 4

OFFERED IN THE HOUSE  
TO: HB 172

BY REPRESENTATIVE WILLIAMS

Page 3, line 18, after "area":

Insert ";

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

A M E N D M E N T

#5

OFFERED IN THE HOUSE  
TO: HB 172

BY REPRESENTATIVE WILLIAMS

Page 2, lines 26 - 27:

Delete "cost of"

Insert "fee for"

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

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

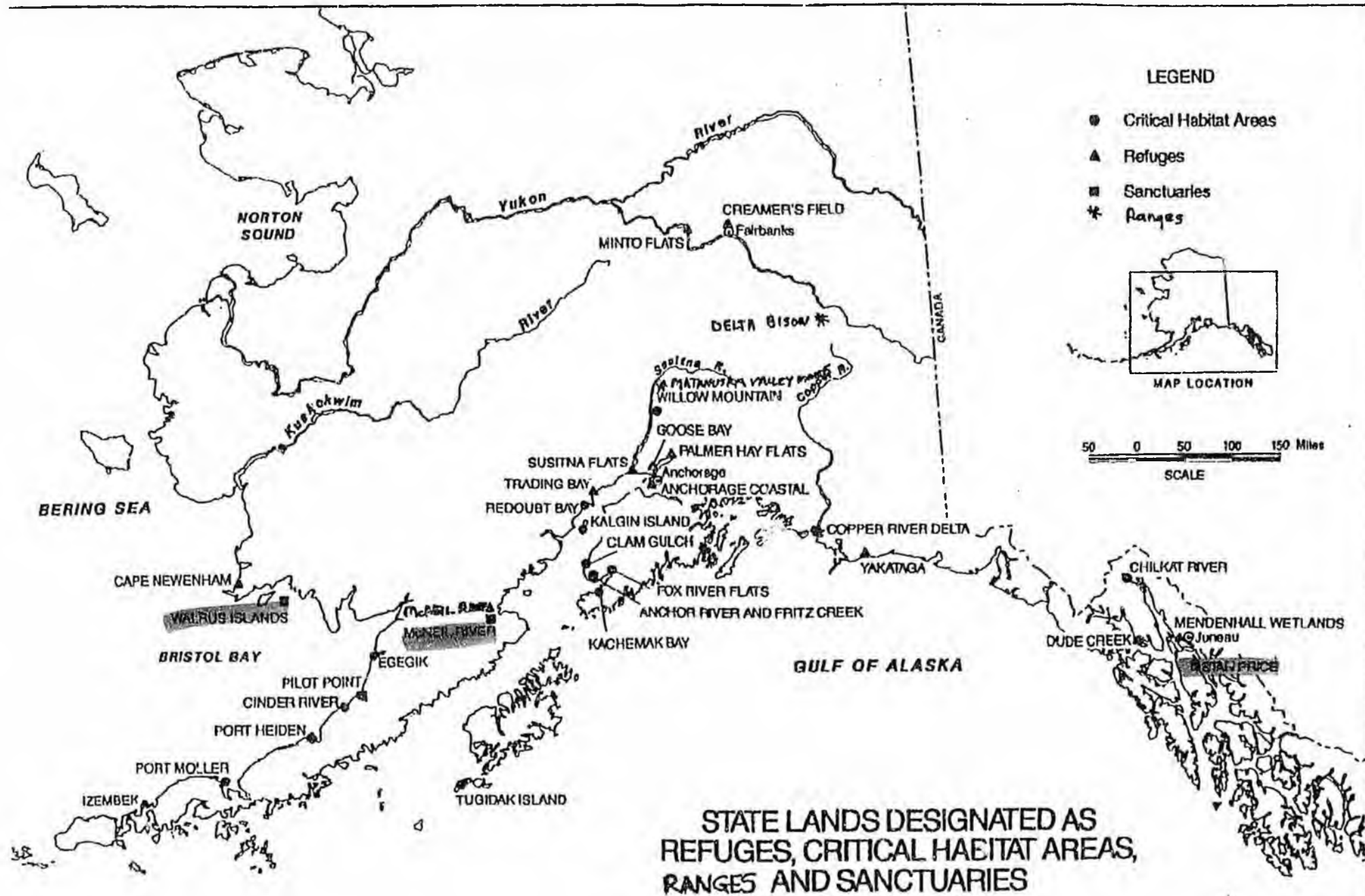
- (1) under the age of 16 years or over the age of 59 years;
- (2) eligible for a 25 cent resident sport fishing license under AS 16.05.340(a)(1);
- (3) eligible for a \$5 resident hunting, trapping, and sport fishing license under AS 16.05.340(a)(6); or
- (4) a disabled veteran eligible for a free license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

Page 3, line 18, after "area":

Insert ";

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

32 areas in state



# FISCAL NOTE

STATE OF ALASKA  
1993 LEGISLATIVE SESSION

BILL NO. CSHB 172(RES)

Revision Date: 3/4/93

Department Affected: Fish and Game

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

BRU: Wildlife Conservation, Administration

Sponsor: Representative Williams

Component: Wildlife Conservation

Requestor: House Resources

COMPONENT SERIAL NO. 0473, 0479

**EXPENDITURES/REVENUES:**

(Thousands of Dollars)

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

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

(Thousands of Dollars)

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

**POSITIONS:**

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

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

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

Prepared By: John Schoen and Kristin Wright

Phone: 267-2280

Division: Wildlife Conservation, Administration

Date: 3/4/93

Approved by Commissioner: [Signature]

Agency: Department of Fish and Game

Date: 3/4/93

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

## Operating assumptions:

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

## Revenue assumptions:

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

# FISCAL NOTE

STATE OF ALASKA  
1993 LEGISLATIVE SESSION

BILL NO. HB 172

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

Department Affected: Fish and Game

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

SRU: Wildlife Conservation, Administration

Component: Wildlife Conservation

Sponsor: Representative Williams

Requestor: House Resources

COMPONENT SERIAL NO. 0473, 0479

**EXPENDITURES/REVENUES:**

(Thousands of Dollars)

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

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

(Thousands of Dollars)

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

**POSITIONS:**

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

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

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

Prepared By: John Schoen and Kristin Wright

Phone: 267-2280

Division: Wildlife Conservation, Administration

Date: 2/24/93

Approved by Commissioner: *[Signature]*

Agency: Department of Fish and Game

Date: 3/1/93

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

## Operating assumptions:

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

## Revenue assumptions:

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

# FISCAL NOTE

STATE OF ALASKA  
1993 LEGISLATIVE SESSION

BILL NO. CSHB 172(FIN)

Revision Date: 4/5/93

Department Affected: Fish and Game

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

BRU: Wildlife Conservation

Component: Wildlife Conservation

Sponsor: Representative Williams

Requestor: House Finance

COMPONENT SERIAL NO. 0473

**EXPENDITURES/REVENUES:**

(Thousands of Dollars)

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

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

(Thousands of Dollars)

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

**POSITIONS:**

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

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

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

Prepared By: John Schoen

Phone: 267-2280

Division: Wildlife Conservation

Date: 4/5/93

Approved by Commissioner: *Carl Z. Rosen*

Agency: Department of Fish and Game

Date: 4/7/93

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

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

### Operating assumptions:

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

### Revenue assumptions:

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

**DEPARTMENT OF FISH AND GAME**  
**POSITION PAPER**

**Bill No:** House Bill 172

**Sponsor:** Representative Bill Williams

**Division:** Division of Wildlife Conservation

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

**Department Position:** Support

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

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

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

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

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

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

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

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

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

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

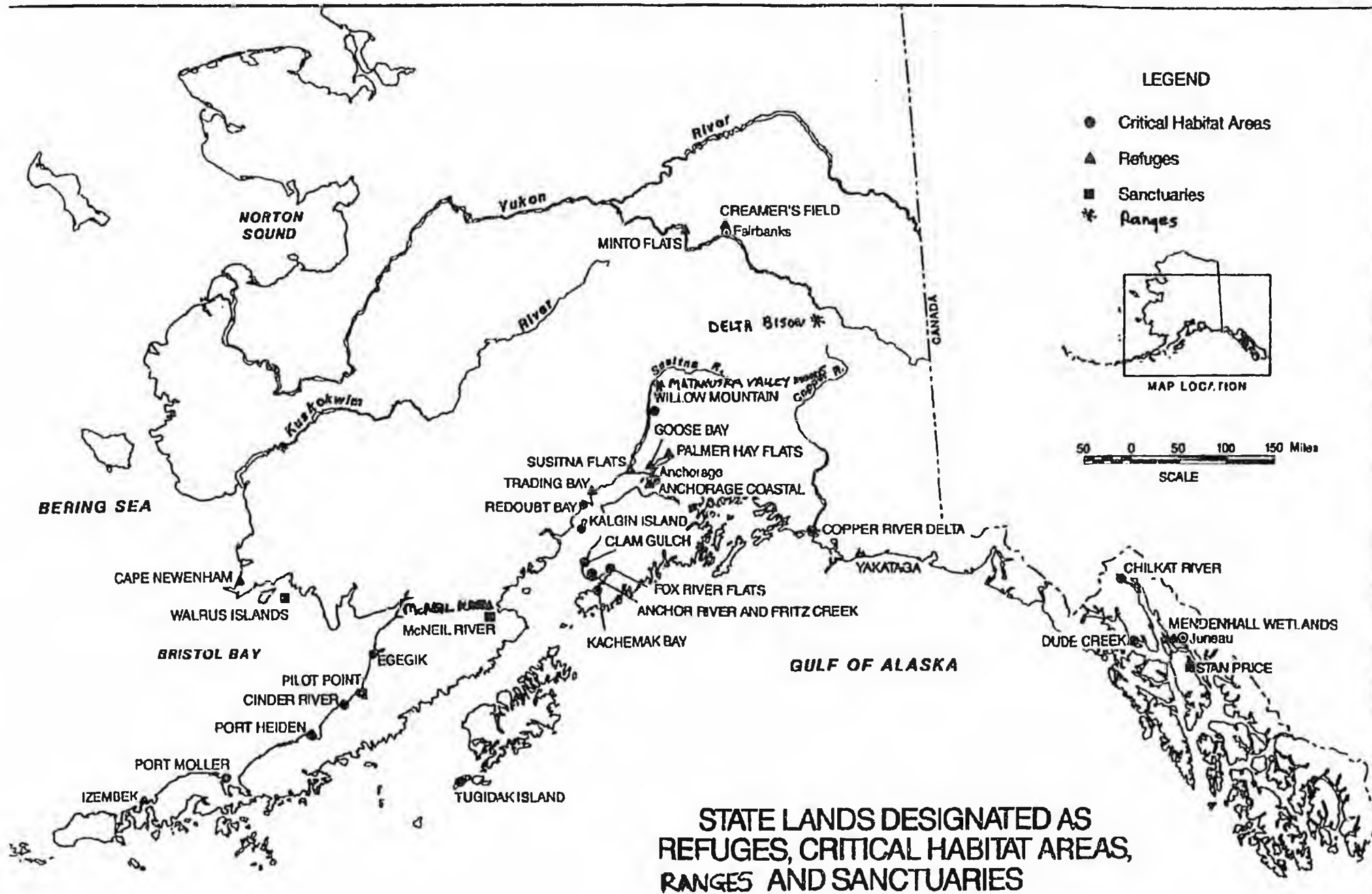
Commissioner's Signature

*Don Somerville*  
Don Somerville

Date:

3/2/93

32 areas in state





# Alaska Environmental Lobby, Inc.

P.O. Box 22151 Juneau, Alaska 99802

907-463-3366

## Position Paper

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

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

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

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

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

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

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

Prepared by Mary Forbes, February 25, 1993 AEL Volunteer

