

SCR

12

COMMITTEE REPORT  
SENATE

FURTHER: None

2/25/81

Date: 3/13/81

Mr. President:

The Committee on RESOURCES has had SCR 12

hand rolling

under consideration and (a majority of the committee) (the committee) reports it back with the following recommendations:

- do pass  do not pass
- do pass with attached amendments(s)
- replace with CS for \_\_\_\_\_  same title
- and recommends \_\_\_\_\_  new title
- AND attaches a "Letter of Intent"  New Fiscal Note
- reports it back without recommendation
- referred to the \_\_\_\_\_ Committee

MEMBERS SIGNING  
DO PASS

MEMBERS HAVING  
OTHER RECOMMENDATIONS

\_\_\_\_\_

*W. Fischer*

\_\_\_\_\_

*Alan Sherman*

\_\_\_\_\_

*Arthur Sturgis*

\_\_\_\_\_

*Bob Mulcahy*

\_\_\_\_\_

*McKinnon*

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

*John... [Signature]*

CHAIRMAN



Official Business

# Alaska State Legislature

Senate

Office of the Secretary

March 26, 1981

Pouch V  
State Capitol  
Juneau, Alaska 99811

Mr. Nick Szabo, Chairman  
Board of Fisheries  
c/o Anchorage Westward Hotel  
Anchorage, Alaska

Dear Chairman Szabo:

Enclosed is SENATE CONCURRENT RESOLUTION NO. 12

"Relating to hand trolling." passed by the Senate March 18  
and by the House March 25, 1981.

Also enclosed is a copy for each board member.

It is requested that this resolution pertaining to the  
concerns of the Twelfth Legislature be noted at your  
present meeting.

Sincerely,

Peggy Mulligan  
Secretary of the Senate

Encls: 7

cc: *Fahrenkamp*

# Alaska State Legislature

DETTYE FAHRENKAMP, CHAIRMAN  
VIC FISCHER, Vice-CHAIRMAN  
BRAD BRADLEY  
DICK ELIASON  
DON GILMAN  
BOB MULCAHY  
ARLISS STURGULEWSKI



POUCH V  
STATE CAPITOL  
JUNEAU, ALASKA 99811  
(907) 465-3834  
(907) 465-3835

## Senate

### Committee on Resources

March 13, 1981  
1:30 p.m.

Beltz Room  
211 Capitol

---

#### MEMBERS PRESENT

SENATOR FAHRENKAMP  
SENATOR FISCHER  
SENATOR ELIASON  
SENATOR GILMAN  
SENATOR MULCAHY  
SENATOR STURGULEWSKI

---

Hearing: SJR 25 "Relating to the Klondike Gold Rush  
National Historical Park"  
SCR 12 "Relating to hand trolling"  
SB 140 "An Act creating a fishery product  
revolving loan fund"  
SB 141 "An Act making a special appropriation  
to the fishery product revolving loan  
fund"

---

#### SJR 25

John McDermott, Skagway City Council, stated there had been a considerable breakdown in communication with the National Park Service. Their major problem is with the Park Service's land acquisition policy. The policy is in draft form and there has never been a public meeting on it. He stated that SJR 25 will certainly help their situation and the City Council supports it.

Skip Elliott, Skagway City Manager, stated that he had previously outlined the City's problems when he testified on

SB 36. He said that the Park Service is more receptive since the introduction of SB 36 and SJR 25.

Senator Mulcahy put forth the motion to move SJR 25 with individual recommendations.

-----

SCR 12

Senator Eliason stated that the Board of Fisheries made a mistake at their last meeting in limiting hand trollers to one line. SJR 12 addresses some of the options to the problems the Board created.

Senator Mulcahy put forth the motion to move SCR 12 with individual recommendations.

-----

SB 140 and SB 141

Senator Mulcahy stated that the Senate Resources Subcommittee on Fisheries held hearings on SB 140 February 11th, February 18th, and March 4th. He stated that SB 141, which is an appropriations bill of \$100 million, was not addressed in Subcommittee because it is basically a Finance Committee issue. He requested that the Committee adopt the Subcommittee's CSSB140 with one amendment:

Page 1, Line 15-16, delete the words "processing of" and replace with "such processors' inventories of canned, frozen or processed"

Senator Mulcahy put forth the motion to move CSSB 140 as amended with individual recommendations.

Senator Mulcahy put forth the motion to move SB 141 with individual recommendations.

The Chairman adjourned the hearing at 2:45 p.m.



JUNEAU, ALASKA

# Alaska State Legislature

## Senate

### RESOURCES SUBCOMMITTEE ON FISHERIES

SCR 12

March 4, 1981

TO: Senator Bettye Fahrenkamp, Chairman  
Senate Resources Committee

FROM: Senate Resources Subcommittee on Fisheries

SUBJ: SCR 12 "Relating to Hand Trolling"

The subcommittee has taken testimony and reports SCR 12 back to the committee as a whole with the following recommendations.

Members	Recommendation
Senator Mulcahy <u>Bob Mulcahy</u>	<u>No Pass</u>
Senator Eliason <u>Al Eliason</u>	<u>" "</u>
Senator Gilman <u>Alan Gilman</u>	<u>No Rec</u>

Angoon: Position Paper on Handtrawling (2) 1/18/81

THE ANGOON RESIDENTS THAT ATTENDED THE RECENT BOARD OF FISHERIES MEETING IN JUNE HAVE RETURNED HOME AND HAVE REPORTED TO THE COMMUNITY ON THE NATURE OF THE MEETING AND THE NEW REGULATIONS AFFECTING TRAWLING. AS A FISHING COMMUNITY, PRIMARILY INVOLVED IN HANDTRAWLING, WE FIND SEVERAL OF THE STEPS TAKEN TO BE QUESTIONABLE, AND FIND THE LATEST 50% GEAR RESTRICTION ON HANDTRAWLING TO BE TOTALLY UNACCEPTABLE.

THE BOARD OF FISHERIES EXPRESSED THE INTENT TO VIEW HANDTRAWLING AS A "LIFESTYLE, HOBBY FISHERY." TO A COMMUNITY WITH AN UNEMPLOYMENT RATE AVERAGING 60% AND ABOVE, WE CERTAINLY DO NOT NEED OUR PRIMARY COMMERCIAL FISHING METHOD TURNED INTO A HOBBY BY THE ILL ADVISED ACTIONS OF THE STATE BOARD OF FISHERIES. WE RECOGNIZE HANDTRAWLING AS A TRADITIONAL COMMERCIAL FISHERY, AND INSIST THAT HANDTRAWLING CONTINUE TO COMPETE COMMERCIALLY WITH OTHER GEAR TYPES FOR OUR SALMON, WITHOUT

BEING MADE THE SCAPEGOAT / FOR ALL KING AND COHO SALMON ALLOCATION PROBLEMS.

ANGOOK HAS DEPENDED AND WILL CONTINUE TO DEPEND UPON OUR FISH RESOURCES IN THE FUTURE. IN THIS REGARD, WE ARE CONCERNED ABOUT THE SALMON STOCKS AND ARE CERTAINLY WILLING TO SUPPORT PROPER CONSERVATION MEASURES. WE ARE HOWEVER UNWILLING TO BE A PAWN IN ANY GOVERNMENT GAME TO REALLOCATE OUR FISH TO OTHER GEAR GROUPS.

ANGOOK'S POSITIONS ON THE RECENT BOARD OF FISH DECISIONS ARE:

1. THE ONE HAND GURDY LIMIT IS TOTALLY UNACCEPTABLE. IT WILL DRASTICALLY AFFECT OUR ABILITY TO COMPETE BY FORCING US TO FISH WITH LESS GEAR WHILE THE COST OF FISHING CONTINUES TO INCREASE, AND OTHER GEAR GROUPS CONTINUE TO IMPROVE IN EFFICIENCY. WITH THE SHORTENED TROLL SEASONS AND SMALLER QUOTAS, WE CANNOT TAKE ANOTHER 50% GEAR RESTRICTION.

2. WE QUESTION THE 30 DAY TROLL

closure in the spring and the 15% cut in the king salmon catch quota. We are not biologists, but after looking at the data we have, and hearing about the testimony and conduct of the Board of Fish Marketing, we ask that these measures be subject to a lot of review as this year progresses. It is our belief that there is significant question about the wisdom and need for these measures, and want them thoroughly studied and discussed before they are implemented on a long term basis.

We welcome the opportunity to discuss the handtrawl issue and our needs with anyone involved at any time. Our funds are limited for travelling to Juneau and staying for long periods of time, but this issue is vital to Angoon and representatives will be available for important meetings.

Phone contacts in Angoon for discussion of our position and needs are

788-3232

GABRIEL GEORGE

Advisory Council Chairman

788-3641

GORDY WILLIAMS

Advisory Council Vice

788-3653

WALTY FRANCIS

MAYOR

1. THERE ARE CURRENTLY A TOTAL OF 89 HAND TROLLERS IN ANGOON. OF THESE 89, 42 PERSONS CURRENTLY FISH TWO HAND GURDIES, AND WILL BE IMMEDIATELY AFFECTED BY THE ONE GURDY LIMIT. A NUMBER OF OTHER FISHERMEN EXPRESS AN INTEREST IN THE USE OF GURDIES AS THEY BECOME MORE DEPENDENT ON HAND TROLLING.

OF THE 42 HAND GURDY USERS, 38 ARE THE HEAD OF HOUSEHOLD WAGE EARNERS.

2. THE USE OF ONE HAND GURDY IS NOT FEASIBLE FOR A NUMBER OF REASONS:

a) IT'S HAZARDOUS TO HAVE ONLY ONE LINE IN THE WATER. IT CAUSES THE BOAT TO LIE ON THE SIDE WITH THE GURDY GEAR. STEERING A BOAT WITH ONLY ONE LINE OUT IS VERY DIFFICULT FOR MANY BOATS

b) IT IS NOT PRACTICAL AT ALL FOR THE SERIOUS HAND TROLLER TO FISH A SPORT REEL WHILE HE USES A GURDY. TROLLING SPREADS

ARE DIFFERENT FOR gurdy gear AND RODS, AND THE gurdy line HAS TO BE PULLED IMMEDIATELY TO KEEP ANY FISH BEING PLAYED ON A ROD FROM TANGLING AROUND THE TROLLING LINE.

C) By NATURE, SALMON OFTEN BITE FOR ONLY A SHORT PERIOD OF TIME DURING THE DAY, OR AT SPECIFIC PLACES ALONG A TROLLING ROUTE. WITH ONLY ONE gurdy IN USE, THERE WILL BE A SIGNIFICANT AMOUNT OF TIME WHEN THE HANDTROLLER WILL HAVE THIS LINE UP OUT OF THE WATER TO CLEAN IT, REMOVE A FISH, ETC.; AND WILL BE MOVING; BURNING FUEL WITH NO GEAR IN THE WATER AT ALL. ~~BT~~

SCR 12

10 11 01

# TELEGRAM

WIRELESS  
COMMUNICATIONS  
CORPORATION, INC.  
1201 BAY STREET  
SAN FRANCISCO, CALIF. 94111

02004 NL TDA PORT ALEXANDER ALASKA 161 02-03 0800A AST  
PMS SENATOR DICK ELIASON  
JUNEAU AK **103**

SIR, AS YOU MAY KNOW, PORT ALEXANDERS MAIN INDUSTRY IS TROLLING. OVER 50 PERCENT OF OUR HOUSEHOLDS DEPEND ON HAND TROLLING AS THEIR CHIEF OR ONLY SOURCE OF INCOME. WE HAVE FEW OTHER JOB OPPORTUNITIES HERE. THE ADF&G PROPOSAL TO LIMIT THE HAND TROLLERS TO 1 GURDY AND 1 SPORT POLE, WILL HAVE A PROFOUND ECONOMIC EFFECT ON OUR COMMUNITY. WITH NO OTHER EMPLOYMENT AVAILABLE, MANY FISHERMEN WILL BE FORCED TO LEAVE THEIR HOMES TO WORK IN OTHER TOWNS OR RESORT TO WELFARE.

IN THE PAST YEAR, HAND TROLLERS HAVE BEEN REDUCED FROM 4 LINES TO 2 LINES AND ARE ALSO BEING THINNED OUT BY LIMITED ENTRY. WE FEEL THE EFFECT OF THESE RECENT LAWS SHOULD BE GIVEN A CHANCE BEFORE INSTITUTING A SEVERE LAW THAT WILL PUT A LOT OF FISHERMEN OUT OF BUSINESS.

THIS PROPOSAL, IF ALLOWED TO BECOME LAW, WILL HAVE A DEVASTING EFFECT ON OUR COMMUNITY. WE ASK FOR YOUR HELP IN NOT ALLOWING THIS TO HAPPEN.

THIS LETTER UNANIMOUSLY APPROVED AT FEBRUARY COUNCIL MEETING.

RESPECTFULLY YOURS,

TAFT PERRY, MAYOR

PORT ALEXANDER CITY COUNCIL

SCR 12

# DRAFT

Register 1981 FISH AND GAME 5 AAC 39.270  
 AS 16.05.910  
 AS 16.05.920  
 AS 16.05.940

5 AAC 39.270(a) (2) and (3), (c), (d) and (e) are amended and (f) and (g) are added to read:

5 AAC 39.270. TROLL SPECIFICATIONS AND OPERATION. (a)

(2) from hand troll vessels

(A) from each hand troll gurdy: one line to which multiple leaders and hooks may be attached;

(B) from each fishing rod: one line with no more than one leader with no more than one lure or two baited hooks per leader;

(3) an aggregate of four fishing rods or an aggregate of one hand troll gurdy and one fishing rod may be operated from a hand troll vessel, however an aggregate of two hand troll gurdies may be operated from a hand troll vessel during the season specified in 5 AAC 33.365 (b) (6).

(c) Each registered power troll vessel must display its permanent vessel license plate number in permanent symbols of black on a white background. Each number must be at least twelve inches in height, with lines at least one inch in width and must be permanently affixed on both sides of the cabin or hull so as not to be obscured. The numbers must be displayed at all times until the end of the calendar year.

(d) Each registered hand troll vessel must display the letters HT in permanent block letters. Each letter must be painted on both sides of the vessel hull or cabin in a color contrasting with the background, at least four inches in height, at least one half inch in width, plainly visible and unobscured at all times. The letters must be displayed at all times until the end of the calendar year. No hand troll vessel may display its permanent vessel license number (DF&G number) in any location other than on the vessel license plate.

(e) No more than six troll gurdies may be mounted on board any salmon power troll vessel. No more than one troll gurdy may be mounted on board any salmon hand troll vessel, except that no more than two troll gurdies may be mounted on board any salmon hand troll vessel during the season specified in 5 AAC 33.365(b) (6). A troll gurdy is a spool type device around which a troll line can be wrapped and includes those devices commonly called "down riggers."

(f) No salmon power troll vessel may be used to take salmon with hand troll gear once that vessel has been licensed and marked as required in (c) of this subsection.

(g) No treble hooks may be on board any salmon troll vessel or used in the taking of salmon.

Authority: AS 16.05.251(a) (4),  
 (5) and (7)



DRAFT

Register , 1981 FISH AND GAME 5 AAC 33.392

coho salmon to escape the coastal and offshore fisheries and move into the inshore and terminal fishing areas. The department shall make inseason adjustments to salmon fishing seasons, periods and areas for conservation purposes and to limit the total commercial king salmon harvest by all gear types to a range of 272,000 to 283,000 fish (harvest calculations will start with the opening of the winter season described in 5 AAC 33.310(b)) and as follows:

(1) repealed 4/ /81;

(2) repealed 4/ /81;

(3) during the early portion of the commercial coho fishing season the department shall evaluate the size and distribution of the coho salmon run and shall close the Southeastern and Yakutat Areas' salmon troll fishery for approximately 10 days, unless the department determines that the coho salmon run is larger than the last 10 year average and that acceptable numbers of coho salmon are moving into the inshore salmon fishing areas;

(4) following any closure made in accordance with (3) of this subsection, the Southeastern Alaska and Yakutat salmon fishing areas will reopen for salmon hand and power troll fishing as provided for in the salmon hand and power troll fishing regulations contained in 5 AAC 30, 33 and 39;

(6) recognizing that the hand troll fleet retains a large potential for expansion in efficiency, it is the policy of the Board of Fisheries to regulate the troll fishery in a manner that will result in 80 percent of the troll caught coho salmon being taken by power troll gear and 20 percent by hand troll gear; the department shall evaluate the power and hand troll coho salmon catches during the closure described in (3) of this subsection; if the projected hand troll catch of coho salmon indicates that the hand troll fleet will not take 20 percent of the total coho salmon troll harvest by September 20 the department shall open a coho salmon hand troll fishing season that allows the use of two hand troll gurdies aboard a hand troll vessel;

(7) recognizing that the recent trend of higher percentages of the coho salmon taken in outer coastal areas troll fisheries reduces the manageability of the fishery and intensifies allocation problems, the Board of Fisheries has established the objective of returning inside district coho salmon troll catches to pre-1978 levels by 1984.

Authority: AS 16.05.060  
AS 16.05.251(a)(2), (3)  
and (11)

5 AAC 33.392 is amended to read:

5 AAC 33.392. SIZE LIMIT AND LANDING OF KING SALMON. King salmon taken must measure at least 28 inches from tip of snout to tip of tail (in its natural open position) or 23 inches from the midpoint of the clethral arch to the tip of the tail. The heads of all fin clipped king salmon must remain attached to the fish until sold. Undersized fish which are taken must be returned to the water without injury. The size

SCR/2

11

Board of Fisheries  
Finding  
Hand Troll/Power Troll Coho Salmon Harvest Ratio  
1981

The Board of Fisheries recognizes that increased fishing effort in the troll fishery must be compensated for by additional regulatory restrictions as all chinook and coho stocks in Southeastern Alaska are fully utilized and/or depressed. However, due to the mixing of chinook and coho stocks in harvest areas and the incompleteness of the data base on which the troll fishery must be managed, time and area restrictions developed to compensate for increases in fishing effort may not be fully effective because the probability that management errors will occur is high. This means that the risk to the resource will increase as the units of gear and potential fleet efficiency increases. In recent years the major increases in troll effort have been within the hand troll segment of the fleet. The number of power trollers engaged in fishing has been stabilized by the application of the limited entry. The number of hand trollers and their efficiency, however, has increased with widespread conversion from the use of sport rods to the use of gurdy gear and the development of a full time "professional" fleet after limited entry was placed on other gear types. The development of this improved hand troll fleet resulted in major upward shifts in the proportion of the coho salmon catch taken by the hand troll fleet. The increasing hand troll catches during the 1975-1978 period were taken from the historical catches of other gear types and reduced their overall catches until the Board of Fisheries initiated regulations to limit hand troll gear effectiveness in order to maintain historical allocation balances and prevent further increases in overall effort on chinook and coho salmon in Southeastern Alaska.

In order to stabilize fishing effort on coho salmon the Board established (79-57-FB) a policy for a 80% power troll and 20% hand troll harvest ratio for troll caught coho salmon. This balance not only satisfies conservation of the resource but also assures the continued economic viability of the power troll fleet and its access to the salmon resource of Southeastern Alaska. The harvest ratio approximately reflects the harvest levels by the power and hand troll fleets at the time limited entry became effective on power trollers and when a segment of the hand troll fleet began to rely on hand gurdies and participate in the fishery on a full time basis. The reservation of an equitable harvest ratio for the two fleets will also take into account the historical fishing opportunities to hand trollers with permanent and part-time commitments to the hand troll fishery. Historical catch distributions within the hand troll fleet will be maintained because fishermen with permanent commitments will continue a relatively more intense harvest during all fishing periods while part-time participants will not be able to take maximum advantage of all fishing times and areas and will not be able to operate daily on the fishing grounds due to more limited vessel capacity and a lower level of desire to participate in a full time fishery.

Because chinook salmon are not as available to hand troll harvest as coho salmon due to the inability of hand trollers to fish as effectively in deeper water and in more distant fishing grounds, the historical allocation of chinook salmon between troll gear types will be maintained by stabilizing the effectiveness of the hand troll fleet through the gear restrictions adopted for 1981.

SER 12

ALASKA BOARD OF FISHERIES FINDINGS,  
1981 TROLL FISHERY

The Alaska Board of Fisheries, in developing the troll fishery regulations and policies for the 1981 season, considered information presented at Board meetings by the public, the staff of the Alaska Department of Fish and Game, and other fishery agencies such as Washington Department of Fisheries and the National Marine Fisheries Service. The information includes numerous written reports, materials, and testimony presented at meetings in January 1981 in Juneau or well relevant material from past meetings. The findings of the Board are:

I. RESOURCE CONSIDERATIONS

- A. Coho and chinook stocks experience significant harvest pressure when in outside waters before those stocks, many of which are depressed and depleted, have separated into more discrete runs whose strength or weakness can be ascertained in inside waters.
- B. Mixed stock fisheries that target on healthy stocks are dangerous to the maintenance of intermingled small or weak runs. Such fisheries should not be encouraged unless it is not feasible for participating fisherman to relocate in more inshore fisheries for the purpose of operating on stronger stocks after they are separated from the weak runs and they are not harmful from a conservation perspective.
- C. Further expansion of fishing effort, especially in outside waters, should be prevented to promote conservation of stocks involved, and to comply with the Board's management policy on mixed stock fisheries.
- D. The behavior of salmon in the outside waters is inconsistent and unpredictable. Harvest data can be misleading as to actual strength of runs and effects of fishing on these runs of mixed origin, since large catches may occur from relatively weak stocks when intermingled with stronger stocks.
- E. A significant time lag is involved in receiving adequate catch data from the troll fishery. This lag prevents timely inseason management decisions.
- F. Stabilization of fishing effort on chinook and coho in South-eastern Alaska is necessary because conservation of those stocks requires a minimum level of harvest which will allow escapement of sufficient fish into rivers and lakes to ensure maintenance of runs on a sustained yield basis.
- G. Further area restrictions would not diminish actual fishing effort, but would concentrate existing effort in specific times and areas made available to fishermen. However, gear restrictions do protect stocks by reductions of total effort without concentrating effort in specific times or areas.

## II. HARVEST DISTRIBUTION

- A. More than adequate capability to take the available harvest of salmon currently exists. Further increases in fishing effort on limited stocks are biologically unsound and compound the difficult management decisions that must be made.
- B. The relative distribution of salmon harvests among gear types that existed in 1975 when limited entry was imposed on power troll, gillnet, and purse seine fishermen is desirable because it would allow stocks to rebuild while not disrupting harvest opportunities in existing fleets.
- C. The number of hand troll fishing vessels has increased significantly since 1975. The absolute number of coho and chinook harvested by hand trollers has increased significantly since 1975. The relative proportion of the total catch of coho and chinook taken by hand trollers has increased significantly since 1975 as compared to the catch by other gear types.
- D. Traditionally, hand trollers utilized relatively inefficient rod and reel gear operated from small vessels close to home in the inside waters, and, except for a few villagers, fishermen rarely depended on hand trolling for their economic livelihood. In the last three to eight years, however, a significant percentage of hand trollers has converted to the vastly more efficient "gurdy" gear and has placed that gear on bigger, more mobile vessels capable of making longer trips and fishing in rougher weather. These more efficient hand troll vessels have shifted their effort towards outside waters where stocks are more mixed, a greater level of income from fishing is necessary to amortize their investment, and consequently take a greater number of fish from stocks that are already overharvested or fully utilized.
- E. The economic dependence upon fishing varies widely among hand trollers. However, most hand trollers use hand trolling to supplement other sources of income.
- F. The majority of all hand troll caught salmon are harvested by a minority of the fleet in recent years. These full time professional participants in the hand troll fleet can be expected to continue to harvest a major portion of the hand troll catch.

## III. FISHERY DEVELOPMENT

Unless adequate numbers of coho salmon are allowed to reach inside waters where the inside subsistence, commercial, and sport fisheries occur, these fisheries would not be allowed to continue. The State would have to forego the benefits of the gillnet chum fishery because coho are caught incidentally with chum salmon.