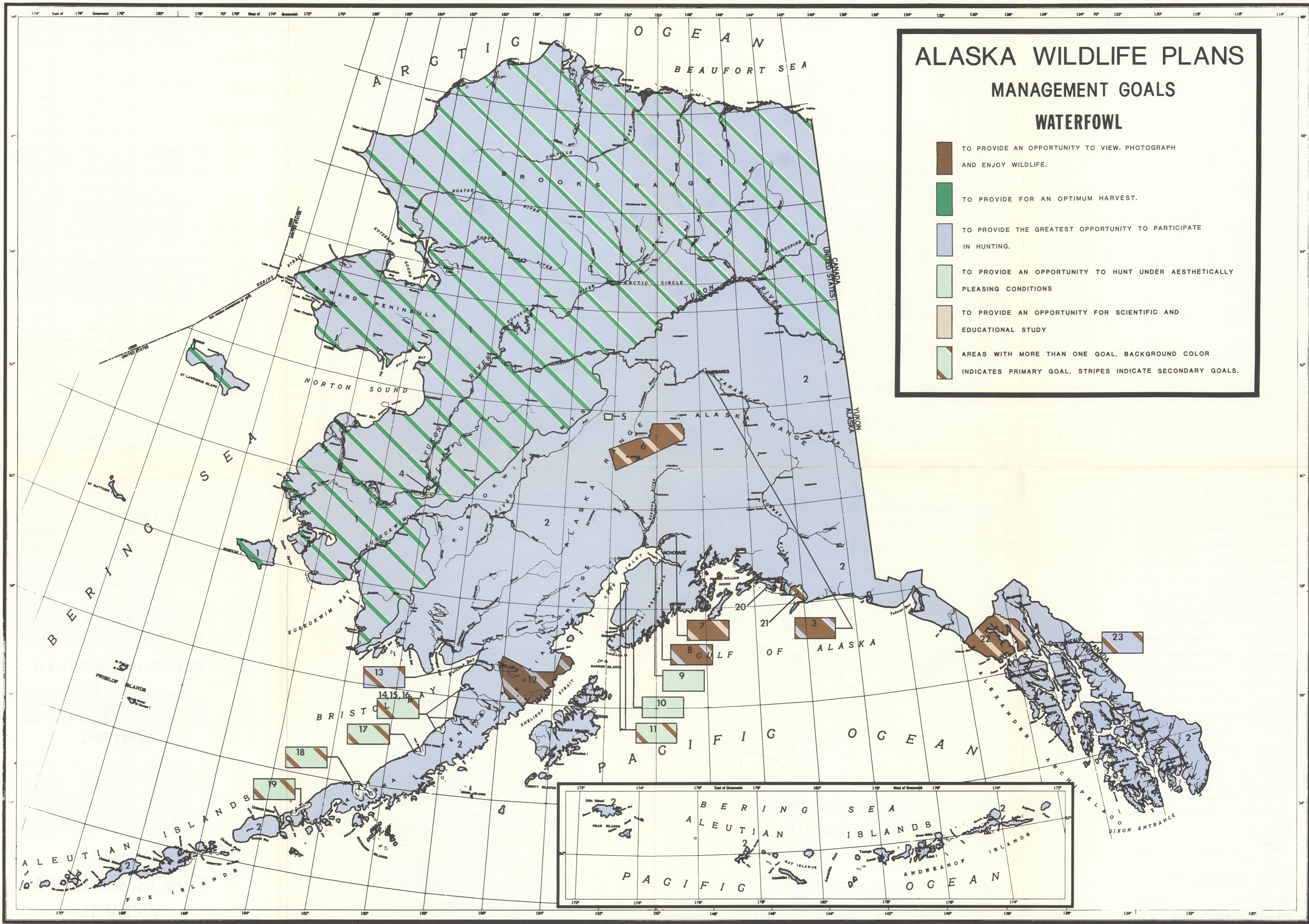


ALASKA WILDLIFE PLANS

MANAGEMENT GOALS

WATERFOWL

- TO PROVIDE AN OPPORTUNITY TO VIEW, PHOTOGRAPH AND ENJOY WILDLIFE.
- TO PROVIDE FOR AN OPTIMUM HARVEST.
- TO PROVIDE THE GREATEST OPPORTUNITY TO PARTICIPATE IN HUNTING.
- TO PROVIDE AN OPPORTUNITY TO HUNT UNDER AESTHETICALLY PLEASING CONDITIONS
- TO PROVIDE AN OPPORTUNITY FOR SCIENTIFIC AND EDUCATIONAL STUDY
- AREAS WITH MORE THAN ONE GOAL. BACKGROUND COLOR INDICATES PRIMARY GOAL. STRIPES INDICATE SECONDARY GOALS.



ALASKA WILDLIFE PLANS WATERFOWL

This map is only one portion of a comprehensive public proposal by the Division of Game, Department of Fish and Game, for the planned management of Alaska's wildlife resources. The proposal consists of: 1) eleven statewide maps outlining boundaries of individual species management plan areas, and 2) seven regional booklets containing individual plan descriptions for each of the many areas shown on the maps. The maps are intended to complement the material presented in the regional booklets. By themselves the maps provide only a general understanding of wildlife uses recommended by the Division. For complete understanding of the plans the maps and appropriate regional booklets should be viewed together. These plans are for your review. Questionnaires have been included with the maps and booklets for your written comments. In addition public meetings will be held throughout the state on individual species and resolve comment. You are invited to contact Game Division staff to discuss these plans.

THE MAPS

Each map shows areas where management for different human uses of each wildlife species or group of species is recommended. Each individual plan area on the maps is numbered for reference to the list of plan names and for reference to the individual plan descriptions presented in the booklet. Each area is color-coded according to the management goals proposed for that area - one primary goal (solid background color) and in many cases one or more secondary goals (stripes).

MANAGEMENT GOALS

We have selected six management goals for these wildlife plan proposals. The goals are categories of use into which the various appropriate forms of human interactions with wildlife can be grouped. The goals provide direction for management with flexibility in mind. In most individual plans, multiple goals are assigned: a single primary goal and one or more secondary goals. Each goal emphasizes one general type of use opportunity. This does not necessarily mean that other uses will be excluded. Rather, it recognizes that if uses conflict, uses appropriate to the stated goals will receive preference. Furthermore, uses indicated by stated goals will be actively managed for. The overall content of each plan will further define goals for that specific area.

All proposed management goals are based on Alaska's constitutional mandate that its wildlife shall be reserved to the people for common use and shall be utilized and maintained on the sustained yield principle for the maximum benefit of the people. Use on a sustained yield basis for the maximum benefit of the people will take on different dimensions depending on individual situations. As an example, in rural Alaska the benefit of the people may, in large part, be concerned with the harvest of meat for domestic use, and yield would refer to pounds of meat or number of animals harvested. In another situation the greatest benefit to the people may accrue from only observing wildlife. Yield in this instance refers to the important but often intangible enjoyment derived from viewing or otherwise being aware of the presence of wildlife.

The choice of goals and their various combinations are intended to accommodate the variety of situations which exist in Alaska. The six wildlife management goals are:

1. TO PROVIDE AN OPPORTUNITY TO VIEW, PHOTOGRAPH AND ENJOY WILDLIFE.
2. TO PROVIDE FOR AN OPTIMUM HARVEST.
3. TO PROVIDE THE GREATEST OPPORTUNITY TO PARTICIPATE IN HUNTING.
4. TO PROVIDE AN OPPORTUNITY TO HUNT UNDER AESTHETICALLY PLEASING CONDITIONS.
5. TO PROVIDE AN OPPORTUNITY TO TAKE LARGE ANIMALS.
6. TO PROVIDE AN OPPORTUNITY FOR SCIENTIFIC AND EDUCATIONAL STUDY.

A thorough understanding of the goals is essential to understand and evaluate the plans. We urge you to study the following explanations of each goal.

1. TO PROVIDE AN OPPORTUNITY TO VIEW, PHOTOGRAPH AND ENJOY WILDLIFE

This goal recognizes the great values of being able to see wildlife in a context not necessarily related to actual taking, and emphasizes yield in terms of aesthetic values. There are important areas where the combination of wildlife abundance, unique opportunity and human access result in this use accruing the maximum benefit to people. Emphasis is on viewing and photographing and may exclude all other uses. However, other uses including hunting may be allowed if compatible.

So-called "nonconsumptive" use of wildlife is popular in the state today. Viewing and photographing occur most frequently along the state's road and trail systems, areas which often receive heavy hunting use and which are most susceptible to human development. In some areas where unusual abundance, visibility, or accessibility of wildlife enable ready observation by the public without detrimental effects to wildlife, management for these purposes should be provided. Prompt identification, establishment and management of such areas is necessary to avoid losses to encroaching development and competing uses. Many of these areas have been previously identified.

Management which provides an opportunity to view, photograph, and enjoy a species is concerned with maintaining a sustained, observable population of that species. Human uses of wildlife or of the area supporting wildlife which significantly detract from the opportunity to observe the primary species may be regulated or restricted. Hunting for the primary species is generally excluded during the period when most observation takes place. Limitations on the number, distribution, or activities of viewers and photographers may be necessary where unlimited use would detract from the opportunity to observe wildlife or cause undue disturbance. Hunting may be allowed when year-round or area-wide observation does not occur. In some situations concurrent consumptive and "nonconsumptive" uses may be compatible.

Viewing and photographing are often compatible with other uses; this is reflected in the numerous plans where viewing and photography occur in combination with other goals. When applied as a secondary goal the emphasis on viewing and photographing is subdued, and use is addressed by primary goals may at times limit opportunities for observation. In some cases, however, management for other primary goals may enhance opportunities for observation of wildlife.

2. TO PROVIDE FOR AN OPTIMUM HARVEST

This goal emphasizes yield of animals for human use. Within this goal are accommodated the needs for domestic utilization, especially by rural residents, but also by recreational hunters primarily interested in meat; commercial harvests; and situations involving maintenance of wildlife populations at specified levels. Aesthetic quality of experience and production of trophy animals may be compromised.

Direct domestic utilization of wildlife is important to many rural residents and is a valuable supplement to the larders of urban citizens. Emphasis of management will be to achieve an optimum harvest. This goal is also desirable in areas where excessive wildlife numbers develop and the welfare of wildlife populations or the safety of human life or property will require maintaining some lower optimum number of the species in question. Finally, management to provide for an optimum harvest is used where direct commercial utilization is warranted.

Optimum harvest can be defined as the amount or level of yield that is most favorable to some specified end result, whether it is productivity or density of a wildlife population, within the constraints of sustaining that population for future use. Such a harvest will differ from area to area, from species to species, and over time.

Management of populations under this goal will be intensive, involving manipulation of the numbers and/or sex and age structure of the population. Controls on methods and means of taking game, adjustments to lengths of hunting seasons and bag limits and restrictions on the number of hunters are ways by which use will be regulated. In cases where production of food is important to local residents, the species may be managed to maximize sustained productivity, and use may be regulated to favor those people with the greatest dependency on the resource.

Management under this goal has wide latitude depending on the conditions and requirements of any particular area where it is employed. The goal is often compatible with the goal of providing the greatest opportunity to participate in hunting and with other goals by regulating the time and place of use. This goal may adversely affect aesthetic hunting considerations and the production of trophy class animals. "Nonconsumptive" uses may be available on an opportunistic basis.

This goal differs from the other five goals because it does not directly consider opportunity for use, but rather use itself. Perhaps the greatest similarity between this goal and other goals is with that of providing the greatest opportunity to participate in hunting. Under both goals the upper limit to consumptive use is the maximum harvest that a population can sustain. But whereas "greatest opportunity to participate in hunting" is dependent on the optimum harvest, attaining an "optimum harvest" is not dependent on providing the greatest opportunity to participate in hunting. Yield of the latter is participation. In the former, yield is in number of animals (biomass) that can be taken.

3. TO PROVIDE THE GREATEST OPPORTUNITY TO PARTICIPATE IN HUNTING

This goal recognizes the recreational value of hunting and emphasizes the freedom of opportunity for all citizens to participate. In this case, the opportunity to participate is deemed more important than success or standards of quality of experience.

As Alaska moves away from the open frontier lifestyle, recreational hunting is an increasingly important use of wildlife in the state. Yet even as the demand for recreational hunting is growing, the area available for such use is decreasing. Extensive private land ownership and additional extensive parks, refuges and other lands designated for limited use will strongly affect recreational hunting opportunities in the state.

Providing the greatest opportunity to participate in hunting will not mean maximizing opportunity to kill. Management will consider participation more desirable than success. Opportunity must sometimes be limited to maintain harvests within the numbers that a wildlife population can sustain. Restricting harvest will usually involve altering methods and means of taking game, bag limits, and lengths and timing of seasons before limiting number of hunters. When participation must be limited, time allowed for a hunt will be limited before limiting number of hunters.

Management to provide the greatest opportunity to participate in hunting often will be similar to providing for an optimum harvest, because where demand to hunt is sufficient, full beneficial use of the resource will be allowed. Consequently these two goals are recommended in combination in many areas. Use as the only goal in an area, greatest opportunity to participate in hunting may compromise aesthetic considerations or reduce opportunity to take large (trophy) animals; "nonconsumptive" uses would be available on an opportunistic basis.

4. TO PROVIDE AN OPPORTUNITY TO HUNT UNDER AESTHETICALLY PLEASING CONDITIONS

This goal emphasizes quality of hunting experience. To achieve it will often require limiting the number of people who may participate, as well as the means used to take game. Criteria for such areas include natural or wilderness character of the land, low hunter densities, and emphasis on hunting without the aid of mechanized vehicles.

Quality of experience is becoming increasingly important to a greater number of hunters, especially for those who value the aesthetics of the hunting experience as much or more than hunting success. For them the proliferation of off-road vehicles, riverboats, airplanes and the "hunter behind every bush" situation is distasteful. Under this goal, aesthetically pleasing conditions refers to a hunting experience which usually includes low hunter densities, controlled methods of transport, undisturbed wilderness character, and regulation of other conflicting uses, separately or in combination. Human activities which adversely affect the aesthetic quality of the hunting experience will be discouraged, limited, or prohibited. Opportunity as used here does not guarantee unlimited participation, and would normally imply limits on participation. Controls on hunter transport may reduce hunting success. This goal will not usually require large or dense populations of wildlife, nor will animals necessarily be of large (trophy) size. Harvests need not attain the highest levels that can be supported by the population.

The value of aesthetics is often considered when other goals are primary, and this goal is often used in combination with other goals to reflect the considerations of quality not explicitly stated in other goals. To the extent that other uses conflict with aesthetic values, timing and zoning of the area of use can be employed to obtain greater utilization of a wildlife population.

5. TO PROVIDE AN OPPORTUNITY TO TAKE LARGE ANIMALS

This goal emphasizes the opportunity for hunters to take large animals. To accomplish this goal will usually mean that participation of hunters will be limited and the species population within the area may be manipulated to produce the maximum number of large animals.

Many recreational hunters are especially interested in taking a large animal. With development and increasing human pressures on wildlife resources, the opportunities for hunters to be selective for large animals are becoming fewer. Management under this goal may ensure that in some areas and for some species such opportunity will be retained. Areas recommended for management under this goal must have a reasonable number of large, old or trophy animals available or the potential to produce such animals. Opportunity as used here would not guarantee unlimited participation, but would provide a reasonable chance of success to those who do participate. Management will often be intensive, involving manipulation of the sex and age composition to produce large animals, and possible controls on number and distribution of hunters.

This goal and that of hunting under aesthetically pleasing conditions will often be compatible, and hunting both for large animals and under aesthetic conditions will be enjoyed simultaneously. Management for other goals is possible when the production of large animals is not affected. However, intensive management to produce large animals may require taking other population segments by other users. For example, to produce large bull moose it may be necessary to harvest substantial numbers of female moose. This goal does not preclude "nonconsumptive" uses, and in fact may enhance "nonconsumptive" use experiences by providing improved opportunities to view large animals.

6. TO PROVIDE AN OPPORTUNITY FOR SCIENTIFIC AND EDUCATIONAL STUDY

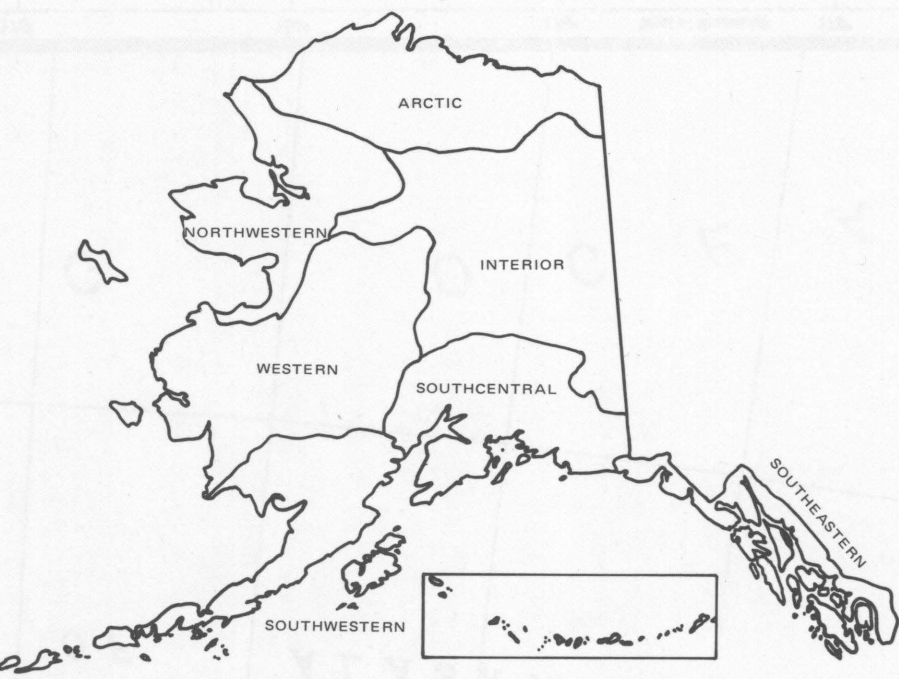
This goal recognizes the desirability and need to provide for scientific and educational use of wildlife to achieve a scientific basis for evaluating management options. Such management may require setting aside areas solely for this purpose, but in most cases, this use is compatible with other types of use.

The Alaskan wilderness, including its wildlife, is a unique natural laboratory for the scientific study of ecosystems and wildlife biology, and for the educational enrichment of the people. Scientific study and education have continually taken place in many areas of Alaska, reflecting the wide compatibility of such use with other uses of wildlife. Occasionally, however, undisturbed or closely controlled conditions are necessary for study requirements and justify the designation of areas managed primarily for the scientific and educational study of wildlife. Study requirements would specify the extent to which other uses, both consumptive and nonconsumptive, would be allowed. In some cases, intensive population or habitat manipulation could be necessary to achieve study objectives. Participation could be limited.

This goal appears most often in combination with the goal of providing an opportunity to view, photograph and enjoy wildlife because they often have much in common. Educational studies are often enhanced by relatively undisturbed wildlife populations in areas established for viewing and photography. Providing for scientific and educational study is proposed as a primary goal in very few areas. Such limited direct application of this goal emphasizes the fact that opportunities for scientific and educational study exist throughout the state and special designation is unnecessary unless intensive population or environmental controls are required.

THE BOOKLETS

The individual species/area plans are described in seven booklets, each booklet corresponding to one of seven geographic regions of the state. The seven regions are depicted in the figure below.



All proposed management plans covering all or part of a region are included in the booklet for that region. The plans are arranged by species in Part II of each booklet, and each plan is titled and numbered to provide easy reference to the corresponding species map. Each individual plan includes:

- 1) A geographical description of the location of the area covered by the plan.
- 2) Goals - One primary goal and in some cases one or more secondary goal.
- 3) Examples of Management Guidelines - These are used to qualify or quantify in a more specific way the recommended management under a goal for any particular area.
Management Guidelines are statements about:
 - the wildlife population: its size, sex and age structure and productivity.
 - use: season lengths and timing, bag limits, number or distribution of hunters or other users, access, transport, viewing, and aesthetic enjoyment.
 - habitat: alteration or protection.
- 4) A short summary of available information on the species and its use in the area to provide perspective for evaluation of the proposed management framework.
- 5) Statements of problems that may be encountered in managing for proposed goals. In general, problems deal with:
 - maintaining wildlife population levels: loss of animals or loss of habitat.
 - use of wildlife: exclusion of hunting, excessive access, noncompliance with regulations, state and federal legislation, and limitations on Department authority.
 - conflicts caused by wildlife: agricultural depredations, and safety of life and property.
- 6) A summary of the impacts of the proposed management in terms of its effects on the species in question, on characteristics of its use by man, on other species, and on other uses of the area.

All interested people are invited to contribute to the wildlife management planning effort. The Division of Game recommendations contained in this and other booklets and maps are being distributed to the public throughout the state. Included is a questionnaire soliciting opinions about the management the Division is proposing. In addition to printed circulation of the proposed plans, the Division will hold public meetings in many Alaskan communities to obtain comment and discussion.

All public response will be considered in evaluating and modifying the proposed plans. Allocation of wildlife values among competing users and between conflicting uses is a complex problem which will have to be resolved through careful consideration of expressed public desires and the biological capabilities of the wildlife populations in question. Minority as well as majority demands should be accommodated if we are to retain the values afforded by a spectrum of wildlife-oriented experiences.

The Division will work closely with the Alaska Board of Game and with the Board's local advisory committees during the entire public review process. As the principal forum for the public's voice in Alaska's wildlife management, the Alaska Board of Game will modify and make the final determination on proposed wildlife plans. The Division of Game will assist the Board by providing a full report of the public review process and the response it engenders.

After the public review process, and revision and adoption by the Board of Game, the plans will be published and distributed to the public. Needless to say, the plans are not intended to be inflexible. Conditions change with time, and the plans will need to be adaptable. Revision of plans may occur as the result of periodic reviews or when individual situations require modification. Revision of plans will be made with participation by the public.

Implementation of the plans will begin as soon as practical after final acceptance by the Board of Game. Those areas or species now receiving the greatest use or in danger of losing those attributes called for by the plans should receive the earliest attention. Implementation will involve development of operational plans, formulation of regulations, internal Department actions such as research and management activities, and interagency cooperative actions as required.

WATERFOWL PLANS

TITLE OF PLAN REGIONAL BOOKLET WHERE DESCRIBED

- | | |
|---|---|
| 1. Northern Alaska Waterfowl Management Plan | Arctic
Northwestern
Interior
Western |
| 2. Southern Alaska Waterfowl Management Plan | Interior
Western
Southwestern
Southcentral
Southeastern |
| 3. Fairbanks Waterfowl Management Plan | Interior |
| 4. Palmut Slough Waterfowl Management Plan | Western |
| 5. Minchumina Waterfowl Management Plan | Interior |
| 6. Mt. McKinley National Park Wildlife* Management Plan | Interior
Southcentral |
| 7. Jim-Swan Lake Waterfowl Management Plan | Southcentral |
| 8. Potter Point Waterfowl Management Plan | Southcentral |
| 9. Chickaloon Flats Waterfowl Management Plan | Southcentral |
| 10. Fox River Flats Waterfowl Management Plan | Southcentral |
| 11. Kenai and Kaslof Flats Waterfowl Management Plan | Southcentral |
| 12. Katmai National Monument Wildlife* Management Plan | Southwestern |
| 13. Naknek River Waterfowl Management Plan | Southwestern |
| 14. Eggevik Waterfowl Management Plan | Southwestern |
| 15. Pilot Point Waterfowl Management Plan | Southwestern |
| 16. Cinder River Waterfowl Management Plan | Southwestern |
| 17. Port Heiden Waterfowl Management Plan | Southwestern |
| 18. Port Moller Waterfowl Management Plan | Southwestern |
| 19. Izembek Waterfowl Management Plan | Southwestern |
| 20. Copper River Delta Waterfowl Management Plan | Southcentral |
| 21. Controller Bay Waterfowl Management Plan | Southcentral |
| 22. Glacier Bay National Monument Wildlife* Management Plan | Southeastern |
| 23. Mendenhall Wetlands Waterfowl Management Plan | Southeastern |

* "Wildlife" category management plans are described under the section titled "General Species Plans."