

## Clearinghouse Rule 10-066

### ORDER OF THE STATE OF WISCONSIN NATURAL RESOURCES BOARD AMENDING, REPEALING AND RECREATING, AND CREATING RULES

The Wisconsin Natural Resources Board proposes an order to repeal NR 10.31(2); to amend ss. NR10.001(9w), 10.01(1)(v), 10.125(1)(c)2.a., 10.125(2), 10.125(3)(intro) and 10.125(3)(a)(intro), and to repeal and recreate 10.01(1)(b), (g) and (u) relating to hunting and the 2010 migratory game bird seasons and waterfowl hunting zones.

WM-21-10

#### Analysis Prepared by the Department of Natural Resources

**Statutes Interpreted and Explanation of Agency Authority:** In promulgating this rule, ss. 29.014, 29.041, 29.197 and 29.885, Stats. have been interpreted as allowing the department the authority to establish the migratory game bird seasons within the state as well as on and in all waters bordering the state and establish the two-day youth waterfowl hunt.

**Statutory Authority and Explanation of Agency Authority:** Statutes that authorize the promulgation of this rule order include ss. 29.014 and 227.11, Stats. These sections grant rule making authority to the department to establish and maintain open and closed seasons for hunting and provide that all rules promulgated under this authority are subject to review under ch. 227, Stats. In addition, s. 29.041, Stats., authorizes the department to promulgate rules that regulate hunting on and in all interstate boundary waters, and s. 29.197, Stats., authorizes the establishment of special hunts.

**Related Statute or Rule:** This rule order establishes the season length and bag limits, for the Wisconsin migratory game bird seasons. Each year similar or identical emergency and permanent rule packages are promulgated. This process is necessary to have the seasons in place for the fall hunting season while following the federal and state rule procedures. Clearinghouse Rule 10-020, the Wildlife Management Spring Hearing Rules package, repeals the Burnett and Rock Prairie Canada goose management subzones. This rule order is written as affected by CR 10-20.

**Plain Language Analysis:** Sections 1 and 4 through 8 repeal the Collins goose management zone.

Section 2 of this rule order establishes the season length and bag limits for the 2010 Wisconsin migratory game bird seasons. For ducks, the state is divided into two zones each with 60-day seasons. The season begins at 9:00 a.m. September 25 and continues for 60 consecutive days in the north, closing on November 23. In the South the season begins at 9:00 a.m. on October 2 and continues through October 10, followed by a 5-day split, and then reopens on October 16 and continues through December 5. The daily bag limit is 6 ducks including no more than: 4 mallards, of which only 1 may be a hen, 1 black duck, 1 pintail, 1 canvasback, 3 wood ducks, 2 scaup and 2 redheads.

For Canada geese, the state is apportioned into 3 goose hunting zones: Horicon, Collins and Exterior. Other special goose management subzones within the Exterior Zone include Brown County and the Mississippi River. Season lengths are: Collins Zone - 66 days (three hunting periods, September 16 – October 3, October 4 – 24, October 25 – November 19); Horicon Zone - 92 days (2 hunting periods, first period beginning September 16 and the second on November 1); Exterior Zone in the northern duck zone - 85 days (Sept. 18 – Dec. 11); Exterior Zone in the southern duck zone – 85 days (Sept. 18 – Oct. 10 and Oct. 16 – Dec. 16) and Mississippi River subzone - 85 days (Oct. 2 – Oct. 10 and Oct. 16 – Dec. 30). The statewide daily bag limit for Canada geese in all zones is 2 birds per day during the open seasons within the zones.

Section 3 establishes the youth waterfowl hunting season dates.

**Summary of, and Comparison with, Existing or Proposed Federal Regulations:** Under international treaty and Federal law, migratory game bird seasons are closed unless opened annually via the U.S. Fish and Wildlife Service (USFWS) regulations process. As part of the Federal rule process, the USFWS proposes a duck harvest-management objective that balances hunting opportunities with the desire to achieve waterfowl population goals identified in the North American Waterfowl Management Plan (NAWMP). Under this harvest-management objective, the relative importance of hunting opportunity increases as duck populations approach the goals in the NAWMP. Thus, hunting opportunity would be maximized when the population is at or

above goals. Additionally, while USFWS believes that the NAWMP's population goals would tend to exert a conservative influence on overall duck harvest-management. Other factors, such as habitat, are to be considered.

In the past, the regular Canada goose season was based on the allowable Mississippi Valley Population (MVP) harvest which was determined based on the spring breeding population estimate obtained from an aerial survey of the MVP breeding range as prescribed by the Mississippi Flyway MVP management plan. However, because locally produced giant Canada geese now constitute a considerable portion of the harvest in all states that also harvest Mississippi Valley Population birds, the Mississippi Flyway Council is testing the use of a standard season framework for 5 years. Beginning in the fall of 2007 and continuing through 2011, season lengths and bag limits for each MVP harvest state will remain unchanged. Each state retains the flexibility to schedule the timing of their Canada goose season. In addition, if the MVP spring population numbers dropped to a predetermined low level during the 5-year period, the stable season framework would be adjusted.

All proposed modifications included in this rule order are consistent with these parameters and guidelines which are annually established by the USFWS in 50 CFR 20.

**Comparison with Rules in Adjacent States:** Since migratory bird species are managed under international treaty, each region of the country is organized in a specific geographic flyway which represents an individual migratory population of migratory game birds. Wisconsin along with Minnesota, Michigan, Illinois and Iowa are members of the Mississippi Flyway. Each year the states included in the flyways meet to discuss regulations and guidelines offered to the flyways by the USFWS. The FWS regulations and guidelines apply to all states within the Flyway and therefore the regulations in the adjoining states closely resemble the rules established in this rule order, and only differ slightly based on hunter desires, habitat and population management goals. However, these variations fall within guidelines and sideboards established by the USFWS.

**Summary of Factual Data and Analytical Methodologies:** For the regular duck season, a data based process called Adaptive Harvest Management is used annually by the USFWS and the Flyways to determine which of 3 framework alternatives best matches the current year's data on populations and habitat (data from the spring pond and duck survey). The option of a closed season is also possible if survey conditions indicated that this is necessary for the management of duck populations. The determination of which alternative is selected is based in part on the spring wetland conditions on the breeding grounds and the Mid-Continent Mallard population. These data come from the May Pond and Breeding Waterfowl Population Surveys conducted by the USFWS and Canadian Wildlife Service on traditional survey areas as well as surveys from select states, including Wisconsin.

Wisconsin's regular Canada goose season harvest consists of close to a 50:50 ratio between resident giant and MVP population Canada geese. As a result, the parameters of Wisconsin's regular goose seasons are guided by the Mississippi Flyway management plans for the MVP and giant Canada goose populations and approved by the Mississippi Flyway Council and the USFWS. The health of these populations was measured with spring breeding population surveys, survival data and harvest rates obtained from banding and production studies. The surveys and studies are conducted annually and are supported by the State of Wisconsin as part of the MFC. The result of this work is reviewed annually by the MFC committee and the USFWS to measure the impact of the stable season framework trial period.

The primary elements of Wisconsin's waterfowl regulatory process include conducting spring waterfowl surveys, participation in MFC meetings, commenting on federal proposals, and soliciting input from the public. The state process begins with Flyway meetings in February and March each year where staff provide input to the development of federal framework alternatives and requests related to the early seasons. In spring and summer, breeding waterfowl surveys and banding are conducted in support of the regulatory process.

In early July, staff will conduct a public meeting to solicit input from interest groups, including representatives of the Conservation Congress Migratory Committee. At this meeting staff will provide the attendees with breeding status information and ask for any items that they wish the department to pursue at the MFC meeting in mid July. Department staff then attended the MFC Technical and Council meetings. At this meeting, staff will be provided status information and the proposed framework alternative from the USFWS. Department staff will then work with the other states in our Flyway to discuss and develop proposals and recommendations to be voted upon by the MFC. Proposals that pass at the MFC meeting will be forwarded to the USFWS for consideration by the Service Regulations Committee (SRC) at their meeting. The USFWS will announce its final waterfowl season framework recommendation on July 30. Department staff will summarize waterfowl status and regulation information for Wisconsin citizens and present this information to the Migratory Committee of the Conservation Congress and at a public meeting (Post-Flyway Meeting) of interest groups and individuals on July 31. Staff will gather public input at these meetings regarding

citizen suggestions for the development of Wisconsin's waterfowl regulations given the federal framework. Public hearings will be held during the first week of August around the state to solicit additional input on the proposed annual waterfowl rule.

This rule proposal will eliminate the Collins Canada goose hunting zone in 2011. The Collins zone in Manitowoc County was established in 1988 because it was a site specifically used by the Mississippi Valley Population of Canada geese and was hunted intensively. With the expansion of the Giant Canada goose population in Manitowoc County and the decreased interest in hunting the Collins zone, there is no longer a need for special restrictions. Staff have already collected public input and Mississippi Flyway Council review for the elimination of this zone with favorable results. As part of the annual harvest management of the Collins zone, all hunting permit holders are mailed a questionnaire. For the 2009 season, we included a question asking the permit holders if they would favor eliminating the Collins Zone and 80% favored elimination of the zone. Only 14% opposed elimination and 6% did not respond. We can increase efficiency and collect input from waterfowl hunters statewide by taking the proposal through the 2010 summer waterfowl rule hearings.

**Analysis and Supporting Documents Used to Determine Effect on Small Business or in Preparation of Economic Impact Report:** These rules, and the legislation which grants the department rule making authority, do not have a significant fiscal effect on the private sector or small businesses. Additionally, no significant costs are associated with compliance to these rules.

**Effects on Small Businesses:** These rules are applicable to individual sportspersons and impose no compliance or reporting requirements for small businesses, nor are any design or operational standards contained in the rule.

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**Section 1: NR 10.001(9w), as affected by CR 10-020, is amended to read:**

NR 10.001(9w) For the purpose of administering the Canada goose hunting permit system, "Exterior goose management zone" or the "Exterior zone" means all that part of the state outside of the ~~Collins and Horicon~~ Horicon goose management ~~zones~~ zone described in s. NR 10.31, and includes the Mississippi River, Brown County and New Auburn subzones which shall be treated as separate management subzones for other purposes.

**Section 2. NR 10.01(1)(b), (g) and (u), as affected by CR 10-020, are repealed and recreated to read:**

Kind of Animal	Locality	Open season (all dates inclusive)	Daily Bag Limit	Possession Limit
NR 10.01(1)(b) <i>All species of wild duck</i>	Entire state	As established by zone	As established by season and zone	Double the daily bag limit through the entire season, except opening day when it is the same as the daily bag limit.
	Northern zone as established in s. NR 10.32	Sept. 25 at 9:00 a.m. – Nov. 23	6 ducks to include not more than 4 mallards of which only 1 may be a hen mallard, 1 black duck, 1 pintail, 1 canvasback, 2 redheads, 2 scaup and 3 wood ducks. In addition, 5 mergansers to include not more than 2 hooded mergansers.	

Southern zone as established in s. NR 10.32	Oct. 2 at 9:00 a.m. – Oct. 10 and Oct. 16 – Dec. 5	6 ducks to include not more than 4 mallards of which only 1 may be a hen mallard, 1 black duck, 1 pintail, 1 canvasback, 2 redheads, 2 scaup and 3 wood ducks. In addition 5 mergansers to include not more than 2 hooded mergansers.
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**Section 2. Continued.**

Kind of Animal	Locality	Open season (all dates inclusive)	Daily Bag Limit	Possession Limit
NR 10.01(1)(g) <i>Geese</i> 1. Canada geese and its subspecies	a. Entire state	Sept. 1 — Sept. 15	5	10
	b. All that part of the exterior zone lying-within the northern zone established in s. NR 10.32 except for the subzones described in subd. 1.c.	Sept. 18 – Sept. 24 and Sept. 25 at 9:00 a.m. – Dec. 11	2	4
	c. All that part of the Brown County subzone lying within the northern zone established in s. NR 10.32.	Sept. 18 – Sept. 24 and Sept. 25 at 9:00 a.m. – Dec. 11	2	4
	d. All that part of the exterior zone lying within the southern zone established in s. NR 10.32 except for the zones and subzones described in subd. 1. f. to h.	Sept. 18 – Oct. 1 and Oct 2 at 9:00 a.m. - Oct. 10 and Oct. 16 - Dec. 16	2	4
	e. All that part of the Brown County subzone lying within the southern zone established in s. NR 10.32.	Sept. 18 – Oct. 1 and Oct 2 at 9:00 a.m. - Oct. 10 and Oct. 16 - Dec. 16	2	4

**Section 2. Continued.**

Kind of Animal	Locality	Open season (all dates inclusive)	Daily Bag Limit	Possession Limit
	f. Horicon zone	Two permit periods		6 (equivalent to the prescribed number of carcass tags)
		Sept. 16 – Oct. 1 and Oct. 2 at 9:00 a.m. – Oct. 31	2	
		Nov. 1 – Dec. 16	2	
	g. Collins zone	Three permit periods:		6 (equivalent to the prescribed number of carcass tags)
		Sept. 16 – Oct. 1 and Oct. 2 at 9:00 a.m. – Oct. 3	2	
		Oct. 4 – Oct 24	2	
		Oct. 25 – Nov. 19	2	
	h. Mississippi River subzone	Oct. 2 at 9:00 a.m. – Oct. 10 and Oct. 16 – Dec 30	2	4
2. Snow or blue and Ross' geese	Entire state	As established by zone	20	40

Note: Season dates listed in this subdivision may be closed early when the harvest may exceed the level authorized, according to the procedure in s. NR 10.125(6).

Section 2. Continued.

Kind of Animal	Locality	Open season (all dates inclusive)	Daily Bag Limit	Possession Limit
	a. All that part of the exterior zone lying within the northern zone established in s. NR 10.32 except for the subzones described in subd. 2.b.	Sept. 18 – Sept. 24 and Sept. 25 at 9:00 a.m. – Dec. 11		
	b. All that part of the Brown County subzone lying within the northern zone established in s. NR 10.32.	Sept. 18 – Sept. 24 and Sept. 25 at 9:00 a.m. – Dec. 11		
	c. All that part of the exterior zone lying within the southern zone established in s. NR 10.32 except for the zones and subzones described in subd. 2. d. to g.	Sept. 18 – Oct. 1 and Oct 2 at 9:00 a.m. - Oct. 10 and Oct. 16 - Dec. 16		
	d. All that part of the Brown County subzone lying within the southern zone established in s. NR 10.32	Sept. 18 – Oct. 1 and Oct 2 at 9:00 a.m. - Oct. 10 and Oct. 16 - Dec. 16		
	e. Horicon zone	Sept. 16 – Oct. 1 and Oct. 2 at 9:00 a.m. – Dec. 16		
	f. Collins zone	Sept. 16 – Oct. 1 and Oct. 2 at 9:00 a.m. – Nov. 19		
	g. Mississippi river subzone	Oct. 2 at 9:00 a.m. – Oct. 10 and Oct. 16 – Dec 30		

Section 2. Continued.

Kind of Animal	Locality	Open season (all dates inclusive)	Daily Bag Limit	Possession Limit
3. All other geese	Entire state	As established by zone	1 white-fronted goose	2 white-fronted geese
	a. All that part of the exterior zone lying within the northern zone established in s. NR 10.32 except for the subzones described in subd. 3.b.	Sept. 18 – Sept. 24 and Sept. 25 at 9:00 a.m. – Dec. 11		
	b. All that part of the Brown County subzone lying within the northern zone established in s. NR 10.32	Sept. 18 – Sept. 24 and Sept. 25 at 9:00 a.m. – Dec. 11		
	c. All that part of the exterior zone lying within the southern zone established in s. NR 10.32 except for the zones and subzones described in this subd. 3.d. to g.	Sept. 18 – Oct. 1 and Oct 2 at 9:00 a.m. - Oct. 10 and Oct. 16 - Dec. 16		
	d. All that part of the Brown County subzone lying within the southern zone established in s. NR 10.32	Sept. 18 – Oct. 1 and Oct 2 at 9:00 a.m. - Oct. 10 and Oct. 16 - Dec. 16		
	e. Horicon zone	Sept. 22 – Oct. 1 and Oct. 2 at 9:00 a.m. – Dec. 16		
	f. Collins zone	Sept. 16 – Oct. 1 and Oct. 2 at 9:00 a.m. – Nov. 19		



**Section 2. Continued.**

Kind of Animal	Locality	Open season (all dates inclusive)	Daily Bag Limit	Possession Limit
4. Brant	g. Mississippi River subzone	Oct. 2 at 9:00 a.m. – Oct. 10 and Oct. 16 – Dec 30	1	2
	Entire state	As established by zone		
	a. All that part of the exterior zone lying within the northern zone established in s. NR 10.32 except for the subzones described in sub. 3.b.	Sept. 18 – Sept. 24 and Sept. 25 at 9:00 a.m. – Dec. 11		
	b. All that part of the Brown county subzone lying within the northern zone established in s. NR 10.32	Sept. 18 – Sept. 24 and Sept. 25 at 9:00 a.m. – Dec. 11		
	c. All that part of the exterior zone lying within the southern zone established in s. NR 10.32 except for the zones and subzones described in subd. 3. d. to g.	Sept. 18 – Oct. 1 and Oct 2 at 9:00 a.m. - Oct. 10 and Oct. 16 - Dec. 16		
	d. All that part of the Brown County subzone lying within the southern zone established in s. NR 10.32	Sept. 18 – Oct. 1 and Oct 2 at 9:00 a.m. - Oct. 10 and Oct. 16 - Dec. 16		
	e. Horicon zone	Sept. 16 – Oct. 1 and Oct. 2 at 9:00 a.m. – Dec. 16		
	f. Collins zone	Sept. 16 – Oct. 1 and Oct. 2 at 9:00 a.m. – Nov. 19		
	g. Mississippi River subzone	Oct. 2 at 9:00 a.m. – Oct. 10 and Oct. 16 – Dec 30		

**Section 2. Continued.**

NR 10.01(1)(u) *Falconry special season.* Any person possessing a valid falconry permit and hunting license shall be restricted to the following migratory game bird seasons:

Kind of Animal	Locality	Open season (all dates inclusive)	Daily Bag Limit	Possession Limit
1. All species of wild ducks, mergansers and coots	Northern zone as established in s. NR 10.32	Sept. 18 – Sept. 19, Sept. 25 at 9:00 a.m. – Nov. 23 and Jan. 7 – Feb. 20	3 in aggregate with those species listed under subd. 2.	6 in aggregate with those species listed under subd. 2 .
	Southern zone as established in s. NR 10.32	Sept. 18 – Sept. 19, and Oct 2 at 9:00 a.m. – Oct. 10, Oct. 16 – Dec. 5 and Jan. 7 – Feb. 20	3 in aggregate with those species listed under subd. 2.	6 in aggregate with those species listed under subd. 2.
2. Gallinules, Sora rail, Virginia rail, common snipe and woodcock	Entire state	Sept. 1 – Dec. 16	3 in aggregate with those species listed under subd. 1.	6 in aggregate with those species listed under subd. 1.
3. Geese	Within the zones and subzones established in s. NR 10.31	Concurrent with the open season for geese established in par. (g) for each zone or subzone	As established in par. (g) for each zone or subzone	As established in par. (g) for each zone or subzone

**Section 3. NR 10.01(1)(v) is amended to read:**

NR 10.01(1)(v) *Special youth waterfowl hunt event.* Persons under the age of 16 may hunt all species of wild duck, mergansers, geese, coots, and moorhens for 2 consecutive days starting on September ~~19~~ 18. Approvals under ch. 29, Stats., are not required pursuant to s. 29.197 (1), Stats., except for registration in the harvest information program under s. NR 10.12 (11) and a Canada goose hunting permit for the season or zone where goose hunting, as listed in par. (g) 1., if hunting Canada geese. Daily bag limits are those described under pars. (b), (c) and (g), except that the daily bag limit for the zone or sub zone being hunted as listed in par. (g)1.a. to j., on that date shall apply to Canada geese, and all other waterfowl hunting regulations apply. Hunters shall be accompanied by an adult 18 years of age or older and be in compliance with ~~s. 29.592 Stats.~~ ss. 29.52 and 29.53, Stats. One adult may not accompany more than 2 hunters and pursuant to s. 29.592, Stats., not more than one of the 2 hunters may be age 10 or 11, or be a person who does not possess a certificate of accomplishment under s. 29.591, Stats., or its equivalent from another state, country or province.

**Section 4: NR 10.125(1)(c)2.a. is amended to read:**

NR 10.125(1)(c)2.a. Issue Horicon ~~and Collins~~ zone permits that are also valid for the exterior zone during a time period specified by the department.

**Section 5: NR 10.125(2) is amended to read:**

NR 10.125(2) APPLICATION AND ISSUANCE REQUIREMENTS. (a) *Forms.* Applications shall be on forms supplied by the department.

(b) *Deadlines.* 1. All applications for the Horicon, ~~Collins~~ and Exterior zones shall be postmarked no later than the deadline dates indicated on the forms or received by a department service center location on that date to be considered for selection. The annual application deadlines may not be sooner than July 1.

**Note:** The department conducts extensive publicity on the application deadlines beginning several months prior to any deadline. Application deadline dates are published in news releases, the department Web site at [www.dnr.wi.gov](http://www.dnr.wi.gov), license outlet handouts, and pertinent regulation pamphlets. Department service center hours may vary by location.

2. Exterior zone and early goose hunt subzone permits may be obtained at a license vendor or department service center location throughout the open season.

**Note:** Department service center office hours may vary by location.

(c) *Application limitations.* 1. No person may submit more than one application per year except that:

a. Persons who submitted an invalid permit application for the ~~Collins or Horicon zones~~ zone may reapply, provided the goose season is open, for an Exterior zone permit.

b. Persons applying for an early goose hunt subzone permit may also apply for a ~~Collins~~, Horicon, or Exterior zone permit.

2. If 2 or more persons wish to hunt together in the ~~Collins or Horicon zones~~ zone, each applicant shall complete and submit an application form. A group application shall be considered one application.

(d) *Selection preference.* When applications exceed the number of permits available, successful applicants shall be randomly selected with first preference given to persons who unsuccessfully applied for a permit during the previous year.

(e) *Undersubscribed zones.* If the number of permit applications is less than the number of permits available for any time period, the department may issue the remaining permits to successful applicants by random selection.

~~(f) *Permit limits.* The department may not issue more than 425 permits for any time period for the Collins zone.~~

**Section 6: NR 10.125(3)(intro) is amended to read:**

NR 10.125(3) SPECIAL REQUIREMENTS. Unless otherwise directed by the department, the following requirements apply to the Horicon ~~and Collins zones~~ zone:

**Section 7: NR 10.125(3) (a)(intro) is amended to read:**

NR 10.125(3) (a) *Tagging.* When a Canada goose is killed within Horicon ~~and Collins zones~~ zone, the hunter shall:

**Section 8: NR 10.31(2) is repealed.**

**Section 9.** EFFECTIVE DATE. The rules shall take effect on the first day of the month following publication in the Wisconsin administrative register as provided in s. 227.22(2)(intro.) except for sections 1 and 4 through 8 which shall take effect on February 1, 2011.

**Section 10.** BOARD ADOPTION. This rule was approved and adopted by the State of Wisconsin Natural Resources Board on \_\_\_\_\_.

Dated at Madison, Wisconsin \_\_\_\_\_.

STATE OF WISCONSIN  
DEPARTMENT OF NATURAL RESOURCES

By \_\_\_\_\_  
Matthew Frank, Secretary

(SEAL)