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STATE OF ALASKA
THE LEGISLATURE

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JUNEAU, ALASKA 99811
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May, 1988

Copies of minutes listed below were originally included in this file. The minutes are available on the STAIRS database CMPR. In order to save space copies of minutes have not been left in the files.

Mary Van Nimwegen

House Rules 4-23-86 8:30 am
4-7-86 8:33 am

HOUSE
COMMITTEE REPORT

4/7

Rules

(7)

Date referred: 4/1/86

FURTHER REFERRALS:

DATE: April 7, 1986

The RULES _____ Committee has considered SJR 47

Proposing additional action by the United States to reduce high seas interception of Alaska-bound salmon.

and recommends:

- do pass
- do not pass
- do pass with attached amendment(s)
- no recommendation
- replace with _____ same title
- _____ new title

and recommends _____

further referral to the _____ Committee

- and attaches:
- letter of intent
 - first fiscal note
 - new fiscal note
 - zero fiscal note

SIGNING DO PASS:

SIGNING OTHER RECOMMENDATIONS:

Terry Martin

Ben Brunsdon

Jim Miller

M.W. Miller

Mike Dan

M.W. Miller

Chairman

STATE OF ALASKA 1986 LEGISLATIVE SESSION
FISCAL NOTE

Revision Date : _____

REQUEST

Bill/Resolution No. : SJR 47/HJR 68
Title : High Seas Interception
of Salmon
Sponsor Senate Resources/Rules by request
Requestor : Senate Resources
Date of Request : March 24, 1986

FISCAL DETAIL

Agency Affected : Fish and Game
BRU : _____
Components : _____

EXPENDITURES/REVENUES : (Thousands of Dollars)

OPERATING	FY 86	FY 87	FY 88	FY 89	FY 90	FY 91
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0	0	0	0	0	0

CAPITAL	0	0	0	0	0	0
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REVENUE	0	0	0	0	0	0
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FUNDING : (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
TOTAL						

POSITIONS :

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : Attach a separate page if necessary

Prepared by : Roland Shanks
Division : Commissioner's Office

Phone : 465-4100
Date : March 26, 1986

Approved by Commissioner : Donnell Callaway
Agency : Department of Fish and Game

Date : 3-26-86

- Distribution (by Agency preparing fiscal note) :
- Legislative Finance
 - Legislative Sponsor
 - Requestor
 - Office of Management and Budget
 - Impact Agency(ies)

Alaska State Legislature

ARLISS STURGULEWSKI, Chairman
BETTYE FAHRENKAMP, Vice Chairman
JACK LOGHILL
DICK ELIASON
VIC FISCHER
RICK HALFORD
FRED ZHAROFF

POUCH V
JUNEAU, ALASKA 99811
(907) 465-4907



Senate Committee on Resources

MEMORANDUM

March 24, 1986

TO: All Members
Senate Resources Committee

FROM: Staff, Senate Resources Committee

RE: SJR 47 Requesting additional action by the
United States to reduce high seas
interception of Alaska-bound salmon

SJR 47 expresses disappointment with the terms of the recent agreement with Japan regarding the high seas interception of Alaska salmon. The resolution further urges the State Department to continue to pursue reductions in the interception of Alaska-bound salmon by high seas fleets. In addition, the Coast Guard is requested to station one cutter to patrol the abstention line, and Congress is urged to provide the funding for research and monitoring in order to gather adequate data for future negotiations.

Enclosures:

Joint press release by Senator Sturgulewski
and Representatives Goll and Binkley
UFA press release supporting HJR 47
Fact sheet by Dept. of Fish and Game



Official Business

Alaska State Legislature

Pouch V
State Capitol
Juneau, Alaska 99811

March 21, 1986
For More Information Contact:
Rodger Painter 465-4925

F O R I M M E D I A T E R E L E A S E

Legislation has been introduced in the House and Senate expressing the state's disappointment with the terms of the recent agreement with Japan regarding the high seas interceptions of Alaska salmon.

Three key lawmakers today released a joint statement criticizing the agreement as not adequately responding to Alaska's concerns over the interception issue. The three legislators--Rep. Peter Goll, chairman of the House Special Committee on Fisheries, Sen. Arliss Sturgulewski, chairman of the Senate Resources Committee and Rep. John Binkley, a member of the U.S. negotiating team--also called upon their colleagues to act quickly upon the resolutions.

The identical resolutions (HJR 68 originating in the House Special Committee on Fisheries and SJR 47 by the Senate Resources Committee) also ask the federal government to provide funding for the posting of a Coast Guard cutter to patrol the new high seas abstention line, place observers on Japanese vessels and perform critical research.

"I am very disappointed in the agreement," Goll said. "The State Department failed to push hard enough on several critical issues of concern to Alaskans. The agreement fails to provide adequate enforcement provisions, does not reduce the level of Japanese salmon fishing in our 200-mile zone, takes eight years to phase out the Bering Sea fishery, leaves the issue of abandoned nets on the high seas unaddressed and only moves the the land-based fleet back one degree."

Binkley, who participated in the negotiating sessions as a U.S. representative, was particularly critical of the small reduction in the interception rates provided by the agreement.

-- more --

High Seas Salmon Interceptions
March 21, 1986
Page Two

"Our scientists estimate the Japanese interception rates will be reduced by only 18 to 20 percent by the agreement," Binkley said. "This means the Japanese will still be catching nearly \$20 million worth of our salmon each year. The loss of these salmon will continue to cause severe impacts on the economy of Western Alaska where average annual incomes fall below poverty guidelines."

Sturgulewski stressed that the agreement will be meaningless unless Congress acts to provide funding for implementation.

"The agreement calls for a multi-year research program by both the United States and Japan to provide better scientific information on the interception problem," Sturgulewski said. "Negotiations on the closure line for the land-based fleet will be reopened in 1991 if the research indicates the interception rates are still too high. We also need funding to place observers on the research and Japanese enforcement vessels."

The resolutions also ask the U.S. Coast Guard to post a cutter on the closure line for the land-based fleet to patrol during the entire high seas fishery. The Department of Fish and Game and fishermen's organizations contend the land-based fleet has chronically violated the closure line, and that regular patrols by the Coast Guard would significantly reduce interceptions.

-- end --



UNITED FISHERMEN OF ALASKA

Jack Cadigan
Executive Director
907-586-2820
1-800-478-FISH

POLICY OF UFA RE: SALMON INTERCEPTION ON THE HIGH SEAS

THE UFA TOTALLY SUPPORTS HJR 68 AND SJR 47, AND HERE'S WHY!

The recent developments towards final agreement between the Japanese and United States over the dispute of High-seas salmon interception is both "good news" and "bad news". The "good news" is that there has been an agreement reached. The "bad news" is that it only achieves in very small part what the UFA, believed to be both necessary and achievable.

Salmon is a highly valuable, highly renewable, resource. The tentative agreement between the U.S. and Japan concerning the matter of high seas fisheries is one which accomplishes little and accomplishes it too slowly. It is from that level of disappointment that any basis for optimism or rays of encouragement must be sought. It is from being realistic that the position of UFA is one whereby although we cannot endorse the agreement or sing its praises, we realize that the miniscule gains made overall are nonetheless gains. That is why UFA does do not endorse or support any efforts being made by environmental or other groups who may seek to pressure the U.S. or Canada into refusal to sign the tentative agreement. One slice of bread off the loaf is better than no bread at all.

What does the agreement include which provides any encouragement to UFA? The agreement moves the land based fisheries one degree (a little less than 60 miles) further west. Specifically, no salmon fishing by the land-based fleet will take place east of 174 degrees East longitude. This will help - maybe not much - but it will help. More importantly, the agreement includes provision for U.S. Coast Guard enforcement of that line. This is an important feature which United Fishermen of Alaska consider critical. We now seek to insure that in a climate of shrinking dollars in Washington D.C. we don't find that feature moot by virtue of the Coast Guard not getting the fuel money it needs to do the job. That may seem a remote possibility only to those unaware of how ridiculously restricted the service is in that regard. The Japanese have agreed to assign six of their own enforcement vessels in the area, and to permit a U.S. observer aboard. We think there should be a U.S. observer on each Japanese enforcement vessel, and that observer should be a Coast Guard officer, not a summer employment collegian. However, since the agreement requires the fishing vessels to report by radio if they are within 50 miles of the line, and assuming there will be a high endurance U.S. Coast Guard cutter on scene, plus U. S. air surveillance, as provided for in the agreement, we do not foresee difficulties in the enforcement aspects.

Another very critical part of the agreement is the increase in tagging and biological samplings by Japanese Research ships in critical fishing areas, as well as the presence of U.S. scientists aboard to insure concurrence between the two countries of the scientific data achieved. This feature, as well as the onboard observer aspects, must be fully funded by the federal government for the next three to five years to provide the needed basis for renegotiations called for in 1990 under the terms of the agreement.

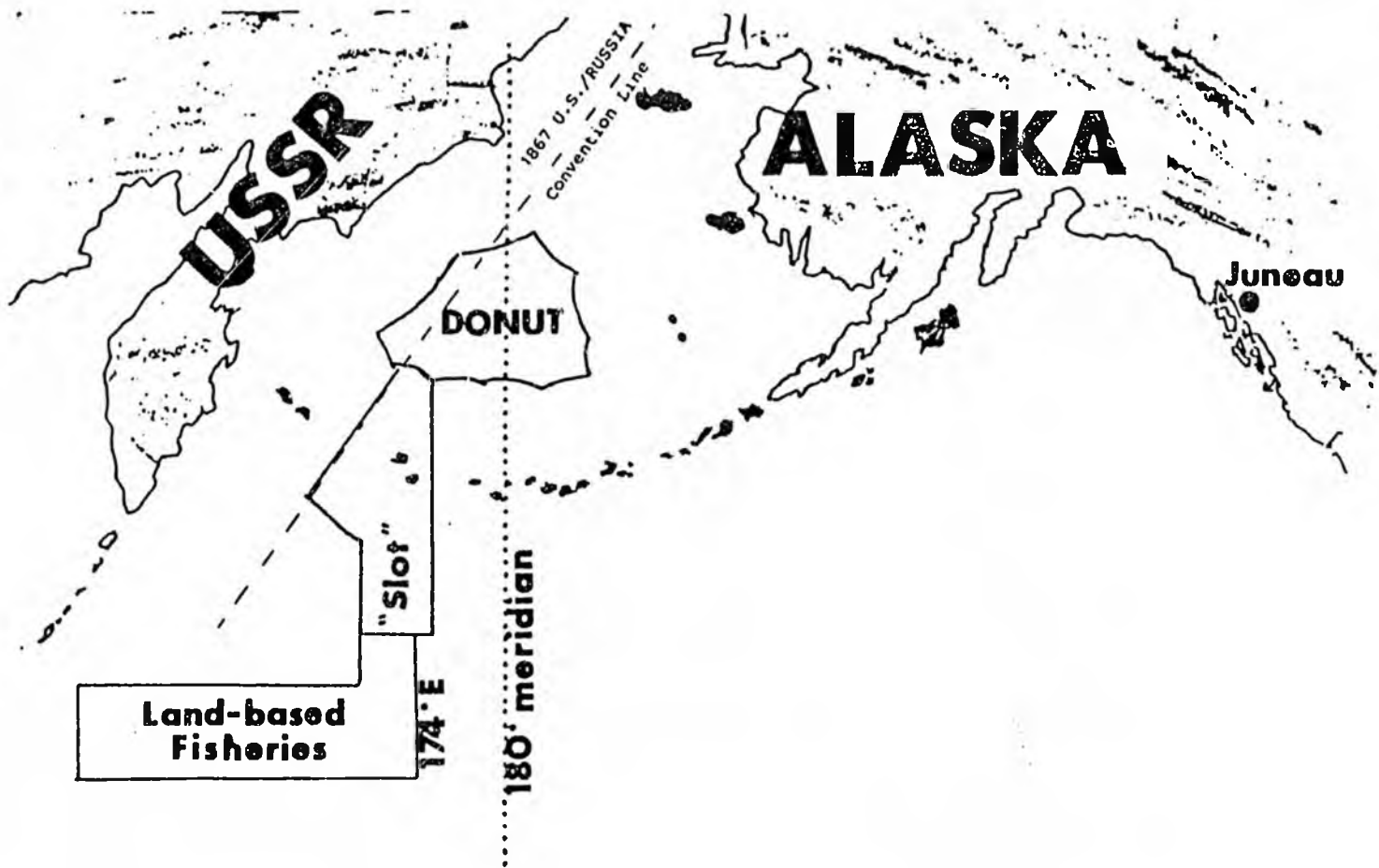
Thus the most critical parts of the agreement are those that provide the data base needed by this country for meaningful negotiations to take place in five years. Without good solid enforcement by the Coast Guard, without the presence of U.S. scientists and observers, we will be right where we were in the talks preceding this agreement - unable even to agree on the data base!

There are other features of the agreement which are both complex and accomplish less than expected by UFA. Specifically, there is an area commonly called "the donut" which is in the central Bering Sea and encircled by U.S. and Soviet 200 mile limits. This fairly circular region is split by the 180th meridian (International Date Line, and essentially lies within the 1867 U.S.-Russia Convention Line. The current agreement would incrementally phase out all Japanese High Seas salmon fishing on this side of 180th meridian by 1988, and all fishing in the entire "donut" by 1994. UFA certainly had hoped for a speedier timetable than that, but again, at least it is a phase out!

The area of really no movement at all is in the "Slot" which runs near Attu (which is 173 degrees East longitude), at the end of the Aleutian Chain. This is also the area of primary concern to environmentalists. In this area fishing will continue, essentially unabated, indefinitely.

The Japanese salmon fleets are large and efficient. There are four "High Seas" companies, each owning a mothership and servicing 40 to 50 gillnetters or a total of 172 catcherboats. The land-based fleet numbers over 200 medium and nearly 700 small driftnetters. There is also a fleet of 125 driftnetters and 171 longliners which fish salmon in the Sea of Japan. The total crew of these fisheries totals over 17,000 persons. UFA concern centers upon the impact these Japanese Salmon fisheries have on North American salmon, not Asian salmon. The crux of the dispute has been over the numbers of returning Alaskan salmon caught by these fisheries, and how the treaties can be re-defined to reduce that number reasonably close to zero. Since data supported by the U.S. did not even remotely resemble the data provided by the Japanese, there was scant foundation to even begin talks. The area in which we take heart focuses on the enforcement, research, and on-board observer aspects of the agreement. Even though we also consider the on-board observer arrangement weaker than it should be, we believe that if the U.S. fully uses its ability under the agreement to police the effort and achieve the necessary data for renegotiation in five years, we will have the potential capability at that time to accomplish our most reasonable goals. As the strongest voice of the fishing industry in Alaska, we now can only say: "This agreement is better than nothing...but not by much!"

UFA considers it important that Alaskan legislators fully understand what this issue is about, and why it is **IMPERATIVE** that a united position be established. We must all try to insure that the federal government provide the required law enforcement and scientific support needed, or else the agreement is useless!



U.S./Japanese Bilateral Salmon Talks
Alaska Department of Fish and Game
March 13, 1986

An agreement was concluded between the U.S. State Department and Japanese negotiators in Tokyo on March 8 after nine months of bilateral talks.

The U.S. objective has been to eliminate significant interception of North American salmon and steelhead by these fisheries. The U.S. had proposed elimination of their fishery in the central Bering Sea, reduction of their effort in our fisheries conservation zone (FCZ) and substantial movement to the west of their landbased fishery. The State Department was not able to accomplish all of these objectives in this current round of negotiations. The agreement falls well short of our original objective to eliminate all significant interceptions.

The agreement does not:

1. Reduce interceptions in the U.S. FCZ.
2. Move the landbased fishery ten degrees farther west, which current data indicates would be required to eliminate significant interceptions.
3. Get them out of the Bering Sea immediately.

The agreement only moves us part way to our objective and should not be viewed as an acceptable end point to the interception issue, although it is an improvement over the present situation and gives us some directions to pursue in further reducing the interceptions.

The agreement does:

1. Phase-out their fishery in the central Bering Sea over an eight year period of time. This has long been a U.S. goal since the chinook salmon caught in this area are nearly all from western Alaska and since this area is outside our zone, we have had serious doubts that we can adequately tell what they are catching in this area. Actually, they will have to end their fishery in the eastern part of this area after only two more years and there are provisions to prevent transfer of their effort to other areas as these fisheries close.
2. Limit their fishery in our FCZ. Currently, there is no effort limit in this area. The agreement will keep them from increasing their fishery from current levels. The agreement also specifies an improved monitoring program in this area to better verify the Japanese catch data.

3. Move their landbased fishery one degree of longitude (45 miles) farther west. We had wanted more movement in this fishery, but the Japanese maintained that this movement, plus enforcement would eliminate most interceptions. We know the fleet has chronically violated the current eastern closure line and we do not know how much of the current interceptions are due to these violations as opposed to fishing in legal areas. The agreement for the first time has provisions for specific agreed enforcement and catch monitoring measures with annual review of their adequacy and change if needed.

4. The agreement provides for a three to five year research and monitoring program to determine if these regulations really do the job. By the 1991 season, the closure line in the landbased fishery will be renegotiated if necessary.

Involved parties must see that pressure is maintained to keep moving toward elimination of interceptions. The federal government must provide the funding for research, observers and enforcement. The state is writing to Secretary of State Shultz and our Congressional delegation to request this support.

The state will continue to press for elimination of interceptions. We are dealing with a problem that has existed for more than 30 years. Significant reductions in interceptions occurred in 1978 when the International North Pacific Fisheries Convention was renegotiated to move the Japanese fisheries farther west. Now eight years later, this agreement is another step in this process and provides for further negotiations within the next five years. The state will make every effort to keep the process going.

US/Japan Salmon



MFD - 1 maturing fishery day

Landbased

Landbased
 1986 more eastern boundary
 from 175 E. to 174 E.
 Research, enforcement, monitoring
 provisions.

Central Bering Sea

EoF 150		
1986	12 MFD	
1987	8 MFD	150-175
1988	0 MFD	

WoF 150

1986	18 MFD
87	18
88	18
89	12
90	12
91	12
92	8
93	8
94	0

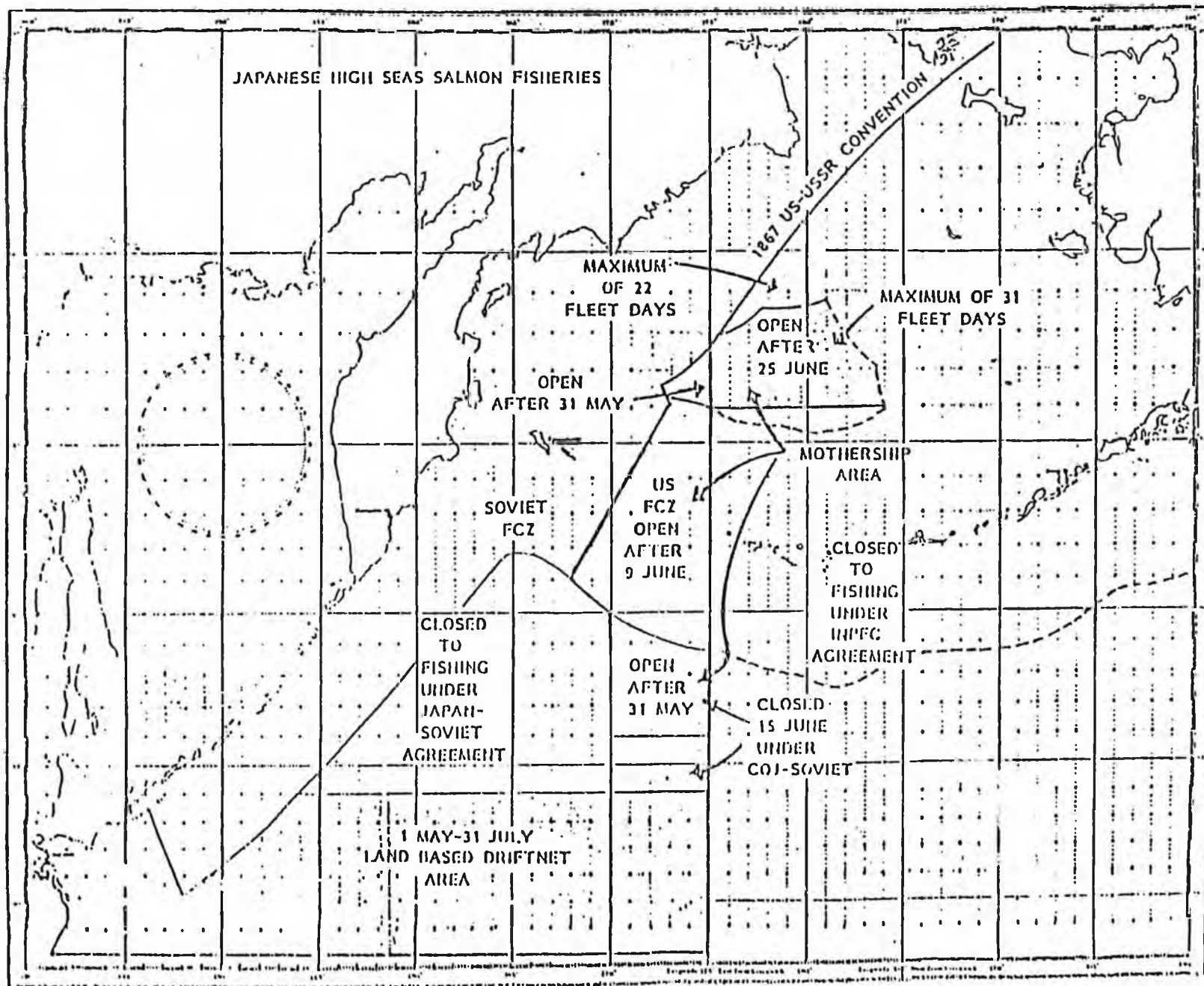
Current Limit
 31 MFD
 Actual Use
 2-19 MFD
 Average
 12 MFD

Current Limit
 21 MFD
 Actual Use
 12-23 MFD
 Average 16 MFD

US FCZ

1986-93	140 MFD	} equal to
June 10 - July 31		
1994 -	144 MFD	} increase
June 10 - July 31		

equal to
 to 110
 increase
 of 5000



BILL SJR0047
 PAGE 02119
 DATE 03/20/86
 CHAMBER SENATE
 TEXT SENATE JOINT RESOLUTION NO. 47 by the Resources Committee,
 Requesting additional action by the United States
 to reduce high seas interception of Alaska-bound
 salmon,
 was read the first time and referred to the Resources
 Committee.

BILL SJR0047
 PAGE 02150
 DATE 03/25/86
 CHAMBER SENATE
 TEXT The Resources Committee considered SENATE JOINT RESOLUTION
 NO. 47 (Requesting additional action by the United States to
 reduce high seas interception of Alaska-bound salmon) and a
 majority of the committee recommended do pass. The report
 was signed by Senator Sturgulewski, Chairman and concurred
 in by Senators Coghill, Fahrenkamp and Vic Fischer. Senator
 Eliason signed "do pass; go for it!!".
 Fiscal note is zero.
 SENATE JOINT RESOLUTION NO. 47 was referred to the Rules
 Committee.

BILL SJR0047
 PAGE 02163
 DATE 03/26/86
 CHAMBER SENATE
 TEXT The Rules Committee considered SENATE JOINT RESOLUTION NO.
 47 (Requesting additional action by the United States to
 reduce high seas interception of Alaska-bound salmon) and a
 majority of the committee recommended calendar March 26.
 The report was signed by Senator Kelly, Chairman and
 concurred in by Senators Bennett and Coghill.
 SENATE JOINT RESOLUTION NO. 47 is on the calendar.

SENATE JOINT RESOLUTION NO. 47 (Requesting additional action
 by the United States to reduce high seas interception of
 Alaska-bound salmon) was read the second time.
 Senator Halford moved and asked unanimous consent that
 SENATE JOINT RESOLUTION NO. 47 be considered engrossed,
 advanced to third reading and placed on final passage.
 Without objection, it was so ordered.
 SENATE JOINT RESOLUTION NO. 47 was read the third time.
 The question being: "Shall SENATE JOINT RESOLUTION NO. 47
 (Requesting additional action by the United States to reduce
 high seas interception of Alaska-bound salmon) pass the
 Senate?" The roll was taken with the following result:

Yeas: 19 Abood, Bennett, Coghill, DeVries,
Eliason, Fahrenkamp, Faiks,
Ferguson, Fischer Paul,
Fischer Vic, Halford, Josephson,
Kelly, Kerttula, Ray, Rodey,
Sackett, Sturgulewski, Ziegler

Nays: 0

Excused: 1 Zharoff

and so, SENATE JOINT RESOLUTION NO. 47 passed the Senate and was referred to the Secretary for engrossment.

SENATE JOINT RESOLUTION NO. 47 was engrossed, signed by the President and Secretary and transmitted to the House for consideration.

BILL SJR0047
PAGE 02518
DATE 04/01/86
CHAMBER HOUSE
TEXT SENATE JOINT RESOLUTION NO. 47, by the Resources Committee:
Requesting additional action by the
United States to reduce high seas
interception of Alaska-bound salmon.
was read the first time and referred to the Rules Committee.

BILL HISTORY

HOUSE CALENDAR:

Alaska-bound
Salmon
(high seas
interception)

SENATE JOINT RESOLUTION NO. 47, by the Resources Committee. Express the extreme disappointment of the Alaska Legislature to a recently completed agreement that calls for only a very gradual phase out of the Japanese mother-ship fishery in international waters of the Bering Sea. Asks the Alaska Congressional delegation to urge the State Department to aggressively pursue continued efforts to obtain further reductions from Japan in the interception rates of Alaska salmon by high seas fleets. Requests the U.S. Coast Guard to station a cutter to patrol the abstention line for the Japanese land-based fleet during the entire fishing season. Requests Congress to provide funding for the three-to-five year research and monitoring program, including on-board observers, in support of the renegotiations called for in 1990 under the terms of the agreement.

Introduced March 20 and referred to Resources.

Alaska-bound
Salmon
(high seas
interception)

SENATE JOINT RESOLUTION NO. 47, (see page 346). Reported back to the Senate 3/25/86 by Resources recommending it do pass. Concurring: Sturgulewski (Chair), Coghill, Fahrenkamp, V. Fischer. Sen. Eliason signed "do pass - go for it."

Passed the senate March 26, 19-0-1. Excused: Zharoff.