



Increasing Public Safety

By

***Maximizing the Value of
Roadkill Wildlife***

By: Don Dyer, Executive Director

Alaska Moose Federation Conservation Fund Inc.

May 24, 2017

Perspective

Since 2012, Alaska Moose Federation Conservation Fund Inc., commonly known as the Alaska Moose Federation (AMF) has delivered services to the citizens of the State of Alaska by picking up and delivering roadkill wildlife to persons or groups registered with the Alaska State Trooper Roadkill Salvage Program. In all, AMF has transported over 4,000 animals since it began this service. From September 30, 2015 through February 28, 2017, the AMF performed this service for the Alaska Department of Transportation and Physical Facilities under contract #2515H002. That contract was supposed to be annually renewable for three years, but was cut short after federal regulations changed the funding model. During that 17 month period, in cooperation with other State of Alaska personnel, AMF accomplished the following:

- Operated 24 X 7 in Anchorage, Mat-Su, and Kenai, and in Fairbanks beginning January 1, 2016.
- 100% response rate to ALL calls from Public Safety Dispatchers.
- Serviced 1,118 accident scenes.
- Removed 1,132 animals. (14 were multiple animal collisions.)
- Delivered 1,101 salvageable animals to Alaskans for consumption.
- Delivered 31 unsalvageable animals to trappers or landfills.
- Spent an average of just under eight minutes doing the salvage operation at each scene.
- Delivered accurate and timely animal and location data for each accident to the Alaska Department of Fish and Game. This information was instrumental in supporting their current Mat-Su management program and receiving a grant of \$485,000.
- Delivered accurate and timely road conditions and location data for each accident to the Alaska Department of Transportation that supported their highway safety programs.
- Accomplished all of the above, regardless of time of day, weather, and road conditions- with no injuries to our drivers, no tickets, and no traffic accidents.

On March 1, 2017, the Alaska Department of Transportation delivered a letter that gave closure to Contract # 2515H002 (see attachment). That same day, instructions were sent out from the Alaska State Wildlife Troopers instructing DPS dispatchers to no longer dispatch AMF to wildlife collisions, but, instead, to send the Wildlife Salvage Teams or “Charities” as they are commonly called to pick up the roadkill animals themselves.

The position taken by the Alaska State Wildlife Troopers is: that in order for the AMF to be dispatched to the pickup wildlife, AMF must have a “contract” with the Alaska Department of Transportation or Alaska Department of Fish and Game.

With the Alaska State budget being in a badly underfunded, and state and federal funds not being available, the AMF has turned to other sources of funding so as to continue its mission to in serving the citizens of Alaska.



The Alaska State Wildlife Troopers are the entity that “owns” the Roadkill Salvage Program. They have taken the position that DPS dispatchers are not allowed to dispatch to AMF directly unless AMF “has a contract with Alaska DOT”. Thus, this “contract” issue still blocks the resumption of DPS Dispatches calling the AMF directly and the resumption of AMF’s services to the community. Therefore, AMF proposes that a compromise be met by the use of a Memorandum of Understanding (MOU) among all of the following stakeholders:

- State of Alaska Department of Transportation and Physical Facilities (DOT)
- State of Alaska Department of Public Safety (DPS)
- Alaska Department of Fish & Game (ADFG)
- Alaska Moose Federation Conservation Fund Inc. (AMF)

The Balance of this document is devoted to the analysis and justification of the value that the AMF delivers to the citizens of Alaska and the request for an MOU that would authorize the resumption of DPS dispatching directly to AMF for services.

Roadkill Wildlife – Risks, Opportunities, Solutions, and Measurable Results

Public Safety

Risk: Law Enforcement Dispatch Effectiveness- Law Enforcement Dispatchers must make *multiple* calls to find Salvage Teams willing and able to remove large animals from a roadkill site at all hours, locations, and in all conditions. This method causes Law Enforcement Dispatchers to invest valuable time on a non-crime/non-emergency activity and have less time for higher priority incidents. **This Issue is clearly illustrated by the attached letter from MATCOM.**

Solution: Have Law Enforcement Dispatchers make a *single* call to AMF to retrieve large wildlife.

Measurable Result: This method will maximize the effectiveness of Law Enforcement Dispatchers by maximizing available response time for high priority incidents, and minimizing time spent on dead wildlife incidents. Furthermore, this improvement may reduce dispatcher fatigue and increase dispatcher morale.

Risk: Law Enforcement Officer Effectiveness - In many cases, Law Enforcement Officers must wait for Salvage Teams to arrive to remove large animals from the site of the roadkill. In many cases, officers must wait until the removal is completed. This method causes Law Enforcement Officers to invest



valuable time on a non-crime/non-emergency activity, and to have less time for higher priority incidents. In addition, this method unnecessarily exposes Officers to traffic hazards due to the time spent at the scene.

Solution: Have Law Enforcement Officers notify Dispatchers of the exact location of the roadkill. In turn, Dispatchers relay the location to the AMF. The Law Enforcement Officer then leaves a flare or marker to guide the AMF to the roadkill site.

Measurable Result: This method will minimize the on-site time for Law Enforcement Officers, thereby maximizing their availability for higher priority incidents and reducing their exposure to traffic hazards. Furthermore, this improvement may reduce officer frustration and increase officer morale.

Risk: Response Time- Salvage Teams must assemble their team, gather equipment, and travel to the accident site. In spite of the Roadkill Salvage Program requirements, this entire process can take one hour or more. The time that this process takes increases the hazard to not only Salvage Teams, but also officers and other motorists.

Solution: AMF will have personnel and equipment in a state of readiness 24x7. Law Enforcement Dispatchers will dispatch AMF to the exact location of the dead animal. AMF will respond the dispatch location usually within thirty minutes.

Measurable Result: This method will dramatically minimize the response time/accident opportunity window of large animal hazards, minimize Salvage Team traffic, and make the roadways safer overall.

Risk: Removal Time- Salvage Teams must load the dead animal at the accident site, which in most cases, requires partially processing (quartering) the animal at the site before they can travel to a processing location. This entire process can take hours and maximizes the safety hazard to Salvage Teams, as well as to officers and other motorists.

Solution: AMF has purpose-built trucks that are capable of loading the whole animal off the roadway minutes of arrival.

Measurable Result: This method will dramatically minimize the removal time/accident opportunity window of large animal hazards, minimize Salvage Team traffic, and make the roadways safer overall.

Risk: Salvage Team Qualifications, Methods, and Equipment- The road traffic hazard for the removal of a large animal is greatly increased when using the current Salvage Team method. Salvage Teams must assemble their team. In many cases, this draws multiple, poorly lit, vehicles (and a trailer) to the roadkill location where road width, speeds, topography, light, weather, traffic congestion, and other conditions



combine to setup a catastrophe. Furthermore, the present method puts multiple untrained personnel, not wearing DOT standard reflective clothing, into a very risky situation. This circumstance is extremely unsafe and combines all of the worst elements to setup another accident.

Solution: Have Law Enforcement Dispatchers direct AMF to the exact location of the roadkill. AMF will have trained personnel, using DOT-Certified vehicles, that are in a state of readiness 24x7. AMF personnel will respond to roadkill sites with a single flat-bed pickup size truck, that is purpose-built for rapid large animal removal and high visibility. Dressed in DOT-Certified reflective clothing, AMF personnel will take every precaution using flares, lights or reflective devices to mitigate all of the risks illustrated above BEFORE attempting to load roadkill wildlife.

Measurable Result: This method will dramatically minimize the collision risk involved in the removal of large animal hazards.

Risk: Salvage Teams increase secondary Collision Hazards- Secondary road hazards are maximized by using the current Salvage Team method. Most Salvage Teams currently dismember/dis-embowel/skin roadkill wildlife at the roadkill scene. In many instances, Salvage Teams drag the offal or a boned-out carcass a short way off the road to conceal it in brush within a short distance of roads and trails that are used by hikers, skiers, cyclists, etc... Not only does this method keep the Salvage Team exposed to hazards for a longer duration, it also creates a spectacle that causes other curious drivers to slow down, and, in many instances, to stop to take pictures and ask questions. This situation is exceedingly common! Furthermore, the organic material that is left behind draws scavengers such as bears, wolves, and pet dogs. This sets up yet another collision and human/wildlife conflict. The current method creates a condition that maximizes the hazard for Salvage Teams, other motorists passing the roadkill scene, trail users, wildlife, pets, and subsequent drivers passing the collision site in the ensuing several days.

Solution: Have Law Enforcement Dispatchers direct AMF to the exact location of any dead large wildlife. AMF personnel will remove ALL organic material from the roadway that can be removed with a shovel, within the bounds of safety, and as directed by Law Enforcement officers at the scene.

Measurable Result: This method will dramatically minimize the danger of secondary collisions and later human/wildlife conflict.

Risk: Animal Attack Hazards- Hostile cow moose are a deadly hazard and are commonly encountered at a roadkill site where a calf has been hit. As previously illustrated, managing numerous hazards and field processing a roadkill is a big job. Salvage teams often bring young children to roadkill sites out of necessity. It is often difficult to see a related moose in the dark or in the brush. Angry cows/siblings can attack suddenly without warning. The current method exposes Salvage Teams to a hazard that they may be ill-prepared for. Furthermore, scavengers like bears and wolves are an added hazard. Salvage Teams may resort to shooting hazardous animals in “self-defense”, and make a bad situation much worse.



Solution: Have Law Enforcement Dispatchers direct the AMF to the exact location of any roadkill. AMF will send personnel that are specifically trained and equipped in non-lethal methods for resolving hazardous animal situations.

Measurable Result: This method will eliminate danger to inexperienced or overconfident Salvage Team members and others in the vicinity.

Risk: Concentrated Distribution. The current method favors those who are equipped and able to travel and work at a roadkill site, over those that are only equipped and available to process and distribute the meat. The current method excludes those that may be temporarily unable to travel and transport large dead animals. For example: A person that has spouse working out of town, or a vehicle out of service, or some other type of limiting factor. Their circumstance do not preclude them from processing an animal, but makes it impossible or extraordinarily difficult to retrieve a roadkill.

Solution: Have Law Enforcement Dispatchers direct AMF to the exact location of all road kills and furnish the location for delivering the carcass for processing. AMF will have trained personnel respond to most roadkill sites within 30 minutes and deliver the carcass as directed.

Measurable Result: This method will maximize the distribution of meat to people who are willing and able to process it, and WILL NOT exclude those that may not be able to travel to and transport an animal from a roadkill site.

Risk: Fear of Disqualification. The current method excludes those who may be in a temporary circumstance. For example, A person that has a spouse working out of town or some other limiting factor that does not preclude them from processing an animal, but makes it extraordinarily difficult to retrieve a roadkill. Current policy disqualifies persons who turn down a roadkill salvage opportunity after two instances. In some cases, the fear of being disqualified from the program is causing people who are clearly unqualified and ill-equipped to travel to and remove roadkill and subject themselves (and the public) to undue hazards.

Solution: Have Law Enforcement Dispatchers direct AMF to the exact location of ALL road kills AND supply the location for delivering the carcass for processing. AMF will have trained personnel respond to most roadkill sites within 30 minutes and deliver it as directed.

Measurable Result: This method will maximize the distribution of meat to people who are willing and able to process it, and WILL NOT force those who are not qualified to work at a salvage site due to fear of disqualification.

State of Alaska Exposure & Risk Management

Risk: Inadequate Insurance and Indemnification. The AMF, even when NOT bound by the requirements of the DOT contract, carries a \$1 million in auto liability coverage, \$1 million in general



liability coverage, and Workman's Compensation coverage. In addition, AMF vehicles are DOT inspected and certified and are continuously maintained by professional mechanics. AMF drivers are required to inspect their vehicles regularly and get any deficiencies corrected ASAP or take the vehicle out of service. AMF vehicles are outfitted to be HIGHLY VISIBLE even if they have an electrical failure. AMF drivers are HIGHLY VISIBLE as well due to the DOT certified ANSI/ISEA 107-2015 High Visibility Garments worn when picking up roadkill animals.

The Alaska State Wildlife Trooper Roadkill Salvage Team Application under the "Waiver of Risk" States: "In consideration of the use of this animal, applicant agrees not to sue and to indemnify, save harmless, and to defend the State, its agents and employees from any and all claims or actions for injuries or damages sustained by any person or property arising directly or indirectly from the removal and use of any animal."

This clause in the Roadkill Salvage Application sounds good, except that it is functionally deficient on several points:

1. How can Roadkill Salvage Teams "indemnify, save harmless, and ... defend" if they do not carry insurance or have adequate funds to cover the claim? What if a Salvage Team vehicle is uninsured or underinsured? There is no requirement in the application that requires proof of the ability to comply with this requirement.
2. What if a Roadkill Salvage Team vehicle gets into an accident while salvaging a moose? If there is no requirement in the application that requires proof of the ability to comply with this requirement, would the State be liable because they "dispatched" an officially authorized Salvage Team with the assumption that they were able to comply? In that case, would the State assume the liability if it failed to verify the team's credentials?
3. What if Roadkill Salvage Team vehicles are unsafe? If there is no requirement in the application that requires proof of the ability of the salvage vehicle to be mechanically up to the task, with all lights working, etc... Is the State liable because they "sent out" an officially authorized Salvage Team with the assumption that the salvage vehicle is safe?
4. What if a Roadkill Salvage Team, in the performance of salvage, is negligent? There is nothing that keeps the injured party from holding the State liable since the salvage team was dispatched by the State for this duty. The clause in the application is only binding on the Salvage Team and not on an injured third party. When AMF is acting as a "contractor", is independently and solely liable for its own actions, and the State is protected, as AMF has agreed to higher standards than are required for Salvage Teams.
5. What if a Roadkill Salvage Team member or a "ride-along" is injured or killed? In many instances, due to the short notice and late hour, families bring small children out to salvage with them because they are not able to get a baby sitter at 3:00 AM. What if the Salvage is a difficult one where the animal is far off the road or in heavy urban traffic? Could a ride along argue that they were not adequately informed by dispatchers about the danger? It sounds crazy, but in today's litigious society, there is nothing that keeps the injured party from holding the State liable since the salvage team was dispatched by the State for this duty on the assumption that they know what the hazards are and are prepared to deal with them. The clause in the application is only binding on the Salvage Team and not on an injured third party. The AMF, acting as a "contractor" independently, is solely liable for its own actions, and the State is



protected as AMF has agreed to higher standards than are required for Salvage Teams. When AMF has a “ride-along”, a waiver is always signed.

6. What if a Roadkill Salvage Team member is working a salvage, and due to the absence of reflective clothing is not visible until the “last second” causing a motorist to take evasive action and causing an accident? Since there is no requirement in the application for reflective clothing, is the State liable because they “dispatched” an officially authorized Salvage Team without DOT standard High Visibility garments? Even roadside daytime trash collectors are required to undergo training and wear DOT certified High Visibility garments.

In summary, there is no end to the combination of conditions, events, and points of exposure for the State of Alaska by using Salvage Teams. AMF arrives at a salvage with not only training, equipment, insurance, and experience, but also a track record of conscientious, successful execution.

The AMF is the best firewall between the State of Alaska and litigation!

Risk Summary

The Following matrix illustrates the risks that the SOA is exposed to by operating the Roadkill Salvage Program and the affects that using AMF for roadkill salvage transport.

Risk Exposure to	Present Increase	AMF Decrease
DPS Dispatch Effectiveness		X
DPS Officer Effectiveness		X
Accident Response Time		X
Removal Time		X
Qualifications		X
Methods		X
Equipment		X
Road Congestion		X
Animal Attack		X
Concentrated Distribution		X
Disqualification Motive		X
Liability/Indemnification		X

Highway Management and Wildlife Management

Opportunity: Capture and Transfer Accurate and Timely accident/mortality, and biological data. The current method only captures accident scene data that is relevant to DPS and DOT. However, this data is stored on DPS systems and there is considerable latency between the time of the incident and delivery of the data to DOT and ADFG. Furthermore, data collected by DPS personnel conforms to DPS reporting needs and lacks data elements that contain the precision needed for studying animal movement and behavior. The lack of location precision and delivery latency for roadkill incidents combine to make it impossible to productively study the behavior of large wildlife along roadways in a timely manner. In addition, no animal-specific characteristic data is being captured. The present methodology causes a



loss of the opportunity to study and model large wildlife behavior and biology, which could be used to manage the populations productively and reduce vehicle/wildlife conflicts.

Solution: Have AMF capture necessary detailed data and biological samples from road kills. Data will be collected and available to organizations for purposes of studying the large animal populations. The AMF will deliver the data electronically in “real-time” and deliver biological samples to cold storage for future use. **Note: The AMF has performed this service for ADFG during the course of contract #2515H002 and enabled ADFG Mat-Su to receive a \$485,000 grant.**

Measurable Result: This method will maximize and standardize the knowledgebase of large wildlife behavior, mortality, and biology for use by ADFG, and for management modeling for other agencies.

Known Quantity – Record of Performance

AMF has a documented track record of performance from Contract #2515H002. Although, early on, there were some lessons learned, overall AMF’s performance met or exceeded all of the standards and expectations set forth in contract #2515H002. In addition, the Alaska Moose Federation brand was turned from being a questionable non-profit, to a positive, reliable, service organization that is well liked and has broad public support. AMF surveyed most of the people that received salvage moose. A copy of the survey results is in the Appendix.

In Conclusion

Increased efficiency and effectiveness of public safety personnel is the #1 value added by using the AMF. The AMF is a force-multiplier for DPS Dispatchers and Troopers/Officers fighting crime on the streets. Add to that the reduced physical risk for Law Enforcement and Salvage Teams and AMF has saved the State of Alaska money and reduced risk exposure substantially.

According to the survey results for the 17 months of Contract #2515H002: If you take the total amount of meat delivered by the AMF, and made it into ½ pound mooseburgers, you would have 605,550 mooseburgers. \$300,000 was spent on the contract. So that’s \$0.49 cents per mooseburger. Add to the food value the efficiency and reduced liability for the SOA, and overall that’s a pretty good return on investment for the citizens of Alaska!

The success of the AMF Salvage program would be impossible without the dedication of the eight drivers from Kenai, Anchorage, Mat-Su and Fairbanks. No amount of money could motivate people to get up at all hours and in all conditions, night after night, forcing you to quickly exit movies, church, family events, or whatever they are doing, to answer the call. They do what they do out of respect and admiration for the Law Enforcement officers who they serve and for the people that are fed by the salvage meat. Every driver has had the experience of delivering a meat source to a family or group and had the “lady of the house” come out in tears and throw their arms around them and say: “Thank you! We just ate the last bite of food in the house and we didn’t know what else to do.” In many cases, these people probably could not afford the gasoline to go out and salvage a moose! Money does not compare in value with the feeling you have at moments like that. We do what we do- *and we do it well*- because we love what we do for the sake of the Alaskans we serve! Thank you!

