



Report of a Brainstorming Workshop on Eastern Interior Hunter Ethics Education Program

September 28-29, 2017

Morris Thompson Cultural and Visitors Center, Fairbanks, Alaska



Federal Subsistence Management Program

U.S. Fish and Wildlife Service, Office of Subsistence Management



United States Department of the Interior

Office of Subsistence Management
1011 East Tudor Road MS 121
Anchorage, Alaska 99503-6199

Report of a Brainstorming Workshop on Eastern Interior Hunter Ethics Education Program

September 28-29, 2017

Morris Thompson Cultural and Visitors Center, Fairbanks, Alaska

This page intentionally left blank.

Contents

Page

1	Disclaimer
2	Executive Summary
3	Acknowledgements
4	Introduction
5	Workshop Summary
5	Process
5	Summary of Presentations and Emerging Trends
11	Hunter Ethics Education Practices Beyond Alaska
12	Summary of Breakout Discussions
12	Factors Contributing to Hunter Conflicts
13	Types of Audiences for Hunter Ethics Education
14	Recommended Media/Strategies
14	Recommended Education Practices
15	Key Information Gaps
17	Hunter Education Project Concepts
17	Draft Criteria for Selecting Projects
18	Project Concept 1: Hunt with Heart: It's the Alaskan Way
19	Project Concept 2: Local Community Liaison
20	Project Concept 3: Don't be That Hunter

On the cover...

Tors near the headwaters of the Middle Fork of the Chena.



Yukon-Charley Rivers National Preserve,
NPS photo

Contents

- 21 Next Steps
- 22 Appendix A: Hunter Ethics Education Brainstorming Workshop Participants List
- 24 Appendix B: Workshop Agenda
- 27 Appendix C: Workshop Photos
- 34 Appendix D: Bassich Presentation on Hunter Ethics
- 38 Appendix E: Dutton Presentation on Hunter Ethics
- 51 End notes

Disclaimer

The report below is a compilation of statements, experiences, and views presented by the workshop participants, which by no means can be construed as an official statement or position of Office of Subsistence Management (OSM) that compiled this report. While OSM strives to convey presented information as accurately as possible, it makes no claims, promises, or guarantees about the accuracy, completeness, or adequacy of the content of the statements made and views presented by the workshop participants.

Executive Summary

Over the past eight years, the Eastern Interior Alaska Subsistence Regional Advisory Council has been advocating that the Federal Subsistence Management Program develops a pilot hunter ethics education program in partnership with Federal and State land management agencies and various user groups. In July 2017, the Federal Subsistence Board approved the Office of Subsistence Management (OSM) action plan to develop a hunter ethics education and outreach strategy and a pilot project to be tested in the Eastern Interior Region. The first step in development of that action plan was to organize a brainstorming workshop of key stakeholders to identify possible options for a hunter ethics education strategy.

On September 28-29, 2017, the Office of Subsistence Management, with the assistance of workshop facilitator Nautilus Impact Investing (NII), convened a meeting of 23 stakeholders at the Morris Thompson Cultural and Visitors Center in Fairbanks to conduct the brainstorming workshop. The workshop objectives were:

1. Initiate an open dialogue and exchange of ideas between the Federal land management agencies that administer Federal public lands in the Eastern Interior Region (Region), State of Alaska, Council members, and various user group representatives, with the goal of identifying user conflict problems that stem from lack of knowledge and understanding of different user groups' cultural norms, traditions, and practices.
2. Collectively contribute to the development of ethics education and outreach strategy and the design of a pilot hunter education program to be implemented in 2019 subject to funding and establishment of an agreed upon partnership framework for implementation of the pilot.

After extensive review of potential audiences, past and current hunter ethics education processes, and issues in Alaska and globally, and after sharing current efforts of government (including military) and tribal organizations, participants generated three potential hunter education concepts:

1. Concept 1: "Hunt with Heart" would be a Statewide hunter education campaign implemented via a collective action public-private-community partnership to unify Alaskan hunters around shared values.

2. Concept 2: Local Community Liaison Program would convey community-developed messages about local hunting values and traditions to hunters arriving at the Fort Yukon airport. The non-local hunters would be provided with gift game bags imprinted with the key messages developed by the project partners with a community input. This would help build mutual understanding before hunting activities begin. A follow-up visit with the liaison representative before hunting would be offered/recommended for interested hunters. This concept/pilot project could be replicated in other rural access airports.

3. Concept 3: Don't be That Hunter would be a program to educate the importance of mutual respect while hunting through building improved relationships between military, local communities, and the land. The campaign would focus on military hunters and provide information on different sets of values, perceptions of hunting space, and local customs and traditions.

The three concepts will be advanced to the Eastern Interior Alaska Subsistence Regional Advisory Committee meeting to review and make recommendations on next steps.

Acknowledgements

The workshop conveners would like to acknowledge the considerable assistance of the multi-agency staff of the Morris Thompson Cultural and Visitors Center who assisted with workshop logistics and organization. A special acknowledgement is due to Greg Dudgeon, Superintendent, Gates of the Arctic National Park and Preserve and Yukon-Charley Rivers National Preserve, who welcomed participants to the Center.

The workshop process was enriched by the deep knowledge and advocacy of the Eastern Interior Alaska Subsistence Regional Advisory Council (Council) Chair, Ms. Susan Entsminger, and Council Member, Mr. Andy Bassich. Both provided detailed background on the discussions of the Council related to the issues associated with hunter ethics.

The conveners would also like to thank all participants of the workshop for the enthusiastic and thoughtful contributions. As the photograph below indicates, the workshop involved considerable knowledge sharing and dialogue – clearly this is an issue of collective interest. Particular thanks are due to Ms. Eva Patton and Ms. Katerina “Katya” Wessels, both from OSM, who coordinated the workshop and assisted with meeting flow and recording of outputs.



Participants in the brainstorming workshop discussing hunter ethics education concepts (photo by Ian Dutton)

Introduction

The Office of Subsistence Management (OSM) is an office within the Department of Interior administrated through the U.S. Fish and Wildlife Service. OSM was created to support the Federal Subsistence Board (Board) and the Federal Subsistence Regional Advisory Councils (RACs) primary functionsⁱ. OSM coordinates meetings of the Regional Advisory Councils and supports their work to ensure meaningful local input into the management of subsistence resources on Federal public landsⁱⁱ.

The Eastern Interior Region has a number of areas with competing uses among various groups of resource users, which creates misunderstanding and user conflict, and can potentially result in the waste of valuable resources. Over the period of the last eight years, the Eastern Interior Alaska Subsistence Regional Advisory Council (Council) became increasingly aware of user conflict situations resulting from lack of knowledge of different cultural and ethical values and practices.

In an effort to mitigate these conflicts, the Council has identified a need for an educational program designed to provide cultural sensitivity information and education to all user groups. In 2016, in its reply to the Council's Annual Report, the Board stated that it "fully supported this effort and looks forward to a successful program."ⁱⁱⁱ The intent of this effort is to develop a positive and collaborative volunteer hunter outreach and education program using a stakeholder consensus process, not a Federal hunter education program; and this program is not intended to be a substitute for the State of Alaska hunter education program.

Following a continuing discussion of the subject at the Council's meeting in February 2017^{iv}, OSM prepared a draft plan of action and time line to develop an education and outreach strategy along with a pilot hunter ethics education program in cooperation with Federal and State land management agencies and various user groups.

At its meeting in July 2017, the Board subsequently approved OSM's action plan to develop a hunter ethics education and outreach strategy and pilot project to be tested in the Eastern Interior Region. OSM staff contracted Dr. Ian Dutton from Nautilus Impact Investing to facilitate a "brainstorming workshop" involving several Federal agencies that include the U.S. Fish and Wildlife Service (USFWS), Bureau of Land Management (BLM), and National Park Service (NPS), U.S. Air Force, Department of Defense (DOD), as well as State of Alaska, the Council, University of Alaska Fairbanks (UAF), and Tanana Chiefs Conference (TCC) representatives.

The brainstorming workshop was held in Fairbanks over two days from September 28-29, 2017 (see Appendix B for Agenda) and involved 23 agency experts and user representatives with knowledge of ethical hunting issues (see Appendix A for a full list of participants).

The two primary objectives for the workshop were:

- a. Initiate an open dialogue and exchange ideas between the Federal land management agencies, State of Alaska, Council members and user various group representatives with the goal of identifying existing user conflict issues that stem from a lack of knowledge and understanding of different user groups' cultural norms, traditions, and practices; and
- b. Collectively contribute to the development of ethics education and outreach strategy and the design of a pilot hunter education program to be implemented in 2019 – subject to funding – and establishment of an agreed partnership framework for implementation of the pilot project.

Recommendations from the workshop would be presented at the November 2017 meeting of the Council for review and endorsement of follow-on activities to the Federal Subsistence Board. It is likely that the findings of this workshop will be relevant to user conflict issues related to misunderstanding of different cultural hunting values in all regions of Alaska, and hence, the Council recommendations will also be framed with reference to that broader context.

Workshop Summary

Process

The workshop process was designed to:

- a. share participant experience with hunting ethics issues and conflicts in the Eastern Interior Region (and elsewhere as appropriate);
- b. interactively explore the causes and consequences of hunting ethics issues;
- c. share current management approaches, including hunter education and outreach practices;
- d. identify key target audiences and messages that a hunter ethics education program would need to address through certain types of media; and
- e. brainstorm 3-5 projects/concepts/strategies that would address key issues posed by conflicts and misunderstanding stemming from different cultural values and practices.

The workshop process consisted of a series of formal and informal presentations by agencies and organizations represented, sharing of relevant publications, hunter education materials and resources, and, then, facilitated small group breakouts to identify key needs/opportunities and options for action.

Summary of Presentations and Emerging Trends

The workshop commenced with a presentation by Council Member Andy Bassich on hunter education and outreach (see Appendix C). In his presentation, Mr. Bassich addressed why we need a dedicated outreach effort.

Mr. Bassich suggested the following as key trends and factors that are contributing to increased competition and conflict between different user groups:

- Although the Eastern Interior Region is large, hunters tend to congregate in specific areas that are heavily used;
- Increased access (roads, flights, ATV use) is leading to increased hunters in rural areas and more potential for conflict;
- Due to climate change (fall weather is warmer than normal), it takes hunters 4-5 days to get out of the field after they harvested moose – people need knowledge on how to preserve meat in warm weather. Very often meat is transported in black plastic bags, which do not allow meat to stay cool and breath and increase the spoilage rate – community designated waste sites are reeking of spoiled meat in the fall;
- Game meat is left in the field since some hunters are not in sufficient physical shape to transport it out. Generally speaking, military personnel often do not know or underestimate logistics of the game meat transportation out of the field – carrying all the moose meat out even for one mile requires many trips;
- New users are encroaching onto the local hunting areas – the dual management system in Alaska creates complications;
- Lack of knowledge of how to share parts of animals and do it in a respectful way; local communities would welcome game meat in good condition and processed correctly; and
- There is a critical need for a two-way exchange of information sharing both ways to build

understanding and trust, which means that both, rural and urban hunters need to have more opportunities to express their values.

In subsequent discussions and presentations, the following common issues and emerging trends were identified by participants (all quotes in the document, unless specified, are from workshop participants)

1. Importance of Respect

Respect emerged as a common unifying component of values that are shared by all types of hunters. Participants noted that key concepts to be emphasized in any hunter ethics program relate to respect for other hunters and respect for wildlife. There are many dimensions of respect, some of which are explicitly defined (e.g. not wasting meat), but there are intercultural (e.g. harvesting of organs), intergenerational (e.g. lack of education of young hunters), and even inter-operational (differences in practices between foot, boat, road, and air-access hunters) – aspects of ethics that are ambiguous and not commonly agreed upon. It was noted that respect is a key dimension of the Alaska Department of Fish and Game’s hunter education programs^v and of most global hunter ethics education programs (see Appendix D). In many countries and hunting operations there are often specific ethical guidelines and practices that are tailored to each hunter/operation type and to specific target animals within specific regions.

2. Mutual Understanding

Mutual understanding surfaced as a dimension of hunting interactions that is a key precondition for improved relationships between different hunter groups. Participants made note that both urban and rural hunters need to appreciate the differences in hunting motivations and methods inherent in the way different groups interact with wildlife. The lack of understanding and means to share understanding of those motivations and methods is a barrier to development of a shared set of hunting ethics. It was observed that many village residents are misinformed about the motivations and values of visiting hunters and that can lead to conflicts. Similarly, it was also noted that many visiting hunters do not adequately acknowledge or understand the needs of local residents/hunters causing miscommunication and conflict.

3. Modes of Access to Hunting Locations may Influence Hunters’ Behavior

There are differences between people who use the road system to hunt or spend money on fly-in-hunting, and that should shape the approaches taken to hunter education. One of the workshop participants noted that “some people who use road system are more novice and inexperienced hunters. If you take info that is novice-based and give it to an experienced hunter, they will just throw it out.” It was also noted that some hunters also seek to circumvent seasonal restrictions.

Sometimes, when a road allows an easy access to a hunt, a novice hunter will operate under a false impression that he or she do not need to sufficiently prepare or allot enough time to execute the hunt. There have been observations of such behavior on the Steese Highway near Fairbanks. Some local hunters feel that attempting to complete a hunt in a limited time is not an ethical practice.

It is also important to note that not all hunters using the road system are novice or inexperienced – in fact, many local and subsistence hunters who live in areas where there are roads will use the road system, and may have done so for a very long time and are very experienced hunters.

Likewise, some fly-in hunters are also very experienced hunters. In summary, there are trends in the types of hunters using different modes of access, and building awareness of the trends may help or direct decision making when deciding how to best disseminate information to the different user groups, whether they are novice or experienced, or local or non-local.

It was also noted that some road-accessible areas are experiencing a change in the types of species being taken. In some areas, there is now a greater focus on harvest of squirrels, hare, and grouse, which raises concerns about impacts on local populations and on larger ecosystems.

Changes in patterns of air access to hunting areas is also a key emerging issue, particularly in the Eastern Interior Region. Participants observed the increasing role of air taxis in hunting operations in the region. “Air taxis can transport any hunter with any skill level and drop them at the hunting area.” Air taxi business are minimally-regulated by Federal and State hunting regulations (unlike transporters) but can be a potential partner in sharing information and educating hunters. Transporters ethics can vary greatly – “some would separate their clients to provide a quality hunt but some would just bring their clients to the areas that reportedly have lots of animals.” BLM is currently not permitting transporters in the Central Yukon Region, but sees considerable potential for hunter education through the permitting process. Another area to explore is to work towards changing policies, so that many of the same regulations apply to both air taxis and transporters when they are carrying hunters.

4. Domino Effect of Shifting Hunting Access

A major trend related to access of shared concern is that local hunters are being displaced by non-local hunters from outside the Eastern Interior Region – this displacement creates a Domino effect. Hunters move northwards from the more settled regions of Alaska to more remote regions. Some of the workshop participants reported that hunters from largely populated urban centers of Anchorage and Fairbanks increasingly crowd the resources of the Glenallen area, which can experience up to 2,000 non-local hunters in a peak hunting period. If Glenallen residents desire to have a good hunting experience, they are forced to relocate and hunt in Tok area or other distant locations. In turn this migration forces Tok hunters to hunt in the Yukon area. In the last few years an influx of hunters from Juneau has been also observed, suggesting that this is an increasing problem for all subsistence regions.

It is important to recognize and consider the Domino effect when assessing user conflict situations. Users who reside in remote, rural areas often do not have sufficient money to spend on travelling to new hunting grounds and purchasing new technology and equipment for hunting. The majority of the subsistence activities occur within 10 miles from home. The Domino effect thus has a disproportionate influence on these people who are typically less able to relocate in response to outside hunting pressure.

5. Differences in Perception of Hunting Space or Area

One of the more notable differences between rural and urban hunters that was highlighted at the workshop relates to how hunters perceive and use available hunting space. These fundamental differences in perception of personal space and differences in personal experiences in life lead to different behaviors that may generate conflict. It was noted that “rural hunters are used to

more space. If a local hunter sees a moose in the area where someone else is hunting, he would inform the hunters that were there first and then leave.” Perception of hunting space is related to hunting practices too – many rural hunters wish to not be disturbed while hunting or fishing. Experiencing a non-local person coming up to you while you are hunting or fishing, wondering what you are doing, can feel intrusive. The standard current ethic for most rural hunters is to respect other hunters’ personal hunting space and do not disturb or interfere with their hunting experiences. It is an important point to convey to the urban hunters, who are used to overcrowded areas and spaces, that they need to be observant and when they see that someone is hunting or fishing, they should not disturb them so as to not interrupt or negatively impact their hunt.

6. Advances in Changing Hunting Technology

Participants noted that advances in hunting technology provide much easier access to remote parts of Alaska. A particular concern was expressed about the increasing use of Argos and other four-wheel drive ORVs (including ATVs) both in terms of improving access to formerly remote areas and in how these vehicles impact the landscape. “The fact that more hunters can get to animals faster by using side by sides makes a big difference in when and how they hunt; hauling out big loads of meat is less of an issue for many hunters these days.” Similarly, increasing use of noisy transportation platforms, such as airboats, is perceived as intrusive by rural residents – “you can hear them for an hour before they come and for an hour after – maybe they should not be there where people are looking for quality hunt” – “but people in the bush don’t like anybody to tell them what to do.” There are clearly many unresolved and emerging issues associated with changing and advancing hunting technology.

7. Regulations are Confusing for Many Hunters

The multiple layers (dual management system) of wildlife management and complex Federal and State rules regulating hunting spatially and temporally have reportedly created confusion and fear among hunters. “Some subsistence hunters have ceased to practice traditional harvesting methods for fear of enforcement – we shouldn’t criminalize subsistence hunting.” That same confusion is also evident among other hunting groups, particularly novice hunters and hunters who come to Alaska from out of State and country. There are currently very few easily accessible education resources for hunters unless they conduct online research or visit an ADF&G or Federal agency office. Accessing and understanding complex available guidance and informational resources in the field is reportedly challenging for first time and experienced hunters alike.

8. Extensive Hunter Education Materials Are Available but Have Some Key Limitations

The Alaska Department of Fish and Game has a diverse range of outreach materials, including a series of wildlife curriculums, outreach and education materials, including a new publication, *Wildlife for the Future: Alaska Wildlife Curriculum Teacher’s Guide*.

Most outreach is related to management and wildlife biology; however, some materials on harvesting practices are available.^{vi} The ADF&G is extremely careful in addressing ethics and values, primarily because everyone has different values and ethics. One workshop participant

suggested that a single page, for every management unit, be included in the State or Federal regulation books, that would share – but not endorse – a general overview of the area’s current local hunting ethics and practices that many (but not all) people of that area hold to be important. A few additional pages could be included that would be dedicated to the hunting ethics and practices that many (but not all) non-local hunters bring to their hunts in Alaska. The reason for putting this information in the State regulations book are compelling - every hunter is required to know the State regulations (some hunters also need to know the Federal subsistence regulations depending on where they are hunting) and typically, everyone engaged in hunting usually has the State regulations book while hunting – that cannot be said of other resources about good hunting practices.

In Alaska, hunter education is not always mandatory for residents or non-residents. It is mandatory for hunters to successfully complete a Basic Hunter Education Course only in the following areas: Eagle River Management Area (Unit 14C bears and small game), Eklutna Lake Management Area (Unit 14c bears), Anchorage Coastal Wildlife Refuge (Unit 14C), Mendenhall Wetlands Sate Game Refuge (Unit 1C), and Palmer/Wasilla Management Area (Unit 14A shotgun for big game). This basic certification program includes a section “Be a Responsible and Ethical Hunter” on hunters’ ethics but it is very succinct and allots 30 minutes of instruction time. ADF&G also has a detailed information packet that goes to hunters who take classes in Alaska, but the ones that do training outside of the State are not provided with the same materials unless they specifically request them.

Examples of State involvement with outreach and a few areas with required education or certificates include:

- Unit 23 transporter on-line orientation document “Hunting Legal – Hunting Smart” that contains information about traditional hunting grounds.^{vii} It is intended for all hunters, and transporters hand it out to their clients.
- Unit 7, 13, 14, 15, and 20 – if you were born after January 1, 1986 and are 16 years old or older, you must have a Basic Hunter Education Certificate to hunt.
- Unit 7 and 15 – all hunters are required to get training regarding legal antlers.
- Unit 17– non-resident hunters who hunt moose are required to take on-line orientations: “Is This Moose Legal” and the “Field Care of Big Game.”

The *Interior Alaska Moose News*, an ADF&G newsletter, is also a good resource to deliver information to rural audiences. The *Caribou Trails* newsletter, produced by the Western Arctic Caribou Herd Working Group, also contains valuable input from local hunters, such as hunting practices. Federal agencies such as USFWS and BLM also have extensive field guides and educational materials related to outreach, but have not been able to evaluate their effectiveness in guiding hunter behavior.

Currently, the majority of hunters rely on paper maps and other hard copy material to locate hunting restriction areas including seasonal closures. Although some recently-developed interactive hunting apps will allow hunters with a GPS-equipped phone to download and use geo-reference maps that will show location and land ownership boundaries without Internet or cellular network, many hunters, especially in rural areas, are not aware about the existence of the maps or do not have a phone with GPS capabilities or are not technically savvy to use this technology. Other limitations of this technological resource is that maps do not exist for all areas of Alaska and do not contain a summary of complex regulations covering a complex “quilt” of Federal, State, municipal, Native, and private land management. Lack of access to

such technology during hunting trips can exacerbate challenges of hunting in some areas, for example hunting on Yukon Flats National Wildlife Refuge where land tenure is complex. One can learn more about existing technology and apps by reading “Interactive Maps for Hunters Work Without Internet”^{viii} and “Tested: The 6 Best Hunting Apps - Six top in-field apps designed to turn your smartphone into a must-have hunting tool.”^{ix}

9. Concern about Meat and Organ Waste:

Although wanton waste is illegal, many people, especially novice hunters in new areas, are not adequately prepared for what it will take to dress an animal and/or transport all of the salvageable meat from the field. Notably, the Alaska State Hunting Regulations book includes resources about how to field dress an animal, salvage meat and take proper care of it as well as how not to waste. So, this raises questions: Are hunters aware of this information in the regulation book, and, if they are aware, what are the reasons for why the waste still occurs? Another concern is that non-local hunters might not be aware that while some animal parts are not required to be salvaged by law, they are valued by local communities and can be donated to them:

Alaskan Native people eat stomach, head, heart, liver - urban hunters may not know these parts are valued, and currently there is no formal program to enable those organs to be made available to local people. Additionally, such meat needs to be of good quality – it can create a difficult situation when urban hunters are willing to share meat but it is spoiled.

10. Military Personnel are a Key Hunting Education Group

Military personnel are a large and transient population that resides and hunts in the Region. Eielson Air Force Base allows hunting, fishing, and trapping on the installation, requires a proficiency test for archery weapon use, and shares education materials from State and Federal agencies, but it has limited capacity to deliver broader training. “There is a significant opportunity to expand training of the military to provide programs for newcomers that help build understanding of subsistence and rural and Alaska Native communities as well as basic hunter education – a potential ‘captive’ audience for effective outreach.”

11. It is Necessary to Consult with and Involve Native Corporations and Tribes in All Aspects of Hunter Ethics Program Development

Tribal and Alaska Native Claims Settlement Act (ANCSA) Corporation consultation is critical to the hunter education work the group is doing. Several workshop participants recognized that Tribal consultation is and should remain a critical part of all aspects of the work the hunter education group does. Consultation with ANCSA Corporations and Tribes in the development of hunter ethics education and outreach strategies and in all other aspects of the work the group is doing, including the design of a pilot hunter education program, is critical to the success of the program.

12. Transience Hunter Groups

In addition to the flow of military hunters in and out of Alaska, concern was also expressed about

the flow of seasonal and short-term residents. Summer workers, extended stay and non-guided tourists, construction project workers, and other types of temporary residents pose challenges for hunter education. “I’d like to see anyone who applies for a hunting permit and who has never hunted before in Alaska have to go through a basic training course, no matter how short their hunting activity will be.”

13. Personalized Interactions Can Make a Difference

It was observed that one of the most effective ways to share the different values of wildlife and encourage respectful hunting practices is through personalized approaches such as the USFWS Refuge Information Technician (RIT) program at the Arctic Village visitors center at the airport. Arctic Village is a gateway to the Arctic National Wildlife Refuge. “The RIT finds out hunters names, talks with them on a personal basis, shares information about the community and area, and asks hunters to bring head and guts to the local people.” A lot of the villages do not have similar visitors centers. The visitors center in Arctic Village is well-located at the building on the air strip, which many people utilize on their way to hunt in the area. It has proven to be a great first step to have contact and communications with outside groups and welcome them as they pass through and create an opportunity to build shared understanding.

14. Hunt Quality

There has been considerable discussion in the past about how to determine the quality of a hunt and what it means to each particular individual. Hunting experiences can vary greatly depending on such factors as the skill and experience level(s) of the hunters, weather, the availability of and level of competition for targeted species, access methods, etc., as well as a hunter’s background and expectations. “It will be beneficial to understand hunter motivations and expectations in order to develop appropriate hunter ethics education materials.” “Important to remember that to Alaska Native cultures, many seek a “meaningful subsistence experience” that integrates the nutritional, cultural, social, economic and other components of a hunt.”

15. Conflicts with Non- Hunters

Wildlife in Alaska has many values and uses. One area of emerging concern related to hunter ethics education is conflict between consumptive and non-consumptive uses of wildlife such as wildlife viewing and photography. Non-consumptive wildlife users are often perceived to have different values and views regarding hunting behavior:

Some of those groups actively oppose the rights of hunters, even subsistence hunters - we need to better understand their perspectives if we are to continue to enjoy support for hunting. Likewise, resources to help non-hunters better understand the importance of hunting to those who do hunt, would likely be beneficial to such conflicts.

Hunter Ethics Education Practices Beyond Alaska

The final presentation of the workshop by Ian Dutton (see Appendix D) was designed to provide perspectives from global hunting experience related to hunter ethics. The trends identified in the presentation are not key trends identified by workshop participants. The trends Mr. Dutton shared

were intended to provide food-for-thought related to global perspectives on hunter ethics and are not a summary of the feelings of the workshop participants. From that review three key trends were observed:

- Many countries have codified hunter ethics, often adopting principles and concepts established by U.S. institutions such as the Boone and Crocket Club (e.g. w.r.t. “fair chase principles”);
- Respect for wildlife is a core concept in most forms of hunting regulation and often incorporates specific acknowledgement of the importance of respectful engagement of local residents in hunting practices; and
- Alaska has a comprehensive (and relatively complex) hunting management system with global standard outreach and education programs and regulatory frameworks (such as the RACs) but, like other countries, needs to expand efforts to clarify ethically appropriate hunting behavior(s) to reduce conflicts between hunter groups.

Summary of Breakout Discussions

Following presentations by participants and discussion of key trends and emerging issues, the workshop participants then began to interactively develop inputs to hunter education concepts. These were undertaken as both small group discussions and in plenary discussions and results are summarized below^x.

Factors Contributing to Hunter Conflicts

This breakout group sought to identify which specific factors are implicated in conflicts between different types of hunters (and hunting and local residents); they are loosely grouped according to the type of factors involved.

Governance Factors

- Overly complex rules and regulations/loopholes in system/slow regulator response to change (“dual management” system);
- Complex land ownership/governance system/patterns;
- Inadequate coordination between and within Federal and State agencies;
- Inadequate law enforcement capacity;
- Ineffective and insufficient communication between hunter groups/managers;
- Historically inequitable/disrespectful treatment of local people;
- Long time needed to build relationships/trust;
- Limited personnel to tend the issues;
- Frequent change in personnel creates inconsistency in programs.

Environmental Factors

- Limited animals to hunt (relative to effort);
- Pressure on the resources coming from all user groups;
- Hunters concentrated in the same areas and hunt in very close proximity of each other;
- Effort can be concentrated around road accessible areas;
- Climate Change (affects habitat and availability/viability of species) – seasons change at different dates; meat spoils faster in warm weather.

Socio-cultural Factors

- We live in an increasingly multicultural society, user groups may change with changing demographics but cultural conflicts around hunting are likely to continue;
- DOI policies are lacking in the area of specific support for various user groups on federal public lands. Having such guidance might help land managers better support all user groups and help mediate user conflicts;
- Diverse and fundamentally different user values of wildlife and expectations of hunting/hunt experience;
- Varied ethical values and different base knowledge regarding hunting among different user groups;
- Fundamental differences in needed personal space and different personal experiences (rural hunters require more space);
- Hunter displacement factors (“Domino effect”);
- Longstanding differences between hunters and lack of experience with other cultures;
- Sense of cultural loss by Alaska Native hunters and non-Native rural subsistence hunters;
- Sense of cultural loss may be due to deeper, longstanding cultural losses;
- Lack of understanding of hunting logistics (for example, not physically able to transport all of the meat out of the field);
- Abuse of legal residency status and requirements.

Economic factors

- Commercialization vs. subsistence values;
- Monetary investments are different between hunter groups;
- Different concepts and practices of meat sharing;
- Technological Factors (easier access, noise pollution (airboats));
- Improving Off-Road Vehicles (ORV) technology (equates to less access restrictions).

Knowledge Factors

- Human factor (there always will be more and less conscientious, knowledgeable, and law-abiding people);
- Awareness of root causes of conflicts;
- Misconceptions/conventional wisdom not accurate;
- Inadequate value given to habitat/hunting/cultural resource(s);
- Field dressing and other respectful hunting practices;
- Different strategies of transporters and air-taxis (some more conscientious than others about spacing or overloading areas and hunter education);
- Non-consumptive use of wildlife/hunting areas also creates an impact.

Types of Audiences for Hunter Ethics Education^{xi}

Local

- State subsistence users (all Alaska residents)
- Alaska Native hunters
- Federal subsistence users (rural Alaska residents only)

In-State

- Road Access (urban, non-local) Hunters
 - Ethnic groups with specific hunting preferences
- Fly-In Hunters
 - Transporters
 - Air Taxis
- Military
- Post-1986 Hunters (special education requirements)

Lower 48 States/Territories/Canada Visitors

- Commercially-guided
- Self-Organized
 - Road travelers
 - Fly-in
 - Cruise ship tourists

International Visitors

- Commercially-guided
- Independent

Recommended Media/Strategies^{xii}

- A shared Federal/State website/Facebook page to share info dedicated to hunter ethics;
- Online video/social media on users and resources (uses) perspectives and issues;
- Evening Community/Public/Military Base Presentations on specific topics;
- One-page guides on local hunter ethics and values for each unit in State Wildlife Regulation book. This information would not be in any way endorsed by the State, but shared as a helpful resource that may assist in preventing user conflicts;
- Hunting regulations in an app, which is geo-referenced and works without Internet, wireless or network access;
- Outdoor skills and awareness classes:
 - women workshops;
 - field dressing classes (for new/outside audiences);
 - outdoor goods retailers (for example, Cabela's, Bass Pro, Frontier Outfitters);
 - Alaska Native communities - Adult and youth camps;
- Attending/participating in outdoor shows (for example, Sportsman's Show);
- Add more expanded hunter ethics education course to existing State hunter education programs^{xiii};
- Radio, TV, catalog advertisements;
- Newspaper, magazines (especially hunting magazines);
- Federal subsistence venues (for example, RACs, FSB, SRCs).

Recommended Education Practices

- Sharing access to outreach and educational products via social media (Facebook specifically^{xiv});

- Utilize already-developed resources;
- Use multiple-media – which media used will depend on audience and age groups;
- Target Hunters
 - younger generation;
 - Hunting clubs and other hunter organizations;
 - Hunter ethics class before getting a hunting license;
 - Pre-test/orientation before a specific hunt;
- Provide information in an interactive way;
- Short online skill building videos (research statistic shows that the viewers' interest wanes after 5 minutes into the video);
- Having a figurehead/role model to educate about ethical hunting practices;
- Create an environment for people to reflect on what they learned;
- Create multiple format opportunities for all hunters to interact with other hunter groups to foster appreciation across cultures/traditions;
- Train a trainer within an agency to retain the knowledge regarding user conflict issues and available educational resources, which might assist with avoiding knowledge loss due to staff turnover;
- Develop orientation packets that contain materials from different agencies;
- Engaging, welcoming ways to build understanding – opportunities for person-to-person sharing (e.g. community liaison or multi-group hunter education/orientation with representatives from broad spectrum of user groups, agencies, Tribes , and or communities);
- Find a point of common interest or concern to connect over;
- Engaging tools to involve and interest people – for example, a colorful newsletter that helps bridge local community's knowledge and culture and the science and management of a resource – with input from all user groups;
- Giving game bags out to different user groups (to help take care of meat) with key messages or information that will aim to reduce user conflicts, printed on the bags – this method connects user groups through a simple act that embodies communication, caring, and appreciation of each other. This method can be used for distributing specific messages or purposes as well as can be supported by multiple partners.

Key Information Gaps^{xv}

(What skills/knowledge is most needed to reduce conflicts using education?)

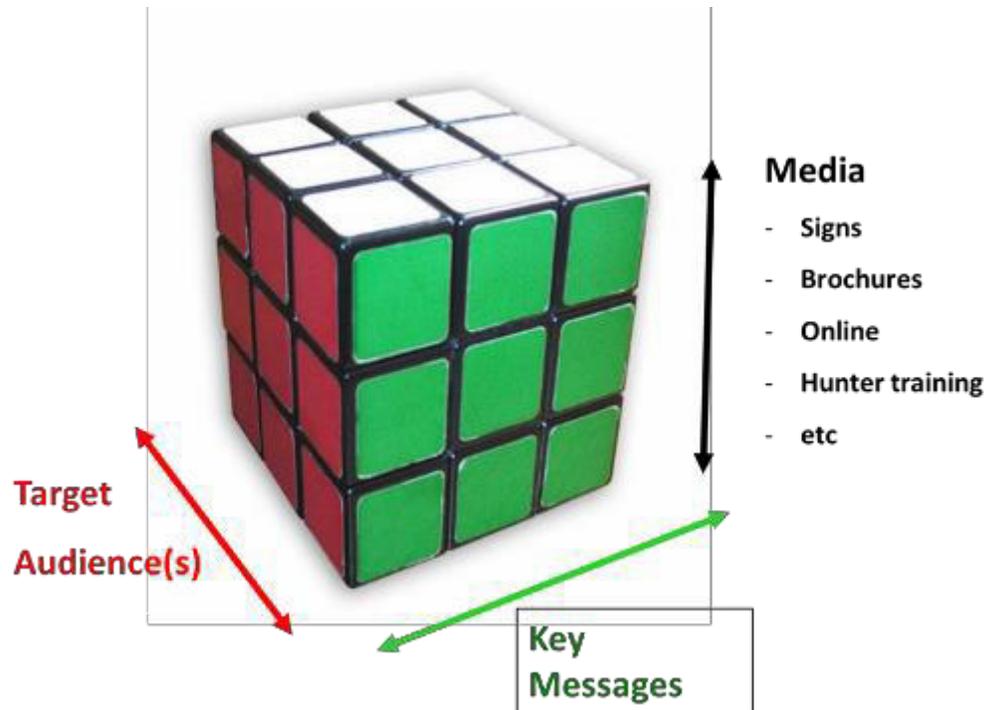
- Accurate Situation Analysis – description of current status
 - Who are hunters (demographic characteristics, etc.)?
 - What do they hunt (up-to-date including new target species such as, for example, grouse)?
 - Where do they hunt/geographic overlap of uses/conflicts between uses?
 - How do people hunt and access hunting areas and how is that changing?
 - What impacts does hunting have – environmental, socio-economic, and cultural?
 - What education materials do we already have?
 - What is current enforcement capacity? Is required hunter education enforced, and to what degree?

- What are the perceptions and beliefs of key audiences?
 - Elders
 - Youth

- Urban vs. rural hunters
- Native vs. non-Native
- What comprises a good hunt for different groups?
- What are barriers to moving forward?
- Knowledge of communications styles/preferences and what outreach methods are best for key audiences?
- How do bad practices get adopted by different audiences?

Hunter Education Project Concepts

The figure below summarizes the basic challenge in identifying hunter education project concepts; these types of projects require careful specification of audience(s), message and media.



Draft Criteria for Selecting Projects

After extensive review of factors, audiences, messages, media, and opportunities/barriers for hunter education, participants were tasked with identifying a small number of project concepts that met the following criteria:

- Baby steps – capable of progress and early results generating momentum
- Contributes to shared priorities (Federal, State, Community, Industry)
- Is there past experience/evidence supporting this investment?
- Is there a longer-term research/education investment to be made?
- Builds on and leverage partnerships, achievable/fundable?
- Targets realistic funding opportunities
- Cost-effective

Project Concept 1: Hunt with Heart: It's the Alaskan Way

(A statewide public outreach campaign)

Objective:	Develop outreach to unify Alaskans (and those who hunt in Alaska) around shared values
Audience:	Alaskan hunters and non-hunters
Message:	Respect, sharing, tradition (shared values)
Media:	Everything that reaches a diverse audience (social media, radio, TV, direct mail, etc.)
Timetable:	One year to roll out (scoping, partnership building, media development, funding, etc.)
Budget:	\$750K-\$2M
Partners:	State, Federal, Tribes, Native Corporations, Alaska Outdoor Council, Resident Hunters of Alaska, Safari Club International, Outdoor Retailers, etc.
Funders:	Partners

This project represents a concerted effort to build a more unified and comprehensive public understanding of hunting ethics that are appropriate for Alaska. Workshop participants noted that while there is value in targeting specific hunting groups and populations, there is also a need for broader public education, as the conflict between hunters and non-hunters is as important as the conflict between different types of hunters when considering the “social license” to hunt. Possible models for successful Alaskan campaigns that encourage positive consumer/public behavior include Pick.Click.Give^{xvi}, Safe Boating/Use of Lifejackets^{xvii}, and Safe Flying^{xviii}.

This project would bring together a broad coalition of agencies, companies, NGOs, and community organizations involved in, and affected by, the many forms of hunting to develop a common set of messages around hunting behavior. The process of developing and sharing those messages would provide all involved in hunting with opportunities for dialogue and engagement to define appropriate (and inappropriate) ethical standards and behaviors for the different hunting groups. The process for communicating those messages would also provide opportunities for consistent hunter education and a means to obtain feedback on hunting practices (e.g. it may be feasible to set up a hunting hotline to enable reporting of violations or concerns).

Project Concept 2: Local Community Liaison

(A targeted hunter outreach program)

- Objective:** Convey a community and partner-developed message to hunters at the Fort Yukon airport to build mutual understanding.
- Audience:** Visiting hunters at airport in Fort Yukon
- Messages:** TBD but the general concept is to stimulate collaboration between hunters and with local community and tribal organizations and agencies via specific engagement strategies (e.g. free game bags with messages overprinted)
- Media:** Primary = personal interactions with a liaison; Secondary = developed by a coalition of partners handouts, maps, etc.
- Timetable:** August 1 – April 30 (6 months annually with core dates for hunter contact and remainder for planning/preparation and follow up)
- Budget:** approx. \$25K annually
- Partners:** Tribes, Native Corporations, Yukon Flats NWR, Arctic NWR, Council of Athabaskan Tribal Governments, FWS, ADF&G, EIRAC, air taxis, guides, etc.
- Funders:** To be determined

This proposal focuses on addressing hunter activities in remote communities and proposes methods that would enable local communities and agencies to proactively engage hunters coming into communities in a positive manner that should help promote more respectful hunting. While full details are yet to be determined, an example might involve working with a community such as Fort Yukon where a local “hunter outreach expert” would be employed seasonally to administer the project in consultation with the local community and partners and deliver outreach strategies for the season. The hunter outreach expert would be tasked with developing the messages and materials (such as hunter game bags overprinted with harvesting guidance) and engaging with air taxi and hunting operators coming into Fort Yukon. The expert would meet each party at the beginning and conclusion of their hunt to brief and debrief them. In-briefs would focus on appropriate and respectful hunting practices and give hunters new to the area an opportunity to learn more about the cultural and natural history of the region. Out-briefs would focus on learning about hunting activities and provide opportunities to pass on feedback (and any meat contributions) to the community. The group emphasized the importance of community engagement in the further framing of this program and observed that strategies employed in such programs will likely vary from community to community.

Project Concept 3: Don't be That Hunter

(Program to establish proper hunting ethics within a targeted group)

- Objective: Build relationships between military, Alaska communities, and the land
- Audience: Military (Eielson and Fort Wainwright initially – can be extended to other bases in the future if successful)
- Message: Respect and impact education for:
- Wildlife,
 - Land/habitat, and
 - Other users.
- Media: Person-to-person, video, PowerPoint, quick media presentations, printed materials, and web-based materials and resources
- Timetable: 6-12 months
- Budget: approx. 25K annually for travel and contract instructor(s) (honorarium)
- Partners: Tribes, Native Corporations, Cabella's/Bass Pro Shop, ADF&G/State Agencies, Federal agencies (BLM, FWS, NPS etc.), Military and Council of Athabaskan Tribal Governments
- Funders: Outdoor gear manufacturers, professional hunter clubs, National Rifle Association, Resident Hunters of Alaska, federal funding, etc.

This proposal focuses on the large military hunting population and is designed to provide expanded opportunities for military hunter education, building on and supplementing existing programs. Military hunters are, as was noted throughout the workshop, a core “target population” for hunter education because of their large numbers and transient nature – many personnel are new to Alaska and so there are often two-way benefits of different types of hunter education programs.

One of the core innovations of the program is to broaden participation in hunter education by different organizations – for some classes, engaging local Native community leaders may be appropriate; for others engaging a technical expert on firearm use in meat harvesting or an expert in field meat dressing and salvaging might be needed. Underpinning all classes is an enhancement in hunter safety and building positive community relationships; both attributes of considerable importance to the military.

Next Steps

While each of these concepts is only outlined in broad detail, they provide the Eastern Interior Alaska Subsistence Regional Advisory Council with valuable guidance on focal audiences, messages and media. Each proposal is complementary and could, with some extra diligence and research and partner engagement, be easily developed into fundable proposals. All lend themselves to public-private and community partnership, which was a core theme of the workshop.

Appendix A: Hunter Ethics Education Brainstorming Workshop Participants List

Name	Title	Organization	E-mail	Phone #
<i>Allyssa Morris</i>	Education Specialist	US FWS	allyssa_morris@fws.gov	907-456-0224
<i>Andy Bassich</i>	Member	Eastern Interior RAC	abassich@gmail.com	410-202-8281
<i>Barbara Cellarius</i>	Cultural Anthropologist	Wrangell-St. Elias NPP, NPS	barbara_cellarius@nps.gov	907-822-7236
<i>Ben Stevens</i>	Hunting-Fishing Task Force	TCC	benjamin.stevens@tanachiefs.org	907-453-8251
<i>Brooke Wright</i>	Student	UAF	brooke.larae@gmail.com	907-888-8555
<i>Carrie Stevens</i>	Asst. Professor	UAF	cmstevens@alaska.edu	907-474-2616
<i>Erika Jostad</i>	Chief Ranger	NPS-Denali	erika.jostad@nps.gov	907-683-9539
<i>Eva Patton</i>	Council Coordinator	OSM, US FWS	eva_patton@fws.gov	907-786-3358
<i>Ian Dutton</i>	moderator/facilitator	Nautilus	ian@nautilusii.com	907-222-5157
<i>Jason Oles</i>	Recreation Planner	Central Yukon Region, BLM	joles@blm.gov	907-474-2263
<i>Joanne Bryant</i>	Tribal Communications & Outreach Specialist	US FWS	joanne_bryant@fws.gov	907-455-1834
<i>Katya Wessels</i>	Council Coordinator	OSM, US FWS	katerina_wessels@fws.gov	907-786-3885
<i>Kris Fister</i>	Chief Interp YUCH/GAAR	NPS	kris_fister@nps.gov	907-455-0641
<i>Kristin Reakoff</i>	Interp Park Ranger	USFWS/Kanuti	kristin_reakoff@fws.gov	907-456-0275
<i>Mike Taras</i>	Wildlife Ed/Outreach	ADF&G	mike.taras@alaska.gov	907-459-7230
<i>Nathan Hawkaluk</i>	Acting Refuge Manager	US FWS	nathan_hawkaluk@fws.gov	907-456-0408
<i>Nikki Potter</i>	Natural Resource Spec.	SOA-DNR	nikki.potter@alaska.gov	907-451-2710
<i>Paul Larson</i>	North District Ranger	Denali NPP, NPS	paul_larson@nps.gov	907-683-9587
<i>Ron Gunderson</i>	Chief Natural/Cultural Resources	Eielson AFB	ronald.gunderson@us.af.mil	907-377-5182

Name	Title	Organization	E-mail	Phone #
<i>Ruth Gronquist</i>	Wildlife Biologist	BLM	rgronqui@blm.gov	907-474-2377
<i>Sue Entsminger</i>	Chair	Eastern Interior RAC	wildsue@aptalaska.net	907-883-2833
<i>Teri Balsler</i>	Ranger	BLM	tbalsler@blm.gov	907-474-2368
<i>Tim Lorenzini</i>	Ed Specialist	USFWS	timothy_lorenzini@fws.gov	907-883-9409

Appendix B: Workshop Agenda

Context:

The Eastern Interior Alaska Subsistence Regional Advisory Council (Council) has requested the Federal Subsistence Management Program to develop a pilot hunter ethics education program in cooperation with Federal and State land management agencies and various user groups.

The Federal Subsistence Board approved the Office of Subsistence Management (OSM) action plan to develop a hunter ethics education and outreach strategy and pilot project to be tested in the Eastern Interior Region.

The execution of the action plan will require input, expertise, collaboration, and support of several Federal agencies that includes USFWS, BLM, and NPS, as well as State of Alaska, the Eastern Interior Alaska Subsistence Regional Advisory Council (Council) and user groups' representatives.

Objectives:

1. Initiate an open dialog and exchange of ideas between the Federal land management agencies that administer Federal public lands in the Eastern Interior Region (Region), State of Alaska, Council members and user groups' representatives with the goal of identifying existing user conflict problems that stem from lack of knowledge and understanding of different user groups' cultural norms, traditions, and practices.
2. Collectively contribute to the development of ethics education and outreach strategy and the design of a pilot hunter education program to be implemented in 2019 subject to funding and establishment of an agreed partnership framework for implementation of the pilot.

Anticipated Outputs:

- Summary of user conflict experiences and understanding of issues associated with current hunting practices in the Eastern Interior Alaska;
- Collation of existing hunter ethics education practices and products in Alaska and other states;
- Strategy and key elements of a draft proposal(s) to develop pilot hunter education program.

Day One

Thursday September 28

08:30 Coffee and Registration

09:00 Welcome to Morris Thompson Center Center Staff
Welcome to Workshop Katerina “Katya” Wessels, USFWS
Participant Personal Introductions
Workshop Structure Overview Ian Dutton, Nautilus

Introductory Group Activity

10:00 Coffee Break

10:15 Individual Perspectives on Hunting Practices and Ethics Issues
Presentation and Panel Discussion Andy Bassich, EIRAC

11:30 Agency Perspectives on Interior Hunting Practices and Ethics Issues
TCC, ADF&G, USFWS, NPS, BLM, etc.

- what hunting practices does our agency deal with and where?
- what ethical conflicts and concerns are we seeing?
- what hunter education practices have we tried?
- what plans do we have to address these concerns and conflicts?

12:00 Lunch Break (on your own)

13:30 Agency perspectives (continued)

14:30 Synthesis of Ethical Hunting Issues Group Discussion

- what are common concerns (related to hunters, area, or species)?
- is there a way to classify specific ethical issues?
- which education practices work and why?
- what don't we know that we need to know?

15:30 Coffee Break

16:00 Hunter Ethics Education Practices Outside Alaska - Ian Dutton, Nautilus

- Lower 48, Canada, Africa, Australia/New Zealand examples
- what have we learned from those programs?

16:30 Implication of Global/National programs for Alaska Group Discussion 17:00

Day one wrap up Katerina “Katya” Wessels

Close and Dinner (individual plans)

Day Two

Friday September 29

08:30 Coffee/Informal Discussions

09:00 Day 1 Recap and Day 2 Overview Ian Dutton, Nautilus

09:15 Group Breakouts Groups work in parallel

- design of a pilot hunter education program
- strategy to develop a full proposal (who, what, when)
- initial recommendations on audience, message and media
- estimate of time and budget needs and possible participants
- possible funding sources

10:45 Coffee Break/Preparation of Group Sharing

11:15 Group presentations/discussion of pilot strategies and concepts 12:15

Next Steps - agreement on who, what, when

12:45 Workshop Closing Remarks Katerina "Katya" Wessels

13:00 **Lunch Break and Farewells**

End of Workshop

Appendix C: Workshop Photos



Greg Dudgeon, Superintendent of the Gates of the Arctic National Park and Preserve and the Yukon-Charley Rivers National Preserve welcomes the workshop participants.



Andy Bassich, Eastern Interior Alaska Subsistence Regional Advisory Council member, discusses an issue, as Allyssa Morris, Educational Specialist for the Arctic National Wildlife Refuge looks on.



Paul Larson, North District Ranger for the Denali National Park and Preserve, (on the left) discusses an issue while Ron Gunderson, Chief of Natural and Cultural Resources for the Eielson Airforce Base listens.



Discussions in small groups generate positive dynamics.



Carrie Stevens, Assistant Professor of Tribal Management for the University of Alaska Fairbanks, Barbara Cellarius, Cultural Anthropologist for the Wrangell-St. Elias National Park and Preserve, and Nathan Hawkaluk, Acting Refuge Manager for the Yukon Flats National Wildlife Refuge listen to a presentation.



A large group discussion.



Informal talking during a break.



Ian Dutton, Nautilus Impact Investing, facilitates a dialog during the workshop.



Susan Entsminger, Chair of the Eastern Interior Alaska Subsistence Regional Advisory Council, and Allyssa Morris, Educational Specialist for the Arctic National Wildlife Refuge listen to a presentation.



Developing pilot project concepts in groups.



Another group developing a pilot project concept.



More informal discussions during a break.

Appendix D: Bassich Presentation on Hunter Ethics

HUNTER EDUCATION & OUTREACH

WHY?



WHY?



- ❑ Increased incidences of hunter conflicts: i.e. hunting on top of each other.
- ❑ Poor handling of field dressed Game, and transportation of the meat
- ❑ Great deal of meat left out in the field
- ❑ Incursions of hunters into local traditional hunting areas.
- ❑ Increase in technology of boats, planes, ATV, snow machines, allow for great access to remote areas, which in the past were very inaccessible

WHY?



- Fundamental differences in personal space:
 - a. Urban hunters are use to competition, and close proximity of others., and do not think they are impacting other by hunting near by.
 - b. Rural hunters are use to more space and respect for others hunting areas.

- Increase in Air taxi services to Rural Alaska, often inexperienced hunters

Impacts to Villages, Individuals and Communities

- Hard feeling by locals from increased hunting pressure & competition
- Rural hunters have fewer resources to compete:
 - a. Newest most advance equipment.
 - b. Lack of money for distant travel to hunt.
- Feelings of having important necessary resources taken form them (food security).

Impacts to Villages, Individuals and Communities

- ▣ Most rural hunter harvest close to home and are being displaced by out side pressure and competition
- ▣ Bad feelings to see wasteful practices of harvested game
 - a. Spoiled meat.
 - b. Meat left in the field.
 - c. Meat transported in black plastic bags.
 - d. Dirty meat, leaves, sticks, moss, hair, covering meat.

Outreach Goals????

1. Educational Materials:

- a. DVD of proper field dressing and care of meat in the field.
- b. Cultural sensitivity and impacts to rural users.
- c. Better communication between local and out side hunters, i.e. where to hunt to lessen impacts, recovery of meat left in the field, or donations to local communities of harvested meats.
- d. What is a quality hunt? for Rural, for Urban
- e. ?



Outreach Goals????

2. Radio and or TV ads prior to hunting seasons for crafted outreach messages

3. Develop outreach program presentations for schools, communities, state ACs.

What else????



How to move forward?

Who?

Representatives of:

- ▣ Rural users
- ▣ Tribal
- ▣ Urban users
- ▣ Guiding
- ▣ Air taxi
- ▣ State
- ▣ Federal
- ▣ ?



Appendix E: Dutton Presentation on Hunter Ethics

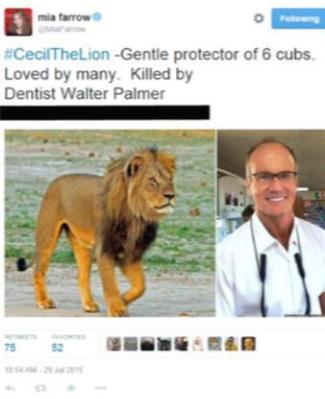
HUNTER ETHICS EDUCATION: PRACTICES BEYOND ALASKA

PRESENTATION TO USFWS OSM
BRAINSTORMING WORKSHOP ON INTERIOR HUNTER EDUCATION

Ian M. Dutton
Nautilus Impact Investing
ian@nautilusii.com



REMEMBER THIS CONTROVERSY IN 2015?



<http://cecithelion.org>

VALUES, MORALS AND ETHICS

Values

Values are the rules by which we make decisions about right and wrong, should and shouldn't, good and bad. They also tell us which are more or less important, which is useful when we have to trade off meeting one value over another.

[Dictionary.com](#) defines values as:

n : beliefs of a person or social group in which they have an emotional investment (either for or against something); "he has very conservative values"

Morals

Morals have a greater social element to values and tend to have a very broad acceptance. Morals are far more about good and bad than other values. We thus judge others more strongly on morals than values. A person can be described as immoral, yet there is no word for them not following values.

[Dictionary.com](#) defines morals as: n : motivation based on ideas of right and wrong

Ethics

You can have professional ethics, but you seldom hear about professional morals. Ethics tend to be codified into a formal system or set of rules which are explicitly adopted by a group of people. Thus you have medical ethics. Ethics are thus internally defined and adopted, whilst morals tend to be externally imposed on other people.

If you accuse someone of being unethical, it is equivalent of calling them unprofessional and may well be taken as a significant insult and perceived more personally than if you called them immoral (which of course they may also not like).

[Dictionary.com](#) defines ethics as: A theory or a system of moral values: "An ethic of service is at war with a craving for gain"

The rules or standards governing the conduct of a person or the members of a profession.

HUNTING IS INHERENTLY CONTROVERSIAL IN SOME CULTURES: REFLECTING DIVERSE VALUES AND ETHICAL STANDARDS



Hunting might have been necessary for human survival in prehistoric times, but today most hunters stalk and kill animals merely for the thrill of it, not out of necessity. This unnecessary, violent form of "entertainment" rips animal families apart and leaves countless animals orphaned or badly injured when hunters miss their targets.

<https://www.peta.org/issues/animals-in-entertainment/cruel-sports/hunting/>

GLOBAL ETHICAL HUNTING GUIDELINES: FAO 2008

CIC International Council for Game and Wildlife Conservation
Tropical Game Commission



Best Practices in Sustainable Hunting
A Guide to Best Practices from
Around the World



CIC Technical Series Publication No. 1

All hunting tourists have certain obligations... (most relevant 3 of 8 guidelines)

3. Respect for the culture, religion and way of life of the host country is essential. The national and local rules and traditions of hunting are to be respected. Modest, unobtrusive and respectful behavior is recommended.

4. The Internationally recognized written and unwritten principles of ethical hunting and fair chase should be followed – even if the host country does not require this. The guidelines of the conservation of nature and wildlife species are to be followed during hunting.

7. The needs of the local population, who lives where the hunt takes place, are to be taken into account while hunting. Game meat should always be used sensibly.

<http://www.fao.org/3/a-aj114e.pdf>

NORTH AMERICA ETHICAL HUNTING GUIDELINES



 Case Study

BOONE AND CROCKET CLUB



BOONE AND CROCKETT CLUB
Fair Chase and Conservation
SINCE 1887

FAIR CHASE STATEMENT

The ethical, sportsmanlike, and lawful pursuit and taking of any free-ranging wild, native North American big game animal in a manner that does not give the hunter an improper advantage over such animals.

HUNTER ETHICS

Fundamental to all hunting is the concept of conservation of natural resources.

Hunting in today's world involves the regulated harvest of individual animals in a manner that conserves, protects, and perpetuates the hunted population.

The hunter engages in a one-to-one relationship with the quarry and his or her hunting should be guided by a hierarchy of ethics related to hunting, which includes the following tenets:

1. Obey all applicable laws and regulations.
2. **Respect the customs of the locale where the hunting occurs.**
3. Exercise a personal code of behavior that reflects favorably on your abilities and sensibilities as a hunter.
4. Attain and maintain the skills necessary to make the kill as certain and quick as possible.
5. Behave in a way that will bring no dishonor to either the hunter, the hunted, or the environment.
6. Recognize that these tenets are intended to enhance the hunter's experience of the relationship between predator and prey, which is one of the most fundamental relationships of humans and their environment.

DUCKS UNLIMITED – MISSION AND VALUES



Vision

- The vision of Ducks Unlimited is wetlands sufficient to fill the skies with waterfowl today, tomorrow and forever.

Mission

- Ducks Unlimited conserves, restores and manages wetlands and associated habitats for North America's waterfowl. These habitats also benefit other wildlife and people.

Core Values

Waterfowl and Wetlands

- We conserve North America's waterfowl and wetlands.

Ethics

- **We act to uphold the reputation of DU, treating people and wildlife with respect.**

Science-Based Decisions

- We evaluate our programs to guide us and ensure credibility.

Team DU

- We work together as volunteers and staff.

Waterfowling

- We value and enjoy the sport and heritage of hunting

Collaboration, not Confrontation

- We partner with those who share common goals and values.

Wise Investments

- We commit at least 80 percent of our resources to conservation.

Passion & Commitment

- We celebrate the culture of DU and our members.

ALASKA SUBSISTENCE HUNTING GUIDELINES



hunter-ed.com™

Alaska Hunter Ed Course (online) Materials

Both Alaska state law and federal law give priority to subsistence hunters, who hunt for survival. If a wildlife population is too small to allow hunting by all Alaskans, subsistence hunters have Tier I and Tier II permits that allow them hunting privileges based on their dependence and customary use of wildlife resources.

Most subsistence communities and Native villages and tribes have a tradition that they believe, if followed, will preserve the land so it continues to provide food for the community. These subsistence hunters observe and pass down a set of rules intended to protect the land and ecosystem.

The rules include:

- Do not waste.
- Take only what is needed.
- Treat animals with respect.
- Do not damage the land without cause.

https://www.hunter-ed.com/alaska/studyGuide/Subsistence-Hunting/201001_700049389/

WA DFW HUNTERS CODE OF CONDUCT



Respect the Environment & Wildlife

- Show respect for the wildlife you hunt by taking only clean, killing shots, then retrieving and properly handling your game. **Take only what you will use**, even if it is under the legal limit.
- Learn to tread lightly while afield. Use vehicles only on established roads and trails, practice low-impact camping and travel, and pack out your trash, including cigarette butts and spent shell casings.
- Report illegal activities immediately.

Respect Property & Landowners

- Always get permission to hunt on private land.
- Close any gates you open, and never damage crops or property, including fences, outbuildings or livestock.
- Alert landowners or land managers about any problems you find on their property.
- **Share your game with the landowner, or say thank you in some other way.**

Show Consideration of Non-Hunters

- Remember that the future of hunting depends on hunters and non-hunters alike. Be considerate of non-hunters' sensibilities, and strive to leave them with positive images of hunting and hunters.
- Don't flaunt your kill. Treat game carcasses in an inoffensive manner particularly during transport.
- Be considerate of all outdoor users, including other hunters.

Hunt Safely

- Exercise caution at all times.
- Fire your gun or bow only when you are absolutely sure of your target and its background. Use binoculars, not your rifle scope, to identify your target.
- Wear hunter orange whenever appropriate or required while afield.

Remember that hunting and alcohol don't mix.

Know and Obey the Law

<http://wdfw.wa.gov/hunting/conduct/>

MONTANA FWP HUNTING ETHICS



Although hunting is not a "team sport," sportsmanship and ethics are as important as they are in any sport. If hunters keep a few simple thoughts in mind, they can hunt safely and set a good example for other hunters:

- Follow the rules of safe gun handling.
- Be proficient in the use of your equipment.
- Know and obey laws and regulations.
- Develop hunting skills and knowledge.
- Develop a personal code of conduct.
- Respect the wildlife you hunt and the land it inhabits.
- **Respect other hunters and rights of non-hunters and landowners.**
- Relax and enjoy your hunt, whether you get your game or not.
- Get involved in conserving wildlife and hunting.

Be a role model; share your skill and knowledge with others.

<http://fwp.mt.gov/hunting/ethics/>

TEXAS ETHICAL HUNTING GUIDELINES: ONLINE COURSE



Ethical Responsibilities to Consider...

To Oneself:

- Take a hunter education course
- Never lose self-control
- Always follow the 4 c's: careful, considerate, capable and courteous
- Know what to do in an emergency
- Get in shape before your hunt
- Establish good hunting ethics

To Other Hunters:

- Never be rude or hog shots
- Never drink alcohol or use drugs before or while hunting
- **Always offer to share the work and any game meat taken**

To Non-hunters:

- Never display harvested game in or on vehicles when traveling
- Always be courteous and be aware of how your image might affect non-hunters

To Landowners:

- **Always secure permission**
- Always take care of landowner's property and equipment

Always be considerate

To the Resource:

- Always learn as much as possible about wildlife
- Always take care of private and public lands
- Always practice or work with conservation efforts
- Understand and obey the hunting and game laws
- Report hunting violators
- Shoot within effective range to insure a swift, clean kill
- Clean and store harvested game to maximize the consumption and enjoyment of the meat and usable parts

<https://tpwd.texas.gov/education/hunter-education/online-course/responsible-and-ethical-hunting/hunting-ethics>

CANADA ETHICAL HUNTING GUIDELINES



 Case Study

YUKON FIRST NATIONS HUNTING GUIDELINES

Your hunting and fishing rights and responsibilities

Your hunting and fishing rights and responsibilities depend on:

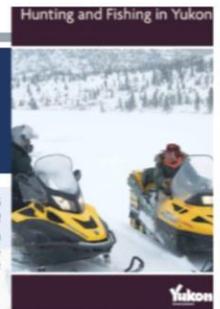
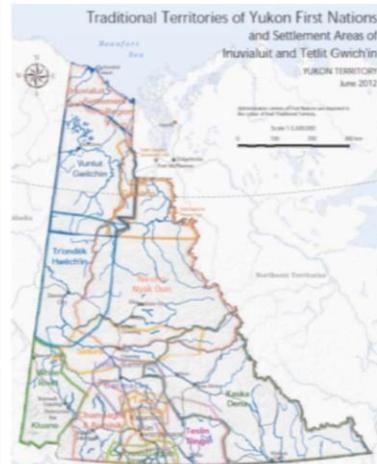
- › where you plan to hunt or fish,
- › which First Nations have Final Agreements, and
- › the boundaries of the Traditional Territories of your own as well as other Yukon First Nations.

Traditional sharing

You can give, trade, barter or sell meat or fish obtained through your right to hunt for food, with other beneficiaries of Final Agreements or of adjacent Transboundary Agreements for domestic purposes but not for commercial purposes. You cannot trade or sell meat to non-First Nation people.

Wasting meat

The Final Agreements, the *Fisheries Act* and the *Wildlife Act* prohibit the wasting of the flesh of fish and wildlife used for food by people.



ETHICAL STANDARDS MAY CHANGE WITH TECHNOLOGY



Hunting with a drone, like hunting with a bush plane, violates the principle of fair chase, says Canada's Yukon territory.

(Nati Harnik/File photo/The Associated Press)

<http://www.rcinet.ca/en/2017/09/01/is-hunting-with-drones-ethical-canadas-yukon-territory-says-no/>

AFRICA ETHICAL HUNTING GUIDELINES



 Case Study

AFRICA HUNTING VALUE QUESTIONED

How much does SA earn from trophy hunting?

South Africa's Department of Environmental Affairs estimates trophy hunting generated close to R807 million in 2012 and just over R1 billion in 2013. (Note: Figures for 2014 have yet to be published.)

The figures are based on "species fees" paid by hunters to game farmers and landowners to hunt a trophy animal, and daily rates charged by hunting outfitters to "cover expenses related to food and accommodation". Most hunting in South Africa takes place on private game farms.

The R1 billion generated in 2013 comprised of species fees of R757 million and daily rates of R314 million, with 44,000 animals hunted for trophies in that year.

<https://africacheck.org/factsheets/factsheet-how-much-does-hunting-contribute-to-african-economies/>

OPERATORS AND PROFESSIONAL HUNTING ASSOCIATIONS OF AFRICA (OPHAA)



The mission of OPHAA is to promote legal and ethical fair-chase sustainable hunting in Africa through communication, unity, **community support**, and cooperation between nationally recognized African hunting associations by means of a code of conduct that is strictly adhered to by each association and their members in their representative country.

<https://ophaa.org/>

SAFARI CLUB INTERNATIONAL - AFRICA CHAPTER

Code of conduct

- Hunting must take place according to the principles of [fair chase](#).
- Abide by relevant legislation and recognised codes of conduct.
- Enhance by action the survival of wildlife populations, protection of biodiversity and promotion of sustainable utilisation.
- Ensure humane practices in all wildlife utilisation.
- Employ only proper hunting methods and appropriate equipment.
- At all times engage only in fair and honest practices.
- Educate others about the benefits of sustainable use, conservation, proper procedures and hunting ethics.
- **Recognise the needs of indigenous rural communities relating to the utilisation of sustainable natural resources.**

Fair chase

- Every sport hunter shall pursue an animal only by engaging in fair chase of the quarry. Fair chase is defined as pursuit of a free roaming animal or enclosed roaming animal possessed of the natural behavioural inclination to escape from the hunter and be fully free to do so.
- Said animal is to be hunted without artificial light source, not from a motorised mode of conveyance and in an area that does not by its nature concentrate animals for a specific purpose or at a specific time, such as at a waterhole, salt lick or feeding station.
- No ethical hunter while sport hunting shall take female animals with dependent young. A sport hunted animal should exist as a naturally interacting member of a wild sustainable population located in an area large enough for it to breed and forage or hunt freely. Sport hunted animals should be sustained within a natural state of balance between forage predators and prey.

<http://safariclubinternational.com/CI-IPH/ICR/Codeofconduct.html>

PROFESSIONAL HUNTERS OF SOUTH AFRICA



PHASA Code of Conduct:

Each member of PHASA shall commit himself, upon acceptance of membership, to this Code of Conduct whereby he:

- shall promote and observe the Aims and Objects of PHASA, the provisions of the PHASA Constitution and its By-laws;
- shall obey the laws of any country in which he operates at any time in professional hunting or related activities;
- shall conduct himself in a manner which will reflect honesty, integrity and morality and shall not allow material gain to supersede such principles;
- shall respect the natural resources of the country in which he hunts;
- **shall respect the rights and interests of property owners and local communities;**
- shall not misrepresent himself to clients or mislead clients in any way;
- shall take every reasonable step to ensure that his clients receive the services contracted for, and to ensure their safety, comfort and satisfaction; and
- shall not act in any manner that brings the good name of PHASA and its members into disrepute.
- It is important to make sure that the professional hunter/hunting outfitter you are signing up with is a member of PHASA. In the event difficulties occur, there is very little assistance PHASA can provide if the professional hunter/hunting outfitter is not a PHASA member.

<https://www.phasa.co.za/about-phasa/code-of-conduct.html>

NAMIBIA PROFESSIONAL HUNTING ASSOCIATION



Mission Statement

The fundamental purpose of NAPHA is to enhance and maintain, by effective management, an organizational infrastructure that can serve professional hunting members, clients and other interest groups. Our intent is to ensure and promote ethical conduct, sustainable utilization of natural resources, and to secure the industry for current and future generations.

The Association insists that its members provide the highest standard of professional service to international hunting guests. They are expected to hunt strictly in accordance with the ethical principles as stipulated in NAPHA's Hunting Code. The Hunting Professional is at all times **encouraged to act responsibly towards nature, wildlife and the local population.**



PROFESSIONAL HUNTERS ASSOCIATION OF ZAMBIA



Code of Conduct

1. That all professional hunters shall give conservation of Flora and Fauna top priority in all their activities and shall not do anything contrary to the generally accepted principles of conservation whether or not these are covered by law

9. That professional hunters shall give respect and due regard to all Wildlife workers and other hunters operating in their areas. Under no circumstances shall professional hunters adopt the attitude of personalizing these areas as their own to the exclusion of others.

18. That professional hunters are advised to give adequate surplus game meat to Wildlife Officers and the local people in order to maintain good human relations with the local community



NEW ZEALAND ETHICAL HUNTING GUIDELINES



NEW ZEALAND DEER HUNTERS ASSOCIATION: CODE OF ETHICS (FOR INTRODUCED SPECIES)



- Approach recreational hunting from the highest possible level of ethics, having due regard to the welfare of the animals hunted, and prevention of cruelty to the same.
- Not hunt or carry a firearm on property without the proper approval of the owner, occupier of controlling authority and shall strictly observe any conditions imposed upon him.
- Be a responsible firearms owner and abide by current Firearms Laws.
- **Avoid unnecessary or deliberate damage to the environment, respect property & other users of the outdoors.**
- Advocate sensible conservation practices at all times and promote New Zealand's biodiversity 'in situ'.
- Practice the Field Guidelines when out hunting.
- Be exemplary members of NZDA by promoting and abiding by its Rules, Field Guidelines and this Code of Ethics.

<http://www.nzda.org.nz/ethics-and-field-guidelines.html>

AUSTRALIA ETHICAL HUNTING GUIDELINES



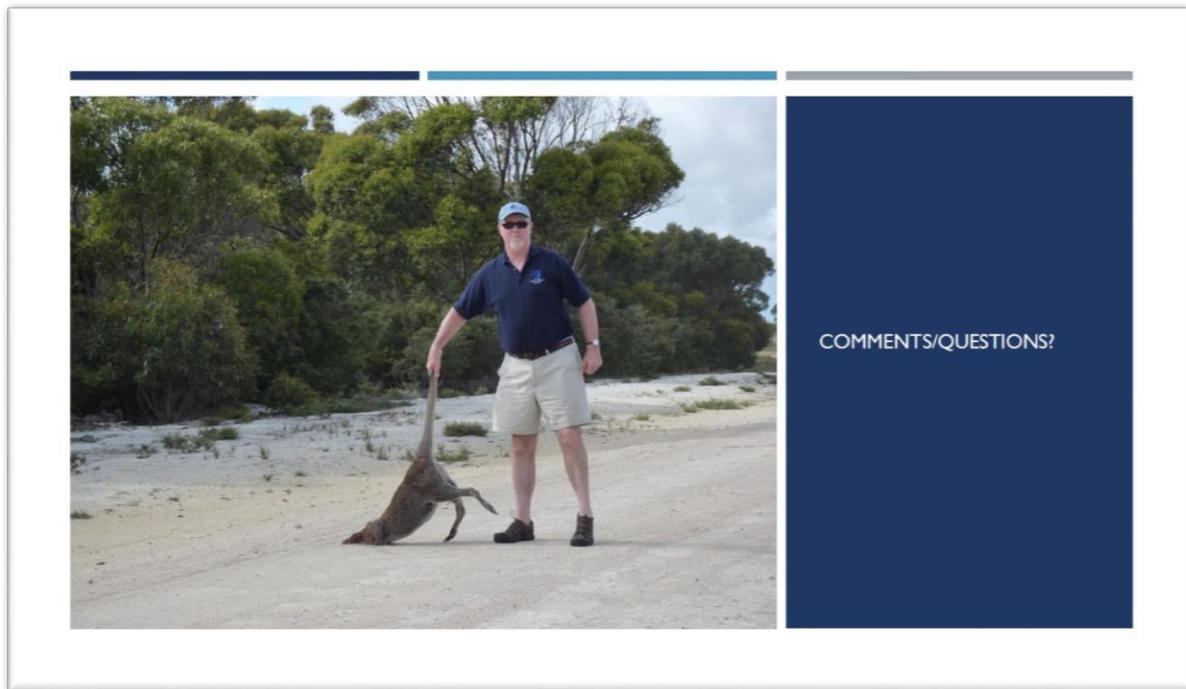
VICTORIA: ETHICAL HUNTING GUIDELINES



Aboriginal hunting and cultural heritage (from Game Management Authority)

- Traditional Owner Groups in Victoria have hunted wildlife for thousands of years. Their existence depended on the management and sustainable use of wildlife for food, clothing, shelter, and cultural and spiritual needs. During that time, the people living in Victoria left physical evidence of their activities that now survive as cultural heritage places and objects. Aboriginal places and objects can be found all over Victoria and are often near major food sources such as rivers, lakes, swamps and the coast.
- Aboriginal places and objects are present at some hunting locations and it is important to remember that they are protected by the *Aboriginal Heritage Act 2006 (Vic)*. Hunters should always be mindful of this as some hunting, driving and camping activity has the potential to interfere with, or even destroy, Aboriginal places and objects.
- For posters and information on Aboriginal places and objects like scarred trees, mounds, freshwater middens, rock art, burial sites and others please visit the [Aboriginal Victoria website](http://www.gma.vic.gov.au/).

<http://www.gma.vic.gov.au/>



End notes:

- ⁱ For full details of the Federal Subsistence Management Program, see <https://www.doi.gov/subsistence>.
- ⁱⁱ For further details of how OSM works and supports RACs see the presentation by Kenneth Lord, Solicitor - <https://www.doi.gov/sites/doi.gov/files/uploads/Title%20VIII%20overview%20--%20presentation%202016.pdf>
- ⁱⁱⁱ 2015 Eastern Interior Alaska Subsistence Regional Advisory Council Annual Report Reply (FSW/OSM 16083.CJ)
- ^{iv} See https://www.doi.gov/sites/doi.gov/files/uploads/region_9_-_7_feb_17.pdf
- ^v See AK ADF&G hunter education curriculum at <http://www.adfg.alaska.gov/index.cfm?adfg=huntered.main>
- ^{vi} See, for example, DVD on field meat care by L. Bartlet - https://www.youtube.com/watch?v=DeO_wT4Yqto
- ^{vii} https://www.adfg.alaska.gov/static/research/plans/pdfs/unit23_hunting_legal_hunting_smart_hunters_guide.pdf
- ^{viii} http://www.adfg.alaska.gov/index.cfm?adfg=wildlifeneews.view_article&articles_id=731
- ^{ix} <https://www.outdoorlife.com/tested-best-hunting-apps-for-hunters>
- ^x These notes reflect the words used by participants and have only been edited for style or clarity of meaning. They are not listed in any priority order.
- ^{xi} This analysis was undertaken to help guide selection of key target audiences for hunter education. Participants noted it is neither comprehensive nor systematic, but provides a useful framework for selecting which audiences could be targeted by different campaigns.
- ^{xii} This analysis was undertaken to help guide media selection related to different audiences.
- ^{xiii} It was specifically noted that the State will not get into ethics in their programs; it was recognized that ethics or values would have to come through another mechanism such as a community liaison who can share what are the community values and ethical norms.
- ^{xiv} Facebook is specifically identified because it is known to be the social media platform of choice in rural Alaska.
- ^{xv} This breakout topic allowed participants to explore both key knowledge gaps that affect our current ability to develop hunter education campaigns/projects and key knowledge gaps that may also affect our ability to manage hunting activities and hence the way we inform policy and regulate hunter activities.
- ^{xvi} <http://www.pickclickgive.org/>
- ^{xvii} <https://gov.alaska.gov/newsroom/2016/05/safe-boating-week-2/>
- ^{xviii} <http://medallionfoundation.org/>

