BEAVER STATE WILDLIFE SOLUTIONS
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March 20th, 2023

House Committee on Climate, Energy, and Environment
RE: House bill 3464

Chair Marsh, Vice Chairs Levy and Levy, and Members of the Committee,

As a small business operating with the ODFW wildlife control operator license, I've probably seen more beavers on private land in the Beaver State than anyone else recently. Helping people work with beavers is my full-time occupation—it's what pays my mortgage as a landowner in Southwestern Oregon and buys groceries for my family with our three children.

Since 2015, I've been the primary business offering coexistence solutions for the conflicts that beavers can cause with human infrastructure, homes and crops as they build and maintain their own habitat. Since HB 3464 has the potential to help landowners access coexistence tools, I wanted to provide you with some examples from my experiences in our state that are relevant:

Landowners don't have access to all the tools they need. Coexistence solutions often work better for landowners than trapping, but many Oregon landowners don't know about these tools and ODFW doesn't have the direction to assist them. Most of the landowners I've worked with have been removing beavers every year for over a decade after calling ODFW for help with solutions and getting nowhere. Because they don't have a management directive, ODFW simply tells these landowners to trap the beavers themselves, work with their regional federal Wildlife Services trapper, or hire a wildlife control operator to lethally remove the animals.

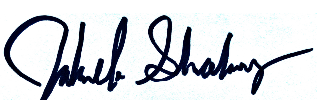
Current policy promotes the worst option for landowners. Removing the beavers (either to kill or relocate the beavers) just provides a delay for the landowner until a new family of beavers show up. Beavers mate for life and are territorial, so removing one family will only open up the habitat for a new family to move in. If the current beavers think a given area is good beaver habitat, other beavers are likely to agree and move in—sometimes only a couple weeks after the site has been trapped. This becomes a frustrating treadmill of reactive management, that depletes the local region's beaver population. By listing beavers as a predator on private lands, Oregon is hobbling the ability for ODFW to assist landowners with more effective solutions.


Photos of a simple, solar-powered electric fence to keep beavers out of a commercial apple orchard in the Rogue Valley. Beaver damage (note in photographs) was nightly until the fence went up—no damage since.

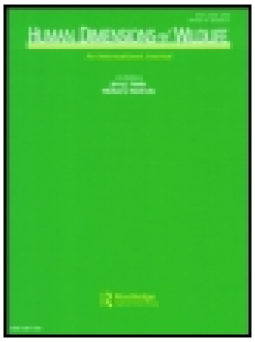
Better options exist. Coexistence solutions last longer than trapping as a solution for both flooding (like pond levelers and culvert protection fences) and tree and crop damage (like tree caging and electric fencing) have a typical lifespan of around a decade with proper maintenance. And these solutions are more cost-effective. While trapping can sometimes be cheaper in the short-term, those are often yearly costs with no end in sight. Many of my clients are motivated by nothing else but saving money. See attached report on the cost-savings that beaver coexistence solutions offer. These solutions work, otherwise I would not be still in business.

HB 3464 makes an incremental step toward less bureaucratic confusion and better beaver management options for landowners. Please support HB 3464.

Sincerely,



Jakob Shockey
Beaver State Wildlife Solutions



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Mitigating infrastructure loss from beaver flooding: A cost–benefit analysis

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Mitigating infrastructure loss from beaver flooding: A cost–benefit analysis

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ABSTRACT
We installed 12 pond levelers to counter flooding by beavers and developed a cost–benefit analysis for these sites in Alberta, Canada. We also documented beaver management approaches throughout Alberta. Over 3 years, one site required regular maintenance until we designed a modified pond leveler; another required minor modifications. Others required almost no maintenance. Based on a "willingness-to-pay" (WTP) of $0 and discount rate of 3%, installing pond levelers resulted in a present value net benefit of $81,519 over 3 years and $179,440 over 7 years. Scenarios incorporating discount rates of 3% and 7%, horizons of either 3 or 7 years, and varying WTPs resulted in significant net benefits. Provincially, municipalities employed up to seven methods to control beavers: most commonly lethal control and dam removal. Total annual costs provided by 48 municipalities and 4 provincial parks districts were $3,139,223; however, cost-accounting was sometimes incomplete, which makes this a conservative estimate.

KEYWORDS
beaver; cost–benefit analysis; environmental economics; wetland loss

Introduction

Global declines in wetlands range from 30% to 90%, depending on jurisdiction (Junk et al., 2013), and highlight the need for improved policies and management strategies. Despite efforts to reduce wetland loss in North America, historic and current industrial, urban and agricultural developments have resulted in dramatic declines in the number and size of wetlands (Bedford, 1999). Harper and Quigley (2005) determined that urban development and roads accounted for much of the loss of fish habitat in Canada and restoration success was inconsistent and poorly documented. A less studied phenomenon is the degree to which routine management actions, such as the regular removal of beaver dams to reduce human–wildlife conflict, contribute to permanent or intermittent wetland loss.

Removal of dams, coupled with local extirpation of beaver colonies, results in an immediate and repeated loss of wetlands that are not only high in biodiversity (Hood & Larson, 2014; Law, McLean, & Willby, 2016; Wright, Jones, & Flecker, 2002), but also have greater resilience to drought (Hood & Bayley, 2008; Hood & Larson, 2015), important connections to groundwater recharge (Westbrook, Cooper, & Baker, 2006), and higher storage potential than other wetlands in the same area (Hood & Larson, 2015). Despite

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their effects on the biotic and abiotic environment, specific valuation of beaver-modified wetlands is rare.

More generally, valuation of "ecological goods and services" of natural inland wetlands in US$ can range from $3,018 to $104,924 per hectare^{-year} (Costanza et al., 2014). Restored or created wetlands that serve as compensation provide hydrological and ecological functions, (Zedler & Kercher, 2005), but costs can be prohibitive and ecological effectiveness variable (Ruhi, Boix, Gascón, Sala, & Quintana, 2013). Wetland policies in Alberta, Canada, stress the need for "no net loss" (Harper & Quigley, 2005; Rubec & Hanson, 2009), especially in the context of climate change (Erwin, 2009; Schindler & Donahue, 2006). The agencies tasked with enforcement of these policies (e.g., provincial and federal parks services, fish and wildlife agencies), however, are often the ones removing beaver-maintained wetlands on a regular basis (Bergstrom et al., 2014; Taylor & Singleton, 2014). Short-term management of flooding by beavers can take precedence over long-term ecological benefits of these wetlands (Boyles & Savitzky, 2008; Taylor & Singleton, 2014).

Nonlethal methods to reduce damage caused by flooding are not new (Laramie, 1963; Taylor & Singleton, 2014); however, draining of beaver impoundments and removal of the colony remain commonplace (DeStefano & Deblinger, 2005; Mensing, Galatowitsch, & Tester, 1998; Siemer, Jonker, & Brown, 2004), despite economic and ecological costs. Compensation to trappers and facility repairs (e.g., culverts, trails, and roads) can account for $125,000 per year and $4,900 per incident, respectively (Jensen, Curtis, Lehnert, & Hamelin, 2001; Mensing et al., 1998). In many cases, however, these costs are poorly documented and outdated (Mensing et al., 1998). Alternative management methods, such as the use of pond-leveling devices, are receiving increased attention and have shown positive results in follow-up programs (Jensen et al., 2001; Lisle, 2003; Nolte, Swafford, & Sloan, 2000). With these devices, a pipe system is installed in an existing beaver dam or chronically plugged culvert (Figure 1). The pipe is placed at the same height through the dam as the desired water level in the waterbody. Whenever the water rises above that height, water draws through the pipe until water levels return to the desired height. The end of the intake is protected by a metal cage and is placed approximately 6–10 m from

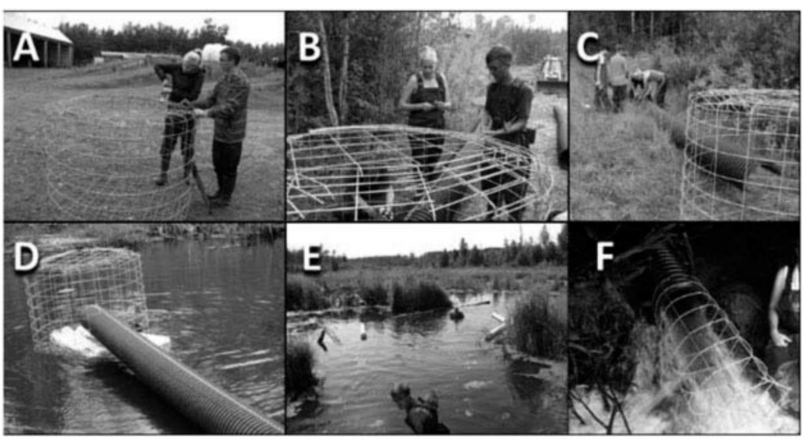

Figure 1. Pond levelers.

the dam. Maintenance of the devices is important for success (Nolte et al., 2000), and when maintained they can result in overall cost savings (Boyles & Savitzky, 2008).

Although these structures are used in many areas, the extent of their general adoption is unknown and follow-up studies as to the efficacy of pond levelers, such as the Beaver Deceiver™ (Lisle, 2003) and Clemson beaver pond levelers (Nolte et al., 2000), are rarely studied. The same applies to commercially available products and culvert fence designs. With urban encroachment into natural areas, human–beaver conflicts are increasing and creative solutions are required to reduce conflicts, while still accommodating public demands for adaptive wildlife management (DeStefano & Deblinger, 2005; Jonker, Muth, Organ, Zwick, & Siemer, 2006). To address these deficiencies, our objectives were to (a) install and assess the efficacy of pond-leveling devices and specialized fencing in areas with chronic flooding, (b) develop a cost–benefit analysis for these sites to quantify the cost differential between existing ("traditional") management approaches (e.g., trapping, hunting, dam removal using backhoes or explosives) and alternative approaches (i.e., pond levelers, commercial devices, and specialized fencing), and (c) quantify province-wide approaches and costs for beaver management in Alberta in an attempt to extrapolate aspects of the cost–benefit analysis to a provincial scale. This combination of fine- and broad-scale analyses provides insight into economic and operational realities of human–wildlife management at multiple scales.

Methods

Study Area

This article focused on the efficacy of pond levelers and cost–benefit analyses within a provincial protected area east of Edmonton, Alberta. The Cooking Lake/Blackfoot Provincial Recreation Area (CLBPRA) lies within the heart of the Cooking Lake Moraine in east-central Alberta, Canada (Figure 2). The 97 km^2 park lacks any large rivers or streams; however, kettle wetlands cover the landscape. As part of the southern dry mixed-wood boreal forest, trembling aspen (*Populus tremuloides*) and balsam poplar (*Populus balasmifera*) are the dominant tree species. Despite their extirpation in the mid- to late 1800s (Hood & Bayley, 2008), beavers are common throughout the park.

The CLBPRA is also a popular destination for recreationalists (e.g., equestrians, hikers, Nordic skiers) and is a public grazing reserve for cattle. There is a limited number of oil and gas well sites within the park. Although under the protection of Alberta Parks as a provincial recreation area and grazing reserve, the park's multiuse mandate has resulted in over 170 km of trails and access roads, some of which have been regularly flooded by beavers. Traditionally, management of these areas includes dam removal using explosives, backhoes, and hand tools. Trapping and shooting are used in certain areas. Park staff regularly receive complaints of flooded trails, which often are closed to ensure public safety. Some sites have experienced chronic flooding by beavers for more than a decade, despite ongoing management at these sites. At almost all sites, trails are flooded at least once per year and have resulted in short-term trail closures (up to 2 weeks) or full closure of the trails during the snow-free season.

Human–beaver conflict within the CLBPRA is a microcosm of similar management challenges throughout Alberta. The province has a diverse landscape from high mountains

Figure 2. Study area.

to the west and prairies to the east. The northern extent of the province is dominated by boreal forest. Collectively, there are 64 counties and municipal districts that represent Alberta's rural municipalities. Adverse human–wildlife interactions are managed jointly by the Alberta government and municipal governments, with most issues involving beavers being managed at the municipal level when outside provincial or federal-protected areas. Municipal districts are the most pertinent governance scale for the purposes of this research because they represent governments of rural areas often referred to as "counties" (Alberta Municipal Affairs [AMA], 2016); however, four larger cities and four provincial parks districts also participated. For our study, the combined municipal districts, cities, and park districts are referred to as "municipalities."

Data Collection

Pond-Leveler Installation and Efficacy

Prior to any installations, we used a Garmin 60 CX handheld geographic positioning system to map all sites in the CLBPRA that were actively flooded by beaver activities, all sites that might imminently flood (e.g., water up to trail's edge or on the trail), and any sites that required regular monitoring to update their status. We then mapped these sites using a geographic information system (ArcMap 10.2 by ESRI™, Redlands, California, USA) to create status maps as site classifications changed. Actively flooded sites and those where flooding was imminent were considered "problem sites." Sites were prioritized so the most problematic sites received a pond leveler first.

We incorporated pond-leveler designs (e.g., Callahan, 2003, 2005; Lisle, 2003) and installed 12 pond levelers at problem sites throughout the CLBPRA from 2011 to 2013. Most devices were constructed with one 30-cm diameter 6.1-m-long double-walled high-density polyethylene (HDPE) pipe coupled to a similar 6.1-m-long single-walled HDPE pipe, a 1.22-m-diameter 1-m high circular cage constructed from galvanized hog fencing, and a small protective cage or fence at the end of the outlet of the pond leveler (Figure 1). The submerged end of the double-walled pipe furthest from the beaver dam fit into the circular cage to protect it from beavers, while the single-walled pipe extended through the dam at a height that represents the desired water level in the pond. Once installed, water only flows through the pipe when the pond level rises above the level of the pipe in the dam. For shallower sites, we developed a "mini" pond leveler from 20-cm diameter HDPE pipes. We then regularly monitored the effectiveness of these devices at least biannually and kept detailed records of the time and costs required for monitoring. We determined that a pond leveler was "effective" if water was maintained at the desired level and little to no maintenance was required. Throughout the three years, we documented all construction, installation, and monitoring costs.

Cost–Benefit Analysis

For the cost–benefit analysis within the CLBPRA, we calculated all costs in Canadian dollars (CAD) related to the installation and maintenance for installing pond levelers and custom fencing associated with these devices. To determine typical maintenance costs for the 12 sites prior to the installation of pond levelers, we interviewed park managers (Alberta Parks) with an in-hand survey at the CLBPRA. Questions addressed the annual budget to address beaver management by year, the actual cost (budgeted or not) to address beaver management by year, the number of visitors to the park per year, whether beaver activity resulted in reduced park visitation, and whether installation of a pond leveler resolved issues of reduced park visitation due to beaver activity. We also accessed visitation records from Alberta Parks to determine the number of annual visitors to the park in the nonwinter months (n = 150,000 people) when beavers are most active. For analysis, we assumed that yearly park attendance did not vary. The provincial social discount rate of 3% (SDR – a rate that is used by government-based cost–benefit analyses to compute the amount spent on public projects over time) was used to calculate present value (PV) of benefits and costs of public facilities. An SDR of 7% is currently used for private facilities in Canada and was used in additional analyses.

We used the contingent valuation method to arrive at the "willingness-to-pay" values (WTP) by park visitors. Questionnaires were emailed to the three organizations that consistently use the CLBPRA: Friends of Blackfoot Society, Rainbow Equitation Society, and Alberta Trail Riders Association. To elicit information regarding WTP, the park users were asked to indicate their WTP each time they use the park's fully functioning trail system (e.g., trails free of flooding, damage or closure due to beavers). While flooding on some trails would not necessarily result in park closure, the trails that received a lot of attention for this study were highly popular horse trails and equestrians tend to ride many of the same trails. We also asked participants to indicate their income from which we then constructed seven income groups (earnings under $10,000, $35,000–49,999, $50,000–74,999, $100,000–149,999, and >$150,000) to calculate a weighted-average WTP from which we could determine whether there was an association between WTP and income group (Pearson's correlation, α = .05).

Data were acquired by providing payment card values from $0 to $10 in $2 increments, values of $15 and $20, and finally an open-ended choice to indicate a WTP value greater than $20. In general, there are four major elicitation techniques: bidding game (BG), payment card (PC), open-ended (OE), and dichotomous choice (DC). Venkatachalam

(2004) provides the advantages and disadvantages of each technique. We used a combination of payment card and open-ended questions. Champ and Bishop (2006), based on review of several WTP studies, determined that WTP estimates based on DC and PC format tend to be larger than those based on OE method and that the DC estimates seem to be larger than PC estimates. Their study also suggested that PC and OE formats allow for efficient estimation of statistical parameters with smaller sample sizes than the dichotomous choice format. The combination PC and OE in our study allowed users to input any value of their maximum WTP above \$20, whereas the payment card approach allowed for users to select from a range of prices (i.e., \$0–20).

Unfortunately, these valuation models can contain hypothetical bias and strategic bias, which must be accounted for when examining the data used in the cost–benefit analysis (Venkatachalam, 2004). Hypothetical bias occurs when there is a discrepancy between what users would pay in real life versus what they would pay in a hypothetical situation (Venkatachalam, 2004). This bias can influence users to report WTP at a higher fee under the hypothetical situation (Venkatachalam, 2004). Strategic bias can occur when people understate WTP with the assumption that others would cover the entrance fee (e.g., free-riding, taxation) or overstate WTP with the intention to ensure the "good" would be adequately provided (Oerlemans, Chan, & Volschenk, 2016).

Although there are concerns about range bias using the PC method, Rowe, Schulze, and Breffle (1996) indicated that the range of dollar values was not an issue. We accounted for some of these biases by calculating various scenarios of the cost–benefit analysis using a combination of public and private social discount rates (3% and 7%, respectively) and various levels of WTP. Along with changes in discount rate, WTP values of \$0, \$2 (the minimum nonzero WTP of survey respondents), and \$4 (the median WTP of survey respondents) were used to calculate PV net benefits. These analyses were based on a 3- and 7-year (the expected life span of a pond leveler) time horizon. The costs–benefits related to years 4–7 were based on the average costs–benefits in years 1, 2, and 3. We note that a \$0 WTP is equivalent to zero park visitors and the PV net benefit that accrues is because of the intervention. This model served as our "base model."

Model Assumptions

For all cost–benefit analysis (base model and scenarios), we assumed

(1) Data provided by Alberta Parks staff, which outline the costs to manage flooding by beavers using traditional methods for the problem sites, represented the average costs to manage or repair all problem sites if water levels were to get too high once a year.

(2) Monitoring costs for the 12 sites where installations occurred were considered to be the same across all sites, regardless of location or site-specific considerations.

For the seven models that included some estimate of WTP or variable discount rates, we also assumed

(3) The number of park users in the nonwinter months (150,000 people) was constant for all 2011–2013. Alberta Parks provided traffic count data from November 2011 to April 2013. We used the traffic count data from April to September 2012 (nonwinter months when beavers are active) and information (personal communication) provided by park staff to estimate the number of park users per summer.

(4) Data collected from park users represented the population of all users attending the park.
(5) The weighted-average WTP represented the entire population. We assumed that park users who responded to the survey were broadly reflective of the average park visitor. Thus, the weighted-average WTP represents the entire population. To derive the weighted WTP, we generated an average-weighted WTP (AWTP) for different income groups. We then calculated the sum of AWTP and multiplied it by the number of observations in each income group. Finally, we obtained the weighted WTP by calculating the sum of AWTP and then dividing it by the number of observations.

Model Inputs

The cost–benefit analysis was based on conversion of current value (CV) pond-leveler expenses, monitoring costs, and mitigated expense benefits to PVs based on the formula $PV = CV(1+SDR)^{year}$, where SDR is the social discount rate, and the exponent "year" allows for a time series of CVs for the study period. Data collection of individual values included the following items for costs: (a) install expenses: supplies and equipment, material and site preparation, labor and transportation; and (b) monitoring and maintenance costs: supplies and equipment, labor, and transportation. We incorporated any maintenance costs required by all pond levelers over the course of the study into our analysis.

Benefits included Alberta Parks mitigated repair expenses based on the 2011–2013 annual expenses averaged for all 12 sites, including labor and equipment costs, and WTP average-weighted benefit (derived from weighted WTP multiplied by the estimated users per year). We assumed that every visitor coming to the CLBPRA pursued a trail-related recreational activity, the utility of which would be diminished if they encounter a flooded trail. This assumption was supported by the park's primary focus being its extensive trail system. The trails were supplemented with limited front country facilities (e.g., outhouses, picnic shelters).

We applied these costs to the analysis with the assumption that each site would only require maintenance or repair by park staff once per year. However, in our discussions with park staff and personal observations, it became obvious that most of our sites required multiple maintenance visits by parks staff prior to installation of pond levelers. Given the lack of record-keeping by staff that would allow us to fully quantify these visits, our quantification of these expenses was conservative. Mitigated repair expenses were those expenses that would be incurred by the park, if pond levelers were not installed. Park expenses did not include regular trail maintenance costs unrelated to flooding by beavers (e.g., clearing brush).

Analysis

We inputted all financial data into a spreadsheet to facilitate the comparison of monetary capital costs to build and maintain pond levelers (operating costs) to the benefits (both monetary and nonmonetary) of installation and mitigation of beaver-impacted facilities. The main variables for the cost–benefit analysis included the PV of pond-leveler expense, PV monitoring costs, PV cumulative benefits, and the net present value (NPV) computed as PV of benefits minus PV of costs.

Province-Wide Municipal Management Approaches and Expenses

To quantify province-wide costs for beaver management beyond the area where we installed pond levelers (CLBPRA), we contacted all regional municipalities in the province and four Alberta Parks districts ("municipalities") by phone to determine whether they agreed to participate in surveys. If they agreed, we emailed the survey to government staff who then received a mail-in questionnaire (including electronic mail). The survey included questions on methods used to address beaver management in their jurisdiction, annual budgeted costs for beaver control, maintenance at beaver–conflict sites, repairs at beaver–conflict sites, and actual incurred costs for each cost category. For management methods, we summarized the number of beaver management methods used by municipalities and the proportion of methods used by municipalities. From the surveys, we calculated summary statistics for (a) budgeted costs for beaver control, (b) budgeted costs for maintenance at beaver–conflict sites, (c) budgeted costs for repairing damage at conflict sites, and (d) actual costs for each of those budgeted costs. Finally, we determined the difference between budgeted costs and actual expenditures, as well as province-wide annual expenditures for beaver management.

Results

Pond-Leveler Installation and Efficacy

From 2011 to 2013, we installed 12 pond levelers in the CLBPRA, with installation expenses ranging from $319 to $1,635 per site (CAD). The variation in expenses primarily reflected the installation of a smaller version of a pond leveler at one site, to ongoing issues with one site that required repeated attention until it was resolved. The average cost for installing a pond leveler was $899 and a total cost of $10,792 over 3 years, excluding monitoring and start-up costs (Tables 1 and 2). Additionally, monitoring all 12 sites for a year was estimated to cost $128 per site. Monitoring costs include labor and transportation.

Over 3 years, only one site required ongoing repair and maintenance until we designed a "mini" pond leveler with 20-cm diameter HDPE pipes and a shorter cage. The shallower nature of the site and presence of a culvert made the standard installation difficult. Since the installation of the "mini" in 2013, the site has not required any maintenance. The initial two pond levelers installed on the Blackfoot trail in 2011 have functioned well since their installation and have required no maintenance. This section of the trail, which had been closed on and off for the past 10 years because of flooding by beavers, has continued to remain dry for 7 years (including 2017). Two sites installed in 2012 and six installed in 2013 are still in good working order. One additional pond leveler installed in 2013 required some minor maintenance to extend the 20-cm pipe along a narrow stream bed to prevent beavers from damming below the end of the pipe. The pond leveler was working, but the beavers moved their damming activities below the pond leveler, thus creating a secondary impoundment. We extended the pipe in 2014, and it has continued to mitigate the problem 3 years later.

Cost–Benefit Analysis

We compared traditional and alternative management costs from 2011 to 2013 (Table 1) and ran a "base model" cost–benefit analysis that excluded WTP values (Table 2). To assess other scenarios, we ran various cost–benefit analyses with adjusted WTP values ($2,

Table 1. Costs for installing and monitoring 12 pond levelers, and the estimated costs for traditional management at the sites in the Cooking Lake/Blackfoot Provincial Recreation Area in Alberta, Canada, from 2011 to 2013.

Costs of installation of pond levelers/management	2011	2012	2013	Total
Number of pond levelers	3	1	8	12
Start-up materials	$1,672	$0	$0	$1,672
Pond-leveler installations	$2447	$877	$7,468	$10,792
Average monitoring and mapping	$1,540	$1,540	$1,540	$4,620
Cumulative costs for pond levelers	$5,659	$2,346	$8,491	$16,496
Average annual park management expenses	$33,642	$33,642	$33,642	$100,926

The number of pond levelers installed per year varied due to project funding and logistics; however, all 12 sites were problematic in 2011 until pond-leveler installations began. Average cost for monitoring of the pond levelers was $128 per site. For years prior to installation, those costs apply to the mapping and assessment of the sites. Park management expenses were obtained through a questionnaire and in-person interviews, then averaged over the 3 years (an average of $2,803 for each of the 12 sites). The park management costs represent the costs the park would have incurred if pond levelers were not installed. All costs in CAD.

Table 2. Base-case scenario and various sensitivity analyses representing cost–benefit analysis of traditional and alternative management of flooding by beavers at 12 sites in the Cooking Lake/Blackfoot Provincial Recreation Area, Alberta, Canada.

Year	NPV (DR 3%, WTP $0) (base case)	NPV (DR 3%, WTP based on minimum nonzero value $2) (I)	NPV (DR 3%, WTP based on median value $4) (II)	NPV (DR 3%, WTP $6.00) (III)
2011	$27,983	$327,983	$627,983	$927,983
2012	$30,316	$321,578	$612,840	$904,102
2013	$23,220	$305,999	$588,778	$871,556
Total	$81,519	$955,560	$1,829,601	$2,703,642
	Cumulative NPV to year 2017 (# of years = 7)			
	$179,440	$2,104,597	$4,029,754	$5,954,912
Year	**NPV (DR 7%, WTP $0) (IV)**	**NPV (DR 7%, WTP based on minimum non-zero value $2) (V)**	**NPV (DR 7%, WTP based on median value $4) (VI)**	**NPV (DR 7%, WTP $6.00) (VII)**
2011	$27,983	$327,983	$627,983	$927,983
2012	$29,183	$309,557	$589,930	$870,304
2013	$21,516	$283,548	$545,580	$807,611
Total	$78,682	$921,088	$1,763,493	$2,605,899
	Cumulative NPV to year 2017 (# of years = 7)			
	$161,366	$1,891,327	$3,621,289	$5,351,251

Pond levelers were installed at these sites from 2011 to 2013. Analyses were extended to 7 years – the documented current effectiveness of pond levelers. Present value (PV) cumulative costs include installation costs for pond levelers and annual cost to monitor all 12 sites ($128 per site). PV cumulative benefits include mitigated repair expenses (expenses incurred by Alberta Parks if there were no pond levelers at the sites). Scenarios I to VII include varying willingness-to-pay (WTP) values and either a 3% public social discount rate or a 7% private discount rate (DR). The net present values (NPV = PV benefit–PV cost) in Canadian dollars are reported below.

$4, and $6) that reflected common park users fees (e.g., Parks Canada daily entrance and facility rates) and discount rates to provide PV net benefits based on all park users in the nonwinter months (150,000 people).

Due to inconsistent funding and staffing (Table 1), annual costs for pond-leveler installations and monitoring were variable. Park managers reported that installation of pond levelers mitigated trail repair expenses of $2,803 per site per year on average. Much of the savings was due to mitigated maintenance costs at two popular trails, JJ and

Blackfoot. Although we observed park staff returning to problem sites at least weekly, this level of maintenance data was unavailable. We assumed each site experienced flooding only once per year.

The base model that excluded estimated WTP from the analysis (WTP = $0) produced a PV net benefit of $81,519 for the 12 sites over 3 years and $179,440 over a 7-year period (the currently documented life span of pond levelers; Table 2). With the installation of pond levelers, these values reflect a $19,401 savings for the park over 3 years and a savings of $56,054 projected over 7 years. Our analyses based on variable discount rates (i.e., 3% or 7%) and WTP scenarios ($2, $4, $6.00) resulted in PV net benefits ranging from $78,682 to $2,703,642 over 3 years and from $161,366 to $5,954,912 over 7 years.

Province-Wide Municipal Management Approaches and Expenses

Of the 64 municipalities and parks districts we contacted in Alberta, 52 (81%) responded to our survey (Figure 2). On average, municipalities used just over two different methods for managing beaver problems. However, some used as many as seven different methods for managing beavers, including trapping, shooting, dam removal, and poisoning (Figure 3). Of the 52 municipalities, 10 relied solely on lethal means for controlling beavers. Despite using the same control methods, municipal budgets were dramatically different. Within these methods, three municipalities used pond levelers once or twice and only two counties use public education to help mitigate conflicts. Of all methods, removing dams with explosives or backhoes and trapping or shooting beavers were most common. Although three municipalities said they had used a flow device, this use was rare even within these jurisdictions.

Mean budgeted costs indicated in the survey were approximately the same as the actual costs; with an average annual cost for beaver control of $21,933, maintenance of $22,115, and repair of $86,500 annually (Table 3). However, managers indicated that costs would vary depending on drought conditions; for example, in dry years, conflicts with beavers

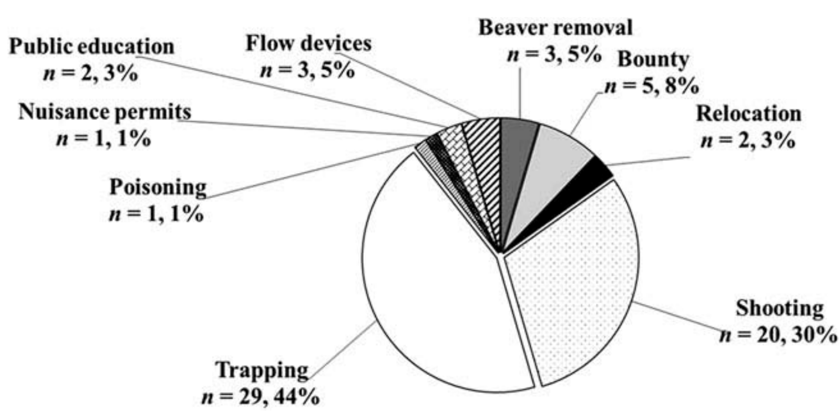

Figure 3. Methods used by 48 Alberta municipalities and four Alberta Parks districts for beaver management. Numbers indicate the number of jurisdictions using the method, while percentages indicate the percentage of jurisdictions using the method. Jurisdictions often employed more than one method to manage conflicts with beavers.

Table 3. Responses for budgeted and annual costs (CAD) for control, maintenance and repair at beaver–conflict sites for Alberta municipalities (*n* = 52 respondents) in 2013.

Annual budget items or actual costs	Median (IQR)	Mean (SD)	Maximum	Minimum (min > $0)	Number of respondents
Beaver control Q4	$3,000 ($20,100)	$26,675 ($62,440)	$375,000	$0 ($500)	52
Maintenance at beaver conflict sites Q5	$2,250 ($20,000)	$24,963 ($62,721)	$375,000	$0 ($2,000)	51
Repair at beaver conflict sites Q6	$0 ($15,000)	$19,767 ($41,982)	$150,000	$0 ($500)	48
Actual annual cost for beaver control activities Q7	$2,950 ($17,700)	$21,933 ($42,413)	$154,875	$0 ($100)	49
Actual annual cost for maintenance of beaver conflict sites Q8	$5,000 ($27,225)	$22,115 ($33,888)	$150,000	$0 ($200)	47
Actual annual cost for repair at beaver conflict sites Q9	$2,000 ($20,000)	$27,705 ($48,292)	$200,000	$0 ($100)	37

When exact costs were not provided, maximum budgeted costs for that jurisdiction were used. The statements before the questions indicate the nature of the question asked of the municipalities (e.g., Q5 "What were the annual budget items or actual costs for maintenance at beaver conflict sites?").

were less likely and thus likely to be less costly to manage than relatively wetter years. For maintenance, there was a larger discrepancy. The highest annual cost budgeted for beaver control was $375,000 in Smoky Lake County. Dry prairie regions and some boreal municipalities (*n* = 21) had no budget for beaver control or management, although 10 of these jurisdictions had actual incurred costs for beaver management.

Costs for repair of damage from beaver activities were often higher than budgeted amounts, with a maximum annual cost for repairs at beaver conflict sites reaching $200,000. Repair costs exceeded budgeted amounts for 74% of the municipalities where beaver–conflicts occurred. Additionally, costs for beaver control exceeded budgeted amounts in 52% of the municipalities, and costs for maintenance were exceeded in 67% of municipalities, where beavers occurred. Of the 52 municipalities that responded to our survey, budgeted costs matched exactly what was reported for beaver control in 49% of the jurisdictions, 43% for maintenance at beaver–conflict sites, and 49% where sites required repair. At times, there were a number of "no data" responses for either budgeted or actual costs, which indicated incomplete accounting measures within the municipalities. Total actual cost per year for beaver management for the 52 municipalities combined was $3,139,223. All values were in Canadian dollars.

Discussion

Management of human–wildlife conflicts has often relied on lethal control and removal of wildlife-created structures (e.g., dams, nests, burrows) (Bergstrom et al., 2014; Taylor & Singleton, 2014). As DeStefano and Deblinger (2005) noted, perception of a species as an important resource or unwelcome pest can change relative to species abundance, the form of human–wildlife interaction and personal experience with the species in general. With beaver control, we confirmed that ponds and wetlands are drained regularly, regardless of their ecological importance or the time of year (Hood & Larson, 2014; Law et al., 2016; Wright et al., 2002). Increasingly, nonlethal management is proving an effective and financially prudent means to address both the structural and ecological assets in areas where conflicts exist (Boyles & Savitzky, 2008; Taylor & Singleton, 2014). Growing support for adaptive wildlife management approaches (DeStefano & Deblinger, 2005) provides an opportunity for new tools in the management and assessment of human–wildlife interactions. Through the installation of pond levelers at 12 chronically flooded areas and a multiyear cost–benefit analysis, our research indicates that economic advantages for using nonlethal methods of beaver control could be significant at various levels of government.

As observed at sites chronically flooded by beavers, pond levelers provide a cost-effective alternative to traditional management approaches (e.g., dam, colony removals). At a PV net benefit of $81,500 for 12 sites over 3 years and $179,440 over 7 years (WTP = $0), our study confirmed similar findings by Boyles and Savitzky (2008). Their research in the Coastal Plain of Virginia determined that the Virginia Department of Transportation saved $372,508 for 14 study sites where they installed flow devices similar to the pond levelers we installed in east-central Alberta. Although the methodologies and time scales vary, our studies demonstrate distinct financial and maintenance benefits with the installation of flow devices.

In addition, difficult fence and commercial device installation required a pipe system extending through the culvert or dam at chronically flooded areas. Due to these challenges, repairs at the sites prior to installing additional pipes required repeated visits, which increased overall costs. Once our experience and expertise increased, we were able to install a pond leveler in less than an hour, depending on site access and preparation of cages and pipes in advance.

Various scenarios incorporating differing WTP values and discount rates realized even greater benefits than those described above with a range of cumulative net benefits of $1,891,327–5,954,912 over 7 years. Given the location of the park and its proximity to Edmonton, with a metropolitan population of about 1 million, and a population growth of 3.7% per year between 2012 and 2014, a constant number of 150,000 parks users is a conservative estimate.

Increasingly, flow devices (e.g., Flexible Pond Leveler™, Callahan, 2003; 2005; Beaver Deceivers™, Castor Masters™, Lisle, 2003) are being used by various governmental and nongovernmental organizations (Boyles & Savitzky, 2008; Simon, 2006) as alternatives to traditional management techniques (e.g., dam removal, colony removal). Formal cost–benefit analyses, however, are less common, especially over multiple years. Boyles and Savitzky (2008) provide a compelling cost-accounting and analysis of the efficacy of specific flow devices used in the eastern U.S.. Our research, although different in design, complements their study and extends it to a rare province-wide cost-accounting.

As seen here, obtaining clear cost-accounting from municipalities through semistructured interviews was difficult. For those municipalities where there was no difference from what had been budgeted for beaver management and actual expenditures, some were dryland municipalities that lacked waterbodies that could support widespread beaver populations. For those municipalities with beavers and perfectly balanced budgets, such accounting might be encouraged by internal economic policies enforcing balanced budgets rather than operational realities (Lowry, 2001). To obtain an exact value for municipal expenditures, we would need to examine the accounts themselves rather that work with semistructured surveys.

With increasing ecological challenges, such as wetland loss (Bedford, 1999; Junk et al., 2013) and global warming (Schindler & Donahue, 2006), environmentally and economically appropriate approaches to human–wildlife interactions can help balance financial challenges with demands from the public for adaptive wildlife management. In addition to the ecological challenges, with municipalities facing budgetary pressures an efficient way to address human–wildlife conflict (especially in the context of beaver management) is important. We have, in our article, attempted to address these issues. Although not a new tool, cost–benefit analysis combined with on-the-ground testing of alternative approaches can inform more effective management of our natural resources.

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An Analysis of the Efficacy and Comparative Costs of Using Flow Devices to Resolve Conflicts with North American Beavers Along Roadways in the Coastal Plain of Virginia

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Abstract: Road damage caused by beavers is a costly problem for transportation departments in the U.S. Population control and dam destruction are the most widely used methods to reduce road damage caused by beavers, but the benefits of such measures in some situations are often very short-term. At chronic damage sites, it may be more effective and cost-beneficial to use flow devices to protect road structures and critical areas adjacent to roads. To determine the potential benefits of using flow devices at chronic beaver damage sites, from June 2004 to March 2006 we installed 40 flow devices at 21 sites identified by transportation department personnel as chronic damage sites in Virginia's Coastal Plain. Following installations, study sites were monitored to determine flow device performance and any required maintenance and repairs. Between March 2006 and August 2007, transportation department personnel were surveyed to collect data on flow device efficacy and comparative costs. As of August 2007, transportation department personnel indicated that 39 of the 40 flow devices installed were functioning properly and meeting management objectives. The costs to install and maintain flow devices were significantly lower than preventative road maintenance, damage repairs, and/or population control costs at these sites prior to flow device installations. Prior to flow device installations, the transportation department saved $0.39 for every $1.00 spent per year on preventative maintenance, road repairs, and beaver population control. Following flow device installations, the transportation department saved $8.37 for every $1.00 spent to install, monitor, and maintain flow devices. Given the demonstrated low costs to build and maintain flow devices, transportation agencies may substantially reduce road maintenance costs by installing and maintaining flow devices at chronic beaver damage sites.

Key Words: beaver, Beaver Deceivers™, *Castor canadensis*, Castor Masters™, economics, flow devices, Round Fences™, water flow control devices

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INTRODUCTION

The recovery of the North American beaver (*Castor canadensis*) is one of the conservation movement's greatest success stories, but the re-colonization of a massive historical range that is now widely inhabited by humans has led to inevitable conflicts. Beavers fell trees and shrubs and impound waters that flood agricultural lands, timberlands, structures, buildings and roads. Arner and Dubose (1979) estimated that economic losses attributed to beaver activity exceeded $4 billion in the southeastern U.S. over the previous 40 years, and Miller (1983) estimated that annual damage was between $75 and $100 million in the U.S.

Road damage caused by beavers is a costly problem for many transportation departments in the U.S. Beaver damming behavior is believed to be stimulated by the sound and feel of running water. As water flows through narrow channels and/or road culverts, especially metal culverts, which resonate the sound of flowing water, beavers respond by damming channels and culverts, impounding water against roadbeds, and ultimately causing roads to flood and/or wash out (Langlois and Decker 1997). Plugged culverts are difficult, dangerous, and expensive to clear, and over time if they remain "plugged," saturated roadbeds settle, become unstable, and potholes form. Eventually, the road may wash out altogether, resulting in expensive, time-consuming road repairs (Jensen et al. 1999).

Trapping and dam destruction are widely considered the most effective and economical methods for reducing and eliminating road damage caused by beavers. In cases where it is unlikely that immigrants will re-occupy trapped sites, removing beavers and dams may be the most cost-effective approach to mitigating beaver damage. However, in areas with dense concentrations of beavers, dams are quickly re-built due to rapid beaver immigration and re-colonization. For example, Houston et al. (1995) reported that beavers in a bottomland forest in southwest Tennessee immediately and repeatedly re-colonized idle colony sites following eradication, because the area still maintained preferred habitat. Removing or breaching dams is also an immediate but temporary solution to flooding problems caused by beaver. Demolishing dams, with explosives or by hand, is dangerous, expensive (Arner 1964), and futile, as beavers usually rebuild the dams within days (Miller 1977). In situations where removing beavers and dams provides only short-term solutions to problems associated with beaver activity, it may be more effective and affordable for transportation departments to identify chronic beaver damage sites and take proactive measures to protect road culverts and critical areas adjacent to roads.

The installation and maintenance of water flow control devices, designed to prevent problems associated with beaver damming activity, is an alternative that is potentially a more efficient and cost-effective approach to managing beaver conflict along roadways than the expense of annual beaver population control, repeated road maintenance and repairs, and damage to property and buildings due to flooding and washouts. Over the years, state, federal, and tribal agencies have developed, described, and installed several types of effective water flow control devices (Arner 1964; Laramie 1963; Lisle 1996, 2001; Roblee 1987; Wood et. al 1994). This includes the Penobscot Indian Nation Department of Natural Resources in Old Town, ME, which initiated a program in the 1990s to develop and install water flow control devices on tribal lands to prevent road damage caused by beaver activity and to create and enhance wildlife habitat (Lisle 1999). The results of these efforts led to the development of innovative flow device concepts known as Beaver Deceivers™, Castor Masters™, and Round Fences™.

There are generally two categories of beaver damage sites: 1) narrow outlets, such as road culverts, that direct water through a manmade barrier (e.g., an embankment or roadbed), and 2) beaver dams that are not attached to manmade structures. To prevent beavers from damming road culverts, the Penobscot Nation created the Beaver Deceiver™, a rugged, wooden-framed fence constructed of braced wooden posts and 4-gauge steel mesh fencing installed on the upstream end of road culverts. Because beaver damming behavior is stimulated by the sound and feel of running water, Beaver Deceivers™ are designed to not only deny beaver access to culverts, but to reduce or eliminate the "feel" of running water by spreading stream flow over a long perimeter. The perimeter of a Beaver Deceiver™ frame typically ranges from 40 to 120 ft and generally increases with stream and culvert size.

Beaver Deceivers™ are also strategically shaped to discourage damming behavior; their frames may be square, rectangular or pentagonal, but trapezoidal designs, 4-sided with 2 parallel sides and 2 non-parallel sides, tend to be the most effective. From the road, trapezoid-shape Beaver Deceivers™ resemble upside-down triangles. Once in place, beavers may swim around the Beaver Deceiver™ and attempt to dam the corners of the fence closest to the culvert due to visual, auditory, and tactile cues (e.g., the sight, sound, and feel of water running through a metal culvert). The sides of the fence direct beavers away from the upstream side of the culvert at an unusual angle, and as the beavers work to dam the area, the fence side forces them away from the culvert opening, discouraging damming behavior.

To address flooding problems that occur with beaver build dams that are not attached to manmade structures, the Penobscot Nation invented the Castor Master™, a pipe system that is used with a filter called the Round Fence™ to control water flow through an existing beaver dam (Lisle 2003). A Castor Master™ consists of one or several 12-in × 20-ft polyethylene pipes submerged and placed through an existing beaver dam, with the upstream and downstream sides of the pipes protected with filters. Round Fences™ are filters made of 4-gauge steel mesh fencing, typically between 2 to 4 ft height and 4 to 8 ft in diameter. Filters such as Round Fences™ prevent beavers and debris from plugging the pipe directing water through the dam, and they disperse flowing water over a broad area so that it is difficult for beavers to detect (Lisle 2003).

Beaver Deceivers™, Castor Masters™, and Round Fences™ have been used successfully to reduce and prevent damage to roads and other manmade structures at numerous beaver damage sites in the U.S., but few studies have been conducted to determine the effectiveness and cost benefits of using these devices. Over a period of 7 years, Lisle (1999 and unpubl. data) significantly reduced and/or eliminated preventative maintenance at 20 damage sites in Maine near un-trapped beaver colonies, where beavers frequently plugged culverts and flooded roads. In another study, Callahan (2003) reported that of 277 conflict sites, beaver damming was effectively controlled at 83% of sites where devices similar to a Caster Masters™ and Round Fences™ were installed, and at 95% of sites where devices similar to a Beaver Deceivers™ were installed. The purpose of this study was to evaluate the efficacy and cost-effectiveness of using Beaver Deceivers™, Castor Masters™, and Round Fences™ to resolve conflicts with beavers on roadways in the Commonwealth of Virginia.

METHODS

Study Area

Our study was conducted at chronic beaver damage sites along roadways in 7 counties within the 3 Virginia Department of Transportation (VDOT) districts located in the Coastal Plain of Virginia. VDOT districts in the Coastal Plain of Virginia were selected for this study because of the high number of reported beaver damage sites compared with Piedmont, Blue Ridge, Ridge and Valley, and Appalachian Plateau Districts (USDA-WS 2002, 2003, 2004, 2005), and to evaluate the premise that flow devices are effective in streams with higher gradients (e.g., Piedmont and Mountain regions) but are less effective in streams with low gradients (e.g., Coastal Plain).

Site Selection

To maintain objectivity, VDOT environmental and maintenance personnel from 3 districts with counties located in the Coastal Plain of Virginia– Hampton Roads, Fredericksburg and Richmond– selected chronic beaver damage sites, which were defined as sites where removing beavers and/or dams did not significantly reduce and/or prevent road maintenance, road repairs or beaver population control costs attributed to beaver activity along roadways. A total of 14 sites were initially selected for flow device installations: 4 in the Hampton Roads District, 5 in the Fredericksburg District, and 5 in the Richmond District.

In November 2005, we used data provided by USDA-Wildlife Services (USDA-WS) to identify and select 7 additional chronic beaver damage sites where maintenance records showed that beaver population control activities and/or preventative maintenance had been conducted more than once over a 5-year period. We ranked the sites by frequency of required population control and/or preventative maintenance (i.e., a damage site where population control activities were conducted 5 times in 5 years was given priority over a site that had been trapped twice) and then treated the sites by installing a total of 7 flow devices.

Flow Device Installation

Selected beaver damage sites generally consisted of plugged culverts and/or high water resulting from free-standing beaver dams located upstream and/or downstream of affected roads. Between June 2004 and November 2005, with the assistance of the principal investigator and several undergraduate students, wildlife biologist and flow device consultant Skip Lisle designed, constructed, and installed 33 flow devices at 14 study sites. Between November 2005 and March 2006, Mr. Lisle installed 7 flow devices at an additional 7 study sites. Beaver Deceivers™ were recommended primarily for treating plugged road culverts, and Castor Masters™ were installed to lower high water impounded by free-standing dams. In some cases, Castor Masters™ were installed with Beaver Deceivers™ to enhance flow efficiency.

Monitoring and Maintenance

Following installations, study sites were monitored by principal investigators and/or VDOT personnel and inspected at least once every 4 months to determine if the flow devices were functioning properly, to note any specific damage to the device or changes in the landscape, and if necessary, to remove any accumulated debris obstructing the Beaver Deceivers™ and/or Round Fences™. Any time spent manually removing debris from the site was recorded as less than 15 minutes, less than 30 minutes, less than 45 minutes, or less 60 minutes. If time spent cleaning the device exceeded 60 minutes, actual time cleaning the device was recorded.

Table 1. Data from surveys conducted with Virginia Department of Transportation personnel and adjacent landowners before flow device installations at 14 beaver damage study sites in the Coastal Plain of Virginia. For each site, individuals surveyed reported whether flooding occurred prior to flow device installations (yes [Y] and no [N]), and the costs per year for maintenance, road repairs and beaver removal due to beaver activity.

Study Sites	Prior Flooding	Maintenance Cost/Yr	Repair Costs/Yr	Beaver Removal Costs/Yr
Lake Cohoon	Y	$43,500.00		$1,891.44
Kingsale Swamp	Y	$6,000.00		$1,891.44
Corrowaugh Swamp (South)	Y	$7,000.00		$763.25
Corrowaugh Swamp (North)	Y	$7,000.00		$799.05
Craney Creek	Y	$5,600.00	$1,000.00	
Briary Swamp	Y	$10,800.00	$300.00	
Pope's Creek (South)	Y	$21,600.00	$132,500.00	$117.89
Pope's Creek (North)	Y	$21,600.00		
Newtons Pond	Y	$400.00		
Winterpock Creek	Y	$11,000.00		
Swift Creek	Y	$4,000.00	$10,000.00	$506.32
Blackwater Swamp	Y	$3,600.00		
Second Swamp	Y	$4,800.00		
Indian Swamp	Y	$3,000.00	$1,200.00	
Totals		**$149,900.00**	**$145,000.00**	**$5,969.40**

Surveys

We surveyed VDOT personnel from all 3 cooperating districts, as well as several landowners with property adjacent to study sites, to gather general data on what, if any, effect flow device installations had on previous flooding frequency, road maintenance, repair, or beaver management costs. Information recorded included when the devices were installed, the status of the flow devices (including any flooding, road maintenance and/or repairs, beaver damage/population control activities, and any efforts made by VDOT and/or the landowner to maintain the devices following installation), and whether management objectives for the study site had been met.

Comparative Cost Analysis

A cost-benefit ratio formula utilized by USDA-WS (2003) to compare beaver management expenditures to VDOT resources saved was used to test the differences in the costs to manage beavers and repairs roads before and after the installation of flow devices at 14 of the 21 selected study sites. (Comparative cost data collected for the 7 beaver damage sites treated between November 2005 and March 2006 has not yet been analyzed). For the purposes of this study, the estimated cost-benefit will be considered favorable if the ratio of expenditures to resources saved is greater than 1 to 2, or for $1 spent on beaver management activities or road repairs, $2 in VDOT resources are saved.

RESULTS

VDOT Personnel and Landowner Surveys

VDOT personnel and landowners reported that flooding occurred and preventative maintenance was conducted at all 14 sites prior to installation of flow devices at a total cost of $149,900.00 for preventative maintenance, or an average cost of $10,707 per site (Table 1). Beaver population control activities were conducted at 10 of 14 sites prior to installations at an average cost of $5,969 per year, or $994.90 per site, at the 6 sites where VDOT paid for beaver population control activities (Table 1). Following preventative maintenance and beaver population control efforts, all of the study sites were re-occupied by beavers. VDOT personnel and landowners also reported that road repairs attributed to beaver-related damage were carried out at 5 sites prior to installations at a total cost of $145,000 and an average cost of $29,000 per site.

From June 2004 to November 2005, 33 flow devices– 18 Beaver Deceivers™ and 15 Castor Masters™– were installed at 14 beaver damage sites in 7 counties in 3 VDOT districts in the Coastal Plain of Virginia. Installation costs per site ranged from $1,359 to $5,572 at an average cost of $3,160 per site and a total cost of $44,245 for installations at all 14 study sites (Table 2). Total installation time ranged from 10 to 50 hours with a total of 390 hours and an average installation time of 28 hours per site. The total costs for labor at these 14 study sites was $39,000 or $2,786 per site, and the total costs for materials was $5,244.52 or $374.61 per site.

Flow device maintenance time ranged from 1.0 to 4.75 hours per year and required a total of 19.75 hours per year, or 1.4 hours per site, and at $14.00 an hour, cost a total of $276.50 or $19.75 per site (Table 2). At the time that VDOT personnel and landowner surveys were conducted in April 2006, length of time following installations ranged from 6 months to 22 months with an average length of time following installations of 15 months per site.

After flow device installations, VDOT personnel and

Table 2. Data from surveys conducted with Virginia Department of Transportation personnel and adjacent landowners following flow device installations at 14 beaver damage study sites in the Coastal Plain of Virginia. For each site, individuals surveyed reported whether flooding occurred following flow device installations (yes [Y] and no [N]), the total cost for materials and labor to install flow devices, maintenance costs per year following installations.

Study Site	Current Flooding	Installation Costs	Maintenance Costs/Yr*
Lake Cohoon	N	$2,371.05	$17.50
Kingsale Swamp	N	$1,825.32	$31.50
Corrowaugh Swamp (S)	N	$1,340.13	$14.00
Corrowaugh Swamp(N)	N	$1,359.41	$14.00
Craney Creek	N	$3,829.81	$14.00
Briary Swamp	N	$3,329.79	$14.00
Pope's Creek (S)	N	$5,571.76	$14.00
Pope's Creek (N)	N	$3,882.31	$14.00
Newtons Pond	N	$2,800.55	$14.00
Winterpock Creek	N	$4,464.43	$21.00
Swift Creek	N	$1,752.28	$14.00
Blackwater Swamp	N	$4,841.68	$14.00
Second Swamp	N	$2,344.70	$14.00
Indian Swamp	N	$4,531.30	$66.50
Total		**$44,244.52**	**$276.50**

* based on an average wage of $14.00/hour

landowners reported that the study sites had not flooded, that road maintenance, flow device maintenance, and beaver population control activities had not been required or conducted, and that overall they were satisfied with the performance of the flow devices (Table 2). VDOT personnel surveys were also conducted for the 7 beaver damage sites treated from November 2005 and March 2006. As stated previously, comparative cost data collected for these sites has not yet been analyzed, but the preliminary efficacy results show that 6 of the 7 devices are functioning properly and meeting VDOT management objectives (Table 3).

Comparative Cost Analysis

Prior to flow device installations, the estimated beaver management costs at the first 14 study sites, including preventative maintenance and population control activities, was $155,869 and the estimated beaver damage repair cost was $145,000, for a total cost to VDOT of $300,869 per year (Table 4). Following flow device installations, the estimated beaver management costs, including flow device installations and maintenance costs, was $44,526, and the estimated beaver damage repair cost was $0 for a total cost to VDOT of $44,526 per year (Table 4). The resources saved were estimated at $71,639, based on calculations in USDA-WS (2003) (Table 4). We assumed that the same resources were saved after installation of flow devices. The total resources saved prior to flow device installations included resources saved ($71,639) in addition to funds VDOT saved by not installing flow devices ($44,526), for a total resources saved of $116,165.

Table 3. Data from surveys conducted with Virginia Department of Transportation personnel and adjacent landowners before flow device installations at 7 beaver damage study sites in the Coastal Plain of Virginia. For each site, individuals surveyed reported whether flooding occurred prior to and following flow device installations (yes [Y] and no [N]).

Study Sites	Prior Flooding	Current Flooding
Mill Creek	Y	N
Monroe Bay	Y	Y
Jones Hole Swamp (A)	Y	N
Jones Hole Swamp (B)	Y	N
Miles Creek	Y	N
John H. Kerr Reservoir	Y	N
Proctors Creek	Y	N

Table 4. The ratio of total resources saved to total costs per year for beaver management and damage repairs before and with the installation of flow devices at 14 beaver damage sites in the Coastal Plain of Virginia. Total costs are the sum of beaver management costs (preventative maintenance and/or flow device installations and beaver population control activities), and beaver damage repair (funds used to repair roads). Total resources saved before flow devices is the sum of potential resources saved and the total costs with flow devices. The total resources saved with flow devices is the sum of potential resources saved and the total costs before flow devices.

Beaver Management Costs/Yr.	Before Flow Devies	With Flow Devices
Beaver management	$155,869.00	$44,526.00
Beaver damage repair	$145,000.00	$0.00
Total costs	**$300,869.00**	**$44,526.00**
Potential resources saved*	$71,639.00	$71,639.00
Total resources saved	**$116,165.00**	**$372,508.00**
Total resources saved/ Total costs	**$0.39**	**$8.37**

* based on data published by USDA-Wildlife Services (2003)

Total resources saved following flow device installations included resources saved ($71,639) in addition to funds VDOT saved in beaver management costs ($155,869) and road repair costs ($145,000) saved by installing flow devices, for a total resources saved of $372,508.

The cost-benefit ratio at these 14 study sites (total costs divided by total resources saved) prior to flow device installations was 1 to 0.39, or $0.39 in resources saved for every $1 VDOT spent. Following flow device installations, the estimated cost-benefit ratio was 1 to 8.37, or for every $1 spent, VDOT saved $8.37.

DISCUSSION

The results of our study show that flow devices such as Beaver Deceivers™, Castor Masters™, and Round Fences™ can be efficient, cost-beneficial tools for resolving conflicts with beavers along roadways in the Coastal Plain of Virginia. To date, based on the most current survey information, all 33 devices installed at 14 beaver damage sites from June 2004 to November 2005, including 18 Beaver Deceivers™ and 15 Castor Masters™, are functioning properly and are meeting VDOT and landowner beaver management objectives. Of the 7 devices installed at 7 chronic damage sites from November 2005 to March 2006, 6 are functioning properly.

These results concur with data published by Callahan (2005), who reported an 87% success rate using Flexible Pond Levelers (devices with designs similar to Castor Masters™) at 156 beaver damage sites in New York and Massachusetts, and a 97% success rate using upright trapezoidal or rectangular culvert fences (devices similar to Beaver Deceivers™) at 227 sites in the same geographic region. Several factors may have contributed to the slightly higher flow device success rates in our study, the most influential of which may have been our study's relatively small sample size (21 sites) compared to Callahan's study (383 sites). Climate, weather, topographic, and landscape differences may also have contributed to differences in success rates, since our study was conducted in the Coastal Plain of Virginia and Callahan's devices were installed throughout New England. Nonetheless, the flow device success rates reported in both studies were significantly higher than rates reported by other researchers who conducted similar studies on other flow device designs (Nolte et al. 2001, Hamelin and Lamendola 2001).

Although Callahan reported high flow device success rates, flow devices did fail at a small percentage of sites for a variety of reasons. At 383 sites managed with flow devices from November 1998 to February 2005, pond leveler failure rate was 13.5%, while culvert fence failure rate was only 3.1%. Pond levelers generally failed due to the construction of new dams downstream by beavers (11 sites or 7.1%), insufficient pipe capacity (6 sites or 3.8%), lack of maintenance (2 sites or 1.3%), and dammed fencing (2 sites or 1.3%). Culvert fences failed due to lack of maintenance (4 sites or 1.8%), dammed fencing (2 sites or 0.9%), and vandalism (1 site or 0.4%). Other factors that contributed to failure included inexperienced installers, poor site selection, and/or flow device design (Callahan 2003). Results of a previous study conducted by Callahan (2003) also showed that when flow devices did fail, they failed within the first 2 to 12 months following installation, but as of 2003, 221 successful devices in Callahan's study had been in place longer than 12 months.

The results of our study also demonstrated that the flow devices we used can be extremely cost-beneficial due to relatively low installation and maintenance costs compared to the time and expense of repeated road maintenance, repair of road damage, and annual beaver population control required for other flow device designs. The comparative cost analysis revealed that for every $1 VDOT spent on preventive maintenance, road repairs, and beaver population control activities at the 14 study sites prior to the installation our flow devices, the agency saved $0.39 in resources; whereas, after installing and maintaining our flow devices, VDOT saved $8.37 for every $1 spent, for a total of $372,508 of resources saved per year (Table 4). Additionally, the cost-benefit comparison represents both actual damages that occurred at a site 12 months prior to installations and potential damages expected to occur within 12 months without flow device installations. Since the predicted life expectancy for each successful device is at least 10 years (Callahan 2005), with an average maintenance cost of $19.75 at each site per year compared to $21,490.64 per site per year for maintenance, repairs, and beaver population control prior to the installation of our flow devices, we believe the value of resources saved by installing flow devices at these sites will continue to increase over time.

During the course of our study, we also discovered several benefits to using flow devices that are difficult to quantify, but nonetheless significant. For instance, opening blocked culverts– manually, or by using heavy equipment– is an expensive, arduous, and potentially dangerous endeavor, compared to the routine maintenance required for Beaver Deceivers™. VDOT personnel noted that culverts are often damaged in the process of clearing with heavy equipment, decreasing the life expectancy of these road structures and forcing the transportation department to replace them more frequently.

Moreover, clearing a culvert manually generally involves having one or more people inside the culvert disassembling the dam using their hands or hand tools (a cultivator, for instance) to remove the blockage piece by piece, until the pressure of the dammed-up water finally pushes the remainder of the dam out the downstream side of the culvert. Under these circumstances, the dam could easily give way while a worker is in the culvert and could lead to serious, life-threatening injuries. Compared to clearing a plugged culvert, routine maintenance on a Beaver Deceiver™ is relatively easy and safe, as it simply requires removing any leaves, sticks, twigs, or branches that have accumulated on the upstream side of the receiver fence once or twice a year. Maintenance workers are never subject to the risk of an unpredicted release of large volumes of dammed water.

One potential concern for us when using flow devices to manage beavers near roadways is the development of new conflict sites following installations. In 2003, Callahan published data showing that of the 177 beaver colonies present where flow devices were installed in New England between 1998 and 2003, there were 277 conflict sites, or an average of 1.56 conflict sites per beaver colony. Since data published 2 years later in 2005 showed the average conflict sites per colony remained constant, Callahan concluded that by using flow devices to treat a small number of critical beaver conflict sites, a large watershed can be managed without contributing to the development of new problem sites or removing beavers from the community.

In the future, to test Callahan's findings, it may be beneficial to generate data on the ratio of beaver conflict sites per colony at our study sites in Virginia. In the meantime, to assist transportation agencies in the decision-making process for selecting chronic beaver damage management sites for flow device installation, we intend to develop a projected cost-benefit analysis model based on current and future collected comparative cost data. We also plan to create guidelines for identifying chronic damage sites where flow device use is both preferable and feasible, and the criteria necessary for designing and installing the devices.

As stated previously, Callahan's data indicated that there are sites where flow device installations are not workable, but it would be helpful to determine what, if anything, these sites have in common so that wildlife damage control managers can make educated decisions on the most effective, cost-beneficial strategies for beaver conflict resolution at particular damage sites. We also know, for instance, that a Beaver Deceiver™ frame is typically trapezoid-shaped and that the perimeter ranges from 40 to 120 feet and generally increases with stream and culvert size, but specific standard dimensions and instructions should be developed for transportation departments and wildlife damage control operators to use when designing, installing, monitoring, and maintaining these devices.

Given the demonstrated low costs to install and maintain flow devices compared to the high costs of preventative maintenance, road repairs, and beaver population control activities, a compelling case can be made to install flow devices in freestanding dams near roads or to protect culverts that beavers could potentially plug. Nevertheless, a more prudent approach may be for transportation agencies to install flow devices at sites that have the largest impact on road maintenance and beaver management budgets.

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