

ALASKA LEGISLATURE COMMITTEE FILES 1995-1996 8672

8962 SENATE RESOURCES

<u>CHEMICAL NAME</u>	<u>DOT HAZARD CLASS</u>	<u>QUANTITY REPORTABLE</u>
Methyl Bromide and Non-Flammable Compressed Gas	Pols B	Any
Methyl Chloride	FG	500 lbs.
*Methyl Chloroformate	Pols, FL	Any
Methyl Chloromethyl Ether	Pols, FL	Any
Methyl Chloroform	Orm A	500 lbs.
Methyl Cyclopentane	FL	500 lbs.
Methyl Ethyl Ether	FL	500 lbs.
Methyl Ethyl Ketone	FL	500 lbs.
Methyl Ethyl Ketone Peroxide	OP	500 lbs.
Methyl Ethyl Ketone Peroxide <50% Peroxide	OP	500 lbs.
Methyl Ethyl Ketone Peroxide >50% Peroxide	OP	500 lbs.
Methyl Formate	FL	500 lbs.
*Methyl Hydrazine	Pols, FL	Any
Methyl Iodide	Pols B	Any
Methyl Isobutyl Carbonyl	FL	500 lbs.
Methyl Isobutylketone	FL	500 lbs.
Methyl Isocyanate	Pols, FL	Any
Methyl Isopropyl Ketone	FL	500 lbs.
*Methyl Mercaptan	FG	500 lbs.
Methyl Methacrylate	FL	500 lbs.
N-Methyl-N-Nitro-N-Nitrosoguanidine	FS	Any
Methyl Parathion	Pols B	Any
Methyl Trichlorosilane	FL	500 lbs.
*Methyl Vinyl Ketone	FL	10 lbs.
Methylal	FL	500 lbs.
Methylamine, Anhydrous	FG	500 lbs.
Methylamine, Aqueous Solution	FL	500 lbs.
N-Methylaniline	Pols B	Any
o-Methylaniline	CL	500 lbs.
Methylcyclohexane	FL	500 lbs.
Methylcyclohexanol, All Isomers	FL	500 lbs.
O-Methylcyclohexanone	CL	500 lbs.
Methylene Chloride	Orm A	500 lbs.
*Methylcarbamate	Pols B	Any
Monoethanolamine	FL, Corr	500 lbs.
Morpholine	FL	500 lbs.
Muriatic Acid	Corr	500 lbs.
Naled	Orm E	500 lbs.
Naphthalene	Orm A	500 lbs.
Naphtha, Coal Tar	CL	500 lbs.
Naphtha, petroleum	FL	500 lbs.
Naphtha, Solvent	FL	500 lbs.

CHEMICAL NAME	DOT HAZARD CLASS	QUANTITY REPORTABLE
Naphthylamine (alpha)	Pols B	Any
Naphthylamine (beta)	Pols B	Any
Neon, Compressed	NFG	500 lbs.
Neon, Cryogenic Liquid	NFG	500 lbs.
Nickel Ammonium Sulfate	Orm E	500 lbs.
*Nickel Carbonyl	Pols, FL	Any
Nickel Cyanide	Pols B	Any
Nickel Hydroxide	Orm E	500 lbs.
Nickel Nitrate	Oxy	500 lbs.
Nickel Sulfate	Orm E	500 lbs.
*Nicotine	Pols B	Any
Nicotine Hydrochloride	Pols B	Any
Nicotine Salicylate	Pols B	Any
Nicotine Sulfate	Pols B	Any
Nicotine Tartrate	Pols B	Any
*Nitric Acid, Fuming	Pols, Oxy	Any
Nitric Acid, Not Fuming >40% Acid	Oxy, Corr	500 lbs.
Nitric Acid, Not Fuming <40% Acid	Corr	500 lbs.
*Nitric Oxide	Pols A	Any
Nitric Oxide and Nitrogen Tetroxide Mixture	Pols A	Any
p-Nitroaniline	Pols B	Any
*Nitrobenzene	Pols B	Any
Nitrocellulose, Solution in Flammable Liquid	FL	500 lbs.
Nitrocellulose, Wet with not <20% Water	FS	Any
Nitrochlorobenzenes	Pols B	Any
Nitroethane	FL	500 lbs.
Nitrogen, Compressed	NFG	500 lbs.
Nitrogen, Cryogenic Liquid	NFG	500 lbs.
*Nitrogen Dioxide	Pols A	Any
Nitrogen Mustard and its Hydrochloride		500 lbs.
Nitrogen Peroxide (Tetroxide)	Pols A	Any
Nitrogen Trifluoride	NFG	500 lbs.
Nitrogen Trioxide	Pols A	Any
Nitroglycerine	Exp A	Any
Nitromethane	FL	500 lbs.
Nitropropanes	FL	500 lbs.
Nitrotoluenes	Orm E	500 lbs.
Nitrous Oxide, Compressed	NFG	500 lbs.
Nitrous Oxide, Cryogenic Liquid	NFG	500 lbs.

CHEMICAL NAME	DOT HAZARD CLASS	QUANTITY REPORTABLE
Nonane	Corr	500 lbs.
Octane	FL	500 lbs.
Oleum (Pyrosulfuric Acid)	Corr	500 lbs.
Organic Phosphorus Compounded, Mixed with Compressed Gas	Pols A	Any
Osmium Tetroxide	Pols B	Any
Oxygen, Compressed	Oxy	500 lbs.
Oxygen, Cryogenic Liquid	Oxy	500 lbs.
Oxygen Difluoride	Pols A	Any
Paint, etc., Corrosive Liquid	Corr	500 lbs.
Paint Thinner	FL	500 lbs.
Paints (not resins)	FL	500 lbs.
Paraformaldehyde	Orm A	500 lbs.
Paraldehyde	FL	500 lbs.
Parathion and Compressed Gas Mixture	Pols A	Any
Parathion, Mixture	Pols B	Any
Parathion	Pols, FL	Any
*Pentaborane	Pols, FL	Any
*Pentachlorophenol	Orm E	500 lbs.
Pentane	FL	500 lbs.
Perchloric Acid >50% but <72% Acid by Weight	Oxy	500 lbs.
Perchloric Acid <50% Acid by Weight	Oxy	500 lbs.
Perchloroethylene	Pols	Any
Peroxyacetic Acid	OP	500 lbs.
Peroxyacetic Acid Solution	OP	500 lbs.
Petroleum Crude Oil	FL	500 lbs.
Petroleum Distillate	FL	600 lbs.
Petroleum Distillate <30% Solution	FL	500 lbs.
Petroleum Ether	FL	600 lbs.
Petroleum Gas, Liquefied	FG	500 lbs.
Phenol, Solution	Pols B	Any
Phenol, Solid	Pols B	Any
Phenyldichloroarsine	Pols B	Any
*Phosgene	Pols A	Any
*Phosphine	Pols A	Any
*Phosphoric Acid	Corr	600 lbs.
*Phosphorus	FS	100 lbs.
*Phosphorous Acid (ortho)	Corr	500 lbs.
*Phosphorous Oxychloride	Corr	500 lbs.
*Phosphorus Pentachloride	Corr	500 lbs.
Phosphorus Pentasulfide	FS, W	Any
*Phosphorus Trichloride	Corr	600 lbs.
Photographic Fixer	Irr	500 lbs.

CHEMICAL NAME	DOT HAZARD CLASS	QUANTITY REPORTABLE
Picric Acid	FS	Any
Pindone	Pois B	Any
2-Pivalyl-1, 3-Indandione (Pindone)	Orm E	500 lbs.
Polychlorobiphenyls	Orm E	500 lbs.
Potassium, Metal Alloys	W	Any
Potassium Arsenate	Pois B	Any
Potassium Chromate	Orm E	500 lbs.
Potassium Cyanide, Solid	Pois B	Any
Potassium Hydroxide, Solution	Corr	500 lbs.
Potassium Hydroxide, Dry, Solid	Corr	500 lbs.
Potassium, Metal	Fs, W	Any
Potassium Permanganate	Oxy	500 lbs.
Potassium Peroxide	Oxy	500 lbs.
Propane	FG	500 lbs.
Propanoic Acid	Corr	500 lbs.
Propargite		10 lbs.
Propargyl Alcohol	Pois, FL	Any
Propionaldehyde	FL	500 lbs.
Propionic Acid	Corr	500 lbs.
Propionic Anhydride	Corr	500 lbs.
*Propionitrile	Pois, FL	Any
N-Propyl Acetate	FL	500 lbs.
N-Propyl Alcohol	FL	500 lbs.
N-Propyl Nitrate	FL	500 lbs.
Propyl Trichlorosilane	Corr	500 lbs.
Propylamine	FL	500 lbs.
Propylene	FG	500 lbs.
Propylene Oxide	FL	500 lbs.
Pyrethrins	Orm E	500 lbs.
*Pyridine	FL	500 lbs.
Pyroxylin Plastic	FS	Any
Quinoline	Orm E	500 lbs.
Resorcinol	Orm E	500 lbs.
*Selenium Oxychloride	Pois, Corr	Any
*Silane	Pyro, FG	Any
Silver Nitrate	Oxy	500 lbs.
Smokeless Powder	Exp, FS	Any
Sodium	FS, W	Any
Sodium Arsenate	Pois B	Any
Sodium Arsenite	Pois B	Any
Sodium Arsenite Solution	Pois B	Any

<u>CHEMICAL NAME</u>	<u>DOT HAZARD CLASS</u>	<u>QUANTITY REPORTABLE</u>
Sodium Azide	Pols B	Any
Sodium Bifluoride	Corr	500 lbs.
Sodium Bisulfite	FS	Any
Sodium Cyanide	Pols B	Any
Sodium Dodecylbenzene Sulfonate	Orm E	500 lbs.
Sodium Fluoride	Corr	500 lbs.
Sodium Fluoroacetate	Pols B	Any
Sodium Hydride	FS	Any
Sodium Hydrosulfide with >25% water	Corr	500 lbs.
Sodium Hypochlorite	Corr	500 lbs.
Sodium, Metal, Dispersion in Organic Liquids	FS, W	Any
Sodium Methyate, Dry	FS, W	Any
Sodium Nitrate	Oxy	500 lbs.
Sodium Nitrite	Oxy	500 lbs.
Sodium Peroxide	Oxy	500 lbs.
Sodium Phosphate, Dibasic	Orm E	500 lbs.
Sodium Phosphate, Tribasic	Orm E	500 lbs.
Sodium Selenate	Pols B	Any
Sodium Selenite	Pols B	Any
Stoddard Solvent	CL	500 lbs.
Strontium Chromate	Orm E	500 lbs.
*Strychnine	Pols B	Any
Styrene, Monomer	FL	500 lbs.
Sulfur	Orm C	500 lbs.
*Sulfur Dioxide	NFG	500 lbs.
Sulfur Hexafluoride	NFG	500 lbs.
Sulfur Tetrafluoride	Pols A	Any
*Sulfuric Acid	Corr	500 lbs.
*Sulfuric Acid, Fuming	Corr	500 lbs.
*Sulfurous Acid	Corr	500 lbs.
Sulfuryl Chloride	Corr	500 lbs.
Sulfuryl Fluoride	NFG	500 lbs.
Systox	Pols, CL	500 lbs.
2, 4, 5-T Amines	Orm E	500 lbs.
TDE	Orm A	500 lbs.
T- Gas	IR	500 lbs.
2, 4, 5-T Esters (2, 4, 5-Trichlorophenoxyacetic Esters)	Orm E	500 lbs.
*Tellurium Hexafluoride	Pols A	Any
Tetrachloroethane	Orm A	500 lbs.
Tetrachloroethylene	Orm A	500 lbs.
Tetraethyl Lead	Pols B	Any

CHEMICAL NAME	DOT HAZARD CLASS	QUANTITY REPORTABLE
Tetrafluoroethylene Monomer	FG	500 lbs.
Tetrahydrofuran	FL	500 lbs.
Tetranitromethane	Oxy	500 lbs.
*Thallium Sulfate	Pols B	Any
Thallium (1) Nitrate	Pols B	Any
Thioglycolic Acid	Corr	500 lbs.
*Thiophenol	Pols B	Any
*Titanium Tetrachloride	Corr	100 lbs.
*Toluene	FL	100lbs.
Toluenediamine	Orm A	500 lbs.
*Toluene-2, 4-Diisocyanate	Pols A	Any
Toluidines	Pols	Any
Toxaphene (Chlorinated Camphene)	Orm A	500 lbs.
2, 4, 5-TP Acid (Propanoic Acid, 2, 4, 5-Trichlorophenoxy)	Orm A	500 lbs.
2, 4, 5-TP Ester (Propanoic Acid, 2, 4, 5-Trichlorophenoxy) - Isooctyl Ester	Orm E	500 lbs.
Tributylamine	Corr	500lbs.
Trichloroacetic Acid	Corr	500 lbs.
Trichlorobutene	Pols	Any
1, 1, 2-Trichloroethane	Orm A	500 lbs.
Trichlorophenols	Orm A	500 lbs.
*Trichlorosilane	FL	100 lbs.
Trichloro-S-Triazine Trione	Oxy	500 lbs.
Triethanolamine Dodecylbenzenesulfonate	Orm E	500 lbs.
Triethylamine	FL	500 lbs.
Trimethyl Phosphite	FL	500 lbs.
Trimethylamine Anhydrous	FG	500 lbs.
Trimethylamine Aqueous Solution	FL	500 lbs.
Trinitrobenzene	Exp	Any
2, 4, 6-Trinitrotoluene	Exp	Any
Turpentine	FL	500 lbs.
Turpentine Substitute	FL	500 lbs.
Uranyl Acetate	RAD	Any
Uranyl Nitrate	RAD, Oxy	Any
Urea Nitrite	Exp A	Any
Valeraldehyde	FL	500 lbs.
*Vanadium Pentoxide	Orm E	100 lbs.
Vanadium Tetrachloride	Corr	500 lbs.
Vanadyl Sulfate	Orm #	500 lbs.
Varnish	FL	500 lbs.
Varnish	FL	500 lbs.

<u>CHEMICAL NAME</u>	<u>DOT HAZARD CLASS</u>	<u>QUANTITY REPORTABLE</u>
*Vinyl Acetate	FL	500 lbs.
Vinyl Bromide	FG	500 lbs.
Vinyl Chloride	FG	500 lbs.
Vinyl Toluene	FL	500 lbs.
Vinylidene Chloride	FL	500 lbs.
Xenon	NFG	500 lbs.
Xenon, Cryogenic Liquid	NFG	500 lbs.
Xylene, All Isomers	FL	500 lbs.
Xylenol	Orm A	500 lbs.
Xylidine	Pols	Any
Zinc Acetate	Orm E	500 lbs.
Zinc Ammonium Chloride	Orm E	500 lbs.
Zinc Bromide	Orm E	500 lbs.
Zinc Carbonate	Orm E	500 lbs.
Zinc Chlorate	Oxy	500 lbs.
Zinc Chloride Solution	Corr	500 lbs.
Zinc Cyanide	Pols B	Any
Zinc Fluoride	Orm E	500 lbs.
Zinc Formate	Orm E	500 lbs.
Zinc Hydrosulfite	Orm A	500 lbs.
Zinc Nitrate	Oxy	500 lbs.
Zinc Phenosulfonate	Orm E	500 lbs.
*Zinc Phosphide	Pols B	Any
Zinc Silicofluoride	Orm E	500 lbs.
Zinc Sulfate	Orm E	500 lbs.
Zirconium Nitrate	Oxy	500 lbs.
Zirconium Potassium Fluoride	Orm E	500 lbs.
Zirconium Sulfate	Orm B	500 lbs.
Zirconium Tetrachloride	Corr	500 lbs.

FEB-17-95 PM 16:35 EMERGENCY SERVICES FAX NO. 4251009 F. 02/00

Tier Two

EMERGENCY AND HAZARDOUS CHEMICAL INVENTORY

Specific Information by Chemical

Official

State of Alaska

Tier II Hazardous Material Inventory Form

Important: Read all instructions before completing form

A. Facility Information

Facility Name _____

Physical Address _____

City _____, Alaska Postal Code _____

Borough/LEPO _____

Facility Phone _____ Facility FAX _____

Facility Contact Person _____

SIC Code Dun & Brad Number

Alaska Business License Number _____

(Optional) Facility Latitude _____ Longitude _____

How was Lat/Long Determined? GPS/MAD 27 GPS/MAD 83 Other:

B. Owner/Operator

Name _____

Mail Address _____

City _____ State _____ Postal Code _____

Home (_____) FAX (_____) _____

FOR OFFICIAL USE ONLY

OSF _____

Date Forwarded _____

C. Emergency Contact

Name _____ Title _____

24 Hour Phone (_____) _____

Home Business Other (cell phone, pager, etc.)

Name _____ Title _____

24 Hour Phone (_____) _____

Home Business Other (cell phone, pager, etc.)

Reporting Period From January 1 to December 31, 19____ Check if any of the information in this report has changed from what you reported last year.

Declaration/Check and sign after completing all sections. I certify under penalty of law that I have personally examined and am familiar with the information reported in this and all attached documents, and that based on my inquiry of those best persons responsible for obtaining the information, I believe that the information is true and complete.

Name and official title of the responsible Official/Operator's authorized representative

Signature

Date signed

- I am a resident of Alaska and I have attached a list of the addresses affected and
- I have attached a map showing the area and other relevant info.

Change from last year

Facility Name _____

Q General Number _____

D. Chemical Description		E. Physical and Health Hazards		F. Inventory		G. Storage Codes and Locations (Not Confidential)	
CAS <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	Chem Name _____ <input type="checkbox"/> Solid <input type="checkbox"/> Liquid <input type="checkbox"/> Gas <input type="checkbox"/> Paste <input type="checkbox"/> Volatile <input type="checkbox"/> Non-volatile <input type="checkbox"/> Flammable <input type="checkbox"/> Non-flammable <input type="checkbox"/> Corrosive <input type="checkbox"/> Non-corrosive <input type="checkbox"/> Toxic <input type="checkbox"/> Non-toxic <input type="checkbox"/> Irritant <input type="checkbox"/> Non-irritant <input type="checkbox"/> Oxidizing <input type="checkbox"/> Non-oxidizing <input type="checkbox"/> Other _____	(Check all that apply) <input type="checkbox"/> Fire <input type="checkbox"/> Health Hazard <input type="checkbox"/> Reactivity <input type="checkbox"/> Instability <input type="checkbox"/> Corrosive <input type="checkbox"/> Other _____	Maximum Qty Allowed _____ Average Qty Allowed _____ Maximum Quantity in one vessel _____ Number of days in site _____ Location of Material (Building Name) _____	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
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TRANSPORTATION INFORMATION

- Primary Transportation Mode: (Circle all that apply)
Air Rail Road Marine Pipeline Other (specify)
- Intermediate delivery point such as name of airport or dock where substance is off-loaded:
- Frequency of shipment (Specify number and times of year per substance):
- Quantities per shipment in pounds, gallons, cubic feet, Etc.
- Shipment container type (use codes from Tier II Form):
- Shipment container size in pounds, gallons, cubic feet, etc.:
- Carriers that deliver the Tier II reportable materials to your facility:
 - Carrier:
 - Contact Person:
 - Phone:



SENATOR LOREN LEMAN

Northwest Anchorage

716 W 4th Ave, Ste 54C, Anchorage AK 99501 258-8189

Session: State Capitol, Juneau AK 99801 465-2095

SPONSOR STATEMENT SB 69

"An Act relating to hazardous chemicals, hazardous materials, and hazardous waste."

As we downsize government, and make it more user friendly, we have to assess the efficacy of current statutes and regulations.

Many times, I believe, state and federal governments ask business to report information without a lot of thought as to how that information will be used when it is received by all of the businesses caught in the new reporting requirement. That is the case with the "Placarding Statute" under AS 18.70.310.

We need to ask ourselves what is nice to know and what is need to know? We need to stop asking business to provide "nice (for us) to know" information and concentrate on what it is the state needs to know.

Currently, businesses in Alaska must report virtually the same information about hazardous chemicals, materials and wastes, in four different formats to four different entities. This bill eliminates three formats and one entity.

The bill was crafted with input from industry, fire departments, and the departments of Environmental Conservation and Public Safety, Division of Fire Prevention.

Sponsor Statement

6:17 PM February 20, 1995

SECTIONAL ANALYSIS

SB 69: An Act relating to hazardous chemicals

Section 1:

Deletes reference to AS 18.70.310 - the placarding program within the state fire Marshall's office.

Section 2:

Deletes reference to AS 18.70.310 - the placarding program within the state fire Marshall's office.

Section 3:

Subsection (a) makes the State Emergency Response Commission the agency to approve a form to be used for the reporting of placarding information under a municipal placarding program.

Section 4:

Subsection (c) refers to a MUNICIPAL placarding program and allows the State Emergency Response Commission to require the reporting of smaller quantities of hazardous chemicals, hazardous materials and hazardous wastes that are listed in this section.

Subsection (c)(2) deletes from a municipal placarding program the requirement that businesses report consumer commodities of hazardous materials in quantities of more than 1,000 pounds. These businesses are readily identified by fire departments in Alaska as handling large quantities of consumer commodities.

Section 5:

Deletes reference to the state fire marshal's placarding program under AS 18.70.310.

Section 6:

Deletes reference to the Municipality having to obtain placards from the state fire marshal's office. Retains ability for the Municipality to charge fees to compensate for the costs of a Municipal placarding program.

Section 7:

Makes the Department of Environmental Conservation the one-stop agency to provide lists of reportable substances under the Municipal placarding, and the federal/state Emergency Planning and

Community Right-to-Know laws. DEC would also provide the single form approved by the SERC for these reporting purposes.

Section 8:

Subsection (6) makes the Municipal placarding definition of hazardous chemical the same as the definition of hazardous chemical under the Emergency Planning and Community Right-to-Know Act, with the same exceptions as under federal law.

Section 9:

Subsection (7) allows the State Emergency Response Commission to add hazardous substances to the Emergency Planning reporting requirements. Removes the exceptions which are not mentioned in federal law, but which are probably covered by the reference in federal law to "substances capable of posing an unreasonable risk".

Section 10:

Subsection (8) adds in the DEC definition of hazardous waste and allows the SERC to define additional hazardous wastes to be reported under Emergency Planning and Community Right-to-Know requirements.

Section 11:

Deletes the fire marshal's placarding program (AS 18.70.310).

Deletes responsibilities of the fire marshal under the Municipal placarding program (AS 29.35.530(b)).

Deletes definition of consumer commodity from Municipal placarding program (AS 29.35.590(2)).

S B

77

DEPARTMENT OF FISH AND GAME
POSITION PAPER

Bill No: SB 77

Sponsor: Senator Sharp

Division: Wildlife Conservation

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

Department Position: Oppose

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

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

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

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

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

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

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

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

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

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

Geron Bunn for
Commissioner's Signature

3/7/95
Date

FISCAL NOTE

STATE OF ALASKA
1995 LEGISLATIVE SESSION

BILL NO. SB 77

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

Expenditures/Revenues (Thousands of Dollars)

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

CAPITAL EXPENDITURES	0.0	0.0	0.0	0.0	0.0	0.0
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CHANGE IN REVENUES (1024)	0.0	0.0	0.0	0.0	0.0	0.0
----------------------------------	------------	------------	------------	------------	------------	------------

FUND SOURCE (Thousands of Dollars)

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

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

POSITIONS

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

ANALYSIS: (Attach a separate page if necessary)

Assumptions:

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

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

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

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

Date: 3-14-95

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

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FISCAL NOTE

STATE OF ALASKA
1995 LEGISLATIVE SESSION

BILL NO. SB77

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 Component: Wildlife Conservation
 Sponsor: Senator Sharp
 Requester: Senate Resources COMPONENT SERIAL NO. 473

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OPERATING EXPENDITURES	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL	150.0	155.8	162.6	169.7	177.1	184.9
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	150.0	155.8	162.6	169.7	177.1	184.9

CAPITAL EXPENDITURES	0.0	0.0	0.0	0.0	0.0	0.0
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CHANGE IN REVENUES (1024)	0.0	0.0	0.0	0.0	0.0	0.0
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TOTAL	150.0	155.8	162.6	169.7	177.1	184.9

Estimate of any current year (FY95) 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)

Assumptions:

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

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

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

Approved by Commissioner: Cecilia B. ...
 Agency: Alaska Department of Fish and Game

Date: 3/7/95

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SENATE COMMITTEE REPORT

First Committee of Referral

DATE: 2/8/95

FURTHER:

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

DATE TURNED INTO OFFICE: 3-22-95

Resources Committee considered SENATE BILL NO. 77

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

and recommends:

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

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

SIGNING DO PASS	DP	OTHER RECOMMENDATIONS	NR	DNP	AM
<i>[Signature]</i>		<i>[Signature]</i>	X		
<i>[Signature]</i>		<i>[Signature]</i>		X	
<i>[Signature]</i>	✓				
<i>[Signature]</i>	✓				
<i>[Signature]</i>	✓				
CHAIR: <i>[Signature]</i>	✓				

NEW FISCAL NOTE(S):

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

PREVIOUS FISCAL NOTE(S):*

Department	Date	Zero	Fiscal

APPROPRIATION -- no fiscal note

*Include fiscal notes accompanying Governor's bill

hd copy

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

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

Additional Information:

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

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

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

BY

Offered:
Referred:

Sponsor(s): SENATOR SHARP

A BILL

FOR AN ACT ENTITLED

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

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

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

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

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

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

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

1 being of the state;

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

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

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

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

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

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

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

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

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

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

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

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

1 the population; and

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

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

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

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

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

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

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

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

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

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

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

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

1 board.

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

SECTIONAL ANALYSIS

CSSB-77

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

SECTION 2. Defines the functions of the Commission.

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

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

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

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

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

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

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

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

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

MEMORANDUM

State of Alaska
Department of Law

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

DATE: December 2, 1994

FILE NO:

TEL NO: 269-5240

SUBJECT: SB 77 Flow chart

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

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

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

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

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

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

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

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

Third - Is intensive management appropriate?

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

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

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

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

or

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

#1 5-14
2-7

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

Suggested Amendments

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

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

adopted 3/10

9-LS0460F-
Utermohle
3/10/95

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

BY

Offered:
Referred:

Sponsor(s): SENATOR SHARP

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7 and that those identified big game prey populations should be managed accordingly.

8 * Sec. 2. AS 16.05.050(1) is amended to read:

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

14 * Sec. 3. AS 16.05.090(a) is amended to read:

1 (a) The commissioner may, with the approval of the governor, establish a
2 departmental division of commercial fisheries, a departmental division of sport
3 fisheries. [A DEPARTMENTAL DIVISION OF GAME.] and other departmental
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9 (h) The board shall manage game populations for which human use is an
10 important use so as to provide at least one-half of the harvestable surplus for human
11 harvest.

not published

9-LS0460C
Utermohle
3/3/95

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

BY

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Referred:

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

30 • Sec. 7. AS 16.05.255(g) is amended by adding new paragraphs to read:

31 (3) "harvestable surplus" means the number of animals that is equal to

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2 animals in the population that die during the year from all causes other than predation
3 or human harvest;

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

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

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

SECTIONAL ANALYSIS

SB-77

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

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

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

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

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

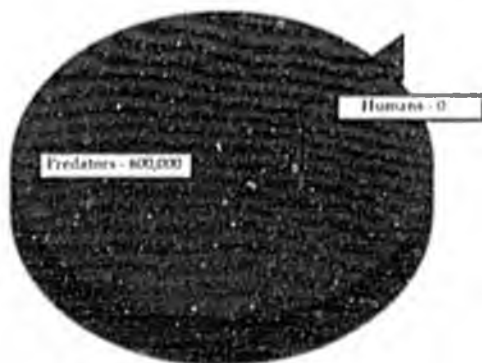
SECTION 5. Clarifies language adopted in the 17th Legislatures SB-77 Intensive Game Management legislation.

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

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

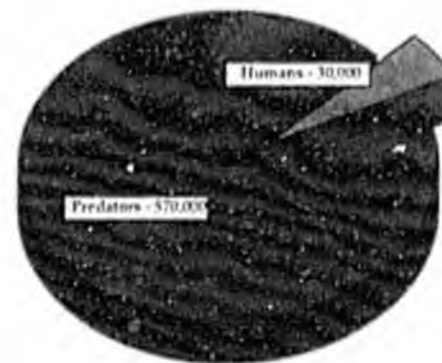
SECTION 8. AS 16.05.255 is amended by adding a new subsection (h) which strengthens the legislative intent language already in statute by establishing a quantitative target at a 50-50 level.

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



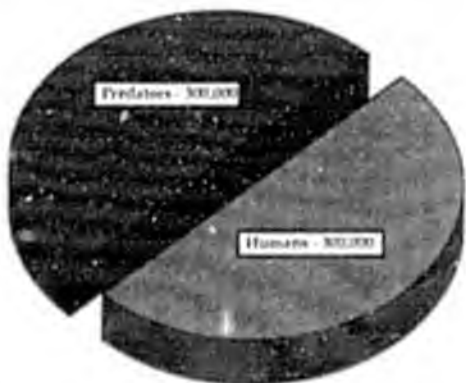
Harvestable Surplus Allocation - Moose, Sheep and Caribou

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



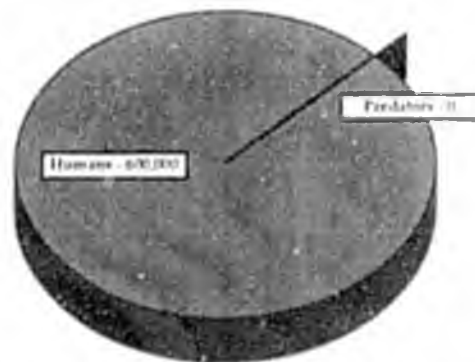
Harvestable Surplus Allocation - Moose, Sheep and Caribou

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

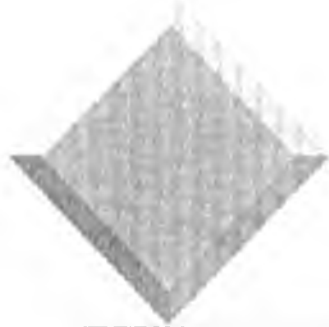


Harvestable Surplus Allocation - Moose, Sheep and Caribou

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

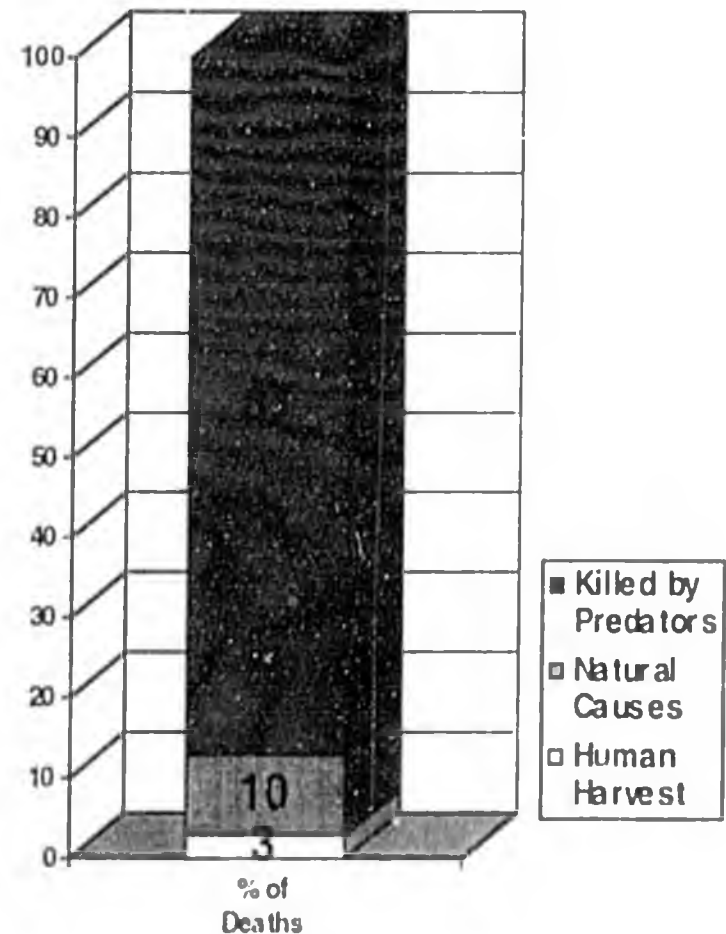


Harvestable Surplus Allocation - Moose, Sheep and Caribou



Alaska Wildlife Harvest Data

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





Anchorage Audubon Society, Inc.

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

Testimony On

CSSB 77; Intensive Management of Big Game

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

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

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

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

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

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

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

members.

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

Some other quotes of relevance.

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

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

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

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

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

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

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

I thank you for this opportunity.

ADF&G ESTIMATES FOR TANANA FLATS

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

* Moderately severe winter

** Very severe winter



Anchorage Audubon Society, Inc.

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

March 10, 1995
Testimony On

SB77: Intensive Management of Identified Big Game Prey Populations

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

We thank you for the opportunity to comment.


 Alaska Department of Fish and Game

ALASKA VOTERS: Their Wildlife Related Trip Characteristics and Economics

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

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



ALASKA VOTERS: Their Wildlife Related Trip Characteristics and Economics

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

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

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

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

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

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



ALASKA VOTERS: Their Wildlife Related Trip Characteristics and Economics

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

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

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

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



ALASKA VOTERS: Their Wildlife Related Trip Characteristics and Economics

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

Item Name	Average per Secondary Trip	Estimated Annual Total for all Secondary Trips
Round Trip Transportation Expenses		
Commercial Airline	19.60	\$2,811,569
Air Charter/Air Taxi	23.96	\$3,635,998
Vehicle Rental	12.17	\$1,745,908
Ferry	15.33	\$2,199,154
Boat Charter	8.34	\$1,196,563
Train or Bus	5.69	\$816,546
Fuel or Oil for Any Vehicle		
Fuel, Land, Boat	51.25	\$7,351,515
Fuel, Air	2.85	\$409,208
Fuel, Unspecified	0.58	\$82,875
Other Vehicle Expenses		
Vehicle Items	10.27	\$1,472,670
Vehicle Services	10.81	\$1,550,552
Unspecified	0.02	\$3,563
Hotels/Hotels/Lodging/Camping Fees		
Hotel, Hotel	39.58	\$5,677,052
camp fees	6.55	\$954,440
Groceries and Beverages		
Groceries	62.96	\$9,030,270
Restaurant Meals and Bars		
Meals	35.91	\$5,150,731
Bars	0.33	\$47,917
Unspecified	0.37	\$53,524
Commercial Trips and Tours		
Wildlife Viewing	13.04	\$1,870,848
Fishing	1.77	\$253,278
Other, Unspecified	0.74	\$106,194
Wildlife Viewing and Photo. Supplies		
Camera and Accessories	0.34	\$48,961
Film	8.75	\$1,255,025
Film Processing	4.07	\$583,354
Equipment Rental		
Transportation Equip.	1.13	\$161,582
Shipping		
Shipping	0.27	\$39,371
Shipping Materials	0.08	\$12,119
Other Items or Unanticipated Expenses		
Medical	0.68	\$97,103
Souvenirs	3.90	\$559,310
Other	4.17	\$598,212
Books	0.24	\$34,338
Clothing	0.22	\$31,485
Total	346.10	\$49,641,135



ALASKA VOTERS: Their Wildlife Related Trip Characteristics and Economics

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

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

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

Direct Effects:

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

Indirect Effects:

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

Induced Effects:

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

Total Effects:

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

Expenditure Multiplier: 1.62

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



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SB 77: Intensive Management of Identified Big Game

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

The Alaska Environmental Lobby opposes SB 77.

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

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

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

Alaska State Legislature

SENATOR
BERT SHARP
DISTRICT P
CHAIRMAN
SENATE STATE AFFAIRS COMMITTEE
MEMBER
FINANCE COMMITTEE
RULES COMMITTEE



Seniic

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JUNEAU ALASKA 99901
(907) 465-3004/4928

SPONSOR STATEMENT

SB - 77

BY: SENATOR BERT SHARP

THIS LEGISLATION DOES THREE THINGS:

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

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



REPRESENTING
GOLDEN HEART
OF ALASKA

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

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

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

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

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

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

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

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



ALASKA OUTDOOR COUNCIL, INC.

P. O. BOX 22394
JUNEAU, AK. 99802
(907) 463-3830

Mar. 2, 1995

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

Dear Representative Kelly:

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

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

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

Sincerely,

Eddie Grasser
Legislative Affairs

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

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8 1

SPONSOR STATEMENT

SB - 81

Why It's Time to Re-instate a Bounty on Wolves

1. History of season accessibility by Alaskan Hunters.

	<u>Moose</u>	<u>Caribou</u>
1965	Aug. 20 - Sept. 30 - 40 Nov. 15 - 30 - <u>15</u> 55	Aug. 10 - Sept. 30 - 50 Nov. 10 - Feb. 28 - <u>110</u> 160
1995	Sept. 1 - 10/5 - 15	

Many with no general
open seasons.

Most with no general
open seasons.

Why were the seasons so liberal in the '60's?

The State inherited large healthy game populations from the Fed's at the time of statehood. Fed's vigorously managed predators by aerial hunting and a poison program. The state continued the bounty program for approximately 7 - years

What happened?

The last four Governors, Sheffield, Cowper, Hickel and now Knowles have consistently ignored the recommendations of the Department of Fish and Game calling for intensive predator control actions. Recommended actions that were based on bookcases full of scientific studies, game survey results, and years of public testimony.

The actions of Hickel and Knowles have squashed a pilot wolf reduction program which was both out of years of planning, public input and Board actions, and it only applied to 6,500 square miles, less than 1% of our state.

Previous governors choose to thwart Department, Board, Public and Legislative directions for predator control programs by executive orders and removal of key personnel

Last year this legislature passed intensive game management mandate legislation.

At the December 1st and 2nd Board of Game meeting. Public proposals called for intensive management implementation Game management Units 13, 19, 20D and 20A.

Review Unit 13 Department presentation.

1. Another deep snow tough winter this year which will make it an unprecedented four in a row.
2. Moose populations down 20-25% and continuing down.
3. Moose calf and "15 month yearling" populations are *at* extremely low levels which will cause additional deterioration of Unit 13 Moose numbers.
4. A higher than average wolf population with strong indications of a much lower wolf harvest by trappers and hunters this season.
5. Continued record high levels of Grizzly bear population levels.

Indications of business as usual. Reduce seasons. Continue managing people not the resource.

See memo from PRC Members dated 12/15/94.

March Board of Game meeting will be crucial.

My constituents tell me to cut the state budget first where the state isn't doing their job. I would like to continue to work toward getting the Department resources focused on resource management not people management. Budget shift can get the job done with no increase in costs.

Some who will come forward in opposition of this bill will justify their testimony by saying we must keep politics out of the game management process.

I can only reply that we are at this point only because of blackmail politics by special interest groups who are financed primarily by outside interest.

This bill is a simple statement. Alaskans demand that this resource be managed with their best interest being the paramount issue.

This bill is here because of politics destroying wise game management in our state.

This bill simply stated puts the power back into the hands of the people in an arena where government has miserably failed.

Careful examination of this bill reveals another feature. It's an Alaskan Hire piece of legislation. Thank you.

SECTIONAL ANALYSIS

SB-81

Section 1. AS 16.35 is amended to add a new section to read:

ARTICLE 2. WOLF.

Section 16.35.21 Classifies wolf as predator.

(a) a wolf as a predator not a big game animal or a furbearing animal.

(b) there are no restrictions as to the method or means of taking a wolf.

(c) a wolf may be taken without any restrictions or bag limit.

Section 16.35.220 Establishes a Bounty on wolves.

(a) directs the department of Fish and Game to pay a \$400 bounty for each wolf taken in the state. The wolf must be presented to an office designated by the Commissioner, or a regional office of the department for identification and sealing or marking.

(b) a person claiming a bounty must present to the department the raw skin with right foreleg attached in a natural state, including ulna and radius bones. to indicate the bounty has been paid, the department shall keep the foreleg and mark or seal the skin. After the skin has been sealed or marked, the claimant may keep the skin. The department must pay the bounty within 30 days after the skin has been presented.

(c) All claims presented under this section must be paid by the state. The bounty payment is a legal obligation of the state.

Section 2. AS 08.54.590(2) is amended to read:

(2) defines "big game" to mean brown bear, grizzly bear, caribou, moose, black bear, bison, Sitka blacktail deer, elk, mountain goat, musk-ox, wolverine, mountain or Dall sheep.

Section 3. Notwithstanding AS 16.35.210(1)and(2), a person holding an unused tag for wolf issued under AS 16.05.340(a) before the effective date of section 1 of this Act, as those regulations existed on the day before the effective date of section 1, may take a wolf before January 1, 1996

Section 4.. Repeals AS 16.05.340(a)(15)(J) and AS 16.05.340(a)(21)(K).

DEPARTMENT OF FISH AND GAME
POSITION PAPER

Bill No: SB 81

Sponsor: Senator Sharp

Division: Wildlife Conservation

Bill Title: "An Act classifying the wolf as a predator and providing for a bounty on wolf."

Department Position: Oppose

Background/Legislative Intent: This bill would offer monetary incentives and eliminate state regulatory restrictions on the taking of wolves in order to (1) increase the number of wolves taken in Alaska, (2) reduce predation by wolves on their prey, and (3) increase the availability of ungulate populations for human consumptive uses.

Analysis of Bill/Program Effects: If enacted into law, the bill would produce few, if any, positive wildlife management benefits. This bill would have negative biological, fiscal, enforcement, political, and public relations impacts.

- Regulations governing the taking of wolves would be eliminated. Wolves could be taken by any methods or means including by use of aircraft, helicopters, poison, deaning, types and sizes of traps and snares particularly dangerous to the public and nontarget species, radio communications, machine guns, explosives, motor vehicles in motion, and other means currently prohibited.
- Bounty hunters could legally track and target radio-collared wolves that are subjects of scientific research by ADF&G and federal agencies. Destruction of collared animals for bounties would compromise those research projects.
- Seasons, bag limits, hunting/trapping licenses, tags, mandatory sealing and report requirements would be eliminated.
- Enforcement and prosecutions of "methods and means" violations for other game species would be complicated by violators who would claim in defense that they were hunting wolves.
- This bill would allow the live-trapping and possession of wolves, as well as unregulated ownership, transfer, purchase, sale, breeding and exhibition of wolves and wolf hybrids in Alaska.
- Endangered Species Act (ESA) considerations may preempt all wolf harvests in Alaska. Under the ESA, the Secretary of Interior may list species as threatened or endangered due to "the inadequacy of existing regulatory mechanisms." This bill would eliminate all regulatory mechanisms and would contribute to a federal threatened species listing for the wolf in Southeast Alaska (Alexander Archipelago wolf) and possibly elsewhere in the state. In consequence, there would be a complete prohibition on harvest of wolves, and the

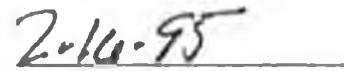
resulting increased pressure on prey populations could force the Board of Game to curtail hunting opportunities for ungulates. In addition, restrictions on the modification of endangered species habitat (i.e., logging in the Tongass National Forest) would likely follow. Delisting, at a minimum, would require reestablishment of effective regulations.

- In most, if not all states, statewide bounties on all species have been eliminated as a game management tool because they are costly, difficult to administer, unpopular with the public, and indiscriminate. As in this bill, bounties do not target specific areas where predator control may be effective and useful, and bounties increase harvests where predator populations may be too low, in jeopardy, or already at desirable levels.
- During the past five years, approximately 1170 wolves have been harvested annually. Before the financial incentive of a wolf bounty would yield results in the form of increased harvest, the department would have to spend nearly \$500.0 in bounties for wolves currently taken in the absence of a bounty. In addition, the department would lose about \$50.0 annually from the sale of nonresident big game tags.
- Biological, fiscal and enforcement concerns aside, wolves are important components of healthy, naturally functioning ecosystems and are highly regarded among Americans as the embodiment of wilderness. If passed, this bill inevitably will result in tremendous public controversy, become the centerpiece of animal rights and anti-hunting campaigns, and engender out-of-state boycotts of Alaska and Alaskan products.

Wolves are a highly sought after big game species and should be managed in a manner similar to other wildlife, in balance with their habitat and with human needs. The department believes the existing regulatory system and management programs for wolves are preferable to the proposed bill and can better achieve the desired purpose of reducing predation on specific big game populations, while minimizing the likelihood that federal agencies will assume management authority.



Commissioner's Signature



Date

SENATE COMMITTEE REPORT

First Committee of Referral

DATE: 2/9/95

FURTHER:

Date of 5-Day Notice: 2-16-95
(in accordance with Uniform Rule 23)

DATE TURNED INTO OFFICE: 3-28-95

Resources Committee considered SENATE BILL NO. 81

"An Act classifying the wolf as a predator and providing for a bounty on wolf."

and recommends:

- be replaced with CS SB 81 (RES)
- adopt previous CS _____
- attached amendment(s)
- adopt Letter of Intent by _____ Committee
- further referral to the _____ Committee

Senate Bill:

- same title
- new title
- House Bill:
- technical change
- new: SCR^o _____

SIGNING <u>DO</u> PASS	DP	OTHER RECOMMENDATIONS	NR	DNP	AM
<i>Lynn Huff</i>	X	<i>Lynn Huff</i>	X		
<i>Adrian Taylor</i>	X	<i>Adrian Taylor</i>	X		
<i>Shirley</i>	✓				
<i>Rick Halford</i>	✓				
CHAIR: <i>Loren A. Stroman</i>	✓				

NEW FISCAL NOTE(S):

Department	Date	Zero	Fiscal
DF+C	2-16		6.75

PREVIOUS FISCAL NOTE(S):*

Department	Date	Zero	Fiscal

APPROPRIATION -- no fiscal note

*Include fiscal notes accompanying Governor's bill

FISCAL NOTE

STATE OF ALASKA
1995 LEGISLATIVE SESSION

BILL NO. SB 81

Revision Date:	Dept. Affected: <u>Fish and Game</u>
Title: <u>An Act classifying the wolf as a predator and providing for a bounty on wolf</u>	BRU: <u>Wildlife Conservation</u>
Sponsor: <u>Senator Sharp</u>	Component: <u>Wildlife Conservation</u>
Requester: <u>Senate Resources</u>	COMPONENT SERIAL NO. <u>473</u>

Expenditures/Revenues

(Thousands of Dollars)

OPERATING EXPENDITURES	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL	675.0	675.0	574.0	574.0	574.0	574.0
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	675.0	675.0	574.0	574.0	574.0	574.0

CAPITAL EXPENDITURES						
----------------------	--	--	--	--	--	--

CHANGE IN REVENUES (1024)	(50.0)	(50.0)	(50.0)	(50.0)	(50.0)	(50.0)
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FUND SOURCE

(Thousands of Dollars)

FUND SOURCE	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
1002 Federal Receipts						
1003 GF Match						
1004 GF	675.0	675.0	574.0	574.0	574.0	574.0
1005 GF/Program Receipts						
1006 GF/MHTIA						
Other						
TOTAL	675.0	675.0	574.0	574.0	574.0	574.0

Estimate of any current year (FY95) cost: \$ 0.0

POSITIONS

POSITIONS	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
FULL-TIME	0	0	0	0	0	0
PART-TIME	0	0	0	0	0	0
TEMPORARY	0	0	0	0	0	0

ANALYSIS: (Attach a separate page if necessary)

Assumptions:

- 1) Annual loss of revenue from sale of nonresident tag fees, which are eliminated by this bill, expected to be constant over next few years.
- 2) Bounty payments made from special annual general fund appropriations.
- 3) Bounty incentive and elimination of restrictions on take will boost harvest of wolves by 25% over short term.
- 4) Within two years harvest in southeast Alaska (15% of statewide total) prohibited by federal listing of Alexander Archipelago wolf as a "threatened" species.

Prepared by: Wayne L. Regelin, Acting Director *W. Regelin*
 Division: Wildlife Conservation
 Approved by Commissioner: Frank Rice
 Agency: Alaska Department of Fish and Game

Phone: 465-4192
 Date: 2/15/95
 Date: 2-16-95

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CS FOR SENATE BILL NO. 81(RES)
IN THE LEGISLATURE OF THE STATE OF ALASKA
NINETEENTH LEGISLATURE - FIRST SESSION

BY THE SENATE RESOURCES COMMITTEE

Offered:
Referred:

Sponsor(s): SENATORS SHARP, Taylor, Miller

A BILL

FOR AN ACT ENTITLED

1 "An Act amending the Fish and Game Code by ~~removing 'wolf' from the~~
2 ~~definition of 'big game'~~; relating to the classification and taking of wolves; and
3 providing for a ~~harvest incentive~~ on wolves ~~taken in areas designated by the~~
4 ~~Board of Game.~~"

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

6 * Section 1. AS 16.35 is amended by adding new sections to read:

7 ARTICLE 2. WOLF.

8 Sec. 16.35.210. WOLF. (a) The wolf is an unclassified game animal and a
9 fur bearing animal. The department and the ~~Board of Game may not classify the wolf~~
10 ~~as a big game animal and shall designate the wolf as an unclassified game animal.~~

11 (b) ~~A wolf may be taken by any method or means approved for unclassified~~
12 ~~game or furbearers in the game management unit or subunit in which the wolf is taken.~~

13 Sec. 16.35.220. HARVEST INCENTIVE. (a) The department shall pay a
14 harvest incentive of \$200 for each wolf taken ~~in a harvest incentive area designated~~

1 ~~by the Board of Game~~ and presented for identification and sealing or marking at an
2 office of the department designated by the commissioner or at a regional office of the
3 department designated by the commissioner.

4 (b) A person who claims the harvest incentive on a wolf shall present the raw
5 skin with the right foreleg, including ulna and radius bones, attached in a natural state.
6 The department shall retain the right foreleg and seal or mark each skin presented to
7 indicate that the harvest incentive had been paid for that skin. The claimant may
8 retain the skin after it is sealed or marked. The department shall pay the harvest
9 incentive to the claimant within 30 days after presentment of the skin.

10 * Sec. 2. AS 08.54.590(2) is amended to read:

11 (2) "big game" means brown bear, grizzly bear, caribou, moose, black
12 bear, bison, Sitka blacktail deer, elk, mountain goat, musk-ox, [WOLF,] wolverine,
13 mountain or Dall sheep;

14 * Sec. 3. TRANSITION. Notwithstanding AS 16.35.210, as added by sec. 1 of this Act
15 and sec. 4 of this Act, a person who holds an unused big game tag for wolf issued under
16 AS 16.05.340(a) before the effective date of sec. 1 of this Act may take a wolf before
17 January 1, 1996, under big game hunting regulations for wolf as those regulations existed on
18 the day before the effective date of sec. 1 of this Act.

19 * Sec. 4. AS 16.05.340(a)(15)(J) and 16.05.340(a)(21)(K) are repealed.

9-LS0637K
Utermohle
3/24/95

CS FOR SENATE BILL NO. 81()
IN THE LEGISLATURE OF THE STATE OF ALASKA
NINETEENTH LEGISLATURE - FIRST SESSION

BY

Offered:
Referred:

Sponsor(s): SENATORS SHARP, Taylor, Miller

A BILL

FOR AN ACT ENTITLED

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Alaska State Legislature

Session:
State Capitol
Juneau AK 99801-1182

Senate Resources Committee

Interim:
716 W 4th Avenue
Anchorage AK 99501-2133

MEMO

TO: Senator Halford, Chairman
SB 81 Resources Subcommittee
and Senator Lincoln, Subcommittee member
Senator Frank, Subcommittee member
Senator Sharp, Sponsor of SB 81
Senator Leman, Resources Committee Chairman

FROM: Annette Kreitzer, Aide *(Signature)*
Senate Resources Committee

DATE: March 25, 1995

RE: CS SB 81 Version K: Wolf as Predator

Attached is the committee substitute for SB 81. This is the language agreed upon in the March 23 subcommittee hearing.

The bill is scheduled for the full Resources Committee Monday, March 27, when the subcommittee chairman is expected to present the committee substitute in the subcommittee report.

9-LS0637C
Utermohle
2/20/95

CS FOR SENATE BILL NO. 81()
IN THE LEGISLATURE OF THE STATE OF ALASKA
NINETEENTH LEGISLATURE - FIRST SESSION

BY

Offered:
Referred:

Sponsor(s): SENATORS SHARP, Taylor, Miller

A BILL

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1 "An Act classifying the wolf as a predator and providing for a bounty on wolf."

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7 (b) A wolf may be taken by any method or means, other than by poison.

8 (c) Wolf may be taken without a bag limit, a limitation on sex, age, size, or other
9 restriction.

10 Sec. 16.35.220. BOUNTY (a) The department shall pay a bounty of \$400 for
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12 office of the department designated by the commissioner or at a regional office of the
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14 (b) A person who claims the bounty on a wolf shall present the raw skin with the

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2 shall retain the right foreleg and seal or mark each skin presented to indicate that the
3 bounty had been paid for that skin. The claimant may retain the skin after it is sealed or
4 marked. The department shall pay the bounty to the claimant within 30 days after
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16 the effective date of sec. 1 of this Act.

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DRAFT

HISTORY OF GMU 20A WOLF CONTROL PROGRAMS

Wolf predator programs in Alaska have been a part of wildlife management since pre-statehood. With wide-spread wolf reduction campaigns of the 1940's and 1950's, although poorly documented, it's generally agreed that such programs contributed significantly to high moose and caribou populations of the early 1960's.

In the 1970's and 1980's, site-specific aerial wolf control programs were conducted in Alaska. The best documented wolf control programs were conducted in Game Management Unit 20A.

As reported to the Board of Game, Game Management Unit (GMU) 20A consists of approximately 6,500 square miles just south of Fairbanks. Due to its proximity to Fairbanks, there is a staunch traditional history of hunting concentrated in the area, with moose and caribou the primary big game species pursued by both local and non-local resident hunters.

In response to public demands, the Board of Game and the Alaska Department of Fish and Game have managed big game and predator populations to provide enhanced hunting opportunity and harvest of wild food animals such as moose and caribou. Reduction of predator population has been necessary to achieve and maintain the level of harvest desired.

The strategic wolf management plan adopted by the Board of Game in November 1991 reflected a broad public interest in a comprehensive management strategy for wolves in Alaska. The strategic plan called for development of an area-specific and implementation plan. Those plans were completed and presented to the Board of Game at both the March and November 1992 meetings.

The Board adopted regulations in November 1992 authorizing wolf reduction in GMU 20A to begin in 1993. Those regulations authorized aerial shooting of wolves as the most humane, selective, and effective method to reduce wolf numbers.

In June 1993, after a period of public debates, the Board of Game rescinded the regulation authorizing aerial wolf controls and adopted regulations prescribing ground-based reduction of wolf predation on the Delta caribou herd in GMU 20A. Two objectives are stated in the regulations:

- (1) To reverse the decline of the Delta Caribou herd and increase the mid-summer population to 6,000-8,000 with a sustainable annual harvest of 300-500 caribou by the year 1998; and

(2) To determine whether ground-based control methods can effectively reduce wolf numbers temporarily to reverse declines in prey populations.

The wolf-reduction, within specified constraints, was authorized for a 3-year period beginning October 1, 1993, in a 4,000 square mile control area south of Fairbanks and on the north side of the Alaska Range within GMU 20A. This area includes 60% of GMU 20A and excludes Military Reservations and lands adjacent to Denali National Park.

During each year of the program a minimum of 35 wolves would be left within the control area and at least 100 wolves would remain in GMU 20A.

The Delta Caribou herd survey indicated a decline from a high of 10,700 animals in 1989 to between 3,700-4,000 in 1993 due to factors including weather and predation. Hunting of the Delta Caribou herd became restrictive in 1990 and was closed in November 1991. Without relief from wolf predation the herd was expected to decline to 2,000-3,000 caribou by 1996.

Wolf populations in GMU 20A, reported to be 250-295 animals in 30 to 34 different packs, was not expected to decline naturally because of relatively high moose populations in the area.

The Record of Decision regarding the implementation of the Wolf Predation Control Plan was completed and approved by the Commissioner of the Department of Fish and Game in October 1993.

During the first year of the wolf control program beginning October 1993, through April 1994, Department personnel removed a total of 38 wolves from the control area, using 1050 snares and 24 leg hold traps at 32 locations. Of these, 3 were taken in leg hold traps, 13 were shot from the ground, and 22 were taken in snares. Hunters and trappers took an additional 39 wolves from the control area and 25 from the remainder of GMU 20A. Approximately 100-110 wolves remained in GMU 20A with 45 wolves located in the control area.

In addition to the 38 wolves, 76 non-targeted animals were incidentally caught in traps and snares including moose (29), red fox (25), coyote (7), caribou (7), wolverine (2), Grizzly bear (2), Snowshoe Hare (1), and a Raven (1). Four Golden eagles were also caught, of which two were released unharmed. Of the 29 moose caught in snares, 12 died. Of the other 17 moose, 5 escaped unharmed from the experimental "breakaway snares" being developed and tested, 5 were immobilized and released unharmed, and the remaining 5 escaped due to malfunctions of the snare.

A photo census of the Delta Caribou herd on June 30, 1994, indicated a minimum herd size of 4,341 which represents an increase of nearly 700 caribou over the 1993 photo census of 3,661. The increase in numbers was comprised almost entirely of calves. Fall composition surveys in October 1994, indicated over half of the 600-700 calves alive in June died between July and September. Enough calves remained to prevent further decline of the herd but no significant recovery was expected.

On December 1, 1994, the Alaska Department of Fish and Game Commissioner suspended the state's ground-based wolf control program pending a review of the program, and the incident which occurred on November 29, 1994. This incident involved three wolves that were caught in snares in the wolf control area which was documented by a representative of several animal rights organizations.

At the time the wolf control program was terminated a total of 69 wolves had been taken during the 94-95 trapping period using 635 snares at 26 different locations.

During the two years (93-94, 94-95) of the wolf control program, a total of 126 wolves were taken of which 37 wolves were found alive in traps or snares. During the 93-94 trapping season 98 wolves were taken, 26 of which were found alive, 4 were caught by the leg, and 1 was caught around the body. During the 94-95 trapping season 28 wolves were taken, 12 were found alive with 2 caught by the leg and, 2 caught around the body. The 3 animals caught by the leg and 1 caught around the body were those photographed during the November 29th incident.

The animals that were found alive in both program years were dispatched with several weapons which included rifles and a revolver in .22 long rifle and .22 magnum caliber. Other weapons available and used were .223, .243, .35-06, .257 Weatherby, and .300 Winchester Magnum caliber rifles. In addition, an immobilization kit and dart gun were carried to release non-targeted incidentally caught species.

REVIEW OF GMU 20A WOLF CONTROL PROGRAM

The Department of Public Safety review of the November 29, 1994 wolf kill incident and the wolf control program addressed several issues including:

- * Are there written policies and procedures for this program?
- * Were they followed?
- * Was the program conducted in a professionally acceptable manner; i.e, what criteria was used to design the snaring effort?
- * What steps were taken to minimize suffering?
- * How often were snares inspected?
- * Were the involved personnel adequately trained?
- * Is there a standard caliber of ammunition required?
- * Impact of weather conditions on this incident.

Question - Are there written policies and procedures for this program?

Answer - Yes. The policies for the wolf control program are codified in 5 Alaska Administrative Code 92.120. CONTROL OF PREDATION BY WOLVES, and the objectives and procedures for the program are outlined in 5 Alaska Administrative Code 92.125. WOLF PREDATION CONTROL IMPLEMENTATION PLAN.

In addition to the codified policies and procedures, there is the Record of Decision regarding the implementation of the wolf predation control plan. Memoranda outlining the Department of Fish and Game, Wildlife Conservation Division's position on wolf management; guidelines for the ground-based wolf reduction effort in sub-unit 20A; ground-base wolf control trapping protocol; wildlife research study plan with a schedule of activities; data collection during the program; and an outline for evaluation of the ground-based wolf removal program and objectives in GMU 20A.

General program management policy and procedures were adopted and verbally communicated between supervisors and field staff associated with the program. Copies of the policies and memoranda outlining roles and responsibilities were also provided.

There is no GMU 20A wolf control program procedures manual describing daily operation or specific functions, such as what size cable will be used for snares, frequency of set inspection, types of weapon, or caliber of ammunition that will be used to dispatch wolves, etc. The experience level of the staff personnel working closely in the day-to-day operation did not necessarily require specific documentation of daily procedural decisions.

Although there is no procedures manual, a detailed log of daily operational meetings, held either at the end of the day or prior to the days activities are well documented.

The program documentation included an initial trapping data form with drawings of snares and trap placements at each site, plus aerial photographs of each location. When checking trapping sites, a second form was used noting the method of inspection and name(s) of inspector(s). The forms requested information for evaluation of the different prototype breakaway snares. Additional forms were used for set summaries, a schedule of site inspections, and documentation of necropsies of each animal taken.

Question - Were the policies and procedures followed?

Answer - Yes. Each individual assigned to the program, whether employed by or contracted by the Department, clearly understands the policies and procedures used to accomplish the objectives of the wolf control program. Each member participating in the control program acknowledged that there were no other guidelines, written or verbal, which included alternate methods or means not approved by the board which had been established and adopted by codified regulations. Each member understood the sensitivity of the issue, the public interest, and intense monitoring which mandated complete compliance with the guidelines established to maintain a public and professional acceptance of the program.

A review of the wolf control guidelines indicate that assigned staff personnel conducted the program in a manner consistent with the policies and procedures as mandated.

Question - Was the program conducted in a professional acceptable manner?

Answer - Yes. A draft of the Area Specific Wolf Management Plan for Southcentral and Interior Alaska were reviewed by Doug Heard, Regional Biologist with the Province of British Columbia, Ministry of Environment, Lands and Parks, in November, 1992. Heard is considered knowledgeable in this field and noted in a letter to the Department of Fish and Game that he believes the management objectives are realistic and obtainable. He also stated that the predicted outcomes have sound biological basis.

Wayne Adams and Bruce Dale, Wildlife Biologists with the National Park Service who are conducting wolf studies in the Denali area, reviewed the Area Specific Wolf Management Plan and associated Implementation Plans in November 1992, and acknowledged it was a worthwhile process. The final plans from that process were never used. The present program, in use at this time, is the least acceptable as it employs the most ineffective method of wolf control. But the program, within its constraints, is considered to be and has been conducted in a professionally acceptable manner.

Interviews were conducted with the most senior experienced professional trappers including Sidney Huntington, Paul Kirsteatter, Dean Wilson, Sam Snyder, James Smith, Ben Hopsch, Jim Masek, and Peter Buist, current president of the Alaska Trappers Association, which represents approximately 250 years of professional trapping experience. The overall consensus was the present wolf control program is/was being conducted in a professionally acceptable manner given the limitations imposed upon the Department of Fish and Game.

Question - What criteria was used to design the snaring effort?

Answer - The snaring techniques employed by the staff are standard trapping procedures which have been developed and have proven effective throughout the history of trapping. The primary design of the snare set was developed and deployed by Daniel Grangaard based on his research and 29 years of wolf trapping experience. In an attempt to improve the efficiency of the snares while reducing the number of non-targeted species caught, staff members consulted with trap and snare manufacturers, including Ray Thompson, developer of the Thompson-lock snare, widely used by the trapping industry. They also consulted with the U.S. Fish and Wildlife Service, Denver Research Center and the U.S.D.A. Animal, and Plant Health Inspection Service, Animal Damage Control, for recommendations and development of the breakaway prototype snare. Bob Phillips, who authored a paper entitled "Evaluation of Breakaway Snares for use in Coyote Control", also provided data.

Question - What steps were used to minimize suffering?

Answer - Information provided by experienced trappers, professional wildlife researchers, and biologists indicate snares are considered more humane than leg hold traps. In the 93-94 trapping season, staff personnel deployed 24 leg hold traps and 1050 snares. This year (94-95), 685 snares were deployed and no leg hold traps were utilized. The deployment of snares used in the sets were designed for neck catches.

In the 93-94 trapping season, 25.5 % (25 of 98), of the wolves caught were found alive in the snares. In the 94-95 trapping year, 43% (12 of 28), of the wolves were found alive in the snares which is believed to be a direct result of the frequency of set inspection. Set inspection was conducted as often as weather would allow, normally averaging every 4 days.

The prototype breakaway snare being developed and deployed in the field is designed to reduce injury or death to non-targeted species. In case of a failure in the breakaway snare or lock, it is designed to fail conservatively and would tend to release the animal caught.

Question - How often were snares inspected?

Answer - Snares were logged by the Global Positioning System (GPS), detailing the set number and location to ensure that all sets were inspected. Records indicate that inspections were completed as weather conditions would allow, on the average of every four days.

Question - Were the personnel involved adequately trained?

Answer - Christian Smith, Regional Supervisor for the Fairbanks area. Completed Bachelor's and Master's degree in wildlife biology management. Employed by the Department of Fish and Game since 1976 serving as assistant area biologist in Yakutat, area biologist in King Salmon, research biologist in Ketchikan, and management coordinator in Fairbanks with experience in statewide planning functions.

Kenton Taylor, Management Coordinator for the Interior region of the Division of Wildlife Conservation, supervising all management programs in GMU 12, 19-31, 24, 25 and 26 B&C. Completed Bachelor's degree at the Colorado State University. Worked with South Africa Department of Nature Conservation working with endangered species. In 1973 worked for the Alaska Senate Resources Committee as a staff assistant. Began with the Department of Fish and Game in 1974 serving in Talkeetna, Dillingham and Fairbanks since 1990.

Edward B. Crain, Project Leader for the GMU 20A ground based control project. Completed Bachelor's degree in wildlife from Humboldt State University in 1977. Worked for the Alaska Department of Fish and Game as a temporary for nine years, became a full-time employee in 1990. Has trapped professionally and part time for 42 years specializing in snaring. Crain is a Department of Fish and Game Hunter Safety Instructor for Fairbanks and the Trapping Training Coordinator. He instructs trapper education programs and wolf trapping clinics.

Mark McNay, Furbearer Research Biologist for the ADF&G Division of Wildlife Conservation in Fairbanks, assigned to work with the personnel who had the primary responsibility for the actual implementation of the trapping program. His duties included gathering the data which would enable the Department to evaluate the effectiveness of the experimental management efforts for the program. McNay completed a Bachelor of Science in wildlife biology degree in 1977 and Master of Science degree in wildlife biology from the University of Montana in 1980. Worked for the Maine Department of Fish and Game beginning in 1977. Started with the Alaska Department of Fish and Game in 1981 at King Salmon. Transferred to the Fairbanks office in 1986 as the Area Biologist until 1991 before taking his current position. McNay is a competent aircraft pilot with an instrument rating and is one of the most experienced wolf survey pilots in the department. McNay is also an experienced trapper.

Daniel Grangaard AKA Danny Grangaard, ADF&G Wildlife Technician and Trapper. Started trapping coyotes in South Dakota and moved to Alaska in 1965. Trapped for a living until 1980 before starting with the Department of Fish and Game. He has trapped wolves for 29 years, taking between 400-600 wolves. He has participated in wolf control programs in the 70's and 80's as a trapper and aerial gunner. He conducts trapping seminars and trapping education programs in Canada and Alaska. He was involved in the production of an instructional videotape on trapping wolves and foxes for the department. Over the past 3 years, he has worked with the USF&WS, Denver Research Center, animal controllers adopting portions of their breakaway snare system for use in Alaska.

Richard Swisher, Commercial pilot, owner/operator of Quicksilver Air based in Fairbanks, AK. Swisher was contracted from the approved ADF&G charter list for both fixed winged and helicopter aircraft. He provided logistical support, flew, and assisted departmental personnel in daily operations when checking snares. He is also an experienced trapper.

Jonathan D. Larrivee, Commercial pilot employed by the Department to provide logistical support. Larrivee is now in New Zealand.

Question- Is there a standard caliber of ammunition required?

Answer - There are no wolf control program directives which require a specific caliber of ammunition to be used for the dispatching of live wolves found in traps. The animals that were found alive in both program years were dispatched with several weapons which included rifles and a revolver in .32 long rifle and .22 magnum caliber. Other weapons available and used were .323, .243, .25-06, .257 Weatherby, and .300 Winchester Magnum caliber rifles. In addition, an immobilization kit and dart gun were carried to release non-targeted incidentally caught species.

Interviews were conducted with the most senior experienced professional trappers including Sidney Huntington, Paul Kirsteatter, Dean Wilson, Sam Snyder, James Smith, Ben Hopson, Jim Masek, and Peter Suist, current president of the Alaska Trappers Association, which represents approximately 250 years of professional trapping experience. The overall consensus was the .22 long rifle and the .22 magnum caliber firearms were the most used weapons to dispatch trapped wolves.

The .22 magnum revolver used on November 29, 1994, had been purchased to dispatch wolves in the wolf control programs in the late 70's, and was also used during the current program. After inquiring of the ADF&G staff regarding this revolver and its use, it was undiscernible as to how often this revolver was used to dispatch live wolves.

Question - Impact of weather conditions on this incident.

Answer - Weather conditions and snow depths at the location of the incident documented by the representative of the animal rights group on November 29 were not recorded. The only reference available are those viewed in the video. Those persons at the location that furnished their observation stated their focus was more centered on the snared wolves.

Experienced trappers advised that snow conditions impacts snare operations, i.e. deep powder snow reduces the efficiency of the snares, while hard packed or wind blown snow does not affect the snare operations. Changing snow depth will require adjustment of snares.

Trapper James Smith, who trapped in the Muddy Creek drainage of the wolf control program area, advised that he would adjust the height of his snare when the snow level came to within 10 inches of the bottom of the snare. While trapping the area, Smith stated that, at times, he would have as many as 1000 snares set. He would normally set the snares at a height of approximately 13 inches or just above knee level.

Many time he could not return to all of his sets to adjust or reset fallen snares. He would inspect his snares as weather and equipment breakdowns permitted. Smith advised that he has caught approximately 10% of his wolves by their legs in that area. Smith also stated that 30% of the wolves found alive in snares may be a low number. Smith placed the number of live wolves he found in snares at approximately 50% or more. Other trappers indicated they expected to find most wolves dead in the snares. All trappers advised that incidental catch of non-targeted species was regrettable but every trapper has experienced this.

NOVEMBER 29, 1994 WOLF INCIDENT

Information summarizing the events that occurred at Moody Creek, in the Alaska Range, on November 28 & 29 was obtained through interviews with the following individuals:

Gordon Haber - Independent wildlife biologist on commission to Alaska Wildlife Alliance, Wolf Haven International, and Friends of Animals

Mark McNay - Biologist, Alaska Department of Fish and Game in Fairbanks

Ed Crain - Biologist, Alaska Department of Fish and Game in Fairbanks

Art Warbelow - Pilot, owner of Warbelow's Air Ventures in Fairbanks

Jim Fitzpatrick - Pilot, Heli-lift, Inc - Helicopter Charter in Fairbanks

Steve Reinhart, reporter, and Bob Hallinen, photographer, of the Anchorage Daily News were present with Haber at Moody Creek on November 29, however refused to be interviewed on advice from their attorney.

SYNOPSIS

On November 28, 1994, Gordon Haber chartered an aircraft flown by Art Warbelow, owner/operator of Warbelow's Air Ventures, to monitor GMD 20A wolf control activities being conducted by Alaska Fish and Game personnel in the Yanert River area near Denali in the Alaska Range. At approximately 1400 hours, they flew the Moody Creek area and saw what they believed was a dead wolf caught in one of the snares at the Fish and Game's Moody Creek site #102. Upon returning to Fairbanks, Haber contacted Steve Reinhart, reporter for the Anchorage Daily News.

On the morning of November 29, 1994, Reinhart and Bob Hallinen, a Daily News photographer met with Haber in Fairbanks. Haber, Reinhart, and Hallinen in a chartered helicopter from Heli-lift Air, flown by Jim Fitzpatrick, flew to the Moody Creek area.

At approximately 1200 hours, the helicopter transporting the Haber party was directed into the Moody Creek site (#102) by Art Warbelow who was flying a Super Cub support aircraft also chartered by Haber. After directing the helicopter, which landed at site #102, Warbelow flew to the Yanert River drainage looking for other trapping sites.

Haber stated that as they approached before landing, a pack of five wolves were seen departing the snare site area. Only after landing at the site, did they find the one dead wolf and three live wolves caught in snares. Two wolves had been caught by the leg, and a one wolf had been caught around its body. (The wolf caught around the body was the one Haber and Warbelow had seen the previous day and was thought to be dead). One of the animals caught by the front leg had wrapped itself in the snare around a small tree. This animal had chewed the lower portion of its leg off below the snare wire. The animals were videotaped by Haber and photographed by Hallinen.

Due to temperature, which was estimated to be between -20 to -30 degrees, Haber had to constantly warm his camera battery, and the helicopter pilot had to restart the aircraft engine about every 30 minutes.

At approximately 1100 hours, Alaska Department of Fish and Game personnel departed Fairbanks in two aircraft, a Bellanca Scout (fixed wing aircraft) flown by Biologist Mark McNay, and a Robinson R-22 helicopter flown by Jonathan Larivee with Biologist Ed Crain as observer. At approximately 1230 hours, McNay flew over the Muddy Creek and observed the Bell-Lift helicopter on the ground at the ADF&G snare site #102. McNay observed one individual standing near the helicopter (Hitzpatrick), and three individuals standing near the snare sets (Haber, Reinhart, and Hallinen). McNay attempted to make contact with the party by radio but the helicopter engine and radio had been shut down. McNay continued to circle the location but was unable to clearly see what the people were doing at the site. When the helicopter started its engine, McNay again attempted make contact but was unsuccessful.

McNay gained altitude and contacted the ADF&G helicopter which was working in another portion of the control area, about 30 minutes flying time away. McNay advised them that he believed that Haber was at the Muddy Creek site. McNay made radio contact with Art Warbelow who was returning to the area. Warbelow advised McNay that they had seen a dead wolf at this Muddy Creek site the previous day and there was a news crew with Haber at the site. McNay returned to the Muddy Creek site and began circling again, making contact with the helicopter pilot at approximately 1400 hours.

McNay inquired as to their activity and requested they depart the location so he could bring their (ADF&G) helicopter in to check the site. At that time, Haber radioed McNay that there were live wolves in the snares and they (ADF&G) needed to come in and take care of them. McNay confirmed this information with the helicopter pilot and again requested they leave, which they refused. McNay re-contacted the ADF&G helicopter, advised them of the situation and directed them to proceed immediately to the Muddy Creek site #102.