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Jeanie Henry

House Special Committee on Fisheries, 2/25/86, 8:30am
" " " " , 2/27/86, 8:30 am
" " " " , 3/4/86, 8:30am

April 4, 1986

Changes suggested to fish, wildlife enforcement

By KIRK McALLISTER
[illegible]

After months of work and numerous public hearings, a House committee and the Department of Public Safety have reached a consensus on changes to the state's fish and wildlife enforcement system designed to better protect the state's renewable resources.

In a joint letter released this morning by Gov. Bill Sheffield and Rep. Peter Goll, D-Haines, chairman of the House Special Committee on Fisheries, a list of recommendations supported by the committee and the administration were outlined.

Goll said the recommendations were the result of public concerns in several areas of fish and wildlife enforcement, including expanding enforcement coverage around the state to decrease violations.

"The major thrusts of the report are to increase enforcement coverage within the limitations of the current budget, provide more cross-cultural training to fish and wildlife officers and provide a career ladder for those officers," Goll said.

The committee heard a lot of testimony during the course of its hearings from people wanting the Department of Public Safety to maintain a clear separation between "brown shirt" fish and wildlife officers and "blue shirt" Alaska State Troopers.

More specialized fish and wildlife protection training should be provided to enforcement officers. Those officers shouldn't be saddled with performing regular trooper duties unless absolutely necessary, the report said.

In addition, it said candidates for game warden positions should be selected on the basis of their qualifications as a fish and wildlife officer rather than seniority as a state trooper.

Also, the report called for game wardens to receive "cross-cultural" training designed to familiarize them with Alaska's native community, especially regarding commercial fishing and subsistence hunting and fishing.

"The public is convinced that Alaska's fish and wildlife resources are threatened by the lack of adequate enforcement on the fishing and hunting grounds," the report said.

While the number of game wardens has increased 3.4 percent in the past seven fiscal years, the state's population has increased 24.6 percent.

Bob Sundberg, commissioner of the Department of Public Safety, applauded the committee's efforts and said that the governor has made it clear that fish and wildlife protection is a high priority of the administration.

Some of the violations that testimony to the committee revealed included illegal fishing by sport and commercial fishermen, using planes and helicopters to spot fish, using high-powered lights at night for herding fish and illegal leasing and selling of commercial fishing permits.

Panel urges wildlife protection changes

by Sue Cross
Associated Press

JUNEAU — The Alaska fish and wildlife protection system is spread way too thin, says a special House committee that is recommending the Department of Public Safety return to the system of choosing wildlife law enforcers that was struck down in binding arbitration several years ago.

The committee, which formed because of public concern that enforcement was not strict enough, issued its report today without issuing any new resolutions or bills. Rep. Peter Goll, D-Haines, its chairman, said recommendations were all that were needed because the Department of Public Safety has agreed to adopt them as policy.

But Public Safety Commissioner Bob Sundberg said afterward that the recommendations won't require any major change in direction for the department's fish and wildlife protection efforts, other than renegotiating the job selection process with the Public Safety Employees Association.

"I have no problem with the recommendations," Sundberg said. "They will just be implemented."

The committee did not call for increasing the number of fish and wildlife protectors hired, even though the report noted that the number of protectors has increased less than 4 percent since 1980, while the number of fishing, hunting and trapping licenses has increased 25 percent.

Goll said the recommendations were made "in light of declining revenues."

Sundberg said a return to the system of giving fish and wildlife specialists first dibs at protection jobs will depend on the troopers' and law enforcers' union, which has resisted such a change, and won the arbitration barring the experience-based system.

Now, protection jobs are granted on the basis of seniority. The House committee wants protection jobs offered first to people with fish and wildlife experience before they are offered to other law enforcement troopers on a seniority basis.

The committee also suggested that the fish and wildlife protection division:

- Has too many supervisors, with 28 at the rank of sergeant or above, plus eight corporals, and too few troopers. There now are 66 troopers, and the committee said more should be hired with money the department could save from making the Public Safety Academy more efficient and getting rid of supervisors.
- Should not expect troopers to overlap law enforcement and fish and wildlife protection duties except in the case of one-trooper posts, or in life-threatening situations.
- Should offer more local training for troopers through native associations, local colleges, fish and game advisory committees and commercial fishing groups.
- Should provide more cross-cultural training for troopers so they are better aware of native customs.

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Special Committee on Fisheries

April 3, 1986

Alaska State Legislature
P.O. Box V
Juneau, Alaska 99811

Dear Colleagues:

The House Special Committee on Fisheries has concluded its hearings on fish and wildlife enforcement in Alaska.

Below is the report of the committee which includes recommended policy changes responding to public concerns about levels of protection and the professional structures of the Department of Public Safety.

I wish to thank the many citizens and members of the Sheffield Administration and law enforcement professionals who contributed time and thought to the committee's work.

The Fisheries Committee study was conducted with full participation by the Department of Public Safety and by Governor Sheffield. Commissioner Robert Sundberg, Deputy Commissioner Jim Vaden, Fish and Wildlife Protection Director Robert Henderson, Mr. Bob Piazza and Mr. John Taylor of the Public Safety Employees Association are among many who deserve special thanks for their efforts.

These hearings culminated the past week when the commitment of the Administration to the finest professional fish and wildlife protection force possible and the research and study by the Fisheries Committee were combined to produce a joint statement of policy by the Committee and by Governor Sheffield.

It is with pleasure that this statement is provided as part of our report. It is noteworthy that the necessary task of cost containment during a period of revenue decline will be implemented without degrading the field identity and professional caliber of our fish and wildlife protection troopers and officers.

Finally, I wish to thank Rodger Painter and Sharon McCauley, staff to the Special Committee on Fisheries, and legislative aide Helen Fisher for their outstanding work.

Sincerely,

Peter Goll
Chairman

Joint Recommendations on
Fish and Wildlife Enforcement
by the
House Special Committee on Fisheries
Representative Peter Goll, Chairman
and
Governor Bill Sheffield
April 3, 1986

The Special Committee on Fisheries and the Office of Governor Sheffield appreciate the comments, suggestions, and recommendations the public has provided to the Fisheries Committee, to the Department of Public Safety and to Governor Sheffield regarding the protection of Alaska's fish and game resources. Based on public comment during the Fisheries Committee hearing process and discussions with the Governor's Office and the Department of Public Safety, certain policy and program changes within the Division of Fish and Wildlife Protection will be implemented.

It is, and always has been, the intent of the Governor to maintain separate divisions for fish and wildlife protection and general law enforcement troopers. Further, the Governor continues to remain committed to the maintenance of an enforcement staff of highly trained professionals specializing in fish and wildlife resource protection. Both the Committee and the Administration underscore the policy that "cross-utilization" is limited to instances where it clearly does not interfere with the primary responsibilities of each division or in life-threatening circumstances. It is also recognized that exceptions will be made in one-trooper posts out of necessity, due to limited resources.

The following are recommendations supported by both the Fisheries Committee and the Governor:

1. Reduce the ratio of supervisory to field personnel. Since the 1970s, there has been a steady increase in managerial level positions within the division resulting in a high ratio of supervisors to field personnel. Because protection of the resource ultimately takes place in the field, the Department will convert vacant, non-essential supervisory PCNs to fish and wildlife enforcement positions limited to Title 16 enforcement and, when appropriate, to fish and wildlife protection troopers.

2. The Department will increase public involvement in resource protection by working with fish and wildlife user groups on cooperative programs. The Department will increase public exposure to the existing Fish and Wildlife Safeguard program and will work with fishing organizations to explore recommendations for involving Alaskans in Title 16 enforcement.

3. The Governor and the Fisheries Committee support the efforts of the Commissioner and PSEA to provide for a bidding system that provides a priority for "brown shirts" to bid on "brown shirt" positions on the basis of seniority, followed by selecting the most qualified candidates for the positions.

4. The Department will examine methods to enhance the career opportunities for fish and wildlife protection personnel.

5. The Department will develop methods to improve training and orientation for fish and wildlife personnel. These efforts will include the following:

   a. strengthen Title 16 training for officers initially moving into "brown shirt" positions;

   b. expand cross-cultural training opportunities for all commissioned personnel within the Department;

   c. utilize local expertise/resources in providing for orientation/training of personnel assigned/reassigned to a new area of the state, including local fish and game advisory committees, commercial fishing organizations, Marine Advisory Programs where they exist, community colleges and Native organizations.

PROTECTION OF ALASKA'S FISH AND WILDLIFE

Alaska's Fish and Wildlife Protection Program
A Report and Recommendations
By the House Special Committee on Fisheries
Representative Peter Goll, Chair
April 3, 1986

I N T R O D U C T I O N

The House Special Committee of Fisheries began gathering information on the Department of Public Safety's fish and wildlife protection program during the fall of 1985.

Extensive public comments were gathered during a series of teleconferenced hearings in February and March, 1986. Many additional statements were submitted in writing, and numerous phone calls were received from concerned citizens and employees of the Department of Public Safety.

Evident throughout the process was the high level of public concern for increased enforcement on the fishing and hunting grounds. Alaskans from all areas of the state, particularly those involved in the commercial fishing and guiding industries, called for additional enforcement officers during seasons of peak activities.

Much concern also was voiced about "cross utilization" of fish and wildlife troopers to perform general law enforcement duties. Bidding procedures for protection officer vacancies, cross utilization and other new policies by the Department of Public Safety were perceived by many of those who testified or submitted written comments as being detrimental to a well-trained force of highly motivated, fish and wildlife protection professionals.

The Department of Public Safety worked closely with the committee throughout the hearing process, and provided important information on the subjects of discussion. Materials and testimony from the Department showed that cross utilization has diverted only a small amount of protection officers' field time from fish and game cases. Some testimony was presented during the hearings in support of the Department's policy changes.

This report contains a summary of information and testimony gathered during the committee process.

A summary of the committee's recommendations is found on page 2. Detailed recommendations are provided on pages 9 and 10.

SUMMARY OF RECOMMENDATIONS

The House Special Committee on Fisheries adopted the following positions regarding fish and wildlife protection:

1. The level of enforcement on the fishing and hunting grounds must be increased to ensure adequate protection of our renewable resources.

2. The ratio of supervisory to field personnel in the Division of Fish and Wildlife Protection (FWP) should be reduced by conversion of vacant supervisory positions into seasonal and year-round field enforcement positions.

3. The Department of Public Safety (DPS) should work closely with fish and wildlife user groups to develop cooperative programs designed to increase public involvement in resource protection.

4. The Department must maintain a clear separation between the primary responsibilities of fish and wildlife protection officers and general law enforcement troopers. The Division of Fish and Wildlife Protection should retain its full divisional status.

5. When state troopers outside the Division of Fish and Wildlife Protection "cross bid" for vacant fish and wildlife protection trooper positions, they should not be given a priority over other more qualified candidates.

6. DPS policies should be examined to determine how to improve the career path of fish and wildlife protection personnel. Detailed recommendations are found on pages 9 and 10.

7. Advanced fish and wildlife protection training should be developed for officers initially moving into enforcement positions. Area-specific training should be improved, and should include expanded utilization of local expertise.

8. Cross cultural training opportunities should be provided for all DPS personnel.

9. The operation of the Public Safety Academy should be examined for potential cost-saving and improved efficiency.

ENFORCEMENT COVERAGE

Hearings by the House Special Committee on Fisheries have revealed that the public is convinced that Alaska's fish and wildlife resources are threatened by the lack of adequate enforcement on the fishing and hunting grounds. The message that Alaskans want more officers in the field was very clear and consistent throughout three days of teleconferenced testimony and in numerous written comments received by the committee.

The figures in Table One show that the staffing of the Division of Fish and Wildlife Protection (FWP) has not kept pace with increased pressure on Alaska's fish and wildlife resources. This is particularly true over the past seven fiscal years when personnel levels have remained remarkably stable in the face of dramatic increases in the state's population and numbers of hunters and fishermen:

> FWP had a staff of 142 in FY 80. The staff was increased to 147 by FY 86. 3.4% increase.
>
> Alaska's population grew from 419,700 in FY 80 to 523,048 in FY 84. 24.6% increase.
>
> The state issued 349,009 sport hunting, fishing and trapping licenses in FY 80, and 436,709 in FY 85. 25.1% increase.

Commercial fishing permits used in state waters climbed by 55.6% between FY 76-84 (from 11,705 to 18,214). In addition, efficiency of the commercial fleets has increased dramatically, and fishing grounds needing patrolling has expanded as Alaska fishermen shifted into offshore areas.

At the same time, the violation rate for fishing and hunting offenses has continued to climb:

> In FY 81, FWP officers made 1,821 citations from 50,433 contacts in the field. In FY 85, 2,901 citations were issued from 52,154 contacts. This represents a 27% increase in the violation rate.

Two other factors are important to consider in discussions of levels of enforcement coverage:

> FWP officers spent seven percent of their time on general law enforcement work during FY 85; and
>
> FWP has 28 full-time positions at the rank of sergeant or above, plus eight corporals, to supervise 66 full-time FWP troopers.

The result of these trends is that coverage in the field is being stretched exceedingly thin. Indeed, the commissioner's office told the Fisheries committee, "We all realize that enforcement in Alaska is minimal."

The calls for increased enforcement from the commercial fishing community have been particularly strong; concern was greatest regarding enforcement levels in Western Alaska and on our southern maritime border with Canada.

A special effort by DPS during the 1985 season to increase enforcement in the state's largest commercial salmon fishery, Bristol Bay, yielded promising results and a positive response from fishermen. By shifting officers from others areas and using seasonal personnel, FWP issued more than 170 citations and seized four vessels in Bristol Bay during 1985.

By the end of the fishing season, the Bristol Bay effort had yielded the state treasury $212,300 just in fines and forfeitures of fish, compared to the $180,000 in additional enforcement costs. A survey of permit holders by the Bristol Bay Native Association showed that fishermen were pleased by the increased efforts to enforce fishing regulations.

The area of fish and wildlife enforcement that appears to be suffering most with increased harvest pressure and lack of increased enforcement personnel is Alaska's rapidly growing recreational fishery. DPS has placed its lowest enforcement priority on sport fishing, in part because officers must concentrate on problems posed by the highly efficient commercial fleets during the salmon seasons.

The result has been very little sport fishing enforcement in Alaska, except in the highly popular Kenai and Susitna salmon sport fisheries.

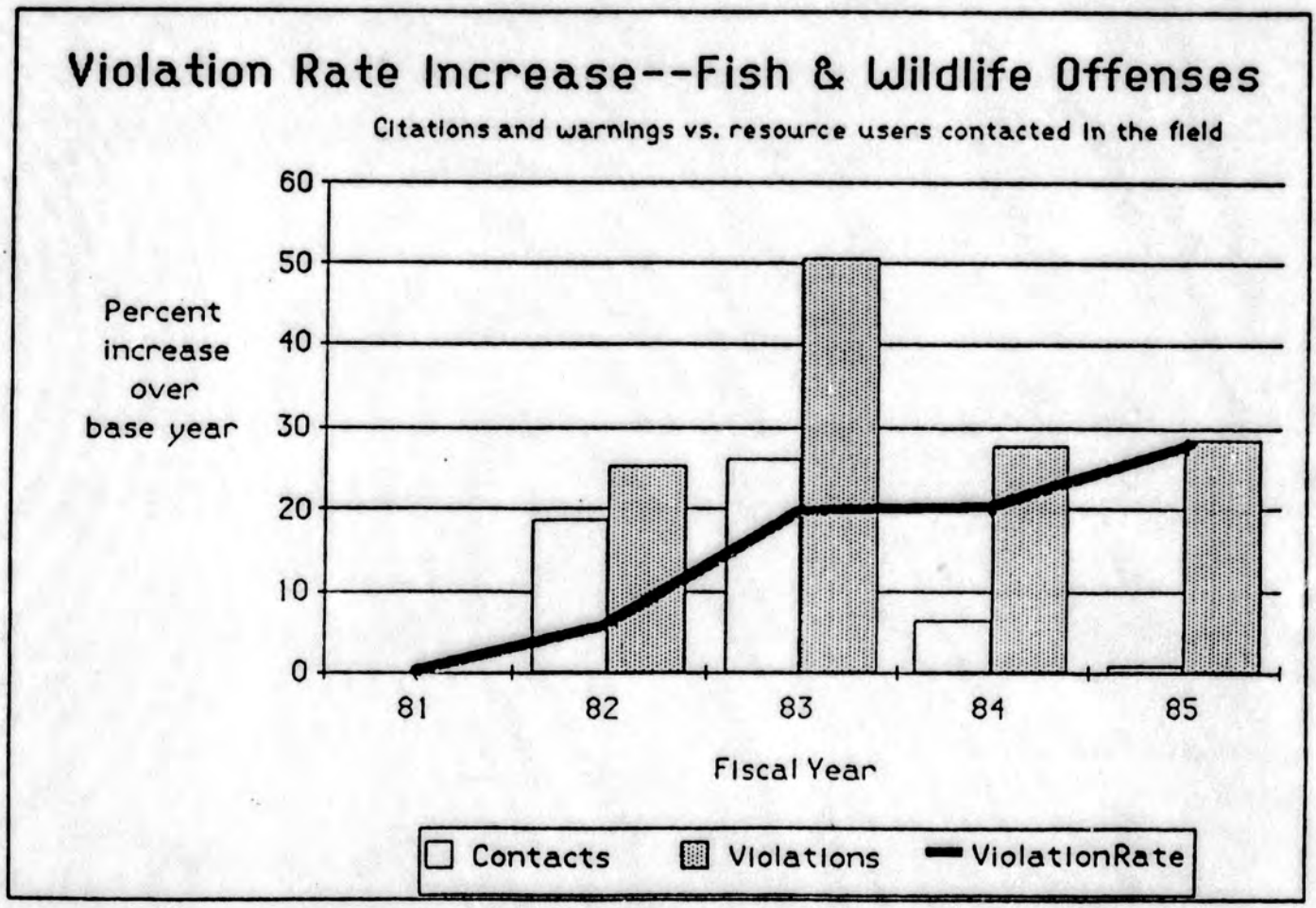
The Fisheries committee also discussed at some length the possible use of Village Public Safety Officers (VPSOs).

There appears to be little support for the use of VPSOs in fish and wildlife enforcement among the regional non-profit organizations which help the state administer the programs. Testimony before the Fisheries Committee and a DPS poll indicate that people involved in the program believe that local acceptance of the VPSOs would be undermined if they got involved in fish and wildlife enforcement. However, contact with municipal governments, village councils and Native corporation leadership would be useful in addressing local participation in the enforcement effort.

TABLE 1
FISH AND WILDLIFE PROTECTION BUDGET AND PERSONNEL RELATED
TO MEASURES OF PRESSURE ON FISH AND WILDLIFE RESOURCES

FISCAL YEAR	NUMBER OF PERSONNEL	FISH & WILDLIFE PROTECTION BUDGET	STATEWIDE POPULATION	NUMBER OF CONTACTS STATEWIDE	NUMBER OF CITATIONS STATEWIDE	NUMBER OF LIMITED ENTRY PERMITS FISHED	NUMBER OF SPORT FISHING, HUNTING, TRAPPING, LICENSES & TAGS
1976	81	5,087.3	409,800			11,705	202,656
1977	72	5,181.3	418,900			13,252	219,242
1978	100	6,765.8	411,600			15,819	257,277
1979	111	7,875.0	413,700			18,082	266,990
1980	142	8,172.1	419,700			17,944	349,009
1981	143	10,655.4	435,200	50,433	1,821	17,833	400,320
1982	156	12,534.1	460,837	59,760	2,680	18,158	445,171
1983	156	13,542.6	495,290	62,780	3,307	19,026	364,948
1984	145	13,704.4	523,048	54,831	2,827	18,214	401,787
1985	145	13,398.9		52,154	2,901		436,709
1986	147	13,412.0					

Prepared by the House Research Agency, March 1986.



STRUCTURAL CONCERNS

Three years ago, the Department of Public Safety (DPS) began an effort to achieve more efficient utilization of personnel and to increase the professionalism of its fish and wildlife protection staff. This effort included an upgrading of FWP enforcement officers to trooper status, more intensive training of fish and wildlife protection officers in general law enforcement skills and duties, and the "cross utilization" of troopers in the two divisions.

A great deal of public concern during the House Special Committee on Fisheries hearings focused on these policy changes. Many of those who testified criticized these policies which they saw as undermining the professionalism of FWP officers, interfering in the "career path" of individuals interested in being "game wardens" or "fish cops," and eventually leading to a complete integration of fish and wildlife enforcement personnel into the state troopers.

The new policies have resulted in a lessening of the structural lines separating FWP "brown shirt" officers from the "blue shirt" troopers involved in general law enforcement.

Before the reorganization, "brown shirt" recruits went side-by-side with "blue shirt" recruits through the Public Safety Academy, but received about five weeks of specialized Title 16 training. After graduation, the "brown shirt" recruits would move directly into FWP.

There were no formal DPS policies on "cross utilization" of blue and brown shirt officers, although there was general cooperation between the two divisions.

Today there are no "brown shirt" recruits. All DPS recruits go through identical training at the academy. Graduates accepted into the Department go through about three months additional training and a one-year probationary period as a "blue shirt" trooper. Following the one-year probation, troopers are eligible to bid on openings within FWP.

A binding arbitration ruling affected this "career path" with the determination that all members of the Public Safety Employees Association (PSEA) would be allowed to bid on "brown shirt" openings on the basis of seniority.

However, a recent memorandum of understanding between PSEA and DPS modified the arbitration ruling to allow FWP troopers to have priority in bidding for "brown shirt" positions, followed by seniority bidding by "blue shirts."

While the recent memorandum of understanding improves the "career path" for fish and wildlife troopers, the public and members of the Fisheries Committee expressed much concern about the difficulty facing new recruits or fish and wildlife protection officers wishing to make a career of fish and wildlife protection.

There appears to be little opposition to the one-year probationary period. However, there is a very strong public perception that fish and wildlife enforcement is a very specialized field requiring recruitment of officers who want to be fish and wildlife professionals. There is very strong public sentiment against integration of Division of Fish and Wildlife Protection into the Division of Alaska State Troopers.

The Fisheries Committee concluded that development of a better career path for enforcement officers is a critical step DPS must undertake. The Committee believes that candidates for FWP trooper positions should be selected on the basis of their individual qualifications rather than seniority as a state trooper, and that seasonal personnel should have the opportunity for career advancement.

The Fisheries Committee has reviewed DPS documentation regarding "cross utilization." According to this material, seven percent of FWP patrol and investigative time was devoted to general law enforcement and traffic cases. A breakdown of casework also shows that most of this effort was concentrated during the "off season" months for fish and game activities.

However, it also appears clear that "cross utilization" may be a one-way street with state troopers spending little time enforcing fish and game laws.

Testimony and discussion by the committee supported the philosophy that the Department policy and structure must ensure that fish and wildlife enforcement remain the top priority of the FWP Division. It is clear that if the separation of divisional responsibility is not maintained, that declining revenues will completely eliminate the "lower priority" enforcement goals. For example, if sport fish enforcement must compete with burglary and murder for officer time, the result is obvious.

T R A I N I N G

Concerns about training also were raised during public testimony to the Fisheries Committee.

Prior to the reorganization, fish and wildlife enforcement recruits received about five weeks of intensive training in Title 16 responsibilities and skills important to fish and game protection, such as courses on survival, marine navigation, identification of fish and wildlife species and methods of preserving evidence in fish and game cases.

The Public Safety Academy now provides a 42-hour fish and wildlife protection course to all recruits. This offering may be expanded in future academy classes with the addition of 16-20 hours of cold water survival training. New FWP troopers also are provided with "mini-modules" covering commercial fishing, trapping, guiding, hunting and sport fishing.

While the increased exposure to general law enforcement training and the hands-on experience gained through the one-year probationary period improves law enforcement skills of FWP officers, the loss of specific, intensive fish and wildlife training undermines the specialization.

The Fisheries Committee and members of the public also expressed concern at the elimination by the Public Safety Academy of cross cultural training designed to familiarize all officers with Alaska's large Native community. While some aspects of the cross cultural training have been incorporated in individual courses at the Academy, DPS personnel receive no other cross cultural orientation.

Much interest was expressed by commercial fishing groups and Native organizations in the possibility of working closely with DPS to provide opportunities for enforcement officers to become more familiar with commercial fishing operations and the needs of the Native community.

Another issue related to training raised during the committee process was the DPS policy of paying wages or stipends to trainees at the Public Safety Academy. In addition to receiving free tuition, room and board, trainees receive monthly stipends of $1859. DPS policy requires reimbursement of the stipend if the trainee voluntarily decides to not pursue s position with the Department. The committee questioned the practice of paying a stipend to someone who is not guaranteed a job with DPS.

RECOMMENDATIONS

1. The level of enforcement on the fishing and hunting grounds must be increased during periods of peak activity to ensure adequate protection of our most important renewable resources.

2. The ratio of supervisory to field personnel in the Division of Fish and Wildlife Protection should be reduced by converting vacant, non-essential supervisory positions to seasonal fish and wildlife enforcement positions limited to Title 16 enforcement and, when appropriate, fish and wildlife protection troopers. The goal is to increase presence on the hunting and fishing grounds during seasons of peak activities within the context of declining revenues.

3. The Department of Public Safety should increase work with fish and wildlife user groups on cooperative programs designed to increase public involvement in resource protection and supplement enforcement efforts of Department personnel. The Wildlife Safeguard Program should receive more publicity to increase public awareness of the program. DPS also should work with fishermen's organizations to devise a program to increase cooperation within the fishing fleets in the reporting of violations.

4. The Division of Fish and Wildlife Protection should retain its full divisional status. There should be a clear separation in the primary responsibilities between fish and wildlife protection officers and general law enforcement troopers. Except in one-trooper posts, FWP officers should engage in general law enforcement duties only when they clearly do not interfere with Title 16 responsibilities, or in life-threatening situations.

5. DPS should renegotiate the memorandum of understanding with the Public Safety Employees Association to provide a bidding system that eliminates the priority for general law enforcement troopers to bid on FWP vacancies on the basis of seniority. The Committee recommends the following bidding priorities: (a) FWP troopers, (b) experienced fish and wildlife enforcement officers or individuals with law enforcement credentials and documented fish and wildlife expertise, such as wildlife management degrees, commercial fishing or guiding background and game warden experience, (c) general law enforcement troopers without such backgrounds, and (d) other applicants.

6. DPS policies should be reviewed to improve the career path of fish and wildlife protection personnel. The Committee believes DPS can achieve greater efficiencies with increased utilization of seasonal fish and wildlife enforcement officer positions, but these positions presently are dead-end, seasonal jobs (generally three months a year) with no opportunity for advancement. There should be more six to eight month slots with some hope for full-time employment as a "brown shirt" trooper after academy training.

7. FWP should institute advanced Title 16 training for all officers initially moving into FWP trooper positions. Area-specific training available to enforcement personnel should be strengthened by utilizing local expertise, such as orientation programs involving the Marine Advisory Program or community colleges, local fish and game advisory committees, commercial fishing organizations and Native groups.

8. DPS should provide cross cultural training opportunities for all personnel through cooperative efforts with Native organizations or Alaska Department of Fish and Game's cross cultural program.

9. DPS should study the Public Safety Academy to determine whether cost-savings and improved efficiency could be achieved without significant deterioration of basic law enforcement training for Public Safety personnel and local municipalities. Some specific areas which should be explored include elimination of stipends paid to non-Department personnel and increased fees for training provided to non-Department personnel. Any savings realized will be channeled into the hiring of additional fish and wildlife enforcement field personnel.

A T T A C H M E N T S

Summary of Public Testimony
Summary of Written Comments from Public

Fish and Wildlife Enforcement Oversight Hearings

The testimony from these hearing has been sorted into a definable outline of evidence presented by persons who testified during the three days of the hearings. In addition to the verbal testimony, Representative Peter Goll, Chairman of the Special Committee on Fisheries, urged participants to send or call in additional testimony.

Comments from Pat Hunsacker of Willow and Janet Thompson of Port Lions supported those requesting fish and wild life enforcement be kept as a separate division and not merged into the troopers. There was concern expressed the Department of Public Safety was trying to do away with the "brown shirts" entirely, and put all enforcement into blue.

The subject of increasing the budget was pursued in terms of expanding the u[illegible] of wildlife protection personnel in rural areas. Dean Paddock speakin[illegible] on behalf of the Bristol Bay Driftnetters Association said, "My association supports allocation of additional funding and strongly supports the retention of a healthy, separate entity trained to work in the wildlife resources."

On the positive side, there was testimony from Oscar Dyson and George Johnson in Kodiak saying the current structure was fine, and that the enforcement was the best ever. There was rather even testimony the fish and wildlife officers needed the trooper training and cited such reasons as more complicated enforcement needs. Bob Blake, representing United Fishermen of Alaska and Cordova District Fishermen's Union said, "Fish and wildlife officers I have contacted feel the basic training at the academy is beneficial, but the they need to break away from the troopers after that point."

Testimony from Bristol Bay indicated the targeting in their area by the increased enforcement made for a better season in 1985, but the major violators were still not being caught.

Representatives from the administration of Public Safety urged persons witnessing violations to obtain as much information about the incident and to call the local protection officers as soon as possible. They described the new Alaska Fish and Wildlife Safeguard program patterned on the Crime-Stoppers with a 24 hour toll-free number and payment for information leading to the arrest or citation of fish or wildlife violators. People who wish to be involved can make tax-deductible donations to the reward fund.

Many of the persons testified to the observation of violations on and around Prince of Wales Island, near False Pass and the Chignik areas, as well as the aforementioned Bristol Bay. Such violations were illegal fishing by sportsmen and visiting trollers; use of spotter planes, helicopters, and high powered lights at night for herding fish; and the illegal leasing and sale of commercial fishing permits. John Skan and Jim Martinez testifying from Prince of Wales Island saying there was never enough Fish and Wildlife Protection Officers.

The subject of training was addressed by a large number of the respondents with such comments as the brown shirts not being familiar with fisheries or subsistence problems; inadequate cross cultural training; and a lack of motivation by officers for the welfare of the wildlife. From Fairbanks, Lee Goodman stated, "A lot of the enforcement problems in rural Alaska is state personnel who are not familiar with fisheries and subsistence use."

The denial of a clear career path for the wildlife protection officer and failure of Public Safety to appreciate the professionalism of their career were cited as examples of training problems. Jim Timmerman representing the Bristol Bay Native Association said they would like to see the officers get more training on vessel equipment including the use of the Loran.

The use of bidding was cited as destructive to the dedicated fish and wildlife enforcement recruit by a majority of the persons testifying. Lonnie Anderson from the Kake Advisory Committee testified their main concern on the bidding was, "It appears the people with any experience get the best jobs while the outposts get what's left over." Bidding was explained by Deputy Commissioner James Vaden, and defended by John Taylor of the Public Safety Employees Association. Under questioning, Mr. Taylor said he did support additional fish and wildlife training and a separate career path.

There was testimony requesting the legislature to investigate what was perceive as infighting in the department of public safety; to prioritize so protecting ducks would get equal importance as arresting drunk drivers; and to assure the leadership of the fish and wildlife protection division would be hired from within the ranks.

Throughout the testimony was a suggestion of "low morale" among the fish and wildlife protection officers affecting their preception of their job and their relationship with the administration.

Billy Miller, Jim Skogstad and David Hanson testified from Hope on the economic importance of protecting the fish and wildlife resources. Also Dave Schrader from Kodiak said, "With the decline in oil revenues, we need to support alternative industries such as the commercial fishing industry. Regulation enforcement is critical to protect resources and promote an orderly harvest of those resources." Summing it up, Ken Dierdorf, a McGrath trapper, said, "... it won't be long before we find fish and game constitutes the true permanent fund in the state."

House Special Committee on Fisheries
Oversight Hearings on Fish & Wildlife Enforcement

Excerpts from written testimony:

1. In Southeast enforcement was not steady enough. ...boundary line enforcement was sporadic, making it tempting to jump the line. The quality of range markers and lines was uneven, and is some cases non-existent. More fishermen should appear at Board of Fish meetings. Fishermen felt enforcement too severe for Acts of God with no criminal intent. or inadvertent offenses such as going to sleep. People interested in fish and game protection might be discouraged if they had to be troopers first. ...seasonal workers could be deputized to do enforcement as required. ...funding was a consideration in tying the two together, and that fisheries enforcement was ensured funding...

2. The fish and game resources are clearly a part of the Alaskan character and heritage we should always defend and enhance. ...the management of our fish and game resources are in jeopardy if certain trends are not soon reversed. ...there is movement within the Department of Public Safety to obscure the distinctions between state troopers and fish and wildlife officers. At present a person interested in a career in fish and wildlife enforcement must first wear trooper blue for three years before they may even begin to aspire to the color of their preference, game warden brown. ...these policies must be reviewed and revised or our fish and wildlife resources will ultimately pay the price.

3. In the Bering Sea the inadequate level of enforcement, does create economic incentives for fishermen to break the law. Local fishermen in the western Alaskan herring fisheries feel that there have been numerous incidences of fishermen participating in several of the herring fisheries in flagrant violation of the regulation. For the past two years I have seen no attempt to enforce the exclusive registration regulation on the fishing grounds in Norton Sound herring fishery. ....inconsistent enforcement of fishing regulations. ...several stories of over zealous officers diligently pursuing minor subsistence violators while neglecting major violation enforcement. Attendance at the Fish and Game Advisory Committee meetings by enforcement personnel would improve the relationship between fishermen and enforcement. There would be greater understanding of both enforcement and the fisheries.

4. One of the most important problems facing fish and game enforcement during the 1986 season will be in the Alaska Peninsula-Aleutian Islands fishery. The Board of Fisheries has put a cap on the harvest of chum salmon which is caught incidentally with the sockeye salmon. Once the chum ceiling is reached, the entire fishery is shut down. Since the chums are worth a fraction of what sockeyes are worth, there will e an incentive for fishermen and processors to either dispose of chums, or to list them as other species so as to keep the sockeye fishery open. The board instituted the chum cap because of dangerously low chum runs in parts of Western Alaska. ...a major enforcement effort will be needed in this area.

5. In the Cook Inlet there is not enough enforcement presence for the almost 600 fishing boats. There should be one or two more vessels and radio contact with the observer plane and the fleet. Loran, with weak and inconsistent signals, has not worked well in Cook Inlet. ...there are consistent pleas from sport fishermen for more enforcement on the Kenai River.

Excerpts from written testimony:

6. In the Bethel area a lack of consistency and the degree of commitment by FWP officers have been a constant public complaint from those users who witness violations not cited by FWP. An example of this is the Nelson Island herring fishery. FWP officers are suppose to check each permit holder in the large Togiak herring fishery, recording the vessel identification number, captain's license, and crew member names. This listing was to preclude a crew member in Togiak from becoming a captain or reusing a Togiak vessel in a northern exclusive use registration area. In 1985, this procedure was not followed by FWP. Numerous reports from fishermen indicated that nomads were in the area. Violations that were documented, and turned over to ADFG, the FWP, and CFEC were never investigated. This has undermined the creditability of the State's regulatory and enforcement system.

7. There is no market for summer chums, but commercial fishing is justified by ADFG since summer chums are an underutilized stock. Access to a market has spawned a black market roe fishery in Y-4. Open abuse has been reported to Fish and Fame Advisory Committee meetings, and before the Alaskan Board of Fisheries, yet FWP has done mothing to curtail the illegal operation.

8. Fall chums are a threatened species in the Yukon River. The Board regularly received reports that subsistence caught eggs of Fall Chums have routinely entered the commercial egg processing industry in a fishery where a market for the flesh does not exist. FWP has failed after numerous years of complaints to undertake any enforcement action to curtail this activity.

9. There were numerous reports that fishermen in the North Aleutian Peninsula fisheries repeatedly went beyond the 3 mile territorial sea of the State of Alaska to intercept Bristol Bay and Arctic-Yukon-Kuskokwim salmon. One American seine boat was observed with gear in the water more than 40 nautical miles from the North Aleutian Peninsula. Numerous complaints were received this year because FWP had removed all its officers from the North Aleutian Peninsula to target Bristol Bay.

10. Close supervision of the fishery to prevent wide-spread discarding of less valuable chums by the False Pass fisheries will prevent a serious conservation problem from developing.

11. From 800 responses from Bristol Bay salmon gillnet permit holders, 629 fishermen recorded known violations. Of these violations, 500 were fishing outside the line, 113 were fishing more than 3 nets, 123 were setnetters who were drift fishing, and 95 were drift fishermen who were setnetting. Results of the survey, by the Bristol Bay Native Association, indicate that the level of enforcement in Bristol Bay increased during the 1985 salmon season, but there is still a need for improvement.

12. Presently the Division of Fish & Wildlife Protection does not officially exist. They are all State Troopers. There is no statute that mentions or describes FWP, or the duties of the Division. Wildlife Officers have always cooperated with the State Troopers, even when the FWP was part of the Department of Fish & Game, and should continue to do so.
...suggested FWP should be changed to Wildlife Officers.

Excerpts from written testimony:

13. The current policy of the Alaska State Troopers providing game law enforcement in Kotzebue is not working because the Troopers are overloaded with criminal cases. If we are ever to make progress toward scientific management of wildlife on a sustained yield basis, as the Alaska Constitution mandates, we must be willing to enforce those laws. The best way to enforce those laws is to station a DPS Fish and Wildlife Protection Officer in Kotzebue.

14. There should be no "slack" time for the FWP officers. In the winter in Southeast, there are intense fisheries such as winter herring, dungeness, tanner and King crab, salmon trolling, abalone and trawl fisheries, as well as deer, goat, bear, wolf and moose hunting. This is in addition to the winter trapping season, and the fact these officers need to take their vacations during the winter. We need to keep professional, dedicated, motivated wardens working with these resources.

15. Very few Blues transferring to Brown have been qualified for the position filled, they just have the seniority to get the position, and won it over a qualified Brown shirt. When Jay Hammond became governor, he asked what he could do to raise the morale of FWP officers. The officers stated they wanted an identity of their own. They turned in their State Trooper badges and were given Fish and Wildlife Protection Officer badges. Now, again, they have State Trooper badges.

16. Lack of enforcement by both Fish and Game and the FWP create frustration between legal and illegal fishermen because the legal fishermen don't want to become informers on the illegal fishermen, but they resent having to abide by the laws, only to discover that many of the illegal fishermen, when caught and cited, turn around and buy extra gear and go out fish again. They are even foolish enough to boast over the VHF that they will make enough money to pay the fine and the fine was worth their while.

17. Some recommended solutions would be: take the permits away for the duration of the summer. If only the boat and its gear are taken, the fishermen can get another boat and gear and go back out. ...we fishermen have to monitor ourselves, and help enact laws or regulations that protect our present and future fishing industry. If we don't control our fishing industry ourselves, we are going to be asking ourselves the eternal question, "Where are our fish?"

18. ...fish and game law enforcement is a full-time job. A fish and wildlife officer must start with an image. The specialized training, public relations, public education and unique equipment are necessary to accomplish the complicated task of Alaska's fish and game enforcement. Our State has a sport fish/tourism income of a reported 700 million dollars, complex commercial fishing, hunting and guiding activities spread out over an area so large, it is impossible for even our present enforcement staff to adequately patrol.

19. ...police training is an important aspect of being a fish and game enforcement officer. Additional training as a fish and game officer is also necessary. It is very hard to make a case involving red, brown, or tanner crab if you can't tell the difference.

Excerpts from written testimony:

20. Having been closely associated with the problem as a Fish and Game Department management biologist, it is my perception that much of the difficult cam be described as DELAYED MAINTENANCE. This is precisely what has happened in Bristol Bay Commercial Fisheries enforcement. In the 25 years since statehood, the job has become more difficult, not only in the field but also in the constraints under which administrators must now operate. In spite of this, the FWP officers deserve commendation for the job which was done in Bristol Bay during 1985. It wasn't perfect, but it was head and shoulders above anything that has been done since Statehood. ...there has been a shortage both of preventative enforcement and enforcement directed toward apprehending the gross violator whose violation does not fall into the category of the obvious, the easily apprehended, the run-of-the-mill infraction. Commercial fishermen are looking foreward to the arrival of knowledgeable enforcement of the existing laws and regulations.

21. It would be a serious omission to close any discussion of enforcement in the Bristol Bay watershed without reference to the fact that for years this fantastic sport-fishing area has largely been ignored during the main sport fishing season. ...gross violations occur here, also. In many places, effort has risen to a level which threatens serious consequences if we ignore such flagrant disregard for biological considerations much longer.

22. ...I went along on a boat patrol on the Yukon River. I talked to many people, both native and non-native, operating fish camps. I was told, in reference to FWP,"They are only here during the height of fishing season when everyone is watching out for them. Where are they in the fall when the jet boats full of moose antlers are going up the river?" They are probably trying to make appearances in other "hot spots" while poaching continues almost unchecked.

23. Many states have progressive fish and game enforcement divisions, almost all within the Fish and Game Departments. The enforcement officers are usually college educated in resource management first, then trained in law enforcement. Enforcement is recognized as an integral part of the whole wildlife scheme, and the officers often take part in research and management activities. There is a professional community of wildlife law enforcement officers developing in this country with increased emphasis on upgrading the profession. ...Alaska is missing out on that.

24. It is time for us to take a good look at the Division of Fish and Wildlife Protection. If moving them back to the Department of Fish and Game would correct the current problem, then do it. If divorcing them from the Department of Public Safety and making them a separate department on their own is a more viable alternate, then do that. At the present time, the state with the most to offer in the way of fish and wildlife resources is the state doing the least to preserve and protect these resources.

25. If our game wardens are converted to troopers and if game biologists are not allowed to manage game, ALASKA magazine will start running out of wildlife subject material in the future as the resource deteriorates.

26. The dual role program is a new concept that will, given a chance, provide continuing levels of law enforcement and resource protection in rural Alaska by combined use of personnel and logistical support equipment in the face of declining state revenues.

M E M O R A N D U M March 18, 1986

TO: Representative Peter Goll

FROM: Rodger Painter

SUBJECT: Fish and Wildlife Enforcement Resolution

IN THE HOUSE BY THE COMMUNITY AND REGIONAL AFFAIRS COMMITTEE - By request

HOUSE CONCURRENT RESOLUTION
IN THE LEGISLATURE OF THE STATE OF ALASKA
FOURTEENTH LEGISLATURE - SECOND SESSION

Relating to fish and wildlife enforcement

BE IT RESOLVED BY THE LEGISLATURE OF THE STATE OF ALASKA:

WHEREAS Alaska's fish and wildlife resources are vitally important to the state's economy; and

WHEREAS fish and wildlife are ~~the~~ a mainstay of the diets of rural Alaskans, and represent important sources of protein to many other residents; and

WHEREAS hunting and fishing are important cultural and recreational activities to Alaskans from all walks of life, and are integral to the Alaskan lifestyle; and

WHEREAS the management and conservation of Alaska's fish and wildlife resources are only as good as enforcement of hunting and fishing regulations; and

WHEREAS the personnel levels in the Division of Fish and Wildlife Protection have not kept pace with increases in the state's population and growth of the commercial fishing and guiding industries, and the corresponding increases in pressure on Alaska fish and wildlife resources; and

WHEREAS Alaskans throughout the state have expressed strong concern about the level of enforcement on the hunting and fishing grounds; and

WHEREAS the development of new policies by the Department of Public Safety has resulted in ~~a~~ diminishing of the structural lines separating officers involved in fish and wildlife protection and troopers involved in general law enforcement; and

WHEREAS the new policies also have resulted in reduced resource conservation training for officers moving into fish and wildlife protection positions; and

WHEREAS these policies and bidding procedures giving general law enforcement troopers the ability to bid on openings in the Division of Fish and Wildlife Protection on the basis of seniority have made it difficult for individuals to enter and puruse a career in fish and wildlife protection; and

WHEREAS during extensive public hearings by the Legislature, Alaskans voiced overwhelming concern regarding the trends toward diminishing the separate identity of fish and wildlife protection officers from general law enforcement troopers; and

WHEREAS the Department of Public Safety has eliminated training designed to acquaint its officers with Alaska's aboriginal cultures and the dependence of Alaska Natives on the customary and traditional harvest of fish and wildlife; and

WHEREAS an examination of personnel rosters in the Division of Fish and Wildlife Protection reveals there are 28 full time positions at the rank of sergeant or above, plus eight corporals, supervising 66 full time fish and wildlife protection troopers; and

WHEREAS declining oil revenues requires state agencies to make more efficient use of existing resources;

BE IT RESOLVED that the Alaska State Legislature supports increased fish and wildlife protection presence on the hunting and fishing grounds; and be it

FURTHER RESOLVED the Alaska State Legislature respectfully requests the Commissioner of the Department of Public Safety to closely examine methods of reducing the ratio of supervisory to field personnel, including recommitting funding dedicated to vacant, nonessential supervisor positions to fund increased numbers of fish and wildlife enforcement officers who have only Title 16 enforcement responsibilities, to accomplish the goal of shifting additional personnel to field work; and be it

FURTHER RESOLVED the Commissioner of the Department of Public Safety is requested to work ~~closely~~ with fish and wildlife user groups on cooperative programs that would supplement enforcement efforts by ~~department personnel~~ and increase public involvement in ~~reducing poaching~~; and be it

FURTHER RESOLVED that the Alaska State Legislature strongly opposes policy development by the Department of Public Safety that would ~~lead to~~ a diminish~~ing of~~ the separation of responsibilities between fish and wildlife protection officers and general law enforcement troopers; and be it

FURTHER RESOLVED the Commissioner of the Department of Public Safety is ~~respectfully~~ requested to pursue changes in bidding procedures and develop ~~new~~ policies that will provide an improved career path for individuals ~~who desire to make~~ a career of fish and wildlife enforcement ~~and~~ result in the selection of fish and wildlife protection officers who have the best expertise and training in that field; and be it

FURTHER RESOLVED the Alaska State Legislature respectfully requests the Commissioner of the Department of Public Safety to provide basic and continuing training programs utilizing existing local resources that ensure protection officers have solid understanding of the specific resource protection and Title 16 enforcement duties

necessary for the post of assignment and to ensure the highest possible level of excellence in Title 16 enforcement; and be it

FURTHER RESOLVED the Commissioner of the Department of Public Safety is requested to reinstitute specific cross cultural training opportunities for all departmental personnel; and be it

FURTHER RESOLVED the Alaska State Legislature respectfully requests the Commissioner of the Department of Public Safety to provide a report to the Fifteenth Alaska Legislature on the actions taken in response to the concerns expressed in this resolution no later than January 30, 1987.

COPIES of this resolution shall be sent to the Honorable William Sheffield, Governor of Alaska; the Honorable Robert Sundberg, Commissioner of the Department of Public Safety; and Mr. Robert Henderson, Director of the Division of Fish and Wildlife Protection.

M E M O R A N D U M March 12, 1986

TO: Representative Peter Goll

FROM: Rodger Painter

SUBJECT: Fish and Wildlife Enforcement Report Outline

1. Introduction/overview

2. Levels of enforcement coverage in the field
   (a) Comparisons of Division of Fish and wildlife Protection budget and personnel levels with state's population and growth in commercial fisheries for the past ten years. Violation rates.
   (b) Amount of "brown shirt" time spent on "blue shirt" duties.
   (c) Percentage of personnel in supervisory positions versus field personnel
   (d) Importance of fish and wildlife resource protection during time of declining oil revenues

3. Structural concerns with the Department of Public Safety
   (a) Background on reorganization of the Department and the cross utilization issue.
   (b) Summary of public concerns voiced during testimony (brown vs. blue shirts), morale problems in the Division of Fish and Wildlife Protection.
   (c) Posting/cross bidding and career paths.

4. Training.
   (a) Fish and wildlife training before and after reorganization.
   (b) Cross cultural training
   (c) Public concerns voiced on training.
   (d) Utilization of the academy for training of Public Safety personnel and payment of stipends.

5. Recommendations.

Note: To avoid publication of a massive document, I would recommend that the committee report not include the tremendous amount of backup materials we have accumulated. These should be bound separately for distribution to a more limited audience. We probably have about a foot high pile of pertienent materials, including written public comments, information supplied by Public Safety, minutes, Alaska Magazine articles, BBNA's survey of Bristol Bay fishermen, etc.

Official Business

Alaska State Legislature

House of Representatives

Pouch V
Juneau, Alaska 99811

Phone:
(907) 465-4924

Special Committee on Fisheries

M E M O R A N D U M

February 28, 1986

TO: Members
House Special Committee on Fisheries

FROM: Representative Peter Goll
Chairman

SUBJECT: Fish and Wildlife Enforcement Hearing Schedule

At the conclusion of Thursday's public hearing on fish and wildlife enforcement, many additional citizens indicated they want to testify on the issue and the committee has considerable ground left to cover in discussions. Unfortunately, a scheduling conflict has arisen that forces me to cancel our March 6 hearing date.

I intend to attempt to complete the public testimony at our Tuesday, March 4, hearing. The committee will then recess until 8:45 a.m. the following day when we will meet with the Department of Public Safety and members of the House and Senate Finance Committees to discuss budget-related issues. This discussion will be concluded by 10 a.m.

While I realize that some of you may have scheduling conflicts, your participation in Wednesday's budget-related discussions is important.

Finalization of committee action and recommendations will be scheduled as soon as possible. I would appreciate any ideas you have regarding a committee response to the issues that have been raised.

STATE OF ALASKA

DEPARTMENT OF PUBLIC SAFETY

OFFICE OF THE COMMISSIONER

BILL SHEFFIELD, GOVERNOR

POUCH N
JUNEAU, ALASKA 99811
PHONE: 465-4322

February 26, 1986

The Honorable Ronald Larson
Alaska State Legislature
P.O. Box V
Juneau, Alaska 99811

Dear Representative Larson:

Attached, is a vessel analysis prepared by the Division of Fish and Wildlife Protection. This analysis was prepared as partial response to the Division of Legislative Audit Special Report on Marine Enforcement.

The issues discussed in this analysis should assist in your understanding of vessel operations.

A copy of this analysis has also been provided to your counterpart in the Senate, and to the assigned fiscal analyst.

Sincerely,

Robert J. Sundberg
Commissioner

Attachments

cc: Tom Maher, Fiscal Analyst
Finance Sub-Committee Chairman

12-L2LH

Fish & Wildlife Protection

Vessel Analysis

Colonel Robert M. Henderson

Director

January 23, 1986

ANALYSIS OF ALTERNATIVES

PATROL VESSELS VIGILANT AND WOLDSTAD

Alternative/action affecting both vessels – see also legislative draft

An analysis of the crew requirements for the P/V Woldstad and P/V Vigilant indicated that some of the commissioned personnel time could be productively used in other Division tasks during certain periods. In response to this finding, and pursuant to the agreement to implement immediately any short-run improvements, crew assignments for these two vessels have been changed already.

The specific changes and analysis are detailed below.

(* denotes commissioned personnel)

P/V Woldstad:

(Prior to April 1, 1985)		(After April 1, 1985)	
*Captain	PCN 12-3107	*Captain	PCN 12-3107
*Sergeant	PCN 12-3025	Engineer	PCN 12-3159
*Trooper	PCN 12-3130	Asst. Bt. Ofc.	PCN 12-3156
Engineer	PCN 12-3159	Asst. Bt. Ofc.	PCN 12-3155
Asst. Bt. Ofc.	PCN 12-3156		
Asst. Bt. Ofc.	PCN 12-3155		

P/V Vigilant:

(Prior to April 1, 1985)		(After April 1, 1985)	
*Lieutenant	PCN 12-3157	Engineer	PCN 12-3113
*Sergeant	PCN 12-3108	Asst. Bt. Ofc.	PCN 12-3133
*Trooper	PCN 12-3109	Asst. Bt. Ofc.	PCN 12-3110
Engineer	PCN 12-3113		
Asst. Bt. Ofc.	PCN 12-3133		
Asst. Bt. Ofc	PCN 12-3110		

The troopers pulled off these vessels were assigned other law enforcement supervisory and patrol duties based on shore, and a rotation system was established to include these personnel and other shore-based personnel on an "as needed" basis to man the vessels when they depart for enforcement patrol duty.

The retention of the vessels' skippers as commissioned personnel by reason of practicality, cost effectiveness, and efficiency was necessary and remains so.

The primary use of these vessels is for the enforcement of state laws and regulations. It is reasonable and necessary to expect that the individual in charge be an experienced law enforcement officer with a rank commensurate with those responsibilities inherent with supervision of personnel, decision of patrol needs, safety of crew, and responsibilities for high value equipment.

It is fortunate that the Marine Section has evolved sufficiently that we have qualified, ranking officers with extensive law enforcement experience. These officers are trained, experienced seamen and skippers and are respected by the fishing industry.

The replacement of these men by non-commissioned skippers would only require duplication in the wheelhouse. An additional commissioned officer would be needed for those incidents requiring enforcement decisions, regulation interpretation, patrol techniques, proper search and rescue decisions compatible with Department procedures, and to serve as a more knowledgeable witness for court testimony regarding violations. In addition, it is likely that civilian skippers would be taken into the Inland Boatmen's Union similar to State Ferry skippers. This would then require two skippers for each vessel due to the contract requiring 3 months on - 3 months off for each individual. This would result in an increased expenditure for more salary and benefits costs.

There are no positions other than the Engineers and deck hands (Asst. Boat Officers) which could be better filled by civilians. All other positions for sea duty patrol require law enforcement experience.

ALTERNATIVE TO THE USE OF THE P/V VIGILANT

Replace P/V Vigilant with two power scows and a 51 foot patrol vessel

The P/V Vigilant, at its currently budgeted usage of 70 sea days per year, can be functionally replaced by two scows permanently stationed in Bristol Bay, and a 51 foot Delta Marine vessel stationed in Sand Point.

There are two advantages to replacement of the P/V Vigilant.

1. Patrol advantages to alternate utilization of power scows in place of the P/V Vigilant for Bristol Bay

   a. The ability to carry four (4) patrol skiffs per scow versus the total of two (2) now carried by the Vigilant.

   b. The ability to retrieve and launch skiffs for patrol would be enhanced. Due to the Vigilant's design, skiffs cannot now be launched in rough water.

   c. Due to deck space each scow would have the ability to handle and store more shackles of fishing gear. The kind and number of violations in Bristol Bay normally require the seizure of large amounts of gear.

   d. Scows will be more efficient for search and rescue work due to shallow water capabilities. Much of this work takes place close to shore.

   e. Ability to power directly into shore and off-load seized nets during low tide. Currently, the Vigilant must wait for room at the City dock or a cannery dock for off-loading. This offloading necessarily occurs during the fishing periods when our patrol efforts should be on the fishing grounds.

   f. Shallow draft would allow safe entry into rivers at Nushagak, Kvichak, Naknek, Egigik, Ugashik, and Port Moller. The power scows can be allowed to go dry in protected waters or during good weather, meaning enforcement efforts would be less restricted by local tide conditions.

2. Lower yearly operating cost for the two power scows and 51 foot vessel

Comparison of operating costs, P/V Vigilant vs. Power Scows

The replacement of the P/V Vigilant by two scows located in Bristol Bay and replacement of the P/V Compliance at Sand Point by a 51' Delta Marine will effect an estimated annual operating budget savings of $97,390, a biannual capital budget savings of $90,000.

The cost comparison is based on current projections of 70 sea days for the Vigilant and a projected 2.5 months of operations for each of the scows. Costs for the Vigilant and projections for the Scows and the Delta Marine are taken from FY86 budget projections, except for Risk Management charges, which are taken from the significantly higher FY87 assessment. Costs are for crew and operating costs and do not include enforcement personnel.

The Compliance and Delta Marine are assumed to have comparable costs, except for increased diesel and maintenance requirements for the Delta Marine.

Other assumptions are listed under the respective budget categories, below.

		Vigilant	Pwr. Scows
Pers Svs	Vigilant: Skipper, 30% annual base & ben.; Engineer & 2 Asst.Boat Officers, annual salaries. Scows: 2 Skippers (Sgts), 21% annual base w/benefits; 2 Engineers & 2 A.B.O.'s (seasonals), 4 months, each. Delta Marine: same crew and sea days as Compliance.	210,283	196,543
Travel	Includes operations & admin, travel & per diem.	6,000	6,900
Othr Svs	Note: Major Maintenance is discussed below, under Capital Bdgt.		
	Communications, Space & Utilities	20,300	8,000
	Minor Repairs, includes electronics	11,000	4,000
	Insurance and other services charges	25,450	18,500
Supplies	Food	8,000	9,000
	Diesel and lubricants	32,500	11,600
	Parts & Supplies	8,000	1,000
	Misc.	11,200	500
Eqpmnt	Repair & replacement items over $500	21,700	1,000
Total one-year operating budget costs:		$354,433	$257,043

Capital Biannual major maintenance and repairs for major vessels has been projected at $90,000 each. This is a cost figure averaged from several years of yard work. It would not necessarily be the cost for any random two year period. The scows are not projected to require regular major maintenance.

Other The hull valuation of the Vigilant is currently $1,000,000 for Risk Management purposes. For this analysis the sale (surplus) value of the Vigilant is assumed to be at the full hull valuation. Surplus of the Compliance is expected to result in $25,000 of income to the state. Purchase of both power scows is expected to cost $850,000, and the 51' Delta Marine, $572,400.

ALTERNATIVES TO THE USE OF THE P/V WOLDSTAD

Alternative 1 -
Use of power scows to patrol the 30 day herring fishery at Togiak

The use of the power scows for patrol of the Togiak herring fishery in Bristol Bay involve the same advantages described for the salmon fishery (see P/V Vigilant alternative, page 3).

An additional advantage is the release of the PV Woldstad for that 30 day period. The Woldstad could thus be used to patrol the crab fishery in the Adak area and closures of the crab fishery not previously worked, which are marine areas for which the Woldstad is particularly suited.

who thought up idea of power scows? experience

Alternative 2 -
Use large aircraft instead of the vessel for crab patrol

The closest comparison to our operation is the United States Coast Guard, since they are also charged with fisheries enforcement in waters off Alaska. They use long range Lockheed C-130 aircraft, which have four turbine engines for safety, and which cost approximately $15,000,000 each.

Using an aircraft of shorter range, lower speed, or lacking the sophisticated instrument flying equipment that these aircraft have, would severely limit the ability to patrol on days when weather is marginal. Because weather frequently is bad either at the aircraft base location, or at the intended patrol area, patrol would be quite sporadic.

The C-130 aircraft are used for patrols in the Westward area waters, and are based in Kodiak. Patrols frequently last nine hours. During heavy fishing periods, at least two of these aircraft would be in use most of the week. The charter, or "market" cost to operate this aircraft is approximately $3600 per hour, or $32,400 for a normal patrol day.

The cost for only two aircraft, operated only 100 days per year each, would be approximately $6,480,000, exclusive of the cost of any commissioned personnel or observers from Fish and Wildlife Protection. This amount exceeds the FY 86 operating budget request for both the Marine Enforcement Section and the Aircraft section. Both of these sections are, under current conditions, supporting many functions in addition to commercial fisheries patrol in the Westward area.

Fish and Wildlife Protection uses aircraft with the vessels, where the aircraft can efficiently and safely be used for surveillance or spotting of vessels and gear.

Fish and Wildlife Protection does not believe that the necessary patrol work could be done with aircraft alone to save the cost of the vessels.

It is true that we use aircraft to aid in fisheries patrol. However, there are problems with the use of aircraft without an accompanying vessel. It is necessary to be able to identify the fishermen on the boat to be able to charge someone in court successfully. From the air, that is nearly impossible. Sometimes that can be accomplished at a later time through investigation, but it is more practical and cost-effective to be able to call in a vessel to board the violating fishing boat, establish identities, and take statements.

In the shellfish fisheries, a vessel is a necessity. All the airplane can do is perhaps identify the numbers on buoys and identify vessels at sea. They have no way of establishing what is on the other end of the line below the buoy, or what the vessel is doing. Essential shellfish patrol activities include pulling pots and boarding vessels.

Aircraft are also too dependent on good weather. If our enforcement work depended solely on aircraft, there would be no enforcement presence whenever the weather was foggy, windy, or unflyable for any other reason. Needless to say, this is a frequent state of the weather in fishing areas. Strict reliance on aircraft would render an enforcement program meaningless.

Alternative 3 -
Use aircraft with the vessel for crab patrol -

It is both practical and desirable to use aircraft to supplement and enhance the patrol capabilities of the P/V Woldstad. At the present time Division aircraft are not completely suitable for this mission, but there is a plan which may result in a turbine-powered twin being available for longer range and offshore patrol duty.

Because of its speed and higher vantage point compared with a vessel, the right aircraft could be of considerable assistance in locating vessels and/or fishing gear.

Current Division aircraft lack carrying capacity, de-icing equipment, and power reserve for making patrols more effective, and at the same time, safer for enforcement personnel.

Alternative 4 -
Charter or lease similar size and type of vessel

The suggestion of leasing vessels for all patrol functions has many drawbacks. One is that operating costs for the P/V Woldstad are less than charter costs for a similar but less specialized vessel.

Comparison of costs, P/V Woldstad vs. lease

Fish and Wildlife Protection obtained prices from Kodiak vessel owners to lease one of their vessels for patrol. Prices listed were quoted in 1985.

100' vessel: $2000 to 2500 per day, plus fuel (500 to 800 gals. per day).
120' vessel: $4800 per day plus fuel.

Fuel cost is approximately $1.00 per gallon.

These prices include a crew of 4 (Captain, Engineer, and two Asst. Boat Officers). The cost of enforcement personnel required to be on board during all patrol periods is not included.

Actual operating expenses for the P/V Woldstad during Fiscal Year 1985 totaled $456,667.

Salaries used as the basis for this figure include four personnel, to make comparison with the above figures meaningful. One Captain, as currently assigned, is considered at 70% of his salary, since he has duties in addition to direct day-to-day operation of the vessel. Personnel costs for two Asst. Boat Officers and one Engineer are included, also in comparison with the above charter crew.

Based on actual vessel operating patrol days (175 during FY-85), the cost averages only $2,610 per day.

This total does not include any appreciable outlay for maintenance, since major maintenance is required only once in each two year period and was deferred during FY-85. Estimated expenditures could add approximately $520 per day for repair and replacement, including parts, supplies and equipment.

This would total $3,130 per day for the expected longer term operating cost for the P/V Woldstad.

Additional considerations

Enforcement programs would be difficult to adjust within the season because state procedures require that these vessel needs be put to bid. If we bid for a vessel between certain dates, we would have the vessel for those dates. Many of the season openings and closings are made by emergency order,

with only several hours or days notice. Because of this lack of notice, we might have to pay for a vessel we don't need, or be unable to obtain one in time.

Another aspect of own vs. lease should be addressed. During the present slow crab fishing period in the Westward area, suitable and safe vessels may be available for lease. But during better fishing times it is less likely that the Department would be able to lease an acceptable safe vessel. If such a vessel were available it probably would not be for the lease figures quoted above, but would be available only at a premium during a time of peak demand.

Connected with the own vs. lease comparison is the time lag that is inevitable if this program is re-directed. It is faster to covert from owning to leasing than the reverse. If vessels were not available to lease, or became too expensive to lease, the process of obtaining vessels, modifying them, or having them built involves significant additional delay in the normally lengthy process of obtaining funding. If this occurred, the fisheries would be unprotected during a period when no suitable vessels were available.

When a need arises for a search and rescue, there is no time to begin looking for a vessel and crew that are sea-worthy, available, and ready to go. There would be occasions every year when a search and rescue would not be launched because of the unavailability of a ready vessel.

If we did not have our vessels and we could not lease a vessel either because of lack of funds or lack of an available vessel, there could be unpredictable effects on the resource and on the fishermen. A few individual fishermen who have no respect for the law could get all the fish, or irreversible damage to the resource could occur. Some fishery populations are very susceptible to being wiped out.

Alternative 5 -
Charter or lease different size or type of vessel

The P/V Woldstad is a specially-designed law enforcement patrol vessel which was built to our specifications by the low bidder; similarities to a crabber are primarily the ability to pick and stack crab pots. The P/V Woldstad is a very economical vessel to own and operate for its size.(See figures under alternative 3, page 10)

It operates very efficiently at speeds from 7 to 15 knots due to its CPP system. It can respond to emergencies completely beyond the range of smaller vessels, or those built for a different purpose.

Other vessels offered to the State have been completely inadequate replacements for the P/V Woldstad.

They are not equal to the P/V Woldstad in sea-keeping ability, and would require at least the following capabilities (added cost unknown) for use in existing and future fisheries:

a. Equipment to pick commercial fishing gear efficiently and store for duration of patrol -- i.e., shellfish pots, gillnets, purse seines, and long lines for inspection and seizure;

   1. Ability to pick king crab pots at the rate of 12 per hour -- P/V Woldstad can pick 15 to 20.

   2. Ability to carry 80 7'x7' crab pots.

b. Equipment to efficiently launch and retrieve patrol skiffs;

c. Ability to transport skiffs to 25' on deck, transport 32' seasonal endurance vessels, and 24' moving vans;

c. Search and rescue capability;

d. Firefighting capability;

Additional factors that must be taken into account for maximum effectiveness

- Maximum range.
- Insulation for winter use.
- Ability to provide adequate berthing, mess, and accomodations for 4 to 9 additional people for periods up to 60 days.

- Ability to handle icing conditions--this element of design and use has been a major factor in the loss of vessels in North Pacific waters in recent years.

- Sophisticated communications and navigational equipment--this has proven important in search and rescue, in vessel and crew safety, and in carrying out the assigned fishery missions.

- Towing equipment and ability.

- To insure the safety of our personnel and limit our liability, these vessels would have to be U.S. Coast Guard licensd to carry passengers for hire upon all waters of Alaska up to 200 miles offshore and the Master, Mate, and Engineer would have to be similarly licensed.

Alternative 6 -
Amend regulations to allow placement of observers aboard crab vessels

The Division of Fish and Wildlife Protection strongly supports the current program of observers on catcher-processor vessels. The Division was recently instrumental in making sure that an additional $100,000 resulting from a fisheries case was made available for use in the observer program.

This alternative considers the additional step of requiring or allowing observers on board all other crab fishing vessels.

Fish and Wildlife Protection does not consider an observer program to be a good replacement strategy for the P/V Woldstad. There would probably be considerable industry resistance to the program. Some objections might center on the lack of crew space on an average fishing vessel. This is not as much of a consideration on the catcher-processors (where an observer program is allowed by current regulations). Catcher-processors have quarters and eating facilities for many more people, and the addition of one does not take 10% to 20% of their total crew space.

Cost factor for observers

Assumptions:
The observer is a Fisheries Technician III.
This observer is employed for a total of approximately three months (90 days).
Average cost per day includes benefits and sea pay.
All food and sleeping space is at industry expense(no per diem or meal allowance to be paid to observers.

Cost per day = $187.22
Cost per day for observers aboard ten vessels = $1872
Cost per vessel monitored = $16,849

As many as 350 vessels may be participating in the fishery at any given time. Observers aboard only ten vessels would probably have a negligible enforcement or preventive effect. If all these vessels, or even one-third, were to have observers aboard, the cost would be much higher than current expenses for the P/V Woldstad, and with an undetermined benefit.

Considering both cost and potential benefits, this type of program is not an effective enforcement alternative to the P/V Woldstad.

Alternative 7 -
Regulation change preventing storage in closed areas during closed seasons

This alternative would allow aircraft patrol of the closed areas. Without use of a large patrol vessel, no proof could be attempted that buoys had crab pots (or illegally fishing crab pots) attached. The regulation would have to forbid deployment of unmarked buoys, and the deployment of marked buoys of the type used commonly on crab gear.

A regulation change would not totally relieve the need for a large patrol vessel. If buoys were observed, or if pots were actually fishing in violation, a vessel would still be required to pick up the buoys or pots.

Alternative 8 -
Federal enforcement of fisheries outside the three-mile limit

It should be recognized that the "three-mile" limit includes waters more than three miles from land, since the limit is defined by lines that go from headland to headland. On a deeply indented coastline, this includes large bodies of water.

This alternative would require the same use of a vessel within closer coastal areas for Alaska fishing. The vessel would be required to be able to travel in bad weather, and to go to any area needed at almost any time fishing was possible. The ability to pull pots and stay on the fishing grounds in bad weather would still be required.

STATE OF ALASKA

DEPARTMENT OF PUBLIC SAFETY

DIVISION OF FISH & WILDLIFE PROTECTION

BILL SHEFFIELD, GOVERNOR

Robert J. Sundberg
Commissioner

5700 EAST TUDOR ROAD
ANCHORAGE, ALASKA 99507
PHONE: (907) 269-5509

February 24, 1986

Representative Peter Goll
Chairman, Special Committee on Fisheries
Alaska State Legislature
Pouch V
Juneau, Alaska 99811

Dear Representative Goll:

I would like to bring to your attention the programs conducted by Fish & Wildlife Protection in three area fisheries:

A. Nelson Island and Norton Sound Herring;
B. Upper Yukon Chum Salmon Roe;
C. Alaska Peninsula Salmon.

Two of the fisheries have generated more public concern during the 1985 season, whereas the Upper Yukon fishery has apparently been the subject of discussion for several years longer.

This explanation should enable you to evaluate more clearly any comments on the Division's programs concerning these fisheries.

A. Nelson Island and Norton Sound Herring

FWP boarded herring boats in the 1985 Togiak fisheries and documented these boardings. FWP also boarded herring boats in Norton Sound and recorded the boardings.

As a result of these boardings cross-checking was conducted and five people have been positively identified as fishing and making deliveries in more than one area. These cases are currently in Nome and criminal complaints are being prepared.

Six more names have been identified as probably fishing both Togiak and Norton Sound. An investigation is currently underway to substantiate this allegation.

A local Trooper spent one day at Toksook Bay, and boarded 23 vessels. Prior commitments and judicious use of limited available overtime were important factors in this scheduling. In addition, it was the first year for this fishery and we didn't know exactly what effort would be required. Given unlimited enforcement resources, a first-year fishery would be overestimated and over-staffed, to avoid any negative impact on the fishery.

Since our resources are more limited, and there are competing priorities, inevitably some fisheries will suddenly require more resources than are available.

Future strategy

In discussions with Kim Francisco, ADF&G Biologist for the Nunivak Island and Nelson Lagoon areas, he anticipates a doubling of effort in 1986, or about 350 vessels in the area mentioned. The guideline harvest level is anticipated to be about 1,000 short tons for both areas combined. Faced with that large an increase and the inability to effectively monitor the fleet with land based personnel, the Division is considering plans to have one of the larger vessels start in Togiak and follow the fleet up the coastline.

Once the fleet is aware they are going to be monitored by the same people in all the areas, the risk of apprehension will be so great that better compliance can be expected. There will probably be some scheduling conflict due to crab fishing at the same time in Norton Sound, and the need for large vessel patrol of that fishery.

This is a type of patrol that could be efficiently conducted with power scows, which could stay along the western coast all year. This would also avoid the time and expense of having vessels travel from Kodiak to cover fisheries which can occur in a somewhat interrupted time sequence.

Summary, Nelson Island and Norton Sound

The apparent intent of the Board of Fisheries was to permit only those people domiciled within an area to participate. However, any person can serve as a crew member in any number of registration areas, so long as that person does not function as a C.F.E.C. permit holder in one area and subsequently crew in another or vice versa. The Division may be able to show through fish tickets that this has happened, but a violation will otherwise be difficult to spot or prove.

Vessel boardings were conducted in the area, violations were detected, and cases are being presented for prosecution.

B. Upper Yukon Chum Salmon Roe

During 1975, 1976, and 1977, the legislature legalized the sale of subsistence roe in the Arctic-Yukon-Kuskokwim fishery. This was changed when Alaska Department of Fish & Game research determined that this action could be detrimental to the fishery resource. Since before the Summer and Fall of 1978, Fish & Wildlife Protection has been aware of potential problems with illegal sale of roe, and has taken steps to prevent and control any problem. Increasing concern and effort from Fish & Wildlife Protection can be shown by a series of documents dating from 1977.

Due to the very nature of the Yukon/Tanana fisheries, existing regulations are difficult to enforce. Conditions that contribute to the difficulty are:

- **concurrent seasons for commercial and subsistence**
- **openings and closures within different subdistricts**
- **difficulty in identifying subsistence roe from commercial roe**
- **difficulty in monitoring subsistence gear when fishing**
- **lineal distance of Yukon/Tanana fishery (stretches over 1,000 river miles)**

Enforcement will continue to be particularly difficult with a mixed commercial and subsistence fishery. It would take many more Troopers and Fish and Wildlife Enforcement Officers continuously monitoring the fishing gear, fishermen, and processors, to stop all of the illegal buying and selling.

One possible approach would be to have a department representative (ADF&G or FWP) inspect and seal all eggs before shipment by any holder of an intent to operate. Whether this could be accomplished to the satisfaction of all parties is open to question.

There may be some waste of flesh by commercial fishermen. One commercial fisherman last season reportedly took 20,000 legal chum salmon, sold the eggs, and split and hung the fish on racks. Rainy weather caused a large percentage of those fish to spoil. What the fisherman had done was within the law.

Enforcement strategy

An undercover operation over a two-season period was conducted by the Statewide Investigation Section, which resulted in charges

against two commercial processors buying subsistence caught fish and roe.

Each season, FWP efforts are aimed first at the June-July-August Yukon fishery. I Detachment has an FWEO (seasonal) in Galena who generally works alone. His patrol area extends from Kaltag to Ruby/Nowitna and is covered by river boat. The upper Yukon, Tanana to Stevens Village, is generally a July/August/September fishery patrolled by a boat-equipped FWEO. He is accompanied by an FWP Trooper working out of two tent camps - one near Tanana and one below the Yukon/Dalton Bridge. The August/September fishery generally requires a substantial reduction in patrol hours due to the commencement of hunting season.

Generally, the Yukon is a slow fishery during late August and September. Our efforts are switched to the Tanana, which has a heavy run of fall chums, where the Division is again dealing with simultaneous fisheries, which, as mentioned above make it more difficult to monitor illegal activities. With the existing situation, even obtaining reliable data on the scope of the problem is difficult.

C. Alaska Peninsula Salmon

The Division of Fish & Wildlife Protection had two high endurance vessels (P/V Woldstad and P/V Vigilant), one medium endurance vessel (P/V Trooper) and two seasonal vessels (P/V Compliance and a 17' Whaler) involved in the Alaska Peninsula fisheries during the 1985 season.

The Division logged a total of 104 vessel days in patrolling these fisheries, of which 17 vessel days (58 person days) were spent in the North Peninsula area between Unimak Pass and Cape Menshikof. The remainder of the 87 vessel days (1566 person days) were spent in the South Peninsula area between Kodiak Island and Unimak Pass.

From Detachment Headquarters in Kodiak, the Division patrols the Kodiak Island salmon fishery as well as the salmon fishery for most of western Alaska, including the North and South Alaska Peninsula fisheries and the Bristol Bay and Togiak fisheries.

South Peninsula

The P/V Woldstad, with a crew of six, spent 15 days patrolling the South Peninsula area between Cape Igvak and Unimak Pass from June 11-25. The vessel also spent two days in this area on July 16-17.

The P/V Vigilant, also with a crew of six, spent a total of 27 days patrolling the South Peninsula area:

June 17-18 Kodiak Island to Dutch Harbor patrolling the opening at Unimak Island;

July 23-25 False Pass to Kodiak Island;

August 1-21 Kodiak Island to False Pass, with the majority of this time spent on the Shumagin Islands fishery.

The P/V Trooper, with a crew of four, spent eight days patrolling the South Peninsula from Kodiak Island to False Pass. Openings in the False Pass and Cape Igvak fisheries were covered during June 17-21 and July 23-25.

The P/V Compliance spent 21 days patrolling the South Peninsula area from Kupreanof Point to False Pass between May and August. These patrols focused on the False Pass - Shumagin Island fishery.

The Division also patrolled for 14 days in the Shumagin Island fishery with a 17' Whaler from May to September.

The Division used two personnel and a 32' vessel from the Peninsula fishery in Bristol Bay during 1985. The P/V Compliance was to be in the Ugashik District of Bristol Bay from June 27 through July 4, at the request of the Alaska Dept. of Fish & Game. The vessel was scheduled to return to the Port Moller area until approximately July 10, then continue to the South Peninsula area. However, due to the large number of vessels and violations in the Ugashik area of Bristol Bay, it was necessary to keep the P/V Compliance there until July 22, at which time the vessel returned to patrol the South Peninsula fishery.

It should be noted that the fishery in the South Peninsula area is normally not open during the time we planned to have the P/V Compliance on the North Side.

The Sand Point Post was closed in August of 1980 and the fishery was patrolled out of Kodiak until the summer of 1984, when this post was reopened.

North Peninsula

In the North Peninsula fishery the P/V Vigilant spent four days between Unimak Pass and Cape Menshikof. These patrols were June 20-21, and July 22-23.

The P/V Trooper spent four days in the area between False Pass and Cape Menshikof, on June 21-22 and July 22-23.

The P/V Compliance spent nine days in the area with most of this time being spent near Port Moller. The patrols were June 21-27 and July 22-23.

Summary, Alaska Peninsula

Attempts to use a Grumman Goose aircraft in these fisheries were severely hampered this season by unusually poor weather conditions.

We had a total of 23 personnel involved in these fisheries for a total of 1644 person days spent on patrol in these areas.

As a result of this effort, charges have been filed against 26 fishermen, mostly for fishing in closed waters or during a closed period. Five fishermen were arrested and their 48' seiner, skiffs, nets, fish, etc. were seized. This was a result of being caught fishing in closed waters only a few hours after having been told by FWP that the area was closed. We also issued a number of written and verbal warnings for various minor violations.

The Division put more effort in the Alaska Peninsula fisheries in the 1985 season than we have for the past several seasons.

If I can be of additional assistance or furnish further information, please do not hesitate to call.

Thank you for your consideration of these issues.

Sincerely,

Robert M. Henderson

Col. Robert M. Henderson
Director

FISH AND WILDLIFE PROTECTION
BUDGET AND PERSONNEL INFORMATION
FY 77 - FY 86

)	FY 86 AUTHORIZED	FY 85 ACTUAL	FY 84 ACTUAL	FY 83 ACTUAL	FY 82 ACTUAL	FY 81 ACTUAL
'FORCEMENT	9824.8	9099.4	8955.9	8943.2	8523.1	7005.1
'RECTOR'S OFFICE	271.6	268.8	761.9	694.7	822.9	753.6
'RCRAFT	870.4	997.3	942.6	1035.4	1065.8	952.5
'RINE ENFORCEMENT	2445.2	3033.4	2710.0	2869.3	2122.3	1944.2
Totals	13412.0	13398.9	133704.4	13542.6	12534.1	10655.4
') TOTAL INCOME from sh seized and given processor by Dept. posited of AV'd to GF	N/A	$51.6	40.1	$24.0	$179.8	$139.8

) PERSONNEL BY COMPONENT: AUTHORIZED POSITIONS (AU) - PERMANENT FULL- TIME POSITIONS (PF) - PERMANENT PART-TIME POSITIONS (PP)

	AUTHORIZED			ACTUAL			AUTHORIZED			ACTUAL			AUTHORIZED			ACTUAL			AUTHORIZED			ACTUAL			AUTHORIZED			ACTUAL			AUTHORIZED			ACTUAL		
	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP
'FORCEMENT	147	111	36				145	110	35	145	110	35	157	107	50	145	107	38	156	106	50	156	106	50	156	106	50	156	106	50	143	93	50	143	93	50
'RECTOR'S OFFICE	4	4	Ø				4	4	Ø	4	4	Ø	11	11	Ø	11	11	Ø	12	12	Ø	12	12	Ø	12	12	Ø	12	12	Ø	11	11	Ø	11	11	Ø
'RCRAFT	6	6	Ø				12	11	1	10	10	Ø	12	11	1	11	10	1	12	11	1	12	11	1	12	11	1	12	11	1	12	11	1	12	11	1
'RINE ENFORCEMENT	18	18	Ø				23	21	2	23	21	2	23	21	2	24	22	2	24	22	2	24	22	2	24	22	2	24	22	2	19	17	2	19	17	2

) (4) BY MONTH, FISCAL YEAR: FILLED AND VACANT COMMISSIONED OFFICERS ONLY

	Filled	Vacant	Filled	Vacant	Filled	Vacant	Filled	Vacant	Filled	Vacant	Filled	Vacant
'ly	102	7	102	10	104	12	108	8	100	3	97	0
'gust	102	7	105	6	106	10	107	9	99	16	100	1
'ptember	102	7	104	7	106	10	107	9	100	15	-	-
'tober	101	8	104	7	106	10	106	10	100	15	100	6
'vember	101	8	104	7	106	10	106	10	108	7	102	5
'cember			104	7	105	10	106	8	108	11	101	6
'nuary			103	8	106	9	105	10	108	11	97	6
'bruary			103	8	106	9	104	11	107	12	101	6
'rch			102	9	105	10	104	11	107	12	-	-
'ril			102	9	105	10	108	7	112	7	105	4
'y			102	9	106	9	106	9	109	10	105	4
'ne			102	7	102	10	104	12	110	6		

(1)	FY 80 ACTUAL	FY 79 ACTUAL	FY 78 ACTUAL	FY 77 ACTUAL	FY 76 ACTUAL
ENFORCEMENT	5063.6	5384.8	4557.8	3607.6	3336.2
DIRECTOR'S OFFICE	695.5	560.4	603.9	466.0	482.8
AIRCRAFT	831.1	805.9	700.9	617.8	501.4
MARINE ENFORCEMENT	1581.9	1123.9	903.2	489.9	766.9
Totals	8172.1	7875.0	6765.8	5181.3	5087.3
(2) TOTAL INCOME from fish seized and given to processor by Dept. Deposited or AV'd to GF	$14.4	N/A	N/A	N/A	N/A

(1) PERSONNEL BY COMPONENT: AUTHORIZED POSITIONS (AU) - PERMANENT FULL- TIME POSITIONS (PF) - PERMANENT PART-TIME POSITIONS (PP)

	AUTHORIZED			ACTUAL			AUTHORIZED			ACTUAL			AUTHORIZED			ACTUAL			AUTHORIZED			ACTUAL			AUTHORIZED			ACTUAL		
	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP
ENFORCEMENT	111	87	[24]	*142	88	54	111	87	[24]	111	88	[23]	100	86	[14]	100	86	[14]	72	72	Ø	72	72	Ø				81	72	[9]
DIRECTOR'S OFFICE	12	12	Ø	12	12	Ø	11	11	Ø	12	12	Ø	14	14	Ø	14	14	Ø	14	14	Ø	14	14	Ø				15	15	Ø
AIRCRAFT	11	10	[1]	11	10	[1]	11	10	[1]	11	10	[1]	11	10	[1]	11	10	[1]	9.3	8	[1.3]	9.3	8	[1.3]				8.3	8	[.3]
MARINE ENFORCEMENT	17	17	[3]	19	17	1+1	20	17	[3]	20	17	[3]	13.8	13	[.8]	13.8	13	[.8]	14	14	Ø	14	14	Ø				9	9	Ø

*[ ] designate "temporary", rather than permanent part-time positions

(3) (4) BY MONTH, FISCAL YEAR: FILLED AND VACANT COMMISSIONED OFFICERS ONLY

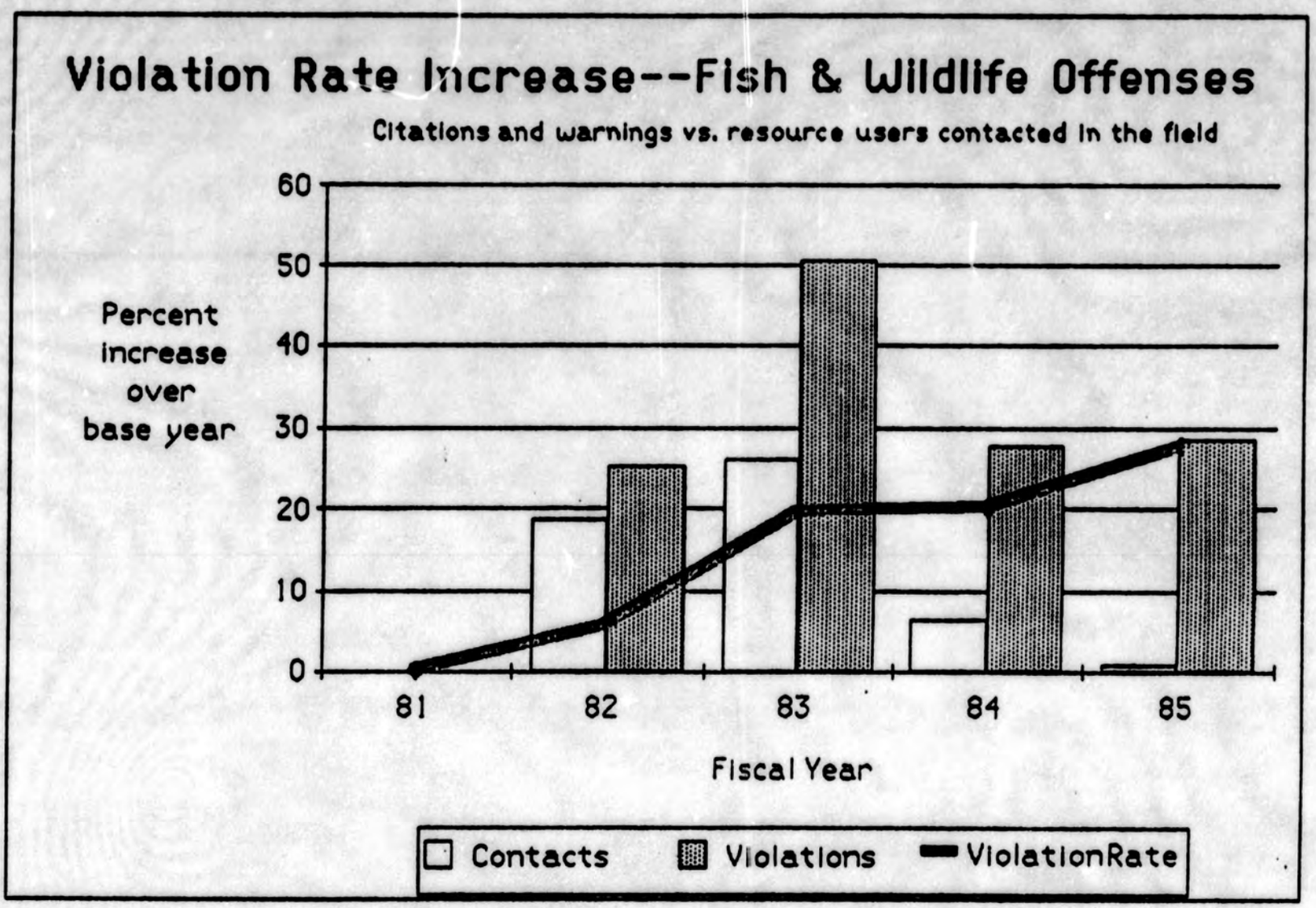
	Filled	Vacant	Filled	Vacant	Filled	Vacant	Filled	Vacant	Filled	Vacant
July	93	11	89	11	76	18	-	-		
August	90	11	90	11	83	13	-	-		
September	91	10	89	13	82	14	72	11		
October	91	10	89	13	90	6	72	11		
November	94	9	89	13	-	-	72	11		
December	91	10	-	-	88	8	-	-	89	7
January	87	10	91	8	89	8	70	13		
February	91	10	-	-	88	8	69	14		
March	89	12	93	8	87	9	69	14		
April	-	-	93	12	90	7	75	8		
May	91	10	-	-	92	5	76	7		
June	-	-	92	12	-	-	78	5		

(1) Data Source: Short Form Free Conference Committe Report, FY 77 - FY 86

(2) Data Source: DPS, Administrative Services, Accounting

(3) Data Source: "Monthly Summary of Personnel Changes"

(4) Data not shown for Seasonal employees; records do not indicate information requested.


Violation Rate Increase--Fish & Wildlife Offenses
Citations and warnings vs. resource users contacted in the field
Percent increase over base year
60
50
40
30
20
10
0
81
82
83
84
85
Fiscal Year
Contacts
Violations
ViolationRate

CY85 BRISTOL BAY SALMON FISHERY ESTIMATED COSTS
JUNE 15 - AUGUST 15, 1985

PERSONNEL (Costs prorated, based on actual time spent in fishery enforcement.)

	NUMBER	SALARY COSTS	PREMIUM/OT COSTS	TOTAL	CY84 (EST.)
Supervisory:					
1 Capt., 2 Lt.'s 2 1/Sgt.'s	5	$ 32,703	$ 768	$ 33,470	1 Lt. 1 1/Sgt. $13,388
Other Commissioned Officers:					
2 Sgt.'s, 1 Cpl., 15 Trp.'s	18	107,622	58,841	166,463	2 Sgt's 9 Trp's 101,727
Seasonal Personnel	6	70,007	10,860	30,867	3 15,450
Civilians:	4	$ 15,819	$ 7,280	$ 23,099	2 $ 11,549
TOTAL:	33	$176,151	$77,749	$253,900	$142,114

VESSELS (estimated operational costs - w/o crew)	DAY	# DAYS	TOTAL	
P/V Vigilant	$2,060	39	$ 80,340	$80,340
P/V Trooper	875	39	34,125	
P.S. #1	600	61	36,600	36,600
Compliance	600	41	24,600	24,600
2 Whalers	200 (ea)	39	15,600	7,800
6 Skiffs (included in P/V costs)				
TOTAL VESSEL OPERATIONAL COSTS (includes maintenance)			$191,265	$149,340

AIRCRAFT	FLYING HOURS	COST	
Grumman Goose @ $400/hour	50.3	$20,120	
2 Cessnas @ $200/hour	10.0	2,000	
2 Cubs @ $72/hour	97.4	$ 7,013	$7,013
TOTAL:	157.7	$29,133	$7,013
OTHER TRANSPORTATION COSTS:		$16,928	$10,345
TOTAL (EST.) COSTS:		$491,226	$308,812

Alaska Statewide Fines for Wildlife and Fishery Offenses

Total fines assessed by courts (dollars)

Calen. Year	Game	Sp. Fish	Com. Fish	Total
1974	52,880	36,110	66,312	165,702
1975	60,180	40,420	166,626	275,326
1976	78,950	63,838	278,621	428,998
1977	78,040	81,925	268,292	442,077
1978	68,590	85,371	305,163	484,377
1979	53,435	75,580	372,776	511,894
1980				
1981	107,825	108,810	528,142	769,362
1982	122,823	126,125	986,997	1,289,793
1983	203,205	207,140	1,076,626	1,528,121
1984	177,470	158,023	632,085	1,018,480

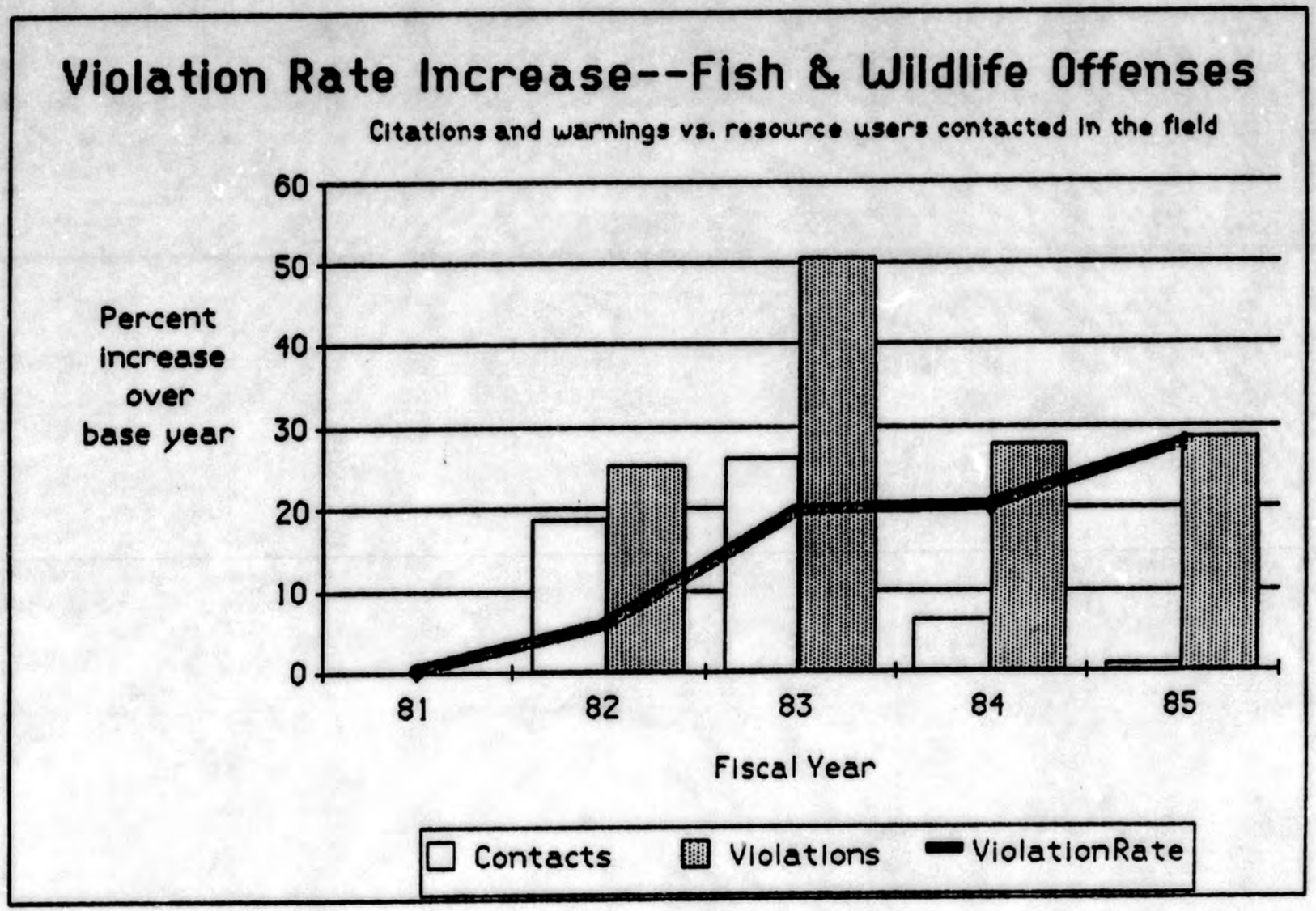
Net fines assessed by courts (dollars)

Calen. Year	Game	Sp. Fish	Com. Fish	Total
1974	22,627	24,495	47,362	102,379
1975	32,180	24,760	70,661	132,696
1976	45,065	46,433	149,140	245,072
1977	42,880	56,845	128,073	235,543
1978	42,170	58,326	159,755	284,484
1979	30,820	49,045	237,405	324,198
1980				
1981	62,950	61,700	290,267	430,463
1982	72,535	74,195	598,648	784,606
1983	122,020	114,865	561,901	825,201
1984	102,720	82,653	342,687	554,635

Δ Totals include additional offenses such as licensing and guiding

Δ Net fines are actual fines to be paid by the defendant, while the remainder is suspended based on probation

CMP 1/1/86


Violation Rate Increase--Fish & Wildlife Offenses
Citations and warnings vs. resource users contacted in the field
Percent increase over base year
60
50
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81
82
83
84
85
Fiscal Year
Contacts
Violations
ViolationRate

ALASKA STATE LEGISLATURE
HOUSE OF REPRESENTATIVES
RESEARCH AGENCY

Pouch Y, State Capitol
Juneau, Alaska 99811
(907) 465-3991

February 21, 1986

MEMORANDUM

TO: Representative Andre Marrou

FROM: Nancy Pease Nancy Pease
Legislative Analyst

RE: Volunteer Wildlife Enforcement Agents
Research Request 86-106

At your request, we are providing information on Montana's program for commissioning volunteers as wildlife enforcement agents.

Pat Young/JNU 465-2814

As you know from your conversation with a former Montana resident, Montana apparently had a program thirty years ago to train volunteers from the community as plainclothes fish and game enforcement agents. Elmer Davis, a 22-year employee of the Enforcement Division of Montana's Fish, Wildlife & Parks Department (MFWP), was unable to recall this program. Mr. Davis stated that, at one time, forest rangers were deputized as game wardens. From the mid-1960s to the present, Montana has trained volunteers who are nonenforcement employees of the Fish, Wildlife and Parks Department as ex officio game wardens.[1]

Volunteers for Montana's ex officio warden program must complete one week of intensive training, which the MFWP conducts once each year either at Montana's police academy or at a camp. The training program is led by fish and game wardens and by representatives of the legal system, usually including an attorney general, a state prosecutor and a judge. The program covers legalities and physical procedure for wildlife law enforcement, including:

- fish and wildlife laws;
- officer liability;
- court decisions;

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[1]Until recently, all biologists with the Alaska Department of Fish and Game (ADFG) were deputized as fish and wildlife protection officers. Since a change in job classifications three years ago, ADFG biologists must opt to receive training for law enforcement.

- search and seizure;
- arrest;
- writing of citations;
- legal preparation of court cases; and
- mock violations, mock arrests and mock trials.

Upon completion of the training program, the ex officio wardens are given peace officer status. The ex officio wardens are not issued wardens' uniforms; they are issued badges. Ex officio wardens who wear the standard field uniform for all Montana's Fish, Wildlife and Parks personnel create a visible law enforcement presence in the field. Some of the most successful ex officio wardens are issued two-way radios. Ex officio wardens are neither encouraged nor discouraged to carry firearms. If they wish to carry firearms, they must qualify quarterly by passing the regular wardens' firearms handling exam.

Most ex officio wardens are field personnel, such as game biologists. However, Mr. Davis states that Montana Fish, Wildlife & Parks management and office staff also volunteer as ex officio wardens and are accepted for training whenever space in the training program allows. Members of the general public are not trained as ex officio wardens.

According to Mr. Davis, the ex offico wardens do not catch a large number of fish and game law violators. However, their visibility and presence in the field may be an important deterrent to potential violators. Mr. Davis states that, in addition to preventing fish and wildlife violations, the program has unified the research/management and law enforcement branches of the Fish, Wildlife and Parks Department by giving field researchers and office staff an appreciation for the difficulties of law enforcement. However, the program has evoked some management complaints that ex officio wardens divert too much time to enforcement in lieu of their regular duties.

You also asked if other states use volunteers for fish and game law enforcement. As of 1984, twenty states had commissioned a total of 1,243 volunteers to assist with enforcing game violations. According to Gordon Robertson of the International Association of Fish & Wildlife Agencies, the powers and responsibilities delegated to these volunteers varies from state to state. At your request, we will provide details on volunteer warden programs in other states.

I hope this information is helpful.

NP

Official Business

Alaska State Legislature

House of Representatives

Pouch V
Juneau, Alaska 99811

Phone:
(907) 465-4924

Special Committee on Fisheries

M E M O R A N D U M

February 20, 1986

TO: Members
House Special Committee on Fisheries

FROM: Representative Peter Goll
Chairman

SUBJECT: Fish and Wildlife Enforcement Hearings

The House Special Committee on Fisheries will conduct hearings on fish and wildlife protection at 8:30-10:00 a.m., February 25 and 27. We will be soliciting public testimony on both days from all sites on the teleconference network. All legislative information offices are now scheduled to participate in the teleconference, and I have given permission to add any other site upon request.

I have identified three primary areas of concern that we will address during the hearing process: (1) enforcement coverage; (2) training; and (3) general law enforcement responsibilities. Other issues are likely to be raised during public testimony and committee discussion; attached are some of the comments we have received to date (attachment #1).

Enforcement Coverage

Information provided by the Department of Public Safety indicates that the personnel levels in the Division of Fish and Wildlife Protection have decreased slightly over the past five years (attachment #2), while the violation rate has increased. According to department statistics, 9.8 percent of the people contacted in the field during FY85 were found to be in violation of fish and game laws, compared to a 7.7 percent violation rate in FY81.

Considering recent increases in the state's population base and expansion of Alaska's commercial fisheries, the slight decline in personnel suggests that enforcement coverage has actually decreased.

Training

The last training session for troopers at the Public Safety Academy in Sitka offered a 42-hour course in fish and

wildlife protection. Academy Director James Lansbery said this section probably will be expanded to 67-73 hours during the next class with the addition of cold water survival training. Captain Lansbery stressed that much training pertinent to fish and wildlife enforcement is covered in other courses.

Additional training is given once a trooper is assigned to a fish and wildlife protection post through numerous "mini-modules" covering issues such as sport fishing, trapping and commercial fishing.

When officers were specifically trained as troopers or fish and wildlife protection officers, the academy offered about five weeks of specialized training in fish and wildlife enforcement.

Also eliminated from the Academy cirricula in recent years has been a course in "cross cultural" training designed to familiarize all law enforcement officers with the Alaska Native culture.

General Law Enforcement Responsibilities

I have received much concern from the public regarding the involvement of fish and wildlife protection officers in general law enforcement duties (attachment #3). According to figures by the Department of Public Safety, fish and wildlife protection officers spent 7% of patrol and investigative hours on general law enforcement and traffic responsibilities in FY85. Commissioner of Public Safety Robert Sundberg said cross training of general law enforcement troopers and fish and wildlife protection officers is critical, in part, because of the large number of one-man trooper posts and the seasonal nature of fish and wildlife responsibilities (attachment #4).

Another concern raised by the sharing of responsibilities by the troopers and fish and wildlife protection officers has been posting of personnel. Under a ruling by an arbitrator last year, the Department was forced to bid all position openings by seniority. This meant, for instance, troopers with no wildlife enforcement experience would have preference over qualified protection officers. A recently signed memorandum of understanding between the department and the employees bargaining unit (attachment #5) now allows protection officers first priority on openings within the unit, followed by seniority bidding by troopers.

STATE OF ALASKA

DEPARTMENT OF PUBLIC SAFETY

DIVISION OF FISH & WILDLIFE PROTECTION

BILL SHEFFIELD, GOVERNOR

Robert J. Sundberg
Commissioner

5700 EAST TUDOR ROAD
ANCHORAGE, ALASKA 99507
PHONE: (907) 269-5509

February 10, 1986

Representative Peter Goll
Chairman, Special Committee on Fisheries
Alaska State Legislature
Pouch V
Juneau, Alaska 99811

Dear Representative Goll:

Col. Henderson asked me to send you this update of his reply to your letter of December 5, 1985, concerning fish and wildlife enforcement.

I have enclosed two pages of notes and two pages of capital budget summary. Please insert all of these pages in the Appendix just before the operating budget summary pages.

Sincerely,

Charles M. Preston

Lt. Charles M. Preston
Asst. to the Director

Notes on questions 6 and 7 — historical budgets and revenues

Capital budget

Records of capital appropriations earlier than Fiscal Year 1981 were not readily available at the Department level, or were thought to be of questionable accuracy. Consequently, only six years of capital project funding were reported, rather than ten, as with the operating budget. This report does extend far enough back, however, to include the most recent major capital item, which is the funding for the P/V Woldstad in FY-81.

One of the capital projects for FY-85 was Aircraft Engine Replacement, for $525,300. This project was to improve the safety and effectiveness of department aircraft patrols, including off-shore fishery patrols.

The funding was to have provided replacement of current piston engines on a Grumman Goose aircraft with turbine engines. The turbine engines would have increased speed, payload capacity, and single engine performance (a safety factor, especially over water).

Estimates obtained from vendors now indicate that the complete cost would be $618,500 to $700,000. The project would take up to two years to complete, due to turbine engine order delay and conversion complexity.

A preferred alternative is to have the intended "Aircraft Engine Replacement" changed to "Aircraft Replacement". This would allow purchase of a used, twin-engine, turbine aircraft, which can be used in much the same way as the converted Grumman.

The appropriation in question is found in SLA 84, Chapter 24, page 60, line 19. A copy of the page cited is included in the appendix.

If the requested change is approved, the Division's mission capability would be improved. Missions would include fishery patrols.

Revenues

The two page summary of historical operating budgets and authorized personnel also show figures for confiscated and forfeited fish. The total income figure for each year should be used as a general guide only, since some revenues were credited directly to the court system, and are not included in the totals.

CAPITAL PROJECTS/FISH AND WILDLIFE PROTECTION

COMPONENT	LOCATION	ALLOC.	APPROP.	SLA/CH	PG/LN	CLOSE OUT/COMMENTS
FY 86						
Major Vessels Repair	Statewide		94.6	85/96	11/16	
Statewide Equipment	Statewide		25.7	85/96	11/17	
FY 85						
Statewide Equipment	Statewide		100.8	84/24	60/14	Project completed 12/85
Vessel Seizure Costs	Kodiak		160.0	84/24	60/15	
Three 22' Patrol Skiffs	--		108.0	84.24	60/1	Project completed - 4 boats purchased
Two Patrol Boats	Sand Point Homer		240.0	84/24	60/17	4 boats purchased
Aircraft Hangar Improvement	Anchorage		132.4 (enc.)	84/24	60/18	
Aircraft Engine Replacement	Kodiak		525.3	84/24	60/19	Reappropriation request change intent to "aircraft replace"
FY 84						
Major Maintenance	Kodiak		162.2	83/107	73/15	Continue
Patrol Vessels	Cordova					
Marine Enforcement Warehouse	Kodiak		99.9	83/107	17/16	Project completed 9/84
FY 83						
Navigation System for Grunman Goose	Kodiak/Anc.	58.1	500.0	82/25		Close out 9/84
Statewide Equipment	Statewide	80.0		82/25		Close out 8/84
Patrol Boats	Seward Haines Valdez	362.0		82/25	14/5	Close out 6/85; amended 83/106 pg 4 ln 4 to 2 patrol boats
Office & Equipment	Bristol Bay			82/141		

COMPONENT	LOCATION	ALLOC.	APPROP.	SLA/CH	PG/LN	CLOSE OUT/COMMENTS
FY 82			552.7			
Patrol Vessels	Craig	282.0		81/82		Close out 6/85
Statewide Equipment	Statewide	130.0		81/82	70/21	Close out 6/85
Grumman Navigational Sys.	Dutch Harbor	50.0		81/82	140/22	Close out 6/85
One C-185 Aircraft	Fairbanks	90.7		81/82	140/23	Close out 6/85
Vessel Seizure Funds	Kodiak		100.0	81/82	140/25	
Two 28'-32' Patrol Boats	Haines					
	Petersburg		282.0	81/82	140/21	Close out 7/74
Vessel Seizure Funds	Statewide		100.0	81/82		
FY 81						
Floating Boat House	Ketchikan		40.0	80/173	14/2	Close out 4/83
121' Patrol Vessel	Kodiak		4218.0	80/91		Close out 6/83
Statewide Equipment	Statewide		100.0	80/120		
38'-42' Patrol Vessel	Sitka		267.5	80/120		
Grumman Goose Overhaul	Anchorage		77.7	80/120		
Grumman Navigation Sys.	Kodiak		55.0	80/120		

Sources: CP3 Status of Currently Authorized Capital Projects, FY82-FY87, Budget Section, DPS
Memorandums
RSA's

DEPARTMENT OF FISH & GAME (CONT.)				
		APPROPRIATION	APPROPRIATION	FUND SOURCES
	ALLOCATIONS	ITEMS	GENERAL FUND	OTHER FUNDS
NOME WAREHOUSE (ED 22)		212,000	212,000	
FAIRBANKS OFFICE REPAIRS (ED 20)		110,000	110,000	
SHETTISHAM HATCHERY COMPLETION (ED 4)		3,819,000	3,819,000	
HABITAT DIVISION DATA MANAGEMENT (ED 99)		265,000	265,000	
SHELLFISH & GROUNDFISH ASSESSMENTS (ED 99)		253,000	253,000	
* * * * * *	* * * * * *			
* * * * * * DEPARTMENT OF PUBLIC SAFETY	* * * * * *			
* * * * * *	* * * * * *			
EDUCATION				
FISH AND WILDLIFE PROTECTION				
STATEWIDE EQUIPMENT (ED 99)		100,000	100,000	
VESSEL SEIZURE COSTS (ED 99)		160,000	160,000	
THREE 22' PATROL SKIFFS (ED 99)		108,000	108,000	
TWO PATROL BOATS (ED 99)		240,000	240,000	
AIRCRAFT HANGAR IMPROVEMENTS (ED 7-15)		132,400	132,400	
AIRCRAFT ENGINE REPLACEMENT (ED 27)		525,300	525,300	
LIFE AND PROPERTY PROTECTION				
DRIVER TESTING EQUIPMENT (ED 7-15)		35,000	35,000	
CRIME IDENTIFICATION AND APPREHENSION				
DALTON HIGHWAY HOUSING (ED 95)		800,000	800,000	
COLDFOOT HANGAR (ED 95)		372,600	372,600	
DISPATCH CONSOLE - SOLDOTNA (ED 5)		85,000	85,000	

February 1, 1986 meeting

Dorothy Fossman opened the meeting to public remarks on Enforcement Procedures & Practices on commercial fishing boundary lines. (Tape Recorded Session).

Dave Nanney explained that several letters from Peter Goll indicated that his House Fisheries Committee has a long-time interest in whether or not the funding is adequate for the enforcement effort on the fishing grounds, is the training sufficient for the personnel, and is the switch-over to troopers vs. the previous Fish & Wildlife Protection Officer with specialized training proving successful. Dave also suggested general questions might also be discussed like the adequacy of boundary markers, the adequacy of enforcement effort on those boundaries, uniformity of enforcement effort (is there a standard operating procedure). He also suggested that anyone desiring to testify before the legislative committee should let him know and he would give them the timing.

Dorothy Fossman re-iterated that the Committee was interested in hearing input on whether there are problems on markers, citations, line problems, or enforcement procedures in general.

Coy Taylor felt that enforcement was not steady enough, only every three or four weeks, that northern boundary lines could be set much closer to the rivers earlier, that the southern lines were very important and that enforcement there is very sporatic, making it tempting for some fishermen to jump the line. He said that when enforcement does show up it is "with five million dollars worth of equipment where a guy with a skiff could maintain good enforcement on that line." He stated that in this area Al Hassen has a tough job with northern and southern lines 30 miles apart.

Terry Pardee stated that he was bothered that enforcement officers were not present.

Dorothy Fossman stated that the meeting was advertised in the newspaper, on the T.V., and on the radio, and that Ray Staska had to leave town, so he couldn't be present.

Coy Taylor felt that Ray Staska should be present because he sets the northern lines.

Dorothy Fossman stated that Ray and Al Hassen could give only limited testimony due to the trial status of Dave Nanney.

Terry Pardee mentioned that a member of the Committee involved with litigation might limit enforcement's remarks, but that it would be appropriate for them to be present.

Dorothy Fossman re-iterated that Ray Staska was unable to be present.

Terry Pardee stated that things stated in the meeting could put people in an adversarial role with the state, and that the remarks sould be information rather than evidenciary.

Dorothy Fossman stated that the meeting could influence proposals of the Committee for next year and that was mainly what the meeting was supposed to be for, for proposals on markers, lines, etc.

Coy Taylor stated that in . Taku there are highly visible double markers that can be easily lined up. He said that in Haines in the fall we don't have that, and that there is no illumination.

Jim Symanski said that he was in favor of range markers, to be set where ever practicable, because it helps clarify the lines a lot.

Carl Johnson stated that range markers were important to clarify lines like at Glacier Point, though they might not always be feasible.

Terry Pardee stated specific lines, properly marked were important A 4'x 8' sheet of plywood, weatherproofed, with proper colors, metal strips for radar reflectance, and lighting. He felt the cost would be low and that fishermen would help with the cost.

Norm Blank stated that when he worked for the Department that they used orange blinking lights, and that metal reflectors would be a good idea.

Dorothy asked how many fishermen had problems with the Pt. St. Mary line and how were the markings. Were the problems due to currents She said there were lots of violations down there.

Carl Johnson said that the tides were a problem.

Carmen DeFranco asked why a line and not a zone.

Terry Pardee stated that a zone is too arbitrary, what size should it be? A fixed point, posted, made it easier for an enforcement officer. He said loran was used in some areas now to fix location

John Hagen questioned the Fish & Game policy of holding back the fleet to southern lines early, then opening the fleet to the river later.

Dorothy suggested he talk to Ray Staska, that he could explain.

John felt that there was little reason, but it was Juneau policy.

Terry Pardee felt that Ray should be present, that he has a lot to say about the lines here, and that perhaps Ray feels he has been too conservative in the past. Last season managing by computor model might have been a problem, he stated. He felt the Board of Fish and Game had not been supportative on the Berner's Bay line proposal last year.

Dorothy Fossman stated that more fishermen should appear at Board of Fish meetings and that travel expenses could be helped by the committee. She stated that there was a mixed stocks problem at Pt. St. Mary especially with kings.

Coy Taylor stated that bringing the line back to Sherman point would solve several problems.

Terry Pardee expressed concern over lack of fishermen representation at the Board of Fish meetings to back up their representatives.

Dorothy stated that she had lots of success this year before the Board in spite of a lack of support.

Carl Johnson said that he testified several years ago and the Board was not paying attention.

Dorothy stated that the new Board is excellent and that they pay close attention to the testimony.

Ken Gross stated he was arrested for going across the line, with a strong wind that came up, and unexpected numbers of fish, and that it was more like an act of god with no criminal intent. He said that the enforcement officers came out and said he had his ticket so he could take his time reeling in. He felt with a warning he could have done something to prevent the violation and that they were trying to justify the big ship in the harbor rather than giving the fishermen a chance in adverse conditions. He stated that in court it was a guilty or not guilty situation and that in court the statement he filled out at the time of violation was not brought up but was only for the Fish & Game reference so filling out the forms is a waste of time. He stated he doesn't feel good about the Fish and Game effort and the judge never got to see his form.

Dorothy stated that it seems the protection officer is always right and she wondered how many times in court the fisherman was right.

Bob Becker stated that you don't expect a cop to stop you on the road and say your going 55 and go another mile an hour and your getting pinched. He said that Ken's argument is for range markers, because you can't tell if your over the line. He said the skiff

mounted troopers have an "ace in the hole" because they can line up on one marker and look to the other and run their skiff out to you in a straight line and peel off to you to show you you are over. He said it is a strict law, but the range markers are the one item we should stand together on and go for.

David Land stated that with one marker you can't see if you are lined up, but with two markers you can because when the double marker lines up you can see it.

Dave Nanney stated that surveyors don't even try to get on a line in between two points because you can't do it, there is an ambiguous diamond shaped zone which is most pronounced in the middle where anywhere inside of it you might appear to be on the line. With single markers there are visibility problems, but with larger range markers you know within a foot if you are on the line and it eliminates the ambiguous zone. Fish and game would also benefit as they have the same problem really being sure and it becomes your word against theirs although you might have been doing the very best job you could.

Carl Johnson stated that he had gotten a ticket when he was over the line with pop weed in his net, that he had made the mistake, it was his fault. He felt warningswere a problem because some would get warnings and some tickets.

Dorothy stated there was a fisherman warned abou setting his net early and he wouldn't take it back in and he was sentenced and fined.

Dave Nanney mentioned that another question within the judiciary and among legislators is the type of offence on lines, eg. the act of god or inadvertent offence vs. obvious pirate fishing. Also the guy that goes asleep and drifts over the line, as with a recent higher court case, where a fisherman in Bristol Bay drifted over the line while asleep and was found not guilty of a severe criminal offense because there was no provable criminal intent. He explained the limited liability type of offense vs. the 1 yr. in jail, $5,000 max. fine catagory of offense with criminal intent, and that it is a question still being addressed in Juneau.

Norm Blank stated when in court you can plead guilty, or have a trial before the Magistrate, or have a jury trial, and that you have those options, depending on how serious you think it is.

Dorothy stated it sounds like we should have some proposals going in on markers for the next Board of Fish hearings.

Coy Taylor mentioned steadier enforcement.

Dave Nanney stated that the Advisory Committee had submitted a proposal several years ago on the same question but that the Board of Fish had not approved it. He said it was the standard way to get desired changes.

David Land asked if enforcement officers had to be troopers. He felt that it might discourage people interested in fish and game protection if they had to be a trooper.

Norm Blank explained that due to circumstances they required training in trooper functions, eg. evidence, law, etc. and that they were all under the Department of Public Safety.

Ron Josephson said that he had training in enforcement as a member of the Department of Fish and Game, and that seasonal workers could be deputized to do enforcement as required.

Terry Pardee stated that in remote areas Fish and Wildlife enforcement officers were the only enforcement around and that the

department had to bring everyone under standardized training as to law enforcement capabilities.

Bob Becker stated that funding was a consideration in tying the two together, and that fisheries enforcement was ensured funding by tying them together and that it was well accepted at the time.

Carmen DeFranco stated that he understood that a range marker system was desired by fishermen, and possibly Loran.

Terry Pardee stated that proposals would have to be specific and should stick to our own area.

Carmen DeFranco stated that the Coast Guard all over has been using range markers "from day one" and that seems to be the only way.

Pardee said taking care of the local area was most important.

Dave Nanney said that if it is a good idea, it will blossom, and that range markers have slowly been put in place in spite of the previous rejection by the Board. He said we can work with Ray Staska on the posting of range markers, and although he wasn't present he was well aware of the issue and could be worked with.

Dorothy reminded the audience that any individual could send proposals in to the Board of Fish and that many do this. She asked for any other remarks on the hearing, and being none, she went on to the next item of business.

Letter to Committee: Dorothy read a short letter from Jerry Myers of Skagway thanking the Committee for their efforts on his request for king salmon eggs for the student hatchery program.

Organization of Committee: Dorothy opened an executive session of the Advisory Committee to selection of officers and the setting of terms of office. Jerry Myers nominated Dorothy Fossman for Chairperson, Craig Loomis nominated Carmen DeFranco for Vice-Chairman, Craig Loomis nominated Dave Nanney for Secretary-Treasurer. Jerry Myers moved that the nominations be closed and that a unanimous ballot be cast for the nominees and Bob Becker seconded the motion all in favor, motion carried.

Terms of office were then set for the entire committee being the following:

Jerry Myers	3 years	Dorothy Fossman	2 yrs.	John Frey	1 yr.
Craig Loomis	3 years	David Nanney	2 yrs.	Tom Ward	1 yr.
Norm Blank	3 years	Carmen DeFranco	2 yrs.	Bob Becker	1 yr.
		Jeff Graham	2 yrs.		

All present except Jeff Graham, John Frey, Tom Ward

Ron Josephson mentioned that committee support of planned Sockeye Salmon mitigation projects was important as there were sockeye loses in the U.S.- Canada Treaty on salmon. He also stated that the Area Biologist position was open in the Juneau area and that he was applying for that position.

Jerry Myers moved that the Committee write a letter in support of Ron Josephson for the Juneau Area Biologist position and Dorothy Fossman seconded the motion, all in favor, motion carried.

Adjournment: There being no further business before the Advisory Committee, the meeting was adjourned at 1:30 p.m; Feb. 1, 1986.

David Y. Nanney, Jr.

David Nanney, Sec./Treas.

A SPECIAL REPORT ON THE DEPARTMENT OF PUBLIC SAFETY DIVISION OF FISH AND WILDLIFE PROTECTION MARINE ENFORCEMENT SECTION

October 5, 1984

Audit Control Number

12-4208-85-S

Commissioner, Department of Public Safety — Robert J. Sundberg

Deputy Commissioner, Department of Public Safety — James D. Vaden

STATE OF ALASKA

AUDIT DIVISION
POUCH W
JUNEAU, ALASKA 99811

THE LEGISLATURE

BUDGET AND AUDIT COMMITTEE

October 5, 1984

Members of the Legislative Budget
and Audit Committee:

In accordance with the provisions of Title 24 of the Alaska Statutes, the attached report is submitted for your review.

A SPECIAL REPORT ON THE
DEPARTMENT OF PUBLIC SAFETY
DIVISION OF FISH AND WILDLIFE PROTECTION
MARINE ENFORCEMENT SECTION

October 5, 1984

Audit Control Number

12-4208-85-S

Gerald L. Wilkerson

Gerald L. Wilkerson, CPA
Legislative Auditor
Division of Legislative Audit

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PURPOSE OF THE REPORT

In accordance with the provisions of Title 24 of the Alaska Statutes and a special request of the Legislative Budget and Audit Committee, we reviewed the Department of Public Safety, Division of Fish and Wildlife Protection, Marine Enforcement Section, to determine the activity of the patrol vessels, Woldstad and Vigilant.

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ORGANIZATION AND FUNCTION

The Department of Public Safety's Division of Fish and Wildlife Protection is charged with the responsibility of enforcing fish, game, and guiding laws promulgated by the State of Alaska. Fish and Wildlife Protection officers are stationed at 34 different posts throughout the State and perform vehicle, aircraft, and vessel patrols, as well as investigations and search and rescue.

The Marine Enforcement Section presently has 18 vessels comprised of two high endurance vessels, two medium endurance vessels, and fourteen smaller vessels. The two high endurance patrol vessels, the P/V Woldstad and the P/V Vigilant, are capable of patrolling year round and during adverse weather conditions. The Woldstad, due to its size and capacity, may stay at sea for the longest time and, therefore, can reach outlying areas in the Bering Sea and Aleutian Islands.

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FINDINGS AND RECOMMENDATIONS

Recommendation No. 1

The Division of Fish and Wildlife Protection should review the operations of the patrol vessels, Vigilant and Woldstad, to ensure that they are being effectively utilized under the current enforcement plan and analyze alternative approaches to enforcement.

We reviewed the daily activity of the Marine Enforcement Section's patrol vessel (P/V) Vigilant during FY 82, FY 83, and FY 84 and the P/V Woldstad during FY 83 and FY 84. We utilized vessel log books and activity reports to identify daily locations and activities of each vessel. These activities were then summarized into "patrol days" and "non-patrol days" as seen in Appendix A.

Patrol activities include crab, salmon, and herring patrols, as well as village visits, search and rescue, and other marine enforcement activities. Non-patrol activities include moorage in the home port of Kodiak, as well as dry dock repairs in Seattle.

The P/V Vigilant was engaged in actual patrol activities for a total of 103 days during FY 82, 97 days during FY 83, and 93 days during FY 84. Days of non-patrol activities totalled 262 in FY 82, 268 in FY 83, and 273 in FY 84.

The P/V Woldstad began operations in Alaskan waters in August of 1982. The Woldstad spent 136 days on patrol during FY 83 and 160 days on patrol in FY 84. Total days of non-patrol activities were 184 and 206 days, respectively.

According to the Division, a reasonable standard for measuring the effectiveness of the two major vessels' patrol activities is a norm of 180 days of patrol a year per vessel. Elements considered by the Division in setting this standard include:

1. Preventative and major maintenance requirements.

2. Crew morale and turnover resulting from extended absence from their home port.

3. Major vessels cannot operate without a full crew. While some crew members can be temporarily replaced, others cannot.

4. Employee leave and training requirements.

5. Mandatory court appearances by crew members.

The Division has also stated that a major challenge in meeting the 180 day standard is scheduling coordination with the Department of Fish and Game on fishery openings and closings. Vessel patrols cannot always be reprogrammed on short notice.

Considering the 180 day standard, our review showed that the P/V Vigilant has not been within an acceptable range of the standard. The P/V Woldstad, during its first full year of activity (FY 84), was on patrol 160 days or 89% of the standard.

In addition to ensuring the P/V Vigilant and the P/V Woldstad are effectively utilized under the current enforcement plan, we recommend that the Division should formally analyze the positive and negative aspects and associated costs of alternatives to the current enforcement approach. The analysis of the various alternatives should be made available to the Administration and the Legislature for review and consideration.

Recommendation No. 2

The Division of Fish and Wildlife Protection should improve its budget projections for the Marine Enforcement Section.

Our review of the Division's Marine Enforcement Section budgets for FY 82, FY 83, and FY 84 disclosed that certain assumptions employed in estimating vessel operating costs were not supported by actual performance data. For example, anticipated requirements for diesel fuel for the P/V Vigilant were based on 250 sea days for FY 82 and FY 83, and 220 sea days for FY 84. Actual days at sea for the Vigilant during the three fiscal years were 118, 112, and 93, respectively. The following table compares budgeted costs with actual costs for the P/V Vigilant:

P/V Vigilant - Diesel Fuel Costs

FY	Budget	Actual	Difference
1982	$207,100	$58,094	$149,006
1983	$216,000	$58,586	$157,414
1984	$190,100	$34,413	$155,687

These overestimated budgets are also due to other variables, such as unrealistic per gallon fuel costs and bulk rate discounts. Overall, the Marine Enforcement Section over-budgeted diesel fuel for all its vessels as follows:

MARINE ENFORCEMENT SECTION - DIESEL FUEL COSTS

FY	Budget	Actual	Difference
1982	$459,800	$200,800	$259,000
1983	$682,100	$262,632	$419,468
1984	$716,800	$221,018	$495,782

Other budget components such as sea pay and various supplies were also based on unrealistic planned levels of activity.

Budgeting for variable costs necessitates accurate estimates based on performance data. In preparing its annual budgets, the Division of Fish and Wildlife Protection should place an emphasis on analyzing historical data to ensure that budget estimates more closely approximate actual performance.

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APPENDIX

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APPENDIX A

DEPARTMENT OF PUBLIC SAFETY
DIVISION OF FISH AND WILDLIFE PROTECTION
MARINE ENFORCEMENT SECTION
SCHEDULE OF VESSEL ACTIVITY
For Fiscal Years 1982, 1983, and 1984

	F Y 1982		F Y 1983		F Y 1984	
	Days	Percent	Days	Percent	Days	Percent
P/V Vigilant						
Crab Patrols	44	12.0%	56	15.4%	45	12.3%
Bristol Bay Salmon Patrol	30	8.2	27	7.4	33	9.0
Togiak Herring Patrol	29	8.0	14	3.8	-	0.0
Village Visits	-	0.0	-	0.0	4	1.1
Search and Rescue	-	0.0	-	0.0	1	.3
Vessel Seizure - Dutch Harbor	-	0.0	-	0.0	10	2.7
Seattle Maintenance	46	12.6	50	13.7	-	0.0
In Port - Kodiak	216	59.2	218	59.7	273	74.6
Total P/V Vigilant	365	100.0%	365	100.0%	366	100.0%
Patrol Activities	103	28.2%	97	26.6%	93	25.4%
Non-Patrol Activities	262	71.8	268	73.4	273	74.6
Total P/V Vigilant	365	100.0%	365	100.0%	366	100.0%
P/V Woldstad						
Crab Patrols			81	25.3%	99	27.0%
Southern Peninsula Salmon Patrol			12	3.8	-	0.0
Togiak Herring Patrol			27	8.4	45	12.3
Village Visits			16	5.0	16	4.4
Seattle Maintenance			-	0.0	25	6.8
In Port - Kodiak	Note 1		184	57.5	181	49.5
Total P/V Woldstad			320	100.0%	366	100.0%
Patrol Activities			136	42.5%	160	43.7%
Non-Patrol Activities			184	57.5	206	56.3
Total P/V Woldstad			320	100.0%	366	100.0%

Note 1: P/V Woldstad began patrol operations on August 15, 1982.

(Intentionally left blank)

BILL SHEFFIELD, GOVERNOR

DEPARTMENT OF PUBLIC SAFETY

OFFICE OF THE COMMISSIONER

POUCH N
JUNEAU, ALASKA 99811
PHONE:

465-4322

November 15, 1984

RECEIVED
NOV 19 1984
LEGISLATIVE AUDIT

Gerald L. Wilkerson, CPA
Legislative Auditor
Division of Legislative Audit
Pouch W
Juneau, Alaska 99811

Dear Mr. Wilkerson:

RE: Special Report on the Department of Public Safety, Division of Fish & Wildlife, Marine Enforcement

Thank you for the opportunity to reply to your CONFIDENTIAL preliminary audit report. Since several of our comments made in response to your preliminary letter have been incorporated into your report, our reply will be brief.

Recommendation No. 1:

The Division of Fish and Wildlife Protection should review the operations of the Patrol Vessels, Vigilant and Woldstad, to ensure that they are being effectively utilized under the current enforcement plan and analyze alternative approaches to enforcement.

Agree. Major vessel operations will be reviewed and short-run improvements will be implemented immediately, where practicable. The Division of Fish and Wildlife Protection, Marine Enforcement will complete an analysis of alternative approaches to enforcement during FY 86.

Recommendation No. 2:

The Division of Fish and Wildlife Protection should improve its budget projections for the Marine Enforcement Section.

Agree. Assumptions about vessel operating costs have been changed effective with preparation of the FY 85 budget which included $587,000 for diesel fuel costs. This is a reduction of $129,800 from the amount budgeted the previous year. When the FY 86 budget request is presented to the legislature, it will show a further reduction based upon historical data available for budget preparation. Other costs such as sea pay and various supplies are also budgeted on more likely estimates of enforcement activity.

12-L2LH

However, funds ought to be budgeted for planned vessel patrols even though all of those patrols may not be needed by fisheries management. Should the need occur and sufficient funds were not available to protect the renewable fisheries resource, fisheries managers would be inclined to limit or cancel the planned opening because of insufficient enforcement.

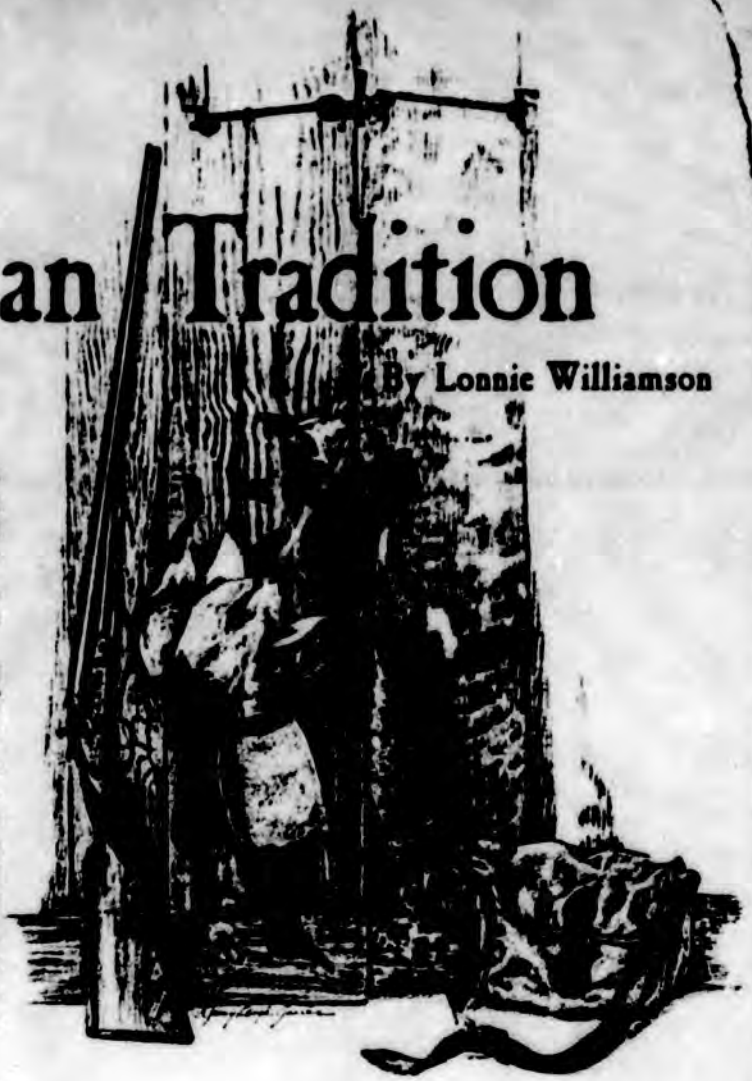
Your analysis is appreciated.

Sincerely,

Robert J. Sundberg
Commissioner

cc: Colonel Robert M. Henderson, Director, Fish & Wildlife Protection

Hunting– An American Tradition



By Lonnie Williamson

Three barefooted and shirtless boys broke through a thicket of young pines on a dead run and dove headlong into a chest-high briar patch alongside an old abandoned farmhouse. They crow-hopped through the blackberry thicket with amazing speed and jumped a wide ditch, landing in a dusty red-clay road. A half-mile sprint from there they were safe in the loft of Joe Sanders' barn.

It was a hot day in Jackson County, Georgia. The mad dash uphill from the Oconee River produced plenty of sweat to mix with blood oozing from scratches made by the red-tipped blackberry briars. The kids, all 12 years old, lay back in Sanders' new-mowed hay to assess the damage. Their feet were cut and bruised, and their upper bodies were raw. There were hundreds of claw-like briars sticking into their flesh. Little blue circles were forming around each one. Bloody sweat ran down the boys' bellies and puddled in their navals. The wounds burned like fire. A bucket of cool water would help douse the pain, but Sanders' well was on the back porch. The boys dared not leave the safety of the barn because game wardens were out there, and maybe close by.

Could the Garcia Decision cripple wildlife law enforcement?

It was night when my buddies and I slipped outside the barn and trudged five miles home to clean up and lie to our mothers about what had happened.

Seining the Oconee River on a steamy July afternoon had seemed like a great idea, even though it was against the law. The water always was muddy from cotton-field and dirt-road runoff. The only fishes abundant in the turbid flow were catfish and carp. But the river was cool and seemed like a good friend. Besides, game and fish laws for some reason weren't like other laws in Jackson County during the 1940s and early 1950s of my youth. Hardworking dirt farmers and sawmillers who wouldn't take 10 cents from a Rockefeller thought nothing about stealing a sack of catfish or rabbits from the general public. And the young towheads in my age group had no problem living with that philosophy.

Seining back then was community recreation, with an assortment of kin and neighbors taking part. The older men would hold the seine while the younger men and boys drove fish, snakes, muskrats, turtles, and whatever else was under the banks and fallen trees into the netting. Everybody converged around the seine at drive's end and lifted.

Fish and turtles were dropped into a burlap bag that usually was dragged along by someone afraid of snakes and reluctant to poke their arms and legs under the riverbanks. The snakes generally slithered through the netting and created a comical, lively dance around the seine as they invariably escaped across someone's legs. No one was interested in muskrats, and they paddled away frantically, diving under something at the first opportunity. It was all great fun, made even more so by the promise of fresh, fried catfish and grits for supper.

So we three striplings had gone seining with the menfolk that July day in 1951. Everyone was having a good time. We were catching fish and enjoying a cool break from the stifling heat. The fish sack was about half-filled when two game wardens appeared on a sandbar and announced their intention to arrest the whole lot.

Everybody in the river froze except the guy holding the sack. He eased the bag underwater and started releasing the fish very slowly. I knew an exodus was at hand.

The wardens finished their preliminaries and asked that we all join them on the sandbar for a discussion of names and addresses. With that, one of the seine holders replied in a very matter-of-fact voice: "Mr. Officer, you're welcome to this seine, but we've got to go." The river exploded. Men and boys popped onto the bank opposite the wardens like penguins boarding an iceberg. Someone

yelled: "Hit the woods and spread out! I'll get the truck! Get home the best way you can!"

One of the wardens was an older fellow; he stood anchored to the sandbar and yelled "Halt!" as we fled the scene. The other, evidently a young recruit, decided that he could wade the river and catch one of the violators. He probably could have if he had chosen the right one. But he happened to pick the three youngsters, probably because we were running together and making the most noise.

The warden didn't have a chance. A 200-pound uniformed officer toting a revolver and used to getting around in a state pickup is no match in a footrace through the piney woods with three barefoot, skinny, scared farm boys.

The "comp time" alternative is at best a halfway measure.

That encounter with law and order was a sobering experience to lads of our age. It convinced us that we were doing wrong, despite tradition. It's something I would rather forget, but can't. Needless to say, neither my buddies nor I went seining again.

It's been a long time since that educational summer day. The Oconee River runs mostly clear now. Pine plantations and fescue pastures have replaced the cotton fields, and most of the dirt roads have been paved. There are large-mouth bass in the river, and more game wardens walk the sandbars to check licenses and ticket violators. There also have been some attitude adjustments among the three briar-patch boys. They grew to respect and support game wardens, conservation officers, and other wildlife law enforcement people. Love for the animals and knowledge of their plight tend to cause that. Furthermore, legal hunting and fishing are much more relaxing.

In the modern, razzle-dazzle world of computerized, statistical analyses of wildlife populations and habitat, many people tend to forget that law enforcement is a basic ingredient of wildlife management. In fact, it was the first ingredient.

The organized system of wildlife management in America today actually began in the mid-1800s. Sportsmen, offended by the uncontrolled killing of wildlife, created numerous game protection associations around the country. By 1900, at least 374 of these self-styled societies had been formed.

This movement spawned state and federal wildlife agencies as well as game laws and regulations. Then came the call for officers to enforce the new rules. Many were hired, and wildlife management was underway. Law enforcement would be the primary focus of game management until the 1930s, when habitat protection and enhancement gained equal status.

Today (according to an independent study by W. Bill Morse, western representative of the Wildlife Management Institute), there are more than 7,100 law enforcement officers working for state fish and wildlife agencies. They make up 32.5% of the agencies' employees and receive 29.7% of the budgeted funds (more than $275 million in 1984). Today's officers reflect this interest and investment. They are better trained and more efficient than their predecessors. However, there are problems, and efforts are underway to solve them.

A 1984 report by the Wildlife Management Institute contained five recommendations for improving state wildlife law enforcement: 1) establish a uniform, computerized record system nationwide so that all information would be readily available to any state; 2) improve planning so that enforcement goals would jibe with agency goals; 3) improve officer safety through in-service training and better supervision; 4) keep enforcement and ecological divisions of agencies in close contact to avoid separatism; and 5) increase pressure on activities that destroy habitat, such as illegal dredge and fill operations.

This is all well and good. But who is going to pay the bill? Better educated, trained, and equipped officers cost more money. The lion's share of enforcement costs is paid by hunting and fishing license receipts. Most state wildlife agencies do not have the authority to increase license fees. They must rely on the legislatures for those increases, which is a hit-and-miss proposition at best. State wildlife budgets have yet to recoup the tremendous losses in real dollars suffered from double-digit inflation during the late 1970s. And to make matters worse, the U.S. Supreme Court has complicated matters.

In February 1985, the Supreme Court issued what is known as the "Garcia Decision." That ruling required that all state and municipal governments abide by overtime pay provisions in the federal Fair Labor Standards Act (FLSA). In essence, that statute requires that employees be paid time-and-a-half for hours in excess of 40 per week.

Realizing the ramifications of this move, wildlife program administrators almost panicked. They visualized the huge overtime bills that would be incurred during peak hunting and fishing seasons, and they had no money with which to pay. Many anticipated a significant reduction in their enforcement effort. Their concerns drifted to Washington, D.C., and Congress has provided a measure of relief.

Urge your state legislature to increase funds for wildlife officers.

President Reagan signed legislation in November 1985 that partially overrode the Supreme Court decision. The new language allows wildlife agencies to give employees time off in lieu of overtime pay. Workers must get one-and-a-half hours of "comp time" for each hour of overtime worked. But any way you cut it, there will be less wildlife law enforcement for the dollar in future years.

The new amendment to FLSA gives state wildlife program administrators until next fall to comply. The big decision between now and then will be whether to reduce law enforcement activities or find more money to continue the current effort. And where will that additional funding come from?

This situation does not reflect negatively on the officers, unions, admi strators or any other group. It is but more evidence of a changing world. No one ever said that success is problem-free.

So far, all groups concerned, except the state legislatures, have reacted in a positive manner to the new era and its new problems. Perhaps it is time for these governing bodies to help by providing the needed funds. Reasonable license fee increases and general revenue support to continue improving wildlife law enforcement programs are not nearly as hard to swallow as grits without fried catfish. ■

Alaska State Legislature

House of Representatives

SPECIAL
COMMITTEE ON FISHERIES

Pouch V
State Capitol
Juneau, Alaska 99811
(907) 465-4833

HEARING DATE: Feb. 25, 1986 Fish/Wildlife Hearings

NAME (Please Print)	ADDRESS	REPRESENTING	TESTIFY (Yes or No)	PHONE NUMBER
Roland Shanks		ADF&G	Yes	4100
James Vinden	Pouch N 99811	D. of P.S	Yes	4322
Robert Sandberg	Pouch N 99811	D. P.S.	Available for questions	4322
Michael C Kolivosky	5700 Tudor Rd Anch	Alaska State Troopers	yes	269-5511
Robert Henderson	5700 Tudor Rd Anch	Fish + Wildlife Protection	yes	269-5511
John Skan	Box 55 Klawock, AK	Klawock Heenya	yes	755-2[illegible]

Alaska State Legislature

House of Representatives

SPECIAL
COMMITTEE ON FISHERIES

Pouch V
State Capitol
Juneau, Alaska 99811
(907) 465-[illegible]33

HEARING DATE: March 4, 1982 Fish + Wildlife Continued

NAME (Please Print)	ADDRESS	REPRESENTING	TESTIFY (Yes or No)	PHONE NUMBER
Dean Paddock	Bx 312 Jno 99802	Bristol Bay Drift Netters Assn	Yes	789-1411
Jack Cadigan		UFA	Yes	6-2822
KATHY NILES		Public Safety	No	5-4336
JOHN TAYLOR	Box 85 Moose Pass 99631	P.S.E.A.	IF NEEDED	288-3640
Terri Bills	Box Am Juneau	oms	No	3568
Ron Somerville	3780 Mc Ginnis Jno	Sal A	No	789-3450
Bob Blakely		UfA - CDFU	yes	

Alaska State Legislature

House of Representatives

SPECIAL
COMMITTEE ON FISHERIES

Pouch V
State Capitol
Juneau, Alaska 99811
(907) 465-4833

HEARING DATE: March 5, 1982 Fish/Wildlife

NAME (Please Print)	ADDRESS	REPRESENTING	TESTIFY (Yes or No)	PHONE NUMBER
JOHN TAYLOR	Box 85 Moose Pass 9963	PSEA	IF NEEDED	224-3995
Robert Henderson	Anchorage	DPS	yes	269-5509
Dean Paddock	Box 312 Juneau 99802	Bristol Bay Drift netters Assn	If Needed	789-1411
Terry Otness	Box U	San Paul Fisher	No	3791
Jim Vinden	450 Whittier St. 99811	DPS	yes	4322

Alaska State Legislature

House of Representatives

Committee on
Community & Regional Affairs

Pouch V
State Capitol
Juneau, Alaska 99811
(907) 465-4833

HEARING DATE: April 3 Special Fisheries Fish + Wildlife Enforcement

NAME (Please Print)	ADDRESS	REPRESENTING	TESTIFY (Yes or No)	PHONE NUMBER
Comm. Sandberg				

DELIVER TO: TCJNU

ORIGINAL
SENT: 02/25/86 TIME: 11:12
FROM: LIODJT
SUBJECT: 2/25 FINAL STATS
PRINT DATE: 02/25/86 TIME: 11:12

********** DELTA FINAL STATS **********

SPONSOR: HOUSE SPEC COM ON FISHERIES

SUBJECT: FISH AND WILDLIFE ENFORCEMENT OVERSIGHT

DATE: FEBRUARY 25, 1986

SITE: DELTA

LOCAL MODERATOR: LIZ SARVER

NO PARTICIPANTS

EAGLE:

UNABLE TO TESTIFY DUE TO LACK OF TIME:

1. ROGER DUNBAR, P.O. BOX 143, EAGLE, AK 99738

OBSERVED:
1. DON CHASE, P.O. BOX 64, EAGLE, AK 99738
2. STEVE ULVI, P.O. BOX 94, EAGLE, AK 99738
3. RON SUTTEN, P.O. BOX 64, EAGLE, AK 99738
4. BRUCE COLLINS, P.O. BOX 74680, FAIRBANKS, AK 99701

DELTA: TESTIFIED: 0
OBSERVED: 0
TOTAL: 0

EAGLE: UNABLE TO TESTIFY DUE TO LACK OF TIME: - 1
OBSERVED: - 4
TOTAL: - 5

DELIVER TO: TCJNU

ORIGINAL
SENT: 02/25/86 TIME: 11:14
FROM: LIOKOD
SUBJECT: KODIAK FINAL STATS
PRINT DATE: 02/25/86 TIME: 11:14

*** FINAL T/C STATS ***

DATE: TUESDAY, FEBRUARY 25, 1986
SITE: KODIAK L.I.O.
SPONSOR: HOUSE SPEC. COMMITTEE ON FISHERIES
SUBJECT: FISH AND WILDLIFE OVERSIGHT
LOCAL MODERATOR: LORNA STEELMAN

OBSERVED:

NAME/REPRESENTING	ADDRESS	PHONE
1. TOM SCHWANTES	BOX 1911, KODIAK 99615	487-2754
2. STEVE REYNOLDS	BOX 1005, KODIAK 99615	486-4121
3. SCOTT GIBBENS	BOX 4214, KODIAK 99615	486-8360
4. DAVE HENLEY	BOX 1545, KODIAK 99615	486-3858
5. DAVID SHRADER	412 WILLOW, KODIAK 996 15	486-5819
6. BOB LOCHMAN	BOX 2023, KODIAK 99615	487-2546
7. DAVE WOODRUFF	105 MARINE WAY, KODIAK 99615	486-5746

TESTIFIED: 0
OBSERVED: 7
TOTAL: 7

TIME START: 8:40AM
TIME END: 10:40AM

DELIVER TO: TCJNU

ORIGINAL
SENT: 02/25/86 TIME: 10:53
FROM: HARRY MANDREGAN
SUBJECT: FINAL STATS T/C 02/25/86
PRINT DATE: 02/25/86 TIME: 10:54

*** FINAL T/C STATS ***

DATE: FEBRUARY 25TH, 1986
SITE: ANCHORAGE, ALASKA
SPONSOR: HOUSE SPECIAL COMMITTEE ON FISHERIES
SUBJECT: FISH & WILDLIFE ENFORCEMENT OVERSIGHT
LOCAL MODERATOR: HARRY TRACY MANDREGAN

TESTIFY:

NAME/REPRESENTING	ADDRESS	PHONE

OBSERVE:	NAME/REPRESENTING	ADDRESS	PHONE
1.	JOSEPH W. CAMPBELL	3835 HAMPTON	269-5751
2.	GOO GALLIS	5922 PROSPERITY ANCHORAGE	338-2589

TESTIFIED: 0
OBSERVED: 2
TOTAL: 2

TIME START: 8:30 AM
TIME END: 10:33 AM

DELIVER TO: LTCJ

ORIGINAL
SENT: 02/25/86 TIME: 11:04
FROM: LIODLG
SUBJECT: 2\25\86 F&W ENFORCEMT OVERST
PRINT DATE: 02/25/86 TIME: 11:06

FINAL STATS

DATE: 2\25\86
SITE: DILLINGHAM
SPONSOR: HOUSE SPECIAL COMMITTEE ON FISHERIES
SUBJECT: FISH AND WILDLIFE INFORCEMENT OVERSIGHT
LOCAL MODERATOR: INEZ WEBB

DILLINGHAM

TESTIFIED:
1.) CALVIN SKONBERG, FARWEST CORP. BOX 2527, KODIAK, AK. 486-5900 (MAY BE 486-5700)
2.) JIM TIMMERMAN, BRISTOL BAY NATIVE ASSOC , BOX 189, DILLINGHAM, AK. 99576 842-5257

UNABLE TO TESTIFY:
1.) LEE GOODMAN, BERING SEA FISHERMENS ASSOC., 817 W. 19TH, ANCHORAGE, AK. 279-6519

OBSERVED:
1.) ROM KMIECIK, DEPT OF PUBLIC SAFETY, FISH AND WILDLIFE PROTECTION, PO BOX 223, DILLINGHAM, AK. 99576 842-5351

TESTIFIED: -2-
OBSERVED: -2-
TOTAL: -4-

NAKNEK

OBSERVED:
1.) RONALD HOOD, BOX 277, KING SALMON, AK. 99613 246-3339
2.) DICK DYKEMA, BOX 272, KING SALMON, AK. 99613 246-3307

TESTIFIED: -0-
OBSERVED: -2-
TOTAL: -2-

EOM

DELIVER TO LTCJ

ORIGINAL
SENT: 02/25/86 TIME: 10:40
FROM: LIOPSG
SUBJECT: SPEC.COMM.FISH-T/C
PRINT DATE: 02/25/86 TIME: 10:43

*** FINAL T/C STATS ***

DATE: FEB. 25, 1986
SITE: PETERSBURG
SPONSOR: SPEC. COMM. ON FISH
SUBJECT: FISH & GAME PROTECTION
LOCAL MODERATOR: DOROTHY PENTTILA

TESTIFIED:

NAME/REPRESENTING	ADDRESS	PHONE
--NONE-		
2. LEW BRANTLEY		

OBSERVED:

NAME/REPRESENTING	ADDRESS	PHONE
1. SUE RAFFLEY (KFSK RADIO)	BOX 149	772-3808
2. LEW BRANTLEY	BOX 238	772-4737
3. BRIAN LYNCH	BOX 1247	772-3801

TESTIFIED: 0 TIME START: 8:30
OBSERVED: 3 TIME END: 10:40
TOTAL: 3

DELIVER TO: TCJNU

ORIGINAL
SENT: 02/25/86 TIME: 11:26
FROM: EVELYN JOHNSON
SUBJECT: FINAL T/C STATS
PRINT DATE: 02/25/86 TIME: 11:40

**** FINAL T/C STATS ****

DATE: FEBRUARY 25, 1986
SITE: KETCHIKAN LIO
SPONSOR: HOUSE SPECIAL COMMITTEE ON FISHERIES
SUBJECT: FISH AND WILDLIFE ENFORCEMENT OVERSIGHT
LOCAL MODERATOR: BONNIE POTTER

TESTIFIED:
NAME/REPRESENTING ADDRESS PHONE

OBSERVED:
NAME/REPRESENTING ADDRESS PHONE

NO PARTICIPANTS IN KETCHIKAN

TESTIFIED: 0
OBSERVED: 0
TOTAL: 0

TIME START: 8:30 AM
TIME END:

AME/REPRESENTING ADDRESS PHONE

OBSERVED:
NAME/REPRESENTING ADDRESS PHONE

NO PARTICIPANTS IN KETCHIKAN

TESTIFIED: 0
OBSERVED: 0
TOTAL: 0

TIME START: 8:30 AM
TIME END:

DELIVER TO: TCJNU

ORIGINAL
SENT: 02/25/86 TIME: 11:33
FROM: LIOBET
SUBJECT: FINAL STATS
PRINT DATE: 02/25/86 TIME: 11:33

FINAL STATS

T/C: HOUSE SPECIAL COMMITTEE ON FISHERIES
SUBJECT: FISH AND WILDLIFE ENFORC. OVERSIGHT
DATE: 2-25-86
SITE: BETHEL

IN BETHEL NO PARTICIPANTS

****
*
* DELIVER TO: LTCJ
*
*
*
* ORIGINAL
* SENT: 02/25/86 TIME: 10:17
* FROM: LIODLG
* SUBJECT: 2\25\86 F&W ENFORCEMENT OVERST
* PRINT DATE: 02/25/86 TIME: 10:22
*
****

**********FINAL STATS
****

DATE: FEBUARY 25, 1986
SITE: DILLINGHAM
SPONSOR: HOUSE SPECIAL COMMITTEE ON FISHERIES
SUBJECT: FISH AND WILDLIFE INFORCEMENT OVERSIGHT
LOCAL MODERATOR: INEZ WEBB

****
DILLINGHAM

TESTIFIED:
1.) CALVIN SKONBERG, FARWEST CORP. BOX 2527, KODIAK, AK. 486-5900 (MAY BE 486-5700)
2.) JIM TIMMERMAN, BRISTOL BAY NATIVE ASSOC. BOX 189, DILLINGHAM, AK. 99576 842-5257

OBSERVED:
1.) RON KMIECIK, DEPT. OF PUBLIC SAFETY, FISH AND WILDLIFE PROTECTION, PO BOX 223, DILLINGHAM, AK. 99576 842-5351

UNABLE TO TESTIFY:
1.) LEE GOODMAN, BERING SEA FISHERMENS ASSOC., 817 W. 19TH, ANCHORAGE, AK. 279-6519

TESTIFIED: -2-
OBSERVED:-2-
TOTAL: -4-

****

DELIVER TO: TCJNU

ORIGINAL
SENT: 02/25/86 TIME: 14:37
FROM: LIOSOL
SUBJECT: FINAL STATS
PRINT DATE: 02/25/86 TIME: 14:38

* * * FINAL STATS * * *

DATE: 2/28/86 2/25
SITE: SOLDOTNA
SPONSOR: HOUSE SPEC. COMMITTEE ON FISHERIES
SUBJECT: FISH AND WILDLIFE ENFORCEMENT OVERSITE

OBSERVED:
1.CHUCK RODGERS/FWP 265 WEST WILSON LN,SOLDOTNA99669
262-4573
2.JIM EVENSON/UCIDA BOX 324,KENAI,99611 776-8060
3.PHIL GILSON/FWP BOX 3594,SOLDOTNA,99669 262-3124

TOTAL OBSERVED: 3

DELIVER TO: TCJNU

ORIGINAL
SENT: 02/25/86 TIME: 13:28
FROM: TCGLN
SUBJECT: FINAL STATS
PRINT DATE: 02/25/86 TIME: 13:33

LEGISLATIVE TELECONFERENCE NETWORK

F I N A L S T A T S

DATE: 02-25-86
SITE:MODERATOR: GLENNALLEN-REBA
SPONSOR: H S C ON FISHERIES
SUBJECT: FISH AND WILDLIFE ENFORCEMENT

0 TESTIFIED
0 OBSERVED
0 TOTAL

TC BEGAN: XX:XX
TC ENDED: XX:XX
MODERATOR AIN XXXXXXX

NAME-REPRESENTING ADDRESS-PHONE

WE DID NOT SIGN ON.

DELIVER TO: TCJNU

ORIGINAL
SENT: 02/26/86 TIME: 10:00
FROM: LIOVAL
SUBJECT: TC FISH & WILDLIFE
PRINT DATE: 02/26/86 TIME: 11:40

*** FINAL T/C STATS ***

DATE: FEB. 25, 1986
SITE: VALDEZ
SPONSOR: H SPEC COMM ON FISHERIES
SUBJECT: FISH & WILDLIFE ENFORCEMENT
LOCAL MODERATOR: PAT VON BARGEN

TESTIFIED: 0

NAME/REPRESENTING	ADDRESS	PHONE

OBSERVED: 0

NAME/REPRESENTING	ADDRESS	PHONE

TESTIFIED: 0
OBSERVED: 0
TOTAL: 0

TIME START: 8:30 AM
TIME END: ?

NOT ON LINE

DELIVER TO: TCJNU

ORIGINAL
SENT: 02/26/86 TIME: 10:05
FROM: LIOVAL

DELIVER TO: TCJNU

ORIGINAL
SENT: 02/27/86 TIME: 10:16
FROM: LIOBAR
SUBJECT: FINAL STATS
PRINT DATE: 02/27/86 TIME: 10:47

****FINAL STATS****FINAL STATS****FINAL STATS****FINAL STATS*****

BARROW LIO
2/25 AND 2/27/86
HOUSE SPECIAL COMMITTEE ON FISHERIES
FISH AND WILDLIFE ENFORCEMENT
---------- TESTIFY/OBSERVE

BARROW PARTICIPANTS:
1)NO ONE

TESTIFIED: 0 OBSERVED: 0 TOTAL: 0

DELIVER TO: TCJNU

ORIGINAL
SENT: 02/25/86 TIME: 14:39
FROM: FALEENE BIGGS
SUBJECT: FINAL STATS--HAINES LTC
PRINT DATE: 02/25/86 TIME: 14:39

*** FINAL T/C STATS ***

DATE: TUESDAY, FEBRUARY 25, 1986
SITE: HAINES LTC
SPONSOR: HOUSE SPECIAL COMMITTEE ON FISHERIES
SUBJECT: FISH & WILDLIFE ENFORCEMENT OVERSIGHT
LOCAL MODERATOR: ALETA ADKINS

OBSERVED:

1. DAVE NANNEY, P.O. BOX 387, HAINES, AK 99827 766-2763
2. EDNA HALES, P.O. BOX 256, HAINES, AK 99827
3. REBECCA HALES, P.O. BOX 256, HAINES, AK 99827

TESTIFIED: 0
OBSERVED: 3
TOTAL: 3

TIME START: 8:30
TIME END: 10:00

END OF PAGE

DELIVER TO: TCJNU

ORIGINAL
SENT: 02/25/86 TIME: 12:25
FROM: TCMAT
SUBJECT: FNL STTS-CRDVA 2/25 FISHERIES
PRINT DATE: 02/25/86 TIME: 12:25

*** FINAL T/C STATS***

DATE: 2/25/86
SITE: CORDOVA
SPONSOR: H SPEC CMTE FISHERIES, ETC
SUBJECT ENFORCEMENT OVERSIGHT
LOCAL MODERATOR BARCLAY JONES-KOPCHAK

TESTIFIED:

NAME/REPRESENTING	ADDRESS	PHONE

(TWO WHO WERE UNABLE TO TESTIFY TODAY WANT TO THURSDAY)

OBSERVED:

	NAME/REPRESENTING	ADDRESS		PHONE
1.	GERALD MCCUNE	POB 572 CORDOVA	99574	424-3447
2.	JEFF GUARD	POB 815 CORDOVA	99574	424-7750
3.	STANLEY SAMUELSON	POB 936 CORDOVA	99574	424-7714
4.	RONEL STEPHENS	POB 843 CORDOVA	99574	424-7600

TESTIFIED: 0
OBSERVED: 4
TOTAL: 4

TIME START: 8:30 A
TIME END:

DELIVER TO: TCJNU

ORIGINAL
SENT: 02/25/86 TIME: 12:11
FROM: EVELYN JOHNSON
SUBJECT: FINAL T/C STATS
PRINT DATE: 02/25/86 TIME: 12:12

*** FINAL T/C STATS ***

DATE: FEBRUARY 25, 1986
SITE: WRANGELL LTC
SPONSOR: HOUSE SPECIAL COMMITTEE ON FISHERIES
SUBJECT: ENFORCEMENT OVERSIGHT
LOCAL MODERATOR: MABEL FENNIMORE

TESTIFIED:
NAME/REPRESENTING ADDRESS PHONE

OBSERVED:
NAME/REPRESENTING ADDRESS PHONE

1. BOB RODRIGUES, BOX 1847, WRANGELL 99929 874-2228
2. JIM GOVE, BOX 531, WRANGELL, 99929 874-2381

TESTIFIED: 0
OBSERVED: 2
TOTAL: 2

TIME START: 8:30 AM
TIME END: 10:00 AM

Legislative Information and Teleconference Networks

SIGN-IN SHEET

Date: 2/25

Site/Location: Juneau

Sponsor/Subject: Spec Committee on Fisheries Fish + Wildlife Enforcement oversight

Name/Representing	Address	Phone	Here to Testify	Here to Observe
Rep Gall				
Navarre				
Barkley				
Jenkins				
Thompson				
Marron				
Witness: Commissioner -				
Deputy Com: Vadas				
Director Henderson				
Boyd Brooks Dept of Fish + Game				
Carol Henderson				
John Sloan from Kalskag				
Observers: 24				
Calvin Skonberg - Chignik 486-5900				

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**********************************************************************
*                                                                    *
* DELIVER TO: TCJNU                                                  *
*                                                                    *
*                                                                    *
* ORIGINAL                                                           *
* SENT:          02/26/86  TIME: 12:48                               *
* FROM:          TCFBX                                               *
* SUBJECT:       2\25 - HSC FISHERIES - T/C                          *
* PRINT DATE:    02/26/86  TIME: 12:49                               *
*                                                                    *
**********************************************************************
```

FINAL T/C STATS

DATE: 2\25\86
SITE: FAIRBANKS, AK MODERATOR PAULA GRAY

SPONSOR: HOUSE SPECIAL COMMITTEE ON FISHERIES
SUBJECT: FISH AND WILDLIFE ENFORCEMENT OVERSIGHT

NAME/REPRESENTING	ADDRESS	PHONE
TESTIFIED:		
1. BRANDON ANDERSON	P.O. BOX 82301, FBKS, 99708	479-3320
OBSERVED		
1. TERRY JORDON	73 RANGEVIEW DR, FBKS, 99705	488-2970
2. TED RUDDELL	521 PANORAMA DR, FBKS, 99701	457-7560
3. RON SILAS	201 1ST. AVE, FBKS, 99701	452-8251
4. OSCAR FRANK	201 1ST. AVE, FBKS, 99701	452-8251
5. MITCH DEMIENTIEFF	1300 COLLEGE, FBKS, 99709	479-6211
6. PHILIP TITUS	GEN DEL.,MINTO, 99758	NONE

TESTIFIED: 1 TIME START: 8:30 A.M. TIME END: 10:00 A.M.

OBSERVED: 6
TOTAL: 7

```
* DELIVER TO: TCJNU                                                    *
*                                                                      *
*                                                                      *
* ORIGINAL                                                             *
* SENT:          02/25/86  TIME: 14:37                                 *
* FROM:          LIOSOL                                                *
* SUBJECT:       FINAL STATS                                           *
* PRINT DATE:    02/26/86  TIME: 11:35                                 *
*                                                                      *
```

* * * FINAL STATS * * *

25

DATE: 2/28/86
SITE: SOLDOTNA
SPONSOR: HOUSE SPEC. COMMITTEE ON FISHERIES
SUBJECT: FISH AND WILDLIFE ENFORCEMENT OVERSITE

OBSERVED:
1.CHUCK RODGERS/FWP 265 WEST WILSON LN,SOLDOTNA99669
262-4573
2.JIM EVENSON/UCIDA BOX 324,KENAI,99611 776-8060
3.PHIL GILSON/FWP BOX 3594,SOLDOTNA,99669 262-3124

TOTAL OBSERVED: 3

```
**********************************************************************
*                                                                    *
* DELIVER TO: TCJNU                                                  *
*                                                                    *
*                                                                    *
* ORIGINAL                                                           *
* SENT:          02/25/86  TIME: 14:37                               *
* FROM:          LIOSOL                                              *
* SUBJECT:       FINAL STATS                                         *
* PRINT DATE:    02/26/86  TIME: 11:35                               *
*                                                                    *
**********************************************************************

                        * * * FINAL STATS * * *

DATE:   2/28/86
SITE:   SOLDOTNA
SPONSOR:  HOUSE SPEC. COMMITTEE ON FISHERIES
SUBJECT:  FISH AND WILDLIFE ENFORCEMENT OVERSITE

OBSERVED:
1.CHUCK   RODGERS/FWP        265   WEST   WILSON  LN,SOLDOTNA99669
262-4573
2.JIM EVENSON/UCIDA     BOX 324,KENAI,99611      776-8060
3.PHIL GILSON/FWP     BOX 3594,SOLDOTNA,99669      262-3124

TOTAL  OBSERVED:  3

**********************************************************************
*                                                                    *
```

TO Rep. Goll

C - 17

attn: Sharon

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**********************************************
*                                            *
* DELIVER TO: TCJNU                          *
*                                            *
*                                            *
* ORIGINAL                                   *
* SENT:          02/28/86  TIME: 17:08       *
* FROM:          LIODJT                      *
* SUBJECT:       2/27 FINAL STATS            *
* PRINT DATE:    02/28/86  TIME: 17:08       *
*                                            *
**********************************************
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********** DELTA FINAL STATS **********

SPONSOR: SPEC COM ON FISH.

SUBJECT: FISH AND WILDLIFE ENFORCEMENT OVERSIGHT

DATE: FEBRUARY 27, 1986

SITE: DELTA

LOCAL MODERATOR: LIZ SARVER

UNABLE TO TESTIFY DUE TO LACK OF TIME:
1. JANE GOODMAN, P.O. BOX 1108, DELTA JCT., AK 99737
2. STEVE DEWAR, P.O. BOX 293, DELTA JCT., AK 99737 895-4543

OBSERVED:
1. DEAN CUMMINGS, P.O. BOX 862, DELTA JCT., AK 99737 895-4619
2. D.W. BUNSELEMEIER, P.O. BOX 465, DELTA JCT., AK 99737

EAGLE:

TESTIFIED:
1. ROGER DUNBAR, P.O. BOX 143, EAGLE, AK 99738

	UNABLE TO (DUE TO LACK OF TIME)	
DELTA:	TESTIFY :	2
	OBSERVED:	2
	TOTAL:	4
EAGLE:	TESTIFIED:	- 1
	OBSERVED:	- 0
	TOTAL:	- 1

DELIVER TO: TCJNU

ORIGINAL
SENT: 02/27/86 TIME: 15:55
FROM: EVELYN JOHNSON
SUBJECT: HYDER/UFO STATS
PRINT DATE: 02/27/86 TIME: 15:56

*** FINAL T/C STATS ***

DATE: FEBRUARY 27, 1986
SITE: HYDER, ALASKA (NOTE: UFO SITE)
SPONSOR: HOUSE SPECIAL COMMITTEE ON FISHERIES
SUBJECT: ENFORCEMENT OVERSIGHT/FISH & WILDLIFE
LOCAL MODERATOR: DON HAGEN(GENERAL DELIVERY)99923

TESTIFIED:
NAME/REPRESENTING ADDRESS PHONE

NOTE: ALL PERSONS WERE UNABLE TO TESTIFY.
1. LAWRENCE MAX
2. DAVID DOYLE
3. WILLIAM HEAPE
4. TONY TOPPA
5. DEAN MASHINTER

OBSERVED:
NAME/REPRESENTING ADDRESS PHONE

TESTIFIED: 5 UNABLE TIME START: 9:30 AM
OBSERVED: 0 TIME END: 10:45 AM
TOTAL: 5

DELIVER TO: TCJNU

ORIGINAL
SENT: 02/27/86 TIME: 10:50
FROM: EVELYN JOHNSON
SUBJECT: T/C STATS/FISHERIES
PRINT DATE: 02/27/86 TIME: 11:05

*** FINAL T/C STATS ***

DATE: FEBRUARY 27, 1986
SITE: KETCHIKAN LIO
SPONSOR: HOUSE SPECIAL COMM ON FISHERIES
SUBJECT: ENFORCEMENT OVERSIGHT/FISH AND WILDLIFE
LOCAL MODERATOR: BONNIE POTTER

TESTIFIED:

NOTE: UNABLE TO TESTIFY	NAME/REPRESENTING	ADDRESS	PHONE
1.	D. AUSTIN MCKINNEY	BOX 540, KTN 99901	225-6255

OBSERVED:

NAME/REPRESENTING	ADDRESS	PHONE
1. AL CAIN	ROUTE 1-BOX 394-E, KTN 99901	225-4076

TESTIFIED: (UNABLE)1
OBSERVED: 1
TOTAL: 2

TIME START: 8:40 AM
TIME END: 10:20 AM

DELIVER TO: TCJNU

ORIGINAL
SENT: 02/27/86 TIME: 11:13
FROM: HARRY MANDREGAN
SUBJECT: FINAL STATS T/C 02/27/86
PRINT DATE: 02/27/86 TIME: 11:15

*** FINAL T/C STATS ***

DATE: FEBRUARY 27TH, 1986
SITE: ANCHORAGE, ALASKA
SPONSOR: HOUSESPECIAL COMMITTEE ON FISHERIES
SUBJECT: FISH AND WILDLIFE ENFORCEMENT OVERSIGHT
LOCAL MODERATOR: HARRY TRACY MANDREGAN

TESTIFY:

	NAME/REPRESENTING	ADDRESS	PHONE
1.	JOHN DURKIN	BOX 140752 ANCHORAGE 99514	337-1593
2.	BOB PIAZZA	801 WEST FIREWEED LANE #201	276-6464

OBSERVE:

	NAME/REPRESENTING	ADDRESS	PHONE
1.	CHRISTINE/GEORGE GALLIS	5922 PROSPERITY 99504	338-2589
2.	JOSEPH W. CAMPBELL	3835 HAMPTON DRIVE 99504	337-5755
3.	SCOTT W. JONES	5645 CHILKOOT CT. 99504	333-1168
4.	ROD MILLS	S.R.1-B, BOX 1721 E.R.,AK. 99577	694-2022
5.	LAMA BLISS (KIMO)	2700 EAST TUDOR	561-1313
6.	J.R. NUTGRASS/OPS-FWP	TUDOR RD. ANCHORAGE	269-5589
7.	KIMO TV CAMERA MAN		561-1313

TESTIFIED: 2
OBSERVED: 8
TOTAL: 10

TIME START: 8:30 AM
TIME END: 10:05 AM

DELIVER TO: TCJNU

ORIGINAL
SENT: 02/27/86 TIME: 11:04
FROM: EVELYN JOHNSON
SUBJECT: T/C STATS/FISHERIES/WRG
PRINT DATE: 02/27/86 TIME: 11:14

*** FINAL T/C STATS ***

DATE: FEBRUARY 27, 1986
SITE: WRANGELL LTC
SPONSOR: HOUSE SPECIAL COMM ON FISHERIES
SUBJECT: ENFORCEMENT OVERSIGHT
LOCAL MODERATOR: MABEL FENNIMORE

TESTIFIED:

NAME/REPRESENTING	ADDRESS	PHONE

OBSERVED:

NAME/REPRESENTING	ADDRESS	PHONE
1. BOB RODRIGUES	BOX 1847, WRG 99929	874-2228
2. JIM GOVE	BOX 531, WRG 99929	874-2381

TESTIFIED: 0
OBSERVED: 2
TOTAL: 2

TIME START: 8:30 AM
TIME END: 10:20 AM

DELIVER TO: TCJNU

ORIGINAL
SENT: 02/27/86 TIME: 11:33
FROM: LIOKOD
SUBJECT: SAND POINT FINAL STATS
PRINT DATE: 02/27/86 TIME: 11:44

*** FINAL T/C STATS ***

DATE: FEBRUARY 27, 1986 - THURSDAY
SITE: SAND POINT TELECONFERENCE CENTER
SPONSOR: HOUSE SPECIAL COMMITTEE ON FISHERIES
SUBJECT: FISH AND WILDLIFE OVERSIGHT
LOCAL MODERATOR: SUSANSPARGO

PARTICIPANTS:
NAME/REPRESENTING ADDRESS PHONE

"THESE PEOPLE WANTED TO TESTIFY BUT WERE NOT CALLED ON"

1. MARTIN SPARGO, BOX 35 SAND POINT, 99661, 383-3788
2. MARIE OSTERBACH, BOX 156 SAND POINT, 99661, 383-2363

TO OBSERVE ONLY:
NAME/REPRESENTING ADDRESS PHONE

1. DAN DUNAWAY, BOX 127 SAND POINT, 99661, 383-2066

TESTIFIED: 0
OBSERVED:
TOTAL: 3

TIME START: 8:30AM
TIME END: 10:05AM

DELIVER TO: TCJNU

ORIGINAL
SENT: 02/27/86 TIME: 12:04
FROM: TCMAT
SUBJECT: FNL STTS M-S 2/27 F&G
PRINT DATE: 02/27/86 TIME: 12:14

*** FINAL T/C STATS***

DATE: 2/27/86
SITE: M-S LIO
SPONSOR: H/SPEC CMTE
SUBJECT ENFORCEMENT OVERSIGHT
LOCAL MODERATOR JUDY MATHIS

TESTIFIED:
NAME/REPRESENTING ADDRESS PHONE

OBSERVED:
NAME/REPRESENTING ADDRESS PHONE
1. JACK JORDAN, F&G 453 SO. VALLEY WAY PALMER 99645 745-2131

TESTIFIED: 0
OBSERVED: 1
TOTAL: 1

TIME START: 8:30
TIME END:

```
**********************************************************************
*                                                                    *
* DELIVER TO:  TCJNU                                                 *
*                                                                    *
*                                                                    *
* ORIGINAL                                                           *
* SENT:          02/27/86  TIME: 10:35                               *
* FROM:          TCGLN                                               *
* SUBJECT:       FINAL STATS - FISHERIES                             *
* PRINT DATE:    02/27/86  TIME: 10:50                               *
*                                                                    *
**********************************************************************
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LEGISLATIVE TELECONFERENCE NETWORK

F I N A L S T A T S

****

DATE: 02-27-86
SITE MODERATOR: GLENNALLEN-REBA
SPONSOR: H S C ON FISHERIES
SUBJECT: FISH & WILDLIFE ENFORCEMENT

0 TESTIFIED
0 OBSERVED
0 TOTAL

TC BEGAN: XX:XX
TC ENDED: XX:XX
MODERATOR @IIN XXXXXXX

****

NAME-REPRESENTING ADDRESS-PHONE

****

DID NOT SIGN ON.

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*****************************************************
*                                                   *
* DELIVER TO: TCJNU                                 *
*                                                   *
*                                                   *
* ORIGINAL                                          *
* SENT:          02/27/86  TIME: 10:28              *
* FROM:          ELAINE SUNDE                       *
* SUBJECT:       SPEC COMM FISH-2/27 FINAL          *
* PRINT DATE:    02/27/86  TIME: 10:50              *
*                                                   *
*****************************************************
```

TO MODERATOR
FR ELAINE, SITKA

FINAL STATS, 2/27 SPEC. COMM/FISHERIES

SITKA:

WAITING TO TESTIFY (WILL RETURN TUESDAY):
1. BRUCE LESTER, 747-3254

OBSERVING:
1. R. YOUNG, 747-3254

HAINES:

TESTIFIED:
1. DAVE NANNEY, BOX 387, HAINES

OBSERVING:
1. EDNA HALES, BOX 256
2. SIMONE CARDER, BOX 101, HAINES

KAKE :

TESTIFIED:
1. BILL CHENEY, MAGISTRATE, KAKE
2. ALBERT DAVIS, BOX 231, KAKE
3. LONNIE ANDERSON, KAKE

KLAWOCK:

TESTIFIED:
1. JAMES MARTINEZ, KLAWOCK

OBSERVED:
1. WILLIAM WOODS
2. ROBERT GEORGE JR.
3. (MODERATOR DID NOT GET 3RD OBSERVER'S NAME...WILL SEND LATER.)

TOTALS:
TESTIFIED = 5
UNABLE TO TESTIFY = 1
OBSERVING = 6

THERE WERE NO OTHER DISTRICT 2 VIS MODERATORS ON LINE.

---

* SENT: 02/27/86 1:46:11 *
* FROM: LIOKOD *
* SUBJECT: KODIAK FINAL STATS *
* PRINT DATE: 02/27/86 TIME: 11:27 *
*

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*                                                                    *
* DELIVER TO: TCJNU                                                  *
*                                                                    *
*                                                                    *
* ORIGINAL                                                           *
* SENT:          02/27/86  TIME: 14:05                               *
* FROM:          TCFBX                                               *
* SUBJECT:       2/27 HSP FISH, ENFORCE                              *
* PRINT DATE:    02/27/86  TIME: 14:05                               *
*                                                                    *
**********************************************************************
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FINAL T/C STATS

DATE: 2/27/86_____
SITE: FAIRBANKS_____MODERATOR__MAXINE_WALION___

SPONSOR:____HOUSE SPECIAL COMMITTEE ON FISHERIES_____
SUBJECT:____FISH & WILDLIFE ENFORCEMENT OVERSITE_____

NAME/REPRESENTING	ADDRESS	PHONE
TESTIFIED:		
OBSERVED		
1. OSCAR FRANK, JR.	320 2ND AVE, FBX 99701	452-8251
2. RON SILAS	201 1ST AVE, FBX 99701	452-8251
3. TERRY JORDAN	73 RANGEVIEW DR, FBX 99705	488-2970
4. TED RUDDELL	521 PANARAMA DR, FBX 99712	457-7500
5. BRANDON ANDERSON	P.O. BX 82301, FBX 99708	479-3320
6. JOE ABRAMS	2999 DYKE RD., NTH POLE, 99705	488-1534
7. TRUDY CAIN	2290 YANKOVICH, FBX 99709	452-1545

TESTIFIED: _____ TIME START: 8:30 AM TIME END: 10 AM__

OBSERVED: __7_____
TOTAL: _____

DELIVER TO: TCJNU

ORIGINAL
SENT: 02/27/86 TIME: 11:58
FROM: TCMAT
SUBJECT: FNL STTS CORDVA 2/27 F&G
PRINT DATE: 02/27/86 TIME: 11:58

*** FINAL T/C STATS***

DATE: 2/27/86
SITE: CORDOVA
SPONSOR: H SPEC CMTE
SUBJECT ENFORCEMENT OVERSIGHT
LOCAL MODERATOR BARCLAY JONES-KOPCHAK

TESTIFIED:

	NAME/REPRESENTING		ADDRESS		PHONE
1.	JERRY MCCUNE	POB 372	CORDOVA	99574	424-3447

OBSERVED:

	NAME/REPRESENTING		ADDRESS		PHONE
1.	ROY VANDERPOOL, F&W	POB 283	CORDOVA	99574	424-3138
2.	JEFF GUARD	POB 375	CORDOVA	99574	424-7750
3.	JOHN E GRAHAM	POB 1067	CORDOVA	99574	424-7396
4.	TABOR ASHMENT	POB 789	CORDOVA	99574	424-7327

TESTIFIED: 1
OBSERVED: 4
TOTAL: 5

TIME START: 8:30
TIME END:

DELIVER TO: TCJNU

ORIGINAL
SENT: 02/27/86 TIME: 11:47
FROM: TCMAT
SUBJECT: FNL STTS SWD 2/27 F&G
PRINT DATE: 02/27/86 TIME: 11:47

*** FINAL T/C STATS***

DATE: 2/27/86
SITE: SEWARD
SPONSOR: H/SPEC CMTE
SUBJECT ENFORCEMENT OVERSIGHT
LOCAL MODERATOR VICKY

TESTIFIED:

NAME/REPRESENTING	ADDRESS	PHONE
1. JOHN TAYLOR, PSEA	POB 85 MOOSE PASS 99631	288-3640

OBSERVED:

NAME/REPRESENTING	ADDRESS	PHONE

TESTIFIED: 1
OBSERVED: 0
TOTAL: 1

TIME START: 8:30
TIME END:

DELIVER TO: TCJNU

ORIGINAL
SENT: 02/27/86 TIME: 13:44
FROM: LIOVAL
SUBJECT: T/C FISH AND WILDLIFE
PRINT DATE: 02/27/86 TIME: 13:57

*** FINAL T/C STATS ***

DATE: FEB. 27, 1986
SITE: VALDEZ
SPONSOR: H. SPEC. COMM. ON FISHERIES
SUBJECT: FISH & WILDLIFE ENFORCEMENT
LOCAL MODERATOR: PAT VON BARGEN

TESTIFIED: 0
NAME/REPRESENTING ADDRESS PHONE

OBSERVED: 0
NAME/REPRESENTING ADDRESS PHONE

TESTIFIED: 0
OBSERVED: 0
TOTAL: 0

TIME START: 8:30 AM
TIME END: ?

NOT ON LINE

****

FINAL STATS

HOUSE SPECIAL COMMITTEE ON FISHERIES-FISH AND WILDLIFE ENFORCEMENT OVERSIGHT

DATE: FEBRUARY 27, THURSDAY AT 8:30 - 10 AM

SITE: DILLINGHAM LIO

OBSERVED:

1. JIM TIMMERMAN, BRISTOL BAY NATIVE ASSOCIATION, DILLINGHAM, AK. 99576 - PH-842-5257

2. VAL ANGASAN, DILLINGHAM, ALASKA 99576

NAKNEK LTC

OBSERVED:

1. DICK DYKEMA, FISH AND WILDLIFE ENFORCEMENT, KING SALMON, ALASKA

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**********************************************************************
*                                                                    *
* DELIVER TO: TCJNU                                                  *
*                                                                    *
*                                                                    *
* ORIGINAL                                                           *
* SENT:          02/28/86  TIME: 10:38                               *
* FROM:          LIOSOL                                              *
* SUBJECT:       FINAL STATS                                         *
* PRINT DATE:    02/28/86  TIME: 10:39                               *
*                                                                    *
**********************************************************************

                    * * * FINAL STATS * * *

DATE:  2/27/86
SITE:  SOLDOTNA
SPONSOR:  HOUSE SPECIAL FISHERIES COMMITTEE
SUBJECT:  FISH AND WILDLIFE ENFORCEMENT OVERSIGHT

TESTIFIED:
1.WENDELL JONES      BOX 844,SOLDOTNA,AK 99669      262-7175
2.DON ROBERTS      BOX 364,ANCHOR POINT,AK 99669
3.JIM EVENSON      BOX 324,KENAI,99611
4.BILL HOLT      RT.2 #715,KASILOF      283-7260

OBSERVED:
1.CHUCK RODGERS      43725 ROSS DR.,SOLDOTNA,99669      262-5547
2.PHILLIP GILSON      BOX 3594,SOLDOTNA,99669      262-3124
3.WELDON MARTIN      BOX 247,SOLDOTNA,99669      262-4573
4.MIKE POSCOVINS      845 SAND DOLLAR DRIVE,KENAI,99611
283-9523


TOTAL TESTIFIED:  4
TOTAL  OBSERVED:  4
          TOTAL:  8
```

Alaska State Legislature

House of Representatives

SPECIAL
COMMITTEE ON FISHERIES

Pouch V
State Capitol
Juneau, Alaska 99811
(907) 465-4833

HEARING DATE: February 27, 1986 Fish + Wildlife Hearings

NAME (Please Print)	ADDRESS	REPRESENTING	TESTIFY (Yes or No)	PHONE NUMBER
Tim VADON	450 Whittier 99811	Dept. of Public Safety	Available for questions	465-4322
Col Mike Kolivosky	5700 Tudor Rd 99503	Alaska State Troopers		269-5511
Col Robert Henderson	5700 Tudor Rd 99503	Fish & Wildlife Protection		269-5511
Ed Glasser		Rep Ron Larson	Yes	3727
Dean Paddock	P.O. Box 1971, King Salmon	Bristol Bay Drift Net Fishermen's Assn	yes	789-6411
Jack Cadigan	UFA	UFA	Yes	6-2820

ATTACHMENT NUMBER SIX

DETAILED COMMENTS SUBMITTED BY THE
DIVISION OF FISH AND WILDLIFE PROTECTION

29/9
VACANCIES
blue/BROWN
1.4 ALL BLUE (11)

BILL SHEFFIELD, GOVERNOR

Robert J. Sundberg
Commissioner

P.O. BOX 6188 ANNEX
ANCHORAGE, ALASKA 99502
PHONE:

DEPARTMENT OF PUBLIC SAFETY

DIVISION OF FISH & WILDLIFE PROTECTION

January 2, 1986

Representative Peter Goll
Chairman, Special Committee on Fisheries
Alaska State Legislature
Pouch V
Juneau, Alaska 99811

Dear Representative Goll:

Thank you for your recent letter concerning Fish & Wildlife Protection resources and performance.

It appears that you have several questions, which I would like to answer in the form of a summary, and then elaborate on the details. The summary is provided since some of the questions ask for a considerable amount of detailed information.

I hope that the enclosed report and appendix will answer the questions and concerns expressed in your letter.

If you have any further questions or if I can be of further service please do not hesitate to contact me.

Sincerely,

Robert M. Henderson

Col. Robert M. Henderson
Director

Reply to Representative Goll:
Chairman, Special Committee on Fisheries
Communication of December 5, 1985

Summary

1. Is there adequate enforcement on the hunting and fishing grounds?

This is primarily a question that depends on public policy and the perceived value of law enforcement vs. cost. Although this is a question that must be answered by your committee and other public officials, I can perhaps assist by giving my professional opinion, and by quoting some results of a public survey recently completed.

In my opinion there is generally adequate enforcement on a statewide basis. Even with three times the budget and personnel, not every area could have year-round complete enforcement coverage.

This Division must work with the Department of Fish & Game to provide adequate enforcement for Alaska wildlife and fisheries activities. For this reason I have made a special effort to communicate with, and cooperate with, the management of that department.

This effort began over two years ago with personal communications and meetings. Since the first budget I prepared for the Division, also more than two years ago, this cooperation has been the most important management goal of the Division.

2. Does Fish & Wildlife Protection have sufficient resources to deal with the state's population growth and needs of the seafood industry?

Yes. The Governor's budget will answer the Division's needs for Fiscal Year 1987, assuming Legislative support for certain modifications to current laws on commercial fishing penalties. While there are some specific possible uses for additional funding, such funding may not be as important in the overall picture as support for the legislation.

3. Have Division enforcement efforts been consistent?

Enforcement emphasis and priority must change as required by outside events. These events include new or different resource management priorities by the Department of Fish and Game, shifting state population, and changes in laws. This type of change is considered good management practice in all enforcement agencies.

During Fiscal Year 1985 the Division spent the following percentages of time in protection activities:

Percent of patrol time		Percent of investigative time	
Game	32%	Game	38%
Sport Fish	16%	Sport Fish	3%
Commercial Fish	37%	Commercial Fish	25%
Guiding	2%	Guiding	13%
	87		79

An additional 7% of patrol and investigative hours combined was devoted to general criminal law enforcement and traffic. Some of this time was "returned" by troopers from AST assisting in wildlife and fishery work.

4. Have Division personnel been adequately trained to deal with complex enforcement issues?

To meet the standards imposed by Alaska courts and the exceptionally high values of the wildlife and fisheries resources in Alaska, enforcement officers must be well trained. Successful prosecutions under Alaskan conditions require officers to have about seventy-five percent law-enforcement knowledge and skill and twenty-five percent outdoor and fish and game knowledge or skill.

The Department of Public Safety is currently training both Fish & Wildlife Protection and Alaska State Troopers Division personnel in specific fish and game enforcement techniques.

5. What were the results of the increased enforcement efforts in the Bristol Bay fishery?

People in the area noticed and appeared pleased by the additional enforcement.

Over 170 citations were issued, with 95 for fishing in closed waters. Four vessels were seized, and two have already been

forfeited to the state. By the end of the fishing period, 65 defendants had pled guilty or no contest. Total fines and forfeitures of fish were $212,300 by the end of the fishing period.

6. What are the total budget and personnel amounts for the Division for the past ten years?

The authorized funding in the operating budget for FY-86 is $13,412,000. In each of the past three years (FY-83 through FY-85) the amount actually expended from the operating budget has been approximately $13,400,000. The largest yearly increases in expended funds occurred in FY-81 and FY-82, with each year being approximately $2,000,000 higher than the year before.

In FY-76, operating budget expenditures totaled $5,000,000.

Authorized personnel figures for FY-86 show 139 permanent full-time and 36 seasonal employees. There are fewer positions in FY-86 than during the most recent preceding years.

In FY-76 there were 104 permanent full-time and 9 seasonal employees authorized.

Not all of these positions were filled in any year, of course, due to the assigned vacancy factors for each budget period.

7. What revenues do Division enforcement efforts bring into the state treasury, including confiscated fish, gear and vessels?

For cases initiated during Calendar Year 1984, total fines were $1,018,480. Of this total, $554,635 was actually to be paid, and the rest was suspended by the courts. Approximate fines for game were $177,000; for commercial fishing, $632,000; and for sport fishing $158,000.

Total fines were also over $1,000,000 for Calendar Years 1983 and 1982.

Total fines for cases initiated in FY-76 were $429,000.

These amounts do not include large civil settlements, such as the Baranof case, which was just settled after five years for a total of $200,000.

8. What is the Division's role in enforcement of habitat protection standards, especially relating to anadromous salmon streams?

Fish & Wildlife Protection regularly brings charges for pollution of, or interference with, streams, including anadromous fish streams. These cases are not discovered or brought to our attention in large numbers, but they involve violations of the law, and are enforced by the Division.

Reply to Representative Goll:
Chairman, Special Committee on Fisheries
Communication of December 5, 1985

Detailed answers to questions

1. Is there adequate enforcement on the hunting and fishing grounds?

I believe that there is adequate enforcement if considered on a statewide basis. Not every area in every season will receive full attention, as adjustments are made on the basis of priorities and changing conditions.

I regard it as essential that this Division work closely with the Department of Fish & Game. For that reason, since I assumed the position as Director, I have made special efforts to ensure that this took place.

Please see the appendix for letters to the Department of Fish and Game management and to Division personnel concerning the designation of high priority areas, hunts, or fisheries to be patrolled by Fish & Wildlife Protection.

The Division's most important management goal, from the first budget I prepared to the present one, states the following:

> Effective enforcement must be used to the maximum extent possible to protect fish and wildlife resources from major harmful impact.
>
> Certain species, in certain areas, are more in need of enforcement action to protect future stocks and accomplish Alaska's resource goals. I have asked officials of the Department of Fish and Game to assist in establishing these high priority areas. During this current fiscal year at least 30 priority areas, including special hunts, or fisheries, or geographic areas, will get special attention.

The following excerpts from Commissioner's Monthly Highlight Reports show that this extra cooperative effort is not just recent, but dates from 1983. Troopers at individual posts have been working closely with many area biologists for many years.

Commissioner's Monthly Highlight Report 12/5/83:
"B" Detachment - Juneau:
Our Detachment's primary activity during the month of November was the opening of the winter commerical king crab fishery in northern Southeast. **With the assistance of the P/V Trooper and two ADF&G vessels** plus Detachment vessels and aircraft our officers put considerable enforcement effort into this fishery. Over fifty commercial crab pots were seized and numerous citations were issued. The opening of the fishery went off smoothly and without any problems. Plans are now being formulated for coverage of the commercial tanner crab season beginning on February 10, 1984.

Commissioner's Monthly Highlight Report 3/2/84:
"B" Detachment - Juneau:
During the month of February "B" Detachment **Headquarters personnel met with all of the regional biologists for both the Sport Fish Division and Commercial Fisheries Division** at two separate meetings in Juneau. Both meetings were very beneficial towards improving working relationships and communications between ADF&G and FWP.

Commissioner's Monthly Highlight Report 11/2/84:
"B" Detachment - Juneau:
During October "B" Detachment's major enforcement efforts focused on the commercial king crab opening. **A minimum of four patrol vessels including the use of ADF&G's research vessel, Steller,** were utilized along with the Grumman Goose aircraft. Unlike in the past the opening went relatively smoothly and with a minimum of violations. Patrols will be continuing into the other months for coverage of the commercial king and dungeness crab fisheries and deer hunting and trapping patrols.

2. Does Fish & Wildlife Protection have sufficient resources to deal with the state's population growth and needs of the seafood industry?

I believe that the Governor's budget provides sufficient funding for FY-87.

Perhaps more important than any additional funding is legislative support for two changes to current penalties for commercial fishing offenses.

At the present time, most commercial fishing violations are misdemeanor crimes, involving potential imprisonment. If these

offenses simply had a high maximum fine, perhaps $15,000, and no possible jail time, the legal principle of "strict liability" would apply. This would assist in bringing cases to court in light of recent court decisions.

Limited entry permits could have a point system, similar to the present driver's license system. This would involve eventual loss of property rights in valuable permits for persistent violators, and take away some of their inducement to try to "beat the system" and then sell the permit.

Another important way of assuring adequate resources for enforcement is to make the best use of those available.
Another of my management goals is:

> Fish and wildlife resource laws must be enforced while maintaining the most effective cost/benefit ratio.

The workload distribution between regions of the state will be monitored to ensure the best use of personnel. Using techniques developed by a researcher in fish and wildlife enforcement, data is being gathered from all areas of the state to show how much activity there is in each area. Indicators used in the computer program include area population, road mileage, number of resource user days spent, total patrol area, and miles of navigable rivers.

The Division continues to support cross-training, which means that Troopers from AST are being trained to do wildlife work, and Troopers from FWP are receiving training in work normally handled by the Alaska State Troopers.

> Commissioner's Monthly Highlight Report 8/2/83:
> "E" Detachment - Kodiak:
> The two Fish and Wildlife Officers in Dutch Harbor are in a transition period preparing to assume AST duties in that geographical area, in addition the AST Officer in Sand Point is now assuming a dual role in that he is handling FWP cases in the area.

If the Department of Public Safety were to place commissioned personnel from both divisions in eighteen posts where now only one Division is represented, costs would exceed $1.5 million. By having the most appropriate division at those locations, but able to handle other work as needed, more attention can be given to the highest priorities statewide.

The Division is completing the process of converting seasonal positions to the more highly-trained and cost-effective Fish and Wildlife Enforcement Officers. Qualifications for these positions include law enforcement training and experience.

Another way of stretching resources is to gain public assistance for those offenses which take place in remote areas or with such care that the Division does not ordinarily become aware of them. This principle is behind Division support of Wildlife Safeguard.

Wildlife Safeguard, a program for collecting information about the most serious violations, is working well and is being assisted by the Division.

Wildlife Safeguard offers rewards for reports of major wildlife and fishery resource violations. These rewards are paid when a defendant is charged, and the money comes from public donations. The program is administered by a citizen Board of Directors, with the Division providing a toll-free telephone reporting system and investigating leads furnished by the public.

Activities of the Fish and Wildlife Safeguard program from January 1 to October 31, 1985.

We have logged 91 possible cases from information received on our Zenith 3377 hotline. This is not the total number of calls received. This number represents only those calls where a possible violation was involved. The other calls, which are not logged, are people asking questions on regulations, fishing forecasts, etc.

Wildlife Safeguard telephone calls:

Same day airborne	1
Illegal moose	23
Illegal bear	7
Illegal deer	2
Illegal sheep	3
Illegal caribou	3
Illegal sea otter	2
Illegal crab(Commercial fishing)	4
Illegal salmon(Commercial fishing)	2
Illegal halibut(Commercial fishing)	1
Illegal shrimp	3
False statement on license or permit	9
Motorized vehicle in closed area	1
Illegal waterfowl	1
Snagging(S/F)	3

Illegal wolves.....1
Illegal trapping.....1

There are currently 21 cases pending or still being investigated. We have six cases pending review by the state board and under consideration for a reward. So far $1,000 has been paid out in rewards for 1985 cases.

3. Have Division enforcement efforts been consistent?

Enforcement location, emphasis, and priority must change as required by outside events. These changes are dictated by improvement or decrease of certain species, whether particular populations are in critical need of protection, or where people believe increased enforcement is necessary for their economic well-being.

Personnel permanent and temporary locations are changed, and Division priorities shifted, as the need becomes clear. Management priorities based on information from the Department of Fish & Game are taken into account, as discussed in question 1, above.

The following activity table is derived from individual Troooper activity reports that are completed on a monthly basis.

Statewide Activity Comparison

All figures show percent of patrol or investigation hours worked by field personnel

	FY-81	FY-82	FY-83	FY-84	FY-85
Patrol					
Game	33.4	33.9	30.1	31.7	32.2
Sp.Fish	19.2	16.6	16.5	15.8	16.2
Com.Fish	31.8	35.2	43.1	37.7	37.3
Guiding	2.3	2.5	1.3	2.0	1.6
Investigation					
Game	42.7	36.7	35.2	32.4	37.5
Sp.Fish	3.3	3.4	2.8	3.2	2.5
Com.Fish	25.7	26.4	29.3	22.6	25.9
Guiding	19.7	27.7	16.7	14.7	12.5

Violation Rate Trend

During FY-85 there was a continuation of the upward trend in the violation rate for wildlife and fishery offenses. The violation rate was 27% higher in FY-85 than in FY-81 (9.8% vs. 7.7%). This rate is the percentage of people contacted who were found to be in violation and either warned or cited.

The significance of this upward trend is that it has continued every year since 1981. The figures are based on approximately 260,000 people contacted in the field, and account for more than 23,000 citations and warnings.

Although some of the increase may have resulted from improved performance by the Division or changes in reporting guidelines, it appears that there may be an actual increase in the violation rate. The violation rate can be considered as a "crime rate" figure for wildlife violations. Since so many wildlife violations are not discovered or reported by citizens, it could be misleading simply to use reported violations as with other types of crimes.

During the same years the number of resource user contacts has ranged from 61,000 to 48,000 per year. The number of violations has varied within a range of 3,700 to 5,600 per year. The violation rate, unlike total contacts or violations, has not gone down in any year when compared to the previous year.

Please refer to the graph of the violation rate increase in the appendix.

4. Have Division personnel been adequately trained to deal with complex enforcement issues?

Many cases handled by Division Troopers involve judgment about legal evidence, probable cause, search and seizure, laws of arrest, criminal procedure in general, and civil procedure.

Potentially expensive lawsuits can result from errors in any of these areas.

At least as important is that Alaska courts hold Fish & Wildlife Protection to higher standards of evidence and procedure than other courts in other states. If our law enforcement procedures are not at

least as good as in many major criminal cases, the prosecution will fail.

In numerous other states, conservation officers are not held to the same standards in search and seizure, or in interviewing suspects. A lower burden of care is considered to be appropriate because the penalties in many cases are lower, convicted defendants' livelihood is not affected, and the wildlife and fisheries do not constitute a major industry as well as providing recreation.

Specialized knowledge about wildlife and fisheries enforcement is necessary for the Division. Additionally, because Division troopers may be the only law enforcement officer for many miles, some general criminal background is necessary. This background is not just to enable criminal prosecutions, but for protection of the Trooper, who, because of his uniform, vehicle, badge, and gun becomes a threat to wanted criminals.

Current training for new State Troopers includes criminal and civil procedures at the Academy in Sitka, and also includes two and one-half weeks of specialized wildlife and fisheries instruction. Special training modules have been constructed by the Academy staff, and these are used during on-the-job training of troopers transferring to Fish & Wildlife Protection.

✓ Because specialized resource protection training is now given to all potential Troopers, more actual trooper-hours of training in these techniques is being given than in past years.

Division personnel assist in the training of troopers from AST to better enable them to handle resource violation cases.

The particular trooper mentioned in this excerpt transferred to the Division from the Alaska State Troopers. He will receive specialized training in Fish & Wildlife Protection duties most appropriate for his area.

> Commissioner's Monthly Highlight Report 2/4/85:
> "E" Detachment - Kodiak:
> The Sand Point FWP Trooper spent several days on the P/V Woldstad learning investigative procedures and receiving instruction on crab cases. He is finally occupying new office space shared with the AST Trooper in Sand Point. Included is a new jail facility that exceeds all federal requirements. This finally eliminates FWP's promise to the people of Sand Point to provide a full enforcement officer in their region and has been received with very positive results.

5. What were the results of the increased enforcement efforts in the Bristol Bay fishery?

There was lot of public interest in Bristol Bay this summer. I responded by bringing in more Troopers. Judging from public comment received in the Bay area, the expanded program was quite successful.

The Bristol Bay Native Association sent survey questionnaires to all salmon gillnet permit holders for Bristol Bay. There were 800 responses to the survey questionnaire. Funding for the survey was from the state.

Of the approximately 800 people who replied, 88% said that fish and wildlife enforcement people were "everywhere" or "sometimes around". 78% said that enforcement was better than last year. 57% of the respondents thought more enforcement was needed, versus 43% who did not.

Please check the appendix for a copy of survey results less comments, as the comments consist of numerous additional pages.

Our effort in Bristol Bay involved the following personnel and equipment:

1 Captain; 2 Lieutenants; 2 First Sergeants; 2 Sergeants;
1 Corporal; 15 Troopers; 6 seasonals; 4 civilian employees;

P/V Vigilant (100 foot vessel); P/V Trooper (65 foot vessel);
P.S.#1; Compliance; 2 Whalers; 6 skiffs;

1 Grumman Goose (twin engine amphibious aircraft; 2 Cessnas;
2 Supercubs.

This increased attention resulted in an approximate cost of $491,000. This is an additional cost of about $180,000 compared with enforcement efforts in 1984.

For additional details on cost data please see the Bristol Bay section in the appendix.

6. What are the total budget and personnel amounts for the Division for the past ten years?

Please see the appendix for the detailed tables of budget actual expenditures and personnel levels.

7. What revenues do Division enforcement efforts bring into the state treasury, including confiscated fish, gear and vessels?

Please see the table of total and net fines in the appendix for revenue from that source. The table does not include the frequently large civil settlements mentioned elsewhere in this report.

The Division does not keep a summary of all seizures of vessels, aircraft, fish and game, or fishing and hunting gear. Details of seizures are filed with the cases individually, and to assemble a complete list for a ten year period would require hand searching of thousands of cases, currently filed in Juneau.

Since a summary of seizures is not available, several excerpts are provided here from the Commissioner's Monthly Highlight Reports. Copies of press releases concerning some of the major cases are also in the appendix.

> Commissioner's Monthly Highlight Report 6/3/85:
> "E" Detachment - Kodiak:
> Detachment personnel working the Togiak herring fishery cited twelve individuals and issued fourteen written warnings for commercial herring fishing violations. Approximately 58 tons of herring were seized along with two gill nets and a purse seine relating to the subject arrests.

> Commissioner's Monthly Highlight Report 6/3/85:
> "B" Detachment - Juneau:
> Of major significance during May was the arrest of a non-resident hunter charged with 32 counts of various big game hunting violations including counts of illegally taking black bear. The violations took place near Petersburg over a two week period. The defendant pled guilty and was given a net sentence of $6,600 fine, 400 days in jail, license privileges revoked for ten years and his rifle forfeited. Investigation by FWP revealed that the non-resident had hunted illegally

In Alaska the past six to seven years and commercialized his trophies through his taxidermy business.

Commissioner's Monthly Highlight Report 2/4/85:
"E" Detachment - Kodiak:
During this past month another commercial fishing vessel was forfeited to the state as a result of charges being filed against the fishermen during August of 1984. Estimated value of the vessel has been placed at $15,000.

Commissioner's Monthly Highlight Report 10/2/84:
"E" Detachment - Kodiak:
The F/V Alaska Coast, a 110 foot crab vessel was forfeited to the state on 9/10/84, resulting from a closed waters violation filed in May 1983.

Commissioner's Monthly Highlight Report 8/3/84:
"B" Detachment - Juneau:
Ketchikan FWP seized an American troll vessel near Cape Muson when, after a routine boarding, found that the fishermen did not possess a valid CFEC permit. In fact the defendant admitted to using another's permit for the past two years. Fifty king salmon were also seized at the time. The 31' vessel is valued at approximately $35,000. Several complaints have been received of Canadian fishing vessels fishing in Alaskan waters. FWP has been patrolling the area with the Grumman aircraft and 38' P/V Stenella.

Commissioner's Monthly Highlight Report 6/1/83:
"E" Detachment - Kodiak:
On April 29, the Fishing Vessel Vitus Bering was seized in Dutch Harbor following a lengthy investigation by FWP Officers in Dutch Harbor and the Kodiak FWP investigator. The investigation revealed that the vessel (with a current replacement value of three million dollars) was used to take king crab after 1982 season closures in the Bering Sea. The majority of the product was purchased and processed by a floating processor. Following the seizure the vessel was crewed by members of the P/V Vigilant and escorted by the P/V Woldstad to Kodiak. Litigation negotiations are continuing between the Attorney General's Office and the vessel owners for its release. The State is asking for a $340,000 settlement.

ALASKA STATE LEGISLATURE
HOUSE OF REPRESENTATIVES
RESEARCH AGENCY

Pouch Y, State Capitol
Juneau, Alaska 99811
(907) 465-3991

February 21, 1986

MEMORANDUM

TO: Representative Andre Marrou

FROM: Nancy Pease *Nancy Pease*
Legislative Analyst

RE: Volunteer Wildlife Enforcement Agents
Research Request 86-106

At your request, we are providing information on Montana's program for commissioning volunteers as wildlife enforcement agents.

Pat Young (JNU) 465-2814

As you know from your conversation with a former Montana resident, Montana apparently had a program thirty years ago to train volunteers from the community as plainclothes fish and game enforcement agents. Elmer Davis, a 22-year employee of the Enforcement Division of Montana's Fish, Wildlife & Parks Department (MFWP), was unable to recall this program. Mr. Davis stated that, at one time, forest rangers were deputized as game wardens. From the mid-1960s to the present, Montana has trained volunteers who are nonenforcement employees of the Fish, Wildlife and Parks Department as ex officio game wardens.[1]

Volunteers for Montana's ex officio warden program must complete one week of intensive training, which the MFWP conducts once each year either at Montana's police academy or at a camp. The training program is led by fish and game wardens and by representatives of the legal system, usually including an attorney general, a state prosecutor and a judge. The program covers legalities and physical procedure for wildlife law enforcement, including:

- fish and wildlife laws;
- officer liability;
- court decisions;

---

[1]Until recently, all biologists with the Alaska Department of Fish and Game (ADFG) were deputized as fish and wildlife protection officers. Since a change in job classifications three years ago, ADFG biologists must opt to receive training for law enforcement.

- search and seizure;
- arrest;
- writing of citations;
- legal preparation of court cases; and
- mock violations, mock arrests and mock trials.

Upon completion of the training program, the ex officio wardens are given peace officer status. The ex officio wardens are not issued wardens' uniforms; they are issued badges. Ex officio wardens who wear the standard field uniform for all Montana's Fish, Wildlife and Parks personnel create a visible law enforcement presence in the field. Some of the most successful ex officio wardens are issued two-way radios. Ex officio wardens are neither encouraged nor discouraged to carry firearms. If they wish to carry firearms, they must qualify quarterly by passing the regular wardens' firearms handling exam.

Most ex officio wardens are field personnel, such as game biologists. However, Mr. Davis states that Montana Fish, Wildlife & Parks management and office staff also volunteer as ex officio wardens and are accepted for training whenever space in the training program allows. Members of the general public are not trained as ex officio wardens.

According to Mr. Davis, the ex offico wardens do not catch a large number of fish and game law violators. However, their visibility and presence in the field may be an important deterrent to potential violators. Mr. Davis states that, in addition to preventing fish and wildlife violations, the program has unified the research/management and law enforcement branches of the Fish, Wildlife and Parks Department by giving field researchers and office staff an appreciation for the difficulties of law enforcement. However, the program has evoked some management complaints that ex officio wardens divert too much time to enforcement in lieu of their regular duties.

You also asked if other states use volunteers for fish and game law enforcement. As of 1984, twenty states had commissioned a total of 1,243 volunteers to assist with enforcing game violations. According to Gordon Robertson of the International Association of Fish & Wildlife Agencies, the powers and responsibilities delegated to these volunteers varies from state to state. At your request, we will provide details on volunteer warden programs in other states.

I hope this information is helpful.

NP

STATE OF ALASKA

BILL SHEFFIELD, GOVERNOR

DEPARTMENT OF PUBLIC SAFETY

OFFICE OF THE COMMISSIONER

POUCH N
JUNEAU, ALASKA 99811
PHONE: 465-4322

February 26, 1986

The Honorable Ronald Larson
Alaska State Legislature
P.O. Box V
Juneau, Alaska 99811

Dear Representative Larson:

Attached, is a vessel analysis prepared by the Division of Fish and Wildlife Protection. This analysis was prepared as partial response to the Division of Legislative Audit Special Report on Marine Enforcement.

The issues discussed in this analysis should assist in your understanding of vessel operations.

A copy of this analysis has also been provided to your counterpart in the Senate, and to the assigned fiscal analyst.

Sincerely,

Robert J. Sundberg
Commissioner

Attachments

cc: Tom Maher, Fiscal Analyst
Finance Sub-Committee Chairman

12-L2LH

Fish & Wildlife Protection

Vessel Analysis

Colonel Robert M. Henderson

Director

January 23, 1986

ANALYSIS OF ALTERNATIVES

PATROL VESSELS VIGILANT AND WOLDSTAD

Alternative/action affecting both vessels – see also legislative draft

An analysis of the crew requirements for the P/V Woldstad and P/V Vigilant indicated that some of the commissioned personnel time could be productively used in other Division tasks during certain periods. In response to this finding, and pursuant to the agreement to implement immediately any short-run improvements, crew assignments for these two vessels have been changed already.

The specific changes and analysis are detailed below.

(* denotes commissioned personnel)

P/V Woldstad:

(Prior to April 1, 1985)		(After April 1, 1985)	
*Captain	PCN 12-3107	*Captain	PCN 12-3107
*Sergeant	PCN 12-3025	Engineer	PCN 12-3159
*Trooper	PCN 12-3130	Asst. Bt. Ofc.	PCN 12-3156
Engineer	PCN 12-3159	Asst. Bt. Ofc.	PCN 12-3155
Asst. Bt. Ofc.	PCN 12-3156		
Asst. Bt. Ofc.	PCN 12-3155		

P/V Vigilant:

(Prior to April 1, 1985)		(After April 1, 1985)	
*Lieutenant	PCN 12-3157	Engineer	PCN 12-3113
*Sergeant	PCN 12-3108	Asst. Bt. Ofc.	PCN 12-3133
*Trooper	PCN 12-3109	Asst. Bt. Ofc.	PCN 12-3110
Engineer	PCN 12-3113		
Asst. Bt. Ofc.	PCN 12-3133		
Asst. Bt. Ofc	PCN 12-3110		

The troopers pulled off these vessels were assigned other law enforcement supervisory and patrol duties based on shore, and a rotation system was established to include these personnel and other shore-based personnel on an "as needed" basis to man the vessels when they depart for enforcement patrol duty.

The retention of the vessels' skippers as commissioned personnel by reason of practicality, cost effectiveness, and efficiency was necessary and remains so.

The primary use of these vessels is for the enforcement of state laws and regulations. It is reasonable and necessary to expect that the individual in charge be an experienced law enforcement officer with a rank commensurate with those responsibilities inherent with supervision of personnel, decision of patrol needs, safety of crew, and responsibilities for high value equipment.

It is fortunate that the Marine Section has evolved sufficiently that we have qualified, ranking officers with extensive law enforcement experience. These officers are trained, experienced seamen and skippers and are respected by the fishing industry.

The replacement of these men by non-commissioned skippers would only require duplication in the wheelhouse. An additional commissioned officer would be needed for those incidents requiring enforcement decisions, regulation interpretation, patrol techniques, proper search and rescue decisions compatible with Department procedures, and to serve as a more knowledgeable witness for court testimony regarding violations. In addition, it is likely that civilian skippers would be taken into the Inland Boatmen's Union similar to State Ferry skippers. This would then require two skippers for each vessel due to the contract requiring 3 months on - 3 months off for each individual. This would result in an increased expenditure for more salary and benefits costs.

There are no positions other than the Engineers and deck hands (Asst. Boat Officers) which could be better filled by civilians. All other positions for sea duty patrol require law enforcement experience.

ALTERNATIVE TO THE USE OF THE P/V VIGILANT

Replace P/V Vigilant with two power scows and a 51 foot patrol vessel

The P/V Vigilant, at its currently budgeted usage of 70 sea days per year, can be functionally replaced by two scows permanently stationed in Bristol Bay, and a 51 foot Delta Marine vessel stationed in Sand Point.

There are two advantages to replacement of the P/V Vigilant.

1. Patrol advantages to alternate utilization of power scows in place of the P/V Vigilant for Bristol Bay

   a. The ability to carry four (4) patrol skiffs per scow versus the total of two (2) now carried by the Vigilant.

   b. The ability to retrieve and launch skiffs for patrol would be enhanced. Due to the Vigilant's design, skiffs cannot now be launched in rough water.

   c. Due to deck space each scow would have the ability to handle and store more shackles of fishing gear. The kind and number of violations in Bristol Bay normally require the seizure of large amounts of gear.

   d. Scows will be more efficient for search and rescue work due to shallow water capabilities. Much of this work takes place close to shore.

   e. Ability to power directly into shore and off-load seized nets during low tide. Currently, the Vigilant must wait for room at the City dock or a cannery dock for off-loading. This offloading necessarily occurs during the fishing periods when our patrol efforts should be on the fishing grounds.

   f. Shallow draft would allow safe entry into rivers at Nushagak, Kvichak, Naknek, Egigik, Ugashik, and Port Moller. The power scows can be allowed to go dry in protected waters or during good weather, meaning enforcement efforts would be less restricted by local tide conditions.

2. Lower yearly operating cost for the two power scows and 51 foot vessel

Comparison of operating costs, P/V Vigilant vs. Power Scows

The replacement of the P/V Vigilant by two scows located in Bristol Bay and replacement of the P/V Compliance at Sand Point by a 51' Delta Marine will effect an estimated annual operating budget savings of $97,390, a biannual capital budget savings of $90,000.

The cost comparison is based on current projections of 70 sea days for the Vigilant and a projected 2.5 months of operations for each of the scows. Costs for the Vigilant and projections for the Scows and the Delta Marine are taken from FY86 budget projections, except for Risk Management charges, which are taken from the significantly higher FY87 assessment. Costs are for crew and operating costs and do not include enforcement personnel.

The Compliance and Delta Marine are assumed to have comparable costs, except for increased diesel and maintenance requirements for the Delta Marine.

Other assumptions are listed under the respective budget categories, below.

		Vigilant	Pwr. Scows
Pers Svs	Vigilant: Skipper, 30% annual base & ben.; Engineer & 2 Asst.Boat Officers, annual salaries. Scows: 2 Skippers (Sgts), 21% annual base w/benefits; 2 Engineers & 2 A.B.O.'s (seasonals), 4 months, each. Delta Marine: same crew and sea days as Compliance.	210,283	196,543
Travel	Includes operations & admin, travel & per diem.	6,000	6,900
Othr Svs	Note: Major Maintenance is discussed below, under Capital Bdgt.		
	Communications, Space & Utilities	20,300	8,000
	Minor Repairs, includes electronics	11,000	4,000
	Insurance and other services charges	25,450	18,500
Supplies	Food	8,000	9,000
	Diesel and lubricants	32,500	11,600
	Parts & Supplies	8,000	1,000
	Misc.	11,200	500
Eqpmnt	Repair & replacement items over $500	21,700	1,000
Total one-year operating budget costs:		$354,433	$257,043

Capital Biannual major maintenance and repairs for major vessels has been projected at $90,000 each. This is a cost figure averaged from several years of yard work. It would not necessarily be the cost for any random two year period. The scows are not projected to require regular major maintenance.

Other The hull valuation of the Vigilant is currently $1,000,000 for Risk Management purposes. For this analysis the sale (surplus) value of the Vigilant is assumed to be at the full hull valuation. Surplus of the Compliance is expected to result in $25,000 of income to the state. Purchase of both power scows is expected to cost $850,000, and the 51' Delta Marine, $572,400.

ALTERNATIVES TO THE USE OF THE P/V WOLDSTAD

Alternative 1 -
Use of power scows to patrol the 30 day herring fishery at Togiak

The use of the power scows for patrol of the Togiak herring fishery in Bristol Bay involve the same advantages described for the salmon fishery (see P/V Vigilant alternative, page 3).

An additional advantage is the release of the PV Woldstad for that 30 day period. The Woldstad could thus be used to patrol the crab fishery in the Adak area and closures of the crab fishery not previously worked, which are marine areas for which the Woldstad is particularly suited.

who thought up idea of power scows? experience

Alternative 2 -
Use large aircraft instead of the vessel for crab patrol

The closest comparison to our operation is the United States Coast Guard, since they are also charged with fisheries enforcement in waters off Alaska. They use long range Lockheed C-130 aircraft, which have four turbine engines for safety, and which cost approximately $15,000,000 each.

Using an aircraft of shorter range, lower speed, or lacking the sophisticated instrument flying equipment that these aircraft have, would severely limit the ability to patrol on days when weather is marginal. Because weather frequently is bad either at the aircraft base location, or at the intended patrol area, patrol would be quite sporadic.

The C-130 aircraft are used for patrols in the Westward area waters, and are based in Kodiak. Patrols frequently last nine hours. During heavy fishing periods, at least two of these aircraft would be in use most of the week. The charter, or "market" cost to operate this aircraft is approximately $3600 per hour, or $32,400 for a normal patrol day.

The cost for only two aircraft, operated only 100 days per year each, would be approximately $6,480,000, exclusive of the cost of any commissioned personnel or observers from Fish and Wildlife Protection. This amount exceeds the FY 86 operating budget request for both the Marine Enforcement Section and the Aircraft section. Both of these sections are, under current conditions, supporting many functions in addition to commercial fisheries patrol in the Westward area.

Fish and Wildlife Protection uses aircraft with the vessels, where the aircraft can efficiently and safely be used for surveillance or spotting of vessels and gear.

Fish and Wildlife Protection does not believe that the necessary patrol work could be done with aircraft alone to save the cost of the vessels.

It is true that we use aircraft to aid in fisheries patrol. However, there are problems with the use of aircraft without an accompanying vessel. It is necessary to be able to identify the fishermen on the boat to be able to charge someone in court successfully. From the air, that is nearly impossible. Sometimes that can be accomplished at a later time through investigation, but it is more practical and cost-effective to be able to call in a vessel to board the violating fishing boat, establish identities, and take statements.

In the shellfish fisheries, a vessel is a necessity. All the airplane can do is perhaps identify the numbers on buoys and identify vessels at sea. They have no way of establishing what is on the other end of the line below the buoy, or what the vessel is doing. Essential shellfish patrol activities include pulling pots and boarding vessels.

Aircraft are also too dependent on good weather. If our enforcement work depended solely on aircraft, there would be no enforcement presence whenever the weather was foggy, windy, or unflyable for any other reason. Needless to say, this is a frequent state of the weather in fishing areas. Strict reliance on aircraft would render an enforcement program meaningless.

Alternative 3 -
Use aircraft with the vessel for crab patrol -

It is both practical and desirable to use aircraft to supplement and enhance the patrol capabilities of the P/V Woldstad. At the present time Division aircraft are not completely suitable for this mission, but there is a plan which may result in a turbine-powered twin being available for longer range and offshore patrol duty.

Because of its speed and higher vantage point compared with a vessel, the right aircraft could be of considerable assistance in locating vessels and/or fishing gear.

Current Division aircraft lack carrying capacity, de-icing equipment, and power reserve for making patrols more effective, and at the same time, safer for enforcement personnel.

Alternative 4 -
Charter or lease similar size and type of vessel

The suggestion of leasing vessels for all patrol functions has many drawbacks. One is that operating costs for the P/V Woldstad are less than charter costs for a similar but less specialized vessel.

Comparison of costs, P/V Woldstad vs. lease

Fish and Wildlife Protection obtained prices from Kodiak vessel owners to lease one of their vessels for patrol. Prices listed were quoted in 1985.

100' vessel: $2000 to 2500 per day, plus fuel (500 to 800 gals. per day).
120' vessel: $4800 per day plus fuel.

Fuel cost is approximately $1.00 per gallon.

These prices include a crew of 4 (Captain, Engineer, and two Asst. Boat Officers). The cost of enforcement personnel required to be on board during all patrol periods is not included.

Actual operating expenses for the P/V Woldstad during Fiscal Year 1985 totaled $456,667.

Salaries used as the basis for this figure include four personnel, to make comparison with the above figures meaningful. One Captain, as currently assigned, is considered at 70% of his salary, since he has duties in addition to direct day-to-day operation of the vessel. Personnel costs for two Asst. Boat Officers and one Engineer are included, also in comparison with the above charter crew.

Based on actual vessel operating patrol days (175 during FY-85), the cost averages only $2,610 per day.

This total does not include any appreciable outlay for maintenance, since major maintenance is required only once in each two year period and was deferred during FY-85. Estimated expenditures could add approximately $520 per day for repair and replacement, including parts, supplies and equipment.

This would total $3,130 per day for the expected longer term operating cost for the P/V Woldstad.

Additional considerations

Enforcement programs would be difficult to adjust within the season because state procedures require that these vessel needs be put to bid. If we bid for a vessel between certain dates, we would have the vessel for those dates. Many of the season openings and closings are made by emergency order,

with only several hours or days notice. Because of this lack of notice, we might have to pay for a vessel we don't need, or be unable to obtain one in time.

Another aspect of own vs. lease should be addressed. During the present slow crab fishing period in the Westward area, suitable and safe vessels may be available for lease. But during better fishing times it is less likely that the Department would be able to lease an acceptable safe vessel. If such a vessel were available it probably would not be for the lease figures quoted above, but would be available only at a premium during a time of peak demand.

Connected with the own vs. lease comparison is the time lag that is inevitable if this program is re-directed. It is faster to covert from owning to leasing than the reverse. If vessels were not available to lease, or became too expensive to lease, the process of obtaining vessels, modifying them, or having them built involves significant additional delay in the normally lengthy process of obtaining funding. If this occurred, the fisheries would be unprotected during a period when no suitable vessels were available.

When a need arises for a search and rescue, there is no time to begin looking for a vessel and crew that are sea-worthy, available, and ready to go. There would be occasions every year when a search and rescue would not be launched because of the unavailability of a ready vessel.

If we did not have our vessels and we could not lease a vessel either because of lack of funds or lack of an available vessel, there could be unpredictable effects on the resource and on the fishermen. A few individual fishermen who have no respect for the law could get all the fish, or irreversible damage to the resource could occur. Some fishery populations are very susceptible to being wiped out.

Alternative 5 -
Charter or lease different size or type of vessel

The P/V Woldstad is a specially-designed law enforcement patrol vessel which was built to our specifications by the low bidder; similarities to a crabber are primarily the ability to pick and stack crab pots. The P/V Woldstad is a very economical vessel to own and operate for its size.(See figures under alternative 3, page 10)

It operates very efficiently at speeds from 7 to 15 knots due to its CPP system. It can respond to emergencies completely beyond the range of smaller vessels, or those built for a different purpose.

Other vessels offered to the State have been completely inadequate replacements for the P/V Woldstad.

They are not equal to the P/V Woldstad in sea-keeping ability, and would require at least the following capabilities (added cost unknown) for use in existing and future fisheries:

a. Equipment to pick commercial fishing gear efficiently and store for duration of patrol -- i.e., shellfish pots, gillnets, purse seines, and long lines for inspection and seizure;

   1. Ability to pick king crab pots at the rate of 12 per hour -- P/V Woldstad can pick 15 to 20.

   2. Ability to carry 80 7'x7' crab pots.

b. Equipment to efficiently launch and retrieve patrol skiffs;

c. Ability to transport skiffs to 25' on deck, transport 32' seasonal endurance vessels, and 24' moving vans;

c. Search and rescue capability;

d. Firefighting capability;

Additional factors that must be taken into account for maximum effectiveness

- Maximum range.
- Insulation for winter use.
- Ability to provide adequate berthing, mess, and accomodations for 4 to 9 additional people for periods up to 60 days.

- Ability to handle icing conditions--this element of design and use has been a major factor in the loss of vessels in North Pacific waters in recent years.

- Sophisticated communications and navigational equipment--this has proven important in search and rescue, in vessel and crew safety, and in carrying out the assigned fishery missions.

- Towing equipment and ability.

- To insure the safety of our personnel and limit our liability, these vessels would have to be U.S. Coast Guard licensd to carry passengers for hire upon all waters of Alaska up to 200 miles offshore and the Master, Mate, and Engineer would have to be similarly licensed.

Alternative 6 -
Amend regulations to allow placement of observers aboard crab vessels

The Division of Fish and Wildlife Protection strongly supports the current program of observers on catcher-processor vessels. The Division was recently instrumental in making sure that an additional $100,000 resulting from a fisheries case was made available for use in the observer program.

This alternative considers the additional step of requiring or allowing observers on board all other crab fishing vessels.

Fish and Wildlife Protection does not consider an observer program to be a good replacement strategy for the P/V Woldstad. There would probably be considerable industry resistance to the program. Some objections might center on the lack of crew space on an average fishing vessel. This is not as much of a consideration on the catcher-processors (where an observer program is allowed by current regulations). Catcher-processors have quarters and eating facilities for many more people, and the addition of one does not take 10% to 20% of their total crew space.

Cost factor for observers

Assumptions:
- The observer is a Fisheries Technician III.
- This observer is employed for a total of approximately three months (90 days).
- Average cost per day includes benefits and sea pay.
- All food and sleeping space is at industry expense(no per diem or meal allowance to be paid to observers.

Cost per day = $187.22
Cost per day for observers aboard ten vessels = $1872
Cost per vessel monitored = $16,849

As many as 350 vessels may be participating in the fishery at any given time. Observers aboard only ten vessels would probably have a negligible enforcement or preventive effect. If all these vessels, or even one-third, were to have observers aboard, the cost would be much higher than current expenses for the P/V Woldstad, and with an undetermined benefit.

Considering both cost and potential benefits, this type of program is not an effective enforcement alternative to the P/V Woldstad.

Alternative 7 -
Regulation change preventing storage in closed areas during closed seasons

This alternative would allow aircraft patrol of the closed areas. Without use of a large patrol vessel, no proof could be attempted that buoys had crab pots (or illegally fishing crab pots) attached. The regulation would have to forbid deployment of unmarked buoys, and the deployment of marked buoys of the type used commonly on crab gear.

A regulation change would not totally relieve the need for a large patrol vessel. If buoys were observed, or if pots were actually fishing in violation, a vessel would still be required to pick up the buoys or pots.

Alternative 8 -
Federal enforcement of fisheries outside the three-mile limit

It should be recognized that the "three-mile" limit includes waters more than three miles from land, since the limit is defined by lines that go from headland to headland. On a deeply indented coastline, this includes large bodies of water.

This alternative would require the same use of a vessel within closer coastal areas for Alaska fishing. The vessel would be required to be able to travel in bad weather, and to go to any area needed at almost any time fishing was possible. The ability to pull pots and stay on the fishing grounds in bad weather would still be required.

ATTACHMENT NUMBER FOUR

ONE-MAN TROOPER POSTS

MEMORANDUM State of Alaska

TO: The Honorable Peter Goll
Alaska State Legislature

DATE: February 21, 1986

FILE NO:

TELEPHONE NO: 465-4322

FROM: Robert J. Sundberg
Commissioner
Department of Public Safety

SUBJECT: One-Man Trooper Posts

The following locations are manned by one State Trooper, either assigned to the Division of Alaska State Troopers or the Division of Fish and Wildlife Protection.

Some of these Posts are augmented by temporary assignments, depending on the workload. As an example, during commercial fisheries, there could be numerous Troopers assigned to Dutch Harbor.

AST	FWP
Girdwood	Dutch Harbor
Crown Point	Bettles
Cooper Landing	Coldfoot
Tyonek	Wrangell
St. Paul Island	Hoonah
St. Mary's	Sand Point
Noorvik	Unalakleet
Healy	McGrath
7 Mile Camp	
Fort Yukon	
Barrow	
Harding Lake	
Deadhorse	

All Troopers are required by statute to enforce criminal laws, (AS 18.65.080), Fish and Game laws and regulations (AS 16.05.150),and traffic laws and regulations. In addition, commissioned officers of the Department of Public Safety are peace officers with statewide jurisdiction. They are certified by the Alaska Police Standards Council and must meet minimum standards that have been established. All Troopers are recognized as police officers and are participants in special retirement and benefit programs established by the State.

The Department of Public Safety recognizes its responsibility to enforce laws and regulations of the State relating to wildlife resources as well as the enforcement of criminal laws. The Department is fulfilling its mission.

ATTACHMENT NUMBER TWO

DIVISION OF FISH AND WILDLIFE PROTECTION BUDGETS
AND PERSONNEL FY76 TO FY86

FISH AND WILDLIFE PROTECTION

BUDGET AND PERSONNEL INFORMATION

FY 77 - FY 86

)	FY 86 AUTHORIZED	FY 85 ACTUAL	FY 84 ACTUAL	FY 83 ACTUAL	FY 82 ACTUAL	FY 81 ACTUAL
'FORCEMENT	9824.8	9099.4	8955.9	8943.2	8523.1	7005.1
'RECTOR'S OFFICE	271.6	268.8	761.9	694.7	822.9	753.6
'RCRAFT	870.4	997.3	942.6	1035.4	1065.8	952.5
'RINE ENFORCEMENT	2445.2	3033.4	2710.0	2869.3	2122.3	1944.2
Totals	13412.0	13398.9	133704.4	13542.6	12534.1	10655.4
') TOTAL INCOME from sh seized and given processor by Dept. posited of AV'd to GF	N/A	$51.6	40.1	$24.0	$179.8	$139.8

') PERSONNEL BY COMPONENT: AUTHORIZED POSITIONS (AU) - PERMANENT FULL- TIME POSITIONS (PF) - PERMANENT PART-TIME POSITIONS (PP)

	AUTHORIZED			ACTUAL			AUTHORIZED			ACTUAL			AUTHORIZED			ACTUAL			AUTHORIZED			ACTUAL			AUTHORIZED			ACTUAL			AUTHORIZED			ACTUAL		
	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP
'FORCEMENT	147	111	36				145	110	35	145	110	35	157	107	50	145	107	38	156	106	50	156	106	50	156	106	50	156	106	50	143	93	50	143	93	50
'RECTOR'S OFFICE	4	4	Ø				4	4	Ø	4	4	Ø	11	11	Ø	11	11	Ø	12	12	Ø	12	12	Ø	12	12	Ø	12	12	Ø	11	11	Ø	11	11	Ø
'RCRAFT	6	6	Ø				12	11	1	10	10	Ø	12	11	1	11	10	1	12	11	1	12	11	1	12	11	1	12	11	1	12	11	1	12	11	1
'RINE ENFORCEMENT	18	18	Ø				23	21	2	23	21	2	23	21	2	24	22	2	24	22	2	24	22	2	24	22	2	24	22	2	19	17	2	19	17	2

') (4) BY MONTH, FISCAL YEAR: FILLED AND VACANT COMMISSIONED OFFICERS ONLY

	Filled	Vacant	Filled	Vacant	Filled	Vacant	Filled	Vacant	Filled	Vacant	Filled	Vacant
'ly	102	7	102	10	104	12	108	8	100	3	97	0
'gust	102	7	105	6	106	10	107	9	99	16	100	1
'ptember	102	7	104	7	106	10	107	9	100	15	-	-
'tober	101	8	104	7	106	10	106	10	100	15	100	6
'vember	101	8	104	7	106	10	106	10	108	7	102	5
'cember			104	7	105	10	106	8	108	11	101	6
'nuary			103	8	106	9	105	10	108	11	97	6
'bruary			103	8	106	9	104	11	107	12	101	6
'rch			102	9	105	10	104	11	107	12	-	-
'ril			102	9	105	10	108	7	112	7	105	4
'y			102	9	106	9	106	9	109	10	105	4
'ne			102	7	102	10	104	12	110	6		

(1)	FY 80 ACTUAL	FY 79 ACTUAL	FY 78 ACTUAL	FY 77 ACTUAL	FY 76 ACTUAL
ENFORCEMENT	5063.6	5384.8	4557.8	3607.6	3336.2
DIRECTOR'S OFFICE	695.5	560.4	603.9	466.0	482.8
AIRCRAFT	831.1	805.9	700.9	617.8	501.4
MARINE ENFORCEMENT	1581.9	1123.9	903.2	489.9	766.9
Totals	8172.1	7875.0	6765.8	5181.3	5087.3
(2) TOTAL INCOME from fish seized and given to processor by Dept. Deposited or AV'd to GF	$14.4	N/A	N/A	N/A	N/A

(1) PERSONNEL BY COMPONENT: AUTHORIZED POSITIONS (AU) - PERMANENT FULL- TIME POSITIONS (PF) - PERMANENT PART-TIME POSITIONS (PP)

	AUTHORIZED			ACTUAL			AUTHORIZED			ACTUAL			AUTHORIZED			ACTUAL			AUTHORIZED			ACTUAL			AUTHORIZED			ACTUAL		
	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP
ENFORCEMENT	111	87	[24]	*142	88	54	111	87	[24]	111	88	[23]	100	86	[14]	100	86	[14]	72	72	Ø	72	72	Ø				81	72	[9]
DIRECTOR'S OFFICE	12	12	Ø	12	12	Ø	11	11	Ø	12	12	Ø	14	14	Ø	14	14	Ø	14	14	Ø	14	14	Ø				15	15	Ø
AIRCRAFT	11	10	[1]	11	10	[1]	11	10	[1]	11	10	[1]	11	10	[1]	11	10	[1]	9.3	8	[1.3]	9.3	8	[1.3]				8.3	8	[.3]
MARINE ENFORCEMENT	17	17	[3]	19	17	1+1	20	17	[3]	20	17	[3]	13.8	13	[.8]	13.8	13	[.8]	14	14	Ø	14	14	Ø				9	9	Ø

*[ ] designate "temporary", rather than permanent part-time positions

(3) (4) BY MONTH, FISCAL YEAR: FILLED AND VACANT COMMISSIONED OFFICERS ONLY

	Filled	Vacant	Filled	Vacant	Filled	Vacant	Filled	Vacant	Filled	Vacant
July	93	11	89	11	76	18	-	-		
August	90	11	90	11	83	13	-	-		
September	91	10	89	13	82	14	72	11		
October	91	10	89	13	90	6	72	11		
November	94	9	89	13	-	-	72	11		
December	91	10	-	-	88	8	-	-	89	7
January	87	10	91	8	89	8	70	13		
February	91	10	-	-	88	8	69	14		
March	89	12	93	8	87	9	69	14		
April	-	-	93	12	90	7	75	8		
May	91	10	-	-	92	5	76	7		
June	-	-	92	12	-	-	78	5		

(1) Data Source: Short Form Free Conference Committe Report, FY 77 - FY 86

(2) Data Source: DPS, Administrative Services, Accounting

(3) Data Source: "Monthly Summary of Personnel Changes"

(4) Data not shown for Seasonal employees; records do not indicate information requested.

ATTACHMENT NUMBER THREE

GENERAL LAW ENFORCEMENT RESPONSIBILITIES

October 6, 1985

To:

My name is Brandon Anderson. I am a senior at the University of Alaska Fairbanks, completing a degree in Wildlife Mgt./ Natural Resources Law enforcement. For the past year I have been working on an extensive study of the publics' knowledge and perceptions of wildlife law in Alaska. This project took me all over the State, literally from Ketchikan to Barrow, learning how people feel about game law enforcement.

The results of that study are not the point of this letter. However, much of what I have to say is supported by comments generated by that study. (copies enclosed). During the course o f the past year and a half, I spoke with many State Troopers, Fish and Wildlife Protection Officers, former F.W.P. employees, Dept. of Fish and Game employees, university professors, U.S. Fish and Wildlife Service Special Agents, Park Rangers, and other citizens who expressed concern over this issue. I am now expressing my concern, based on [redacted] my own personal feelings, and those of many others, on this extremely important issue in Alaska. The issue is the trend of the Department of Public Safety to "geld" the Division of Fish and Wildlife Protection.

The importance of wildlife resources in Alaska cannot be underestimated. From the economic perspective alone, the value of commercial fishing, sport fishing, hunting, non-consumptive uses, and tourism which all directly depend on wildlife, is very high. The non-market values of wildlife in Alaska, part of the very essence of this State, are immeasurable.

With this in mind, it is a mystery why the State seems to be ignoring all of this by attempting to merge the Division respons-

responsible for protection of Wildlife, F.W.P., into the "Blue Shirt" division of the Alaska State Troopers. Although not overtly obvious to the average citizen, this apparently is the move being attempted by the directors of the Dept. of Public Safety.

I would like to present some evidence in support of maintaining, in fact enhancing a separate division of Fish and Wildlife Protection.

Current research in the field of conservation law enforcement continually emphasizes the need for better trained, better educated officers in all aspects of this field. This includes basic biology, wildlife management, etc., as well as law enforcement training.

An example: The Wildlife Society, founded in 1937, is a professional, non-profit organization dedicated to the wise management and conservation of the wildlife resources of the world. The Societys' membership of nearly 8000 is comprised of research scientists, educators, communications specialists, conservation law enforcement officers, resource managers, and administrators from all over the world. In a recent publication, Conservation Policies of the Wildlife Society, the section on law enforcement reads:

Conservation Law Enforcement

Regulation of activities of the participating public is a major element in the management of all natural resources, particularly wildlife. An increase in human populations and a burgeoning recreational interest in the out-of-doors have accelerated public use of an already diminished resource base. In the future, more people will have fewer resources to share. Public information programs, however extensive or imaginative, will not by themselves protect the resource base sufficiently from public abuse. Imperative to the perpetuation and sustained use of natural resources is a sound legal system that combines equitable laws and judicious law enforcement. The effective enforcement of laws governing natural resources depends upon personnel who are adequately trained in the legal and biological aspects of their profession.

The policy of The Wildlife Society, in regard to conservation law enforcement, is to:

1. Advise candidates pursuing law enforcement careers in the field of natural resources management to gain formal training at the university level in biology, ecology, conservation education, and law enforcement.
2. Urge that public agencies concerned with the enforcement of resource laws employ broadly trained professionals, preferably appropriately trained university graduates.
3. Recommend that public resource agencies provide extensive on-the-job training for all law enforcement employees who lack understanding of the modern techniques of their profession.
4. Encourage conservation law enforcement officers to affiliate with resource-oriented professional societies.

International Game Warden magazine, in its' fall 1984 issue featured an article (attached) which discussed the problem within the Dept. of Public Safety from an outsiders point of view. From my conversations with officers, thearticle was accurate and to the point.

Joining Up

Up until 1983, the Fish and Wildlife Division recruited its officers separately from the highway patrol. Even though they attended the same academy, the recruits were designated to become fish and wildlife officers upon graduation. Since 1983, both divisions recruit together and all recruits receive the same training with little or no specific wildlife training. Upon graduation from the academy, everyone goes straight into the highway patrol division. If they want to become fish and wildlife officers, they must compete with veteran "blue shirts" for the fish and wildlife positions and since seniority is the criteria for assignment, you have to accumulate a few whiskers before you are successful. In some respects, this could be beneficial to fish and wildlife, for they are getting seasoned officers; however, it is also a disadvantage for they may be losing a number of good warden candidates who have a singular desire to become wardens and may never enter the service because they do not want to serve the time as regular policemen. (I have never been convinced that the jobs of policemen and warden are synonymous! A good cop does not necessarily make a good warden.) Under this system you are also missing the enthusiasm and drive of recruits as wardens.

Future Problems

The wildlife division will be soon understaffed more than it is now. With the population growing, and the area so vast, coverage will be even more difficult. Unless the need to assist, in solving people problems is met, wildlife enforcement will suffer.

It is my personal opinion, that most of the public has an over-inflated idea of game populations in Alaska. Many urban Alaskans, but especially people from outside, think there is game behind every bush — especially big game. This is most certainly untrue in most areas. Seemingly, it would appear that the hunting is as good now, as it was in the past. Most of the public do not want to accept the fact that it is changing. Much of the mystery and charm that attracts people to Alaska, is that it is wild and free. This is true to a point, but there are changing factors now. As more people come, the more constriction appears. Everyone that moves to Alaska wants to be the last person allowed to do so. Land to live on is shrinking. The cause of this is the amount of it that lies in government and native hands. When dispersal of the land, that had been a federal territory, was undertaken, some of it went into federal parks and refuges and etc. Than a great deal of it went to state government for various purposes. Lastly, to settle their claim to aboriginal rights in 1971, there was a huge allottment of land given to the native population. The state and the natives had over ten years to decide on what lands they wanted to have. This selection is about done and the legal shuffling is about finished. Already, no trespassing signs and gates are being erected at access points to lands that everyone roamed or hunted on at will. Trespass was almost unheard of in Alaska. Already the hassles have started over right to land use and the wildlife officer and troopers stand right in the middle. It is a most unpopular spot.

The game and fish department, who manage the resource, have jockeyed regulations in all directions, in order to let everyone hunt that wants to. Legal moose, for instance, in some areas have to have a 36 inch spread of antlers. In other areas, they can be much smaller, but can have no more than two forks on one side. During a 30 inch snow that occurred in early September on the second day of caribou season, an emergency closure of the season had to be ordered in the snow area, for it had driven the caribou down from the mountains and across a highway. The hunters lined the road and killed them as they passed. After the emergency closure, about 100 dead or wounded caribou were left unclaimed.

Eventually, it will require that the number of hunters be limited by permit and this again is generally unacceptable to many Alaskans. It goes against the desire to be unfettered and it will be resisted and as always the warden will be in the front line. Regulations are creeping into the Alaskan life to mar the idea of it being a wild frontier and it will require a considerable enforcement effort if it is to stay.

y Opinion (For what it is worth)

In viewing the organization as an tsider, but as an old warden, I was pressed with the youth of the ficers. I can't remember anyone over . They possess just a little bit more :eptance of danger than most of us : required to do. Alaska is an forgiving environment, most of the- ıe, and one can't afford to be prepared or take unnecessary risks.

They seem to concentrate more on

Enforcement in the Last Frontier

the serious offenses, and do not have the same concern for petty offenses that many officers in more populated areas seem to have. I was impressed with all the officers that I met.

But, if I were a fish and wildlife officer in Alaska, I would be a little concerned, as to the turn the division seems to be taking. I cannot quarrel with their being in the Department of Public Safety. It has brought better pay, better working conditions, and a better pension plan. The joint use of facilities with the troopers has been beneficial. But it has not been without some drawbacks. The changing, in the recent past, to the trooper designation and the change in hiring practice, has lost some of the wildlife officers identity. No longer can an aspiring wildlifer come into the organization in that position. He must come in as a trooper, be trained in that capacity, and work in that position. The time of his transfer from the road to the wilds is very uncertain. It may be enough to send a good prospect elsewhere. I am not sure why our profession has to be the one that is always diluted. I would suspect that there are few wardens in the U.S. or Canada that would prefer to be highway troopers, or they would have joined those organizations. It seems a little unfair to our profession to force recruits into trooper blue, if they really want to be in warden brown. *Why not make all highway troopers serve time as wardens, before they become troopers?* Puts a different twist on it, doesn't it? Under the present system, I can't help but think that wildlife enforcement will eventually suffer, as more and more people move in and bring their problems with them and the troopers have to handle them. The people problems will get precedent. I understood that wardens are beginning to be issued white trucks to match the white squads, so that they will be recognized as troopers when they make traffic stops. I had to wonder if all blue shirts, in place of brown, may be not far off.

Perhaps the picture is not as it appeared to me. However, I have to think that the way it all started was best. Two separate divisions working for the same department, but maintaining their own identity and separate responsibilities and duties.

If I could wish something for the Alaskan Department of Safety, for all the kind hospitality their members gave to us, it would be that the blue shirt budget swells each year and the brown shirt budget does the same and the two would march side by side *but in separate ranks*, together for a better Alaska.

We are all law enforcement officers, but all law enforcement is not the same. There is an age-old pride and uniqueness in being a game warden. I don't want it to be lost or threatened, anywhere, for the sake of budget.

To all our good friends that we made on our trip to Alaska, we say, "Thank you and God Bless!"

These articles make it clear that the wildlife resources in Alaska could suffer terribly if this "efficiency" move within Public Safety occurs. However another aspect of this situation was not adequately covered in these articles, and it is one with which I have much personal experience.

Young persons who would like to be employed as an Alaskan Fish and Wildlife Officer, particularly those with university educations, are simply no longer able to. Unless of course they are willing to wait out 10+ years of being a "blue shirt" trooper and then, maybe acquire enough seniority to compete with many others to "bid" into F.W.P.. I can tell you what happens in reality. Ambitious, optomistic young persons educated in Alaskan Universities, about Alaskan resource issues simply go elsewhere, while the Department of Public Safety continues to hire seasonals from "outside" with little or no knowledge of wildlife in Alaska, or the sensitive, unique Alaskan management situations.

Full time Wildlife Troopers are increasingly transfers from other law enforcement agencies, from within or outside this state.

Is this a problem? Let me relate some more personal experiences.

A friend worked as a seasonal F.W.P. aide for 3 summers. He related a story of working with an officer who was attempting to identify the skeletal remains of an animal. According to my friend, this man could not even begin basic identification, not even the taxonomic family, of this animal. A "suspect" was watching, amused.

I had a long conversation during a trip with a fish and Wildlife

Trooper. In discussing some studies going on in the area (South-central) by Fish and Game biologists, I discovered this officer did not know some of the most basic wildlife management techniques (methods of capturing and marking, aerial surveys using radio telemetry, etc).

On one particularly disturbing occasion, I was "riding along" with a Wildlife Trooper when we encountered a man commercial fishing. After license checking, etc., the conversation between the two turned to a Black Bear this fellow had been watching across the river. He seemed to be relating the simple pleasure of watching the bear. The officer said "shoot them whenever you can, they're vermin". Then added with afterthought, "but make sure you have a license". This is conservation ethic?

I want to make it clear that these stories are not intended to belittle the officers or the Division of Fish and Wildlife Protection. On the contrary, these are othrwise very dedicated people (with the exception of the last one) and these incidents are overshadowed by hundreds of positive ones. Yet imagine the impression that can be portrayed to often well educated, back-country wise people with incidents like these. The fault here rests with the management system that fails to recognize the need for well trained, wildlife knowledgeable people who have a sincere desire to protect the resourse, rather than make a lateral career shift out of boredom or whatever.

My recommendation is that Public Safety either maintain a strong, autonomous division of Fish and Wildlife Protection, with increased

emphasis on interaction with field biologists from ADF&G, or be moved back within the Department of Fish and Game with full Division statis.

I truly hope those decision makers within the Alaska Department of Public Safety will choose to do what is best for wildlife management first and foremost.

Sincerely,

Brandon Anderson

must drive marked trucks and wear uniforms at all times.

• The Alaska State Trooper Academy at Sitka has dropped the special five-week training unit on wildlife case investigation previously given to all Fish and Wildlife Protection officers. Now only state trooper training is given.

• Before an academy graduate can work for Fish and Wildlife Protection, he must serve a year as a state trooper. No one is now recruited specifically for Fish and Wildlife Protection.

• State troopers can now bid for Fish and Wildlife Protection positions. Previously, only trained Fish and Wildlife Protection officers could bid. Positions are awarded on a seniority basis, and natural resource enforcement background or training is not required.

• Many Fish and Wildlife Protection officers have been assigned to state trooper duties, which takes them away from protecting fish and game.

• The Department of Public Safety is experimenting at various posts with combining wardens and troopers under one supervisor. A department study recommends moving away from separate supervisors.

None of these changes has been as demoralizing as the perception by wardens that their appointed leaders are not dedicated to protecting fish and game. A common theme in our more than 30 interviews with officers last spring was that they could endure most of what is going on within the division if they were allowed to do their jobs — protect Alaska's fish and game.

Jimmy Boyd was trying to protect the resource last March. When a patrol plane spotted 24 crab pots still fishing in Chaik Bay near Chatham Strait the day after commercial crabbing season closed in southeastern Alaska, First Sergeant Boyd, skipper of the P/V *Enforcer*, knew that there were problems with the crab fishery. His boat had seized 51 crab pots for fishing before the season. He had to stop after the first 51 he checked because that's all he could get on board.

On Friday, March 1, Boyd sailed the *Enforcer* out of Juneau, planning to enforce the regulations and seize the illegal crab pots from the waters of Chaik Bay. But as he cleared harbor, Lieutenant Conrad Seibel radioed Boyd that no overtime was permitted, and that the *Enforcer* had to be tied up at Sitka, its home port, before midnight that day.

If the boat happened to be at sea after midnight, each member of the crew of four would have gotten an additional 15 hours of pay.

Boyd couldn't work a major commercial crabbing violation and still get his 10-knot vessel to Sitka in less than 12 hours, so he took the *Enforcer* to Sitka, leaving the illegal pots uninvestigated.

Boyd reached Sitka and resigned. A veteran Alaska warden, he felt he was unable to do his job with all the roadblocks thrown in his way. Another officer described him as a "... smart, tough, good, game warden. He has ethics — which are kind of scarce these days."

Nine days passed before a patrol boat got to Chaik Bay. By then the crab pots were gone.

Jimmy Boyd isn't alone in being frustrated. Other Alaska wardens are also contemplating resigning because they aren't allowed to do their job. Often, their orders are more subtle than those Boyd received. Rather than being told to ignore wildlife, wardens are assigned traffic patrol, escorting prisoners, burglary investigations, and the like — activities which keep them out of the fish and game field.

The two wardens at Nome, for example, have been reporting to a trooper supervisor since September, 1984. In one two-month period last winter, the two wardens filed approximately 160 case cards, more than 130 of which were non-fish and game cases. Thus, more than 75 percent of their documented performance was for other than game warden work.

Case cards are heavily utilized for performance records by troopers. Wardens, however, submit few. A warden might check a hundred fishing licenses in a day, but he only files a case card if he issues a citation. Troopers, on the other hand, file a case card for almost every action. One frustrated warden commented, "Ninety percent of the trooper case cards are junk. If they chase a cat out of a tree, they fill out a case card."

Wardens working as troopers are required to log the same case cards, no matter how trivial the incidents.

When *ALASKA®* magazine asked how much time was spent working outside of game law enforcement, wardens assigned to trooper duties estimated from 30 to 90 percent.

"A good indication that the two divisions are going to become one is the chain of command," Stickles told us. At Kodiak, Lieutenant Steve Reynolds, a Fish and Wildlife Officer, recently assumed command of both the wardens and troopers in the region.

Commissioner of Public Safety Bob Sundberg last May told *ALASKA®* magazine that having Reynolds in overall charge in Kodiak was an experiment, but an experiment that he said is working. Of a recently completed staffing study, which he had yet to approve, Sundberg said, "No use having two captains if one can do the job. The study has concluded that we should have, not two masters in one area, but one."

Sundberg believes that the two jobs — that of the wardens and of

Continues on page 74



Alaska's Game Wardens

An Endangered Species?

By Tom Gresham and Ron Dalby
Illustration by Bruce Bulloch

He's dedicated, trained, professional and competent. He's a game warden in Alaska, the job he's wanted ever since he can remember. Officially, he's called a "Fish and Wildlife Protection Officer."

Sounds great, doesn't it? Unfortunately that warden is watching his organization, his job and his career slowly slip away. The fish and game that he loves and is trained to protect will go unprotected, and he's powerless to do anything about it.

His option? Lacking the years of service that would allow him to retire, to get out with dignity as the old-timers are doing, he can either add his resignation to the growing stack, or he can surrender his dream and stay on the job. By doing so he'll throw away his training and perhaps a degree in wildlife management as the emphasis of the Division of Fish and Wildlife Protection shifts from protecting fish and game to general law enforcement.

The one thing he is unable to do is to remain an Alaska game warden, for it appears that soon there will be no such thing.

Alaska's Fish and Wildlife Protection officers are asking why wildlife law enforcement is being phased out by politicians and their appointees. It seems clear that is what is happening, for a series of small, seemingly unrelated changes are occurring in the division — changes only someone on the inside can easily see as a pattern. In total, they spell the end of the professional game warden in Alaska.

"If I was Commissioner of Public Safety and my goal was to eliminate Fish and Wildlife Protection with the least amount of public stir and the least amount of internal upheaval," said Bob Stickles, a former director of Fish and Wildlife Protection, "I would nickel and dime it exactly the way that it has been nickeled and dimed so far.

"The transition is so smooth and slow in merging the troopers and the wardens into one that it hasn't raised the ire of legislators who are protective of fish and game. No one has realized it is happening, excepting the troops involved."

Stickles estimates there is one chance in five that Fish and Wildlife Protection will survive as an effective organization.

Fish and Wildlife Protection officers don't work for the Alaska Department of Fish and Game. Since 1972, Alaska's game wardens have been part of the Department of Public Safety. They are ranked with Alaska State Troopers, and, in reality, they *are* state troopers. The troopers and wardens are separate divisions within the Department of Public Safety.

The current director of the game wardens, Colonel Robert "Red" Henderson, was appointed Alaska's chief game warden in early 1983. Previously he was a Kodiak city police supervisor, and Palmer's chief of police.

Much of the concern within the warden force centers around a loss of identity. Officers point to a series of changes that show how Alaska's wardens are slowly but steadily being absorbed by troopers.

In the past two years:

- Wardens were required to turn in their badges, which were replaced with trooper badges.
- Their title was changed from officer to trooper.
- The warden's brown trucks are being repainted to the Trooper black and white.
- No undercover work is allowed. Fish and Wildlife Protection Officers

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ALASKA'S GAME WARDENS
Continued from page 17

the troopers — are interchangeable. He also thinks that protecting wildlife is the simpler of the two. "It's easier to cross-train a blue-shirt (trooper) to do brown-shirt (warden) work than vice versa," he said.

Don Roberts, a state and federal game warden in Alaska for more than 20 years and former deputy director of Fish and Wildlife Protection, disagrees. "More goes into a crime scene investigation on a moose kill," he said, "than normally goes on at a trooper murder case."

One warden, unhappy with the commissioner's lack of understanding of his duties, said, "We are pros in a very limited specialty field. Unfortunately, neither the public nor other law enforcement professionals know what our specialty is all about and

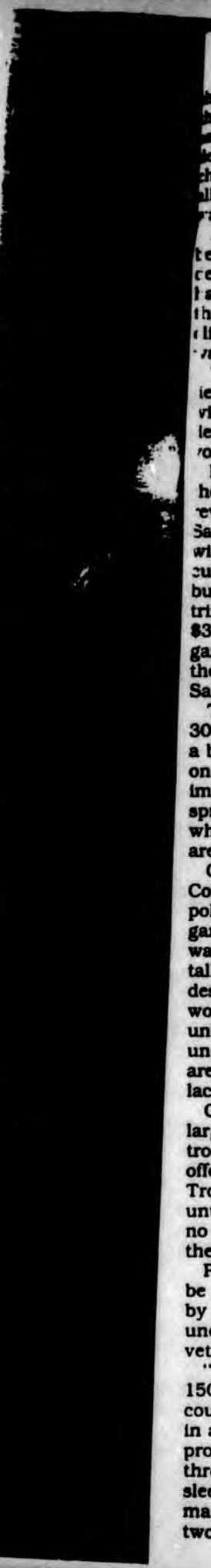
They place no importance on our jobs — they think an untrained temporary employee can do it.

what our day-to-day work involves. They place no importance on our jobs — they think an untrained temporary employee can do it."

The idea that the jobs are interchangeable may, in part, be responsible for the cross-over bidding practices which allow a trooper to bid for and be assigned a warden's position, based only on seniority. The current practice of allowing troopers to bid for warden's positions is the single most devastating change from the standpoint of morale, say field officers we talked with.

Sundberg said that the cross-divisional bidding resulted from actions of the Public Safety Employees Association. "Because of the bidding process within the bargaining unit, any vacant position in either division is filled by seniority. That wasn't a policy change here," he said. "That happened in negotiations with the unions."

Bob Piazza, head of PSEA, told *ALASKA*® a different story. He said



he union had nothing to do with he cross-bidding arrangements. He aid it was strictly Public Safety's ecision. The union had never challenged the earlier practice of llowing only wardens to bid for arden positions, he said.

According to Piazza, "Bidding tetween the divisions is the most destructive thing that has ever appened to Public Safety, because the long-range effect will be to liminate professional fish and game vardens in Alaska.

"They are two specialized career ields," he said. "You have fish and vildlife professionals, some with legrees in wildlife management, and 'ou're just throwing that away."

Money, or lack of it, seems to be he catalyst for the changes. State evenues are declining, and Public Safety's budget has suffered along with other state agencies. In a utback last spring, Public Safety's budget for overtime pay was trimmed $400,000. Of this, $300,000 was to come from fish and game protection and $100,000 from the troopers, according to Public Safety officials.

There are about 100 wardens and 300 troopers; thus three quarters of a budget cut was to be absorbed by one quarter of the force — immediately prior to the busy spring, summer, and fall period when fish and game law violations are at their highest.

Commissioner Sundberg, like Colonel Henderson, is a former city police chief (Fairbanks) with no game warden experience. Working wardens that *ALASKA*® magazine talked with went to great lengths to describe the uniqueness of their work, hoping to create a greater understanding of their role — an understanding that these wardens are convinced their commissioner lacks.

Game wardens believe their job is largely preventative work, while troopers, except in the case of traffic offenses, react after the fact. Troopers don't have a murder case until the act is committed; probably no amount of patrolling will prevent the murder.

Poaching, on the other hand, can be prevented, the wardens believe, by a combination of open and undercover patrols. Here's how one veteran officer described his job:

"Let's say I'm assigned to patrol a 150-mile stretch of road. A trooper could drive that distance and back in a single shift. But, if I'm to protect the fish and game there, I throw a case of C-rations and my sleeping bag into my truck, and I may be on that stretch of road for two, maybe three days. I drive

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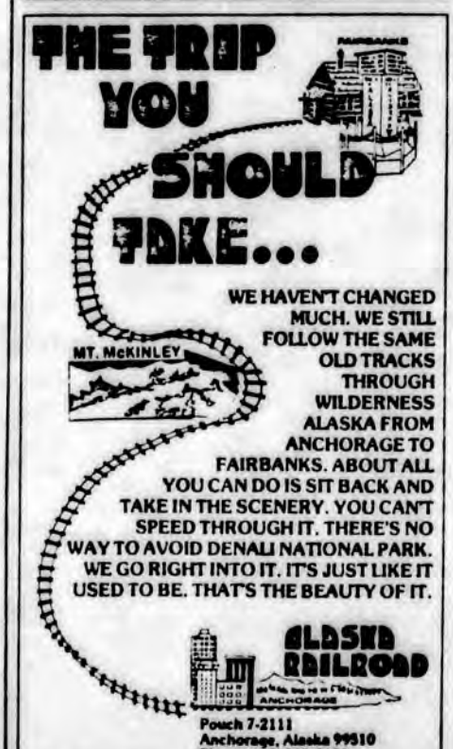
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slowly, maybe 25 mph, looking for tracks, searching for drag marks where maybe an animal has been killed. I stop and visit with a trapper I know. We have coffee, and chances are good he'll tell me something of value about hunting activities in the area.

"I might stop at a lodge which may be closed for the season, although the owner is living there. He'll invite me in and maybe he'll also give me a tip or two — or maybe he'll tell me it's been too cold for anyone to be out. I'll spend the night somewhere alongside the road. Next day I'll continue on. If the patrol is uneventful, I might cover the 300-mile round-trip in two or three days and talk with seven or eight people. I've been visible. Even the people I don't talk with hear I've been there.

"I have prevented illegal taking of fish and game — and that's an important part — perhaps the most important part — of my job."

This warden will have no case cards to show for his two or three days' work.

Don Collingsworth, Commissioner of Fish and Game told *ALASKA®*, "As our population grows, and as demands for wildlife become more intense, we're going to need more money to protect what we have. There's going to be even more need for Fish and Wildlife Protection. Unfortunately, the trend seems to be going the other way."

Alaska's game wardens are already stretched thin, even when not performing trooper functions. There are 102 full-time wardens, according to Commissioner Sundberg. Of those, perhaps 20 are in supervisory positions and about an equal number are on fisheries patrol boats. This leaves about 60 officers for 591,000 square miles — all of Alaska. Factor in the lowest figure provided for field officers for doing trooper's work (30 percent), and you've effectively cut this force to about 42 active wardens.

"Alaska must have a separate force dedicated to protecting fish and game," says Al Thompson, who, although he shuns the limelight, is probably Alaska's most famous warden. His exploits at catching poachers and protecting wildlife on the Kenai Peninsula have made him almost a legend in his time. When asked how he would arrange his priorities if he had to do both warden and trooper work, Thompson said that, for an officer charged with both responsibilities, crimes against people would have to take precedence over poaching.

Thompson, who retired last May, made clear that during his years of protecting fish and game, his priorities were " . . . the resource, the public, and the bureaucracy, in that order."

It is well known among the older wardens that Thompson ignored regular hours, didn't put in for overtime (which he probably wouldn't have gotten anyway), and performed his job for his monthly salary, working nights and weekends whenever and wherever he thought he could do something for the fish and game he was hired to protect.

"That's the way it used to be," he remembers. "We had professionals who were dedicated to protecting Alaska's fish and game, and we didn't worry about overtime, discomfort, lack of equipment. We knew what had to be done, and we did it."

"Somebody's got to start looking out for the resource," Stickies told us. "If they do combine the two divisions, the priority is going to be drunk drivers, robberies, rapes, and chasing tail lights. After a time, when the hard-core, dedicated, professional game wardens in Alaska are gone, the people who are left won't really know how to tackle the job of protecting Alaska's fish and game."

The long-range effect will be to eliminate professional fish and game wardens in Alaska.

Colonel Henderson has told his supervisors that he would go back to the old ways of separate wardens and troopers if they could prove that the changes in Public Safety are damaging the resource.

Former deputy director of Fish and Wildlife Protection Don Roberts is deeply concerned with this approach. He thinks this shows a lack of understanding of fish and game protection. "By the time you can prove that it's hurting the resource, it will be too late," says Roberts.□

Tom Gresham is Editor of ALASKA® *magazine. Ron Dalby is Managing Editor, and a former Alaska game warden.*

MEMORANDUM

State of Alaska

TO: All Commissioned Personnel
Fish & Wildlife Protection
Department of Public Safety
State of Alaska

DATE: July 18, 1985

FILE NO: 6a

TELEPHONE NO: 269-5509

FROM: Colonel Robert M. Henderson
Director
Fish & Wildlife Protection
Anchorage

SUBJECT: Alaska Magazine
August Issue

There is an article in the August issue of the Alaska magazine entitled Alaska Game Wardens - An Endangered Species?. I am sure when this magazine article hits the street there will be questions directed to some of you concerning its contents. I will take this time to explain to you the Division's position on these issues, since the authors of the article failed to interview or contact me before publishing. Some of the statements are totally false and some other statements only tell one side of the issue. The Fish and Wildlife Troopers are not being absorbed by the Alaska State Troopers nor are they an endangered species.

I will first address the statements which are totally false:

1. "No undercover work is allowed. Fish and Wildlife Protection officers must drive marked trucks and wear uniforms at all times." This is not true. The order was and still is that officers must have their supervisor's permission to work undercover. Routine patrol requires an officer to be in uniform and drive a marked vehicle. This provides for high visibility which is a deterrent to people who would violate the fish and game regulations.

2. "The warden's brown trucks are being repainted to the Trooper's black and white." Trucks are not being indiscriminately repainted. As we get new vehicles they are being ordered with white color for high visibility. Many state law enforcement emergency vehicles have commonly been colored white throughout the nation since the early '60's, including many Fish and Game units.

3. "Public Safety's budget for overtime pay was trimmed $400,000. Of this $300,000 was to come from Fish and Wildlife Protection and $100,000 from Troopers." This is not true. $85,000 was cut from this Division's overtime budget at my direction, I do not know how much was cut from the Alaska State Trooper's budget.

Some of the statements made by the author are true, but no reasons are given other than to infer that the Fish and Wildlife Troopers are not allowed to carry out their responsibilities and are being phased out and absorbed by the Alaska State Troopers.

1. "Warden's were required to turn in their badges, which were replaced with Trooper badges." This is true. The personnel assigned to the Fish and Wildlife Protection Division have been Troopers since 1972. When this Division was placed under the Department of Public Safety

the personnel were classified officially as Troopers. The pay classification says Trooper and we are being paid as Troopers. But more important to me was the identification problems experienced by the Fish and Wildlife Troopers themselves. This concern was expressed to me by many field Troopers. Many people thought they were U.S. Fish and Wildlife Agents, Fish and Game employees, Park Rangers or Army personnel which led to changing the public designation to Fish and Wildlife Trooper.

2. The statement that the special five week training unit on wildlife case investigation which was given only to the Recruit Fish and Wildlife Troopers at the Academy was dropped is true. It was replaced with 2-1/2 weeks of specific Fish and Wildlife training now given to all Recruits at the Academy, not just a select few.

3. It is true that a Recruit graduating from the Academy must work a year as an Alaska State Trooper before being allowed to bid on a position within either Division, that is the case for all Recruit Troopers, not just those wanting to bid for FWP positions. All of them must serve one year's probation before they are allowed to bid on any position.

4. It's true that no one is recruited specifically for Fish and Wildlife Protection. Colonel Kolivosky and I make the final selection of the Recruits selected to attend the Academy. At the last Academy, out of 30 persons selected, eight were selected who ultimately want to be Fish and Wildlife Troopers. It is cost effective to centralize recruiting practices.

   It is true that all State Troopers can bid on any vacant position in either Division. This language has been in the contract for several years. It was challenged approximately 18 months ago when a junior Fish and Wildlife Trooper was chosen over a senior Alaska State Trooper to fill a position in Fish and Wildlife Protection. A grievance was filed by the senior Trooper, went to arbitration and the arbitrator ruled in favor of PSEA. I would approve changing the contract to allow Fish and Wildlife Protection Troopers to have first right of bid on vacant position within the Fish and Wildlife Protection Division. But that change must come from within the bargaining unit (PSEA).

5. "Many Fish and Wildlife Protection Officers have been assigned to State Trooper duties which takes them away from protecting fish and game." We are cross-training Fish and Wildlife Troopers and Alaska State Troopers to be able to assist each other when time allows. But both divisions have their priorities and the Fish and Wildlife Commanders have been instructed that Alaska State Trooper duties do not take priority over Fish and Wildlife Protection duties except in life threatening situations.

6. "The Department of Public Safety is experimenting at various posts with combining Wardens and Troopers under one supervisor." This is true in selected areas of the state where it is more cost effective and the goals and objectives of the Division can be accomplished.

Just a brief comment on the statement made about the P/V Enforcer not being allowed to work a major commercial crabbing violation in Southeast. This decision was made by the Fish and Wildlife Protection Commander in Juneau and with good reason. The author of the article was told that there was more to the story than he was told but the Commander did not feel he could discuss it publicly. It was a situation where the Commander believed the pots could have been picked up during the previous week. My policy is that the Commanders are responsible for their area and will run their Detachments.

The quoted estimated 30 to 90 percent of a Fish and Wildlife Trooper's time was spent outside Fish and Wildlife Protection duties is misleading. Since the Fish and Wildlife Troopers are now cutting case cards on all work performed, it is possible to accurately know how much work is done on other duties. In FY-84 seven percent of the Fish and Wildlife Protection budget was spent on other than fish and wildlife duties. The statistics for a two month period in Nome was correct. That was in the middle of winter when the fish and wildlife work was slow. I am sure that the statistics in the summer months would reflect 99 percent of the work is fish and wildlife related.

I have been in Alaska over 25 years and 18 years in law enforcement and several years as a commercial fisherman. I was an Alaska State Trooper in 1972 and 1973 and assigned in 1973 to work in the Fish and Wildlife Protection Division. I will share with you some thoughts and observations for the past 25 years:

Alaska, unlike any of the lower 48 states, has historically had not only more wildlife resources to protect, but a huge commercialization of that resource spread over a large, diversified area of cultures, climates and terrain that is unequaled anywhere on earth.

To adequately provide wildlife protection for this unique area and to provide the enforcement control necessary to reduce the rampant overharvesting and destruction of the wildlife resources, an enforcement branch of specially trained officers armed with adequate equipment to do the job was required. This simply was not being accomplished prior to 1972, under the control of the Department of Fish and Game.

In those days, as it is now, the Fish and Game Department was a research and management organization funded mainly for that purpose and headed from the commissioner level on down by professional biologists not oriented in law enforcement. The Department was not thought of nor considered a law enforcement agency.

The Protection Division of that Department was the smallest of four major divisions, with very little money, manpower or equipment. Training consisted for the most part of a one week meeting of all officers every year or so to hear lectures by guest speakers from other conservation agencies. (Only a select few were allowed to attend the AST Academy.)

New officers were hired off the street or from "lower 48" departments, had little or no training and normally did not attend a recruit academy. They were poorly paid with no overtime compensation and very few benefits. In fact, they were not required to have college degrees and therefore were viewed as subservient to and less qualified than the employees of the other divisions. The officers and their supervisors were classified a range or more lower in pay than their counterparts in other divisions.

Although these protection officers were for the most part dedicated "game wardens" you can see how frustrated they must have been. Through no fault of their own they were underpaid, low budgeted, had little equipment and little training. They made few major cases yet the fishing industry was the most important industry in Alaska and the hunting guides were untouchable and free to exploit as they pleased.

Beginning with the move to Public Safety in April, 1972, conditions changed drastically. Overnight the Division was the second largest entity in a totally law enforcement oriented department. The entire Fish and Game Aircraft Section was moved over with this Division and has since doubled the number of aircraft along with installation of the latest in radio communications and navigational equipment.

Patrol vehicles were upgraded from sedans and station wagons to pickups, 4x4's, snowmachines and ATV's. Radios were installed. All communications were linked to 24-hour dispatch and NCIC.

Water vessels were upgraded from small wooden bartenders and fiberglass bellbouys to four high endurance vessels and numerous medium range vessels, high quality riverboats and inland water skiffs.

Good quality uniforms, sidearms, leather gear and personal issue equipment were purchased.

The number of officers has doubled and all new officers beginning in 1972 were sent through the Public Safety Academy. Specialized training has been provided, salaries were increased, overtime was initiated and better health benefits were gained. The retirement was dropped from 25 to 20 years.

Beginning in 1976, an undercover operation began with special funding and has continued to this day. That operation has put many unethical guides out of business and curbed the worst of commercial hunting crimes. We

now have the fear and respect of that industry. Our efforts have resulted in similar success against the commercial fish violators, as evidenced by our team effort success this year in Bristol Bay and our past forfeiture of multimillion dollar vessels. The DA's are listening, the courts are listening, the violators are listening and so is the public. We're doing our job better than we've ever done before. Each year adds improvement.

The recent article in the Alaska Magazine has not helped our effort during a critical time in our Division's history.

Like it or not, we've been "Troopers" since 1972. That was our classification soon after arriving with Public Safety. Our first badges issued by this Department said "Trooper." Our pay classification says "Trooper." We were given that rating early on and we're paid for it.

We are proud of our identity as Fish and Wildlife Troopers, a specialized unit with uniforms readily identifiable to the public and others. One of past problems we are finally outgrowing is being mis-identified as the Fish and Wildlife Service, Fish and Game employees or Park Rangers.

There is absolutely no other division of game wardens in the world better trained and equipped than we are. We can be additionally proud that there is no other police agency better trained than we are.

We have what it takes to do our job of protecting the wildlife resources better than anyone. In addition, we can do a better job of enforcing all of the criminal laws in Alaska in our spare time; when our priorities allow, better than any police agency in the state. We can do it standing on our head. I believe that...do you?

Let the bad apples have their say about sour grapes. Let the malcontents go elsewhere. We'll go on without them and not lose sight of our number one priority, which is the protection of Alaska's wildlife resources.

RMH/rt

c: Commissioner Sundberg
Colonel Kolivosky
Major Gilmour

Official Business

Alaska State Legislature

House of Representatives

Pouch V
Juneau, Alaska 99811

Phone:
(907) 465-4924

Special Committee on Fisheries

M E M O R A N D U M

February 20, 1986

TO: Members
House Special Committee on Fisheries

FROM: Representative Peter Goll
Chairman

SUBJECT: Fish and Wildlife Enforcement Hearings

The House Special Committee on Fisheries will conduct hearings on fish and wildlife protection at 8:30-10:00 a.m., February 25 and 27. We will be soliciting public testimony on both days from all sites on the teleconference network. All legislative information offices are now scheduled to participate in the teleconference, and I have given permission to add any other site upon request.

I have identified three primary areas of concern that we will address during the hearing process: (1) enforcement coverage; (2) training; and (3) general law enforcement responsibilities. Other issues are likely to be raised during public testimony and committee discussion; attached are some of the comments we have received to date (attachment #1).

Enforcement Coverage

Information provided by the Department of Public Safety indicates that the personnel levels in the Division of Fish and Wildlife Protection have decreased slightly over the past five years (attachment #2), while the violation rate has increased. According to department statistics, 9.8 percent of the people contacted in the field during FY85 were found to be in violation of fish and game laws, compared to a 7.7 percent violation rate in FY81.

Considering recent increases in the state's population base and expansion of Alaska's commercial fisheries, the slight decline in personnel suggests that enforcement coverage has actually decreased.

Training

The last training session for troopers at the Public Safety Academy in Sitka offered a 42-hour course in fish and

wildlife protection. Academy Director James Lansbery said this section probably will be expanded to 67-73 hours during the next class with the addition of cold water survival training. Captain Lansbery stressed that much training pertinent to fish and wildlife enforcement is covered in other courses.

Additional training is given once a trooper is assigned to a fish and wildlife protection post through numerous "mini-modules" covering issues such as sport fishing, trapping and commercial fishing.

When officers were specifically trained as troopers or fish and wildlife protection officers, the academy offered about five weeks of specialized training in fish and wildlife enforcement.

Also eliminated from the Academy cirricula in recent years has been a course in "cross cultural" training designed to familiarize all law enforcement officers with the Alaska Native culture.

General Law Enforcement Responsibilities

I have received much concern from the public regarding the involvement of fish and wildlife protection officers in general law enforcement duties (attachment #3). According to figures by the Department of Public Safety, fish and wildlife protection officers spent 7% of patrol and investigative hours on general law enforcement and traffic responsibilities in FY85. Commissioner of Public Safety Robert Sundberg said cross training of general law enforcement troopers and fish and wildlife protection officers is critical, in part, because of the large number of one-man trooper posts and the seasonal nature of fish and wildlife responsibilities (attachment #4).

Another concern raised by the sharing of responsibilities by the troopers and fish and wildlife protection officers has been posting of personnel. Under a ruling by an arbitrator last year, the Department was forced to bid all position openings by seniority. This meant, for instance, troopers with no wildlife enforcement experience would have preference over qualified protection officers. A recently signed memorandum of understanding between the department and the employees bargaining unit (attachment #5) now allows protection officers first priority on openings within the unit, followed by seniority bidding by troopers.

ATTACHMENT NUMBER FIVE

MEMORANDUM OF UNDERSTANDING BETWEEN PUBLIC SAFETY AND THE PUBLIC SAFETY EMPLOYEES ASSOCIATION

ARBITRATORS RULING ON ASSIGNMENT OF PROTECTION POSTS

147

ISEA 116

LETTER OF UNDERSTANDING
BETWEEN
THE STATE OF ALASKA
AND
THE PUBLIC SAFETY EMPLOYEES
ASSOCIATION

THIS LETTER OF UNDERSTANDING between the State of Alaska, hereinafter referred to as the State, and the Public Safety Employees Association, hereinafter referred to as the Association in entered into in accordance with Article 30 of the Collective Bargaining Agreement, and shall remain in effect from the date of signing to December 31, 1986.

When a vacancy is to be filled in accordance with Article 12, the State may determine prior to the required posting notice to either fill the vacancy from members within the employing division or from members of all divisions covered by this collective bargaining agreement. The posting shall indicate that the bidders for consideration shall be either from the employing division or from all divisions.

For the State of Alaska	Date
Edward L. Stamber	1-7-86
For the Public Safety Employees Association	Date

4 of 7

LETTER OF UNDERSTANDING
BETWEEN
THE STATE OF ALASKA
AND
THE PUBLIC SAFETY
EMPLOYEES ASSOCIATION

THIS LETTER OF UNDERSTANDING between the State of Alaska, hereinafter referred to as the State, and the Public Safety Employees Association, hereinafter referred to as the Association is entered into in accordance with Article 30 of the Collective Bargaining Agreement.

The parties agree that the following shall apply during the calendar year 1986.

TRANSFERS FROM OUTPOST LOCATIONS, AND TRANSFERS FOR THE NEEDS OF THE STATE. It is recognized that the seniority language of Article 12 in conjunction with the stricter budgetary requirements of the State has created a situation wherein members are unable to secure transfers from outpost assignments within reasonable time periods. It is further recognized that circumstances may arise wherein the State needs to transfer members from outpost locations for the needs of the State and the need of the member.

1. Prior to February 15, 1986 the State will solicit transfer requests from all members of the bargaining unit. Any member who fails to respond to the State's inquiry in a timely manner will be deemed not interested in transfer during 1986, but may nevertheless be subject to transfer as provided in Article 12 of the Agreement. By February 20, 1986 the State shall forward to the Association office copies of all responses received and a listing of all members who failed to respond.

2. Prior to March 15, 1986 the State will provide to the Association a proposed plan for transfers to be effected during 1986. Excepting emergencies and those transfers awarded through the normal bidding procedures of Article 12, this transfer plan shall incorporate all proposed transfers during 1986.

3. Between March 16 and April ~~15~~ 1, 1986 the State and Association will meet and confer on the proposed transfer plan. The Association shall assign the members of the negotiation team who have full awareness and knowledge of the intent of this letter of understanding, to meet and confer with the purpose of removing those questionable transfers which may exist. The transfer plan shall be prepared in final form by the State. Prior to ~~May~~ April 15, 1986 a copy shall be provided to the Association.

4. The Association shall have 15 days to review the States plan. During this period of time the parties shall attempt to remove any questionable areas of the plan.

5. Should questionable areas not exist after the process of item 4 above the State shall then implement the entire plan. This shall be considered final and binding, and not subject to the grievance process.

6. Should either party believe the other party to be acting contrary to the intent of this letter of understanding at the completion of item 4 above, either party may serve written notice that this letter of understanding is nullified.

Bruce A. Cummings — 12/18/85
In Agreement for the State of Alaska — Date

Robert M. Leggio — 12/18/85
In Agreement for the Public Safety Employees Association — Date

465-4322

January 24, 1986

Mr. Robert Piazza
Business Representative
Public Safety Employees Association
P.O. Box 4-2624
Anchorage, AK 99509

Dear Mr. Piazza:

Attached is our suggested form to be used to identify transfer requests. If the form meets your approval, we are ready to send it to all PSEA members.

We will generate reports by classification, seniority, locations desired, time in present location, etc.

Please advise me as soon as possible if you approve this form, or have suggestions for its modification.

Sincerely,

James D. Vaden
Deputy Commissioner

cc: Fran Kinney
Personnel Officer, DPS

Bruce Cummings
Division of Labor Relations, DOA

REQUEST FOR TRANSFER CONSIDERATION

For Office Use Only ____] ____]]Bus / / /]Cs / / /

Name _____ **Date of Employment** _____

Rank _____ **Length of Service in this rank** _____

Detachment _____ **Duty Station** _____

Date assigned to present duty station _____

Assignment: Patrol___ **Investigation** ___ **J.S.**___ **Narcotics** ___
Vessels ___ **Other** ___ **Specify** _____

Special training since Academy ___ _____

_____ *

Special Qualifications (List licenses & certifications with expiration dates) _____

_____

_____ *

List assignments and dates since your employment with Public Safety:

Date _____ to: _____ Assignment _____
Date _____ to: _____ Assignment _____
Date _____ to: _____ Assignment _____
Date _____ to: _____ Assignment _____
Date _____ to: _____ Assignment _____

*

Number and ages of persons living in your home. #___ : , , , , ,

Do you wish to transfer between May and September of 1986? _____

List 3 locations, in order of preference, where you would prefer to be stationed.

	Location	Duty Assignment
1.	_____	_____
2.	_____	_____
3.	_____	_____

Please list any special circumstances you would like to have considered in regard to this request, i.e., children about to enter school; financial; medical needs; spouse's career; etc.

_____

_____

Would you be willing to help with the expenses of the move?

Packing _____
Unpacking _____
Loading _____
Unloading _____
Other _____

Comments: _____

_____

* May continue on back or with other sheets.

Mail to: Personnel Section
Division of Administrative Services
P.O. Box N
Juneau, AK 99811

1984 Interest Arbitration

ISSUE 3: Assignment and Transfer

The 1983 contract sets forth the requirements on assignment and transfer. Article 12 is a modified seniority clause where qualifications, length of service and interests of the Department are considered. The State would continue the current contract language. The Association proposed entirely new language and concepts for Article 12.

The Association proposed to delete the existing Section 1 modified seniority language and substitute it with strict seniority language. Pursuant to the language proposed by the Union seniority would be the only factor in filling vacant positions.

The complex nature of police work when combined with the unique geographical situation in Alaska requires that management have greater flexibility than allowed by the Association's proposal. While current Section 1 is not a model of clarity it has served the parties well in spite of some difficulties which are to be expected in the area of filling vacant positions.

The Association proposed to modify the job posting requirements of Section 2(a) to require a copy of the notices to be sent to the Association. In addition, copies of transfer requests would have to be provided to the Association. It was also the position of the Association that a vacancy could not be

filled unless it was posted at each post in the Department throughout the State of Alaska.

The Department has approximately 58 posts located throughout Alaska. Mail service and communication links to the remote posts are sometimes difficult and slow. Association witnesses complained that notices were not received until after the vacant positions were filled.

The Arbitrator was persuaded that the situation might be improved if the Association received copies of vacancy notices. The Fish and Wildlife Division currently provides the notices to the Association. A requirement to mail notices to the Association would not create a burden on the State.

I was convinced that the Association should not be provided copies of all transfer requests. If individual members wish to give the Association a copy of their transfer requests they are free to do so. However, the State should not be burdened with the task of sending copies of all transfer requests to the Association. Likewise, the Association proposal to allow filling of a vacancy only if the notice was posted at each post should not find its way into the contract. With 58 posts spread out all over Alaska, monitoring of this provision would be impossible.

Included in the Association's Section 1 proposal were several restrictions on the right of management to transfer employees. Management would be precluded from transfering members with over

five years service, sixty days notice prior to transfer and additional time off to accomplish a move to the new job site. Further, the Association proposal would expressly permit transfers as a form of discipline.

The proposed limitations on the right of the State to transfer members are too restrictive. It is a fundamental management prerogative to determine when and where the work will be accomplished. In the field of public safety it is even more imperative that the employer retain adequate flexibility to see that the public is adequately protected.

The Association proposal that transfer should be recognized as a form of discipline should not be adopted. Transfer is not normally accepted by arbitrators as an appropriate form of discipline. A transfer as a disciplinary measure traditionally moves the problem without solving it. Likewise, I see no need for adoption of the Association proposal to increase the number of days for a trip to new work sites from three to five days.

Section 1(d) of the Association proposal already exists in the current contract. It is not unreasonable to require the State to inform a senior bidder of the reasons why a transfer request was denied. In addition, with a modification, Section 1(b) of the Association proposal should be included in the contract. Vacant positions should "normally" be filled from within the bargaining unit before going outside the unit to fill a vacant position.

The Association proposed to establish a hardship review committee to consider and review unusual transfer requests and involuntary transfers. The unusual transfer request was aimed at providing a means to deal with the situation of members stationed in remote areas who need and want to return to a more populated area. Trooper Wilcox testified in fascinating detail of the professional and personal problems of providing law enforcement services in a remote area. He testified of his desire to transfer out of a remote area after five years of service and of the difficulties he faced in attempting to gain a transfer.

The difficulty with using Trooper Wilcox's testimony as a basis for establishing a review committee was that he has not bid on vacancies that were available. It appears that Trooper Wilcox is waiting for a vacancy in only the exact place he wants to move. The problems expressed by Wilcox in getting the vacancy notices in time to bid on jobs could be resolved if he was more aggressive in seeing that management got the notices to him. Finally, my award will require the State to supply vacancy notices to the PSEA which should also help to spread the word on vacant positions.

The Association proposal to establish a review committee to oversee involuntary transfers represents an unnecessary and excessive intervention into the inherent responsibilities of management to control and direct the workforce. The evidence also clearly established that management has not abused the right to

transfer employees. Out of 182 transfers since 1982 only 1 has been identified as an involuntary transfer.

In conjunction with the proposals in Article 12 the Association proposed to change the definition of transfer in Article 1, Section 2(o). For the reasons stated in rejecting the Association proposals in Article 12, the proposed new transfer definition should not become a part of the contract. It is properly the role of management to determine where the work of the Department can best be accomplished.

AWARD

The Arbitrator orders that Article 12 be modified to state:

ARTICLE 12

ASSIGNMENT AND TRANSFER

Section 1

The State shall continue its policy of transferring members based on the best interests of the Department, including consideration of special qualifications. Where those factors are relatively equal, preference of the member and length of service shall be major factors in effecting the transfer. The provisions of this Article apply only to lateral transfers. Vacancies will normally be filled from the request of members with the most

bargaining unit seniority who meet the qualifications of the announced vacancy before vacancies are filled by going outside the unit to hire new personnel.

Section 2

(a) The Employer will monthly circulate notices which shall be prominently posted at each duty station concerning available duty posts and will maintain a file of transfer requests. A member desiring a transfer shall submit his request(s) on forms to his detachment or unit commander. All such transfer requests, with appropriate endorsements, shall be forwarded to division and department headquarters. Transfer requests shall only be filled after fifteen (15) days from date of issuing the notice of vacancy, provided the notice is mailed on or before the effective date of notice. The Employer will forward a copy of all vacancy notices to the PSEA office in Anchorage at the same time vacancy notices are released for posting.

Section 2

(b) (c) (d) (e) (f) (g) and (h). Retain current contract language.

ATTACHMENT NUMBER ONE

WRITTEN COMMENTS SUBMITTED BY THE PUBLIC

Bering Sea
Fishermen's Association

632 Christensen Drive
Anchorage, Alaska 99501
(907) 279-6519

January 4, 1986

Representative Peter Goll, Chairman
Special Committee on Fisheries
Alaska State Legislature
House of Representatives
Pouch V
Juneau, Alaska 99811

Dear Representative Goll:

Thank you for your letter requesting comments on enforcement of fisheries regulations. Bering Sea Fishermen's Association is concerned with several matters of enforcement in the fisheries of Western Alaska and we appreciate the Committee providing us an opportunity to voice the concerns.

There are areas in which we consider the level of enforcement inadequate, and this lack of enforcement certainly does create economic incentives for fishermen to break the law. Since the majority of regulations in Title 16 are intended to protect the resource, lack of enforcement does indeed jeopardize the resource.

The exclusive registration regulation prohibits herring fishermen from fishing in several of the Western Alaska herring fisheries if they take part in any other herring fishery in the State that year. The regulation also prohibits vessels from being involved in an exclusive fishery and any other fishery. By all appearances, enforcement has been minimal. Enforcement of this regulation requires boarding vessels during the season. Local fishermen in the Western Alaskan herring fisheries feel that there have been numerous incidences of fishermen participating in several of the herring fisheries in western Alaska in flagrant violation of the regulation.

For the past two years I have seen no attempt to enforce the exclusive registration regulation on the fishing grounds in the Norton Sound herring fishery. To fishermen who stand to make thousands of dollars by participating in several of these fisheries, there certainly is an incentive to face what has proved to be a very small risk of being detected.

You ask if there is consistency in enforcement of fishing regulations. I feel that in many cases there is not. Generally it is easier and less

expensive to monitor and enforce minor and unintentional violations such as having gear in the water a few minutes past a closure or a short distance inside a closed area. Intentional calculated violations such as fishing without a permit, selling subsistence fish and fishing far inside closed areas are more difficult to enforce and often more detrimental to the resource. For example, while there was little attempt to enforce the exclusive registration regulation during the Norton Sound herring season, there was significant patrolling to cite fishermen whose nets weren't out of the water on time.

Protection personnel should not necessarily overlook unintentional violations, but they should have some sensitivity towards rural users who, because of misunderstanding or circumstance, commit violations. After receiving your letter I asked residents from various areas of westen Alaska for input about enforcement problems. In response I heard several stories of over zealous officers diligently pursuing minor subsistence violators while neglecting major violation enforcement.

✓ Attendance at Fish and Game Advisory Committee meetings by enforcement personnel would help improve the relationship between fishermen and enforcement. Fish and Wildlife would be able to ask fishermen first hand what problems and concerns they have with enforcement policy and methods. Also, it would improve officers' understanding of the fisheries they are involved with.

Specific problems we have heard of include the selling of roe from subsistetnce fish in areas of the Yukon river, and selling roe from commercial fish while discarding the carcasses.

One of the most important problems facing Fish and Wildlife Enforcement during the 1986 season will be in the Alaska Peninsula-Aleutian Islands fishery. The Board of Fisheries has put a cap on the harvest of chum salmon which is caught incidentally with the sockeye salmon. Once the chum ceiling is reached, the entire fishery will be shut down. Since the chums are worth a fraction of what sockeyes are worth, there will be incentive for fishermen and processors to either dispose of chums, or to list them as other species so as to keep the sockeye fishery open. The Board instituted the chum cap because of dangerously low chum runs in parts of western Alaska. Violations of this sort may be very damaging to the resource, consequently, we hope to see a major enforcement effort in this area.

Thank you for your inquiry. Please let us know when you have a schedual for hearings, and feel free to contact us should you have further questions.

Respectfully

Lee Goodman
Extension Specialist

UCIDA

UNITED COOK INLET DRIFT ASSOCIATION

BOX 4649- KENAI, ALASKA 99611

P. O. Box 324
Kenai, Alaska 99611

December 24, 1985

Representative Peter Goll
Special Committee on Fisheries
Pouch V
Juneau, Alaska 99811

Dear Representative Goll,

Fish and Wildlife enforcement in Cook Inlet has most of the same problems as other parts of the state.

In the 1985 season the "on the grounds" enforcement presence consisted of one vessel over 30', one plane to fly boundary lines, and a rubber raft to oversee a fleet of almost 600 boats.

The consensus of the drift fleet is that there should be one or two more vessels and that the plane should have radio contact with the fleet.

Loran has not proved to be the final navigational solution most of us had hoped for (Cook Inlet has notoriously weak and inconsistent Loran signals) and many violations could be avoided if the plane had radio contact with boats. We have offered to buy them a radio, if necessary, to no avail.

A related problem is the consistent pleas from sport fishermen for more enforcement on the Kenai River.

The enforcement personnel, both on the grounds and the river, have been courteous and reasonably knowledgable about the fishery.

Yours truly,

Jim Evenson
President

JE.ne

cc: Jack Cadigan, Executive Director
United Fishermen of Alaska

NUNAM KITLUTSISTI

Protectors of the Land, Inc.
P.O. Box 2068 • Bethel, Alaska 99559
907/543-2856

December 19, 1985

Representative Peter Goll
Alaska State House of Representatives
Chairman, Special Committee on Fisheries
Pouch V
Juneau, AK 99811

Dear Representative Goll,

Thank you very much for your letter of interest seeking our input on Fish and Wildlife Protection (FWP) enforcement activity and effectiveness. Our work program concerns the Yukon-Kuskokwim Delta. On certain migrating resources or industries, we have a wider perspective. We would like to restrict our comments to these areas.

Lack of consistency and the degree of commitment by FWP officers have been a constant public complaint from those users who witness violations not cited by FWP. Three examples come to mind:

A. **Nelson Island Herring Fishery**

The Nelson Island village cluster agreed to a pioneer commercial fishery in 1985 on damaged Eastern Bering Sea herring stocks. These herring are essential for the subsistence way of life. After three court cases stretching over seven years to prevent overutilization and promote conservation of these damaged stocks Nelson Island's elders finally agreed to a limited commercial fishery. In exchange for consent on a commercial opening, the Board of Fisheries established a super-exclusive use area that would promote local utilization of 10% of the spawning herring biomass. Bays south and north of Nelson Island above Cape Newenham have similar exclusive use area restrictions on both boat captains and vessels registration and participation.

Western Alaskan herring fleets did not enter into limited entry Southeastern, Kodiak, and Southcentral herring fisheries. An equity compromise reached at the Alaskan Board of Fisheries prevented nomadic high efficiency herring fleets from walking the Western Alaskan coastline and devastating small northen EBSH stocks fished by local, hands-on fleets.

FWP officers are supposed to check each permit holder in the large Togiak herring fishery, recording the vessel identification number, captain's license, and crewmember names. This listing was to preclude a crewmember in Togiak becoming a captain or re-using a Togiak vessel in a northern exclusive use registration area.

In 1985, this procedure was not followed by FWP. Numerous reports came to our office from fishermen in the registration areas north of Cape Newenham that the nomads were in. There was no checking of registration at Goodnews Bay, and Kokechik Bay by FWP in our district, and in Norton Sound.

Nelson Island is a case in point. ADFG and ourselves had reported to FWP that apparent violations of the exclusive use registration area was occurring at Nelson Island where Icycle processing operations were using Petersburg fishermen . FWP's Andy Blank came to Nelson Island on one day. There was ice between the ADFG camp and the Petersburg fleet. Rather then wait around for the ice to move and check the fleet, FWP's Blank left. The Petersburg fleet was never checked by FWP. That high-tech fleet took 38% of the harvest versus 204 local small boats. In a flagrant violation of the law, Icycle's processing boat picked up these fishing skiffs and moved them to Norton Sound. The fishermen went to Toksook Bay to begin their air travel to Norton Sound. Villagers surrounded the airplane, removed the fishermen, and held a public meeting. Fishermen were asked to show their permits. Two of the fishermen had in their possession captain's licenses from other districts. The name of each fishermen was recorded, and forwarded to ADFG, the FWP, and CFEC.

a. Hammond K. Vainle
b. Allen Fee
c. Tim Tienhaara
d. Ty Cummins
e. Bryan Kanpoll
f. Axel Stolpe
g. Robert L. Swanson
h. John R. Swanson
i. Jerry E. Dahl, Jr.
j. Jeff Meucci

This flagrant violation of the law by Icycle and its contract herring fishermen has escaped any civil penalty. Icycle and FWP have undermined creditability of the State's regulatory and enforcement system.

The Committee should be especially concerned in this issue in that small northern populations of eastern Bering Sea Herring may be subjected to intense fisheries if the expected decline in Togiak herring biomass starts in 1987. Institutionalization of an effective monitoring and diligent enforcement will dissuade nomads from violating the regulations, protect low technology fisheries, and insure conservation among these damaged stocks.

B. **Upriver Yukon Blackmarket on Summer and Fall Chum Eggs**

Salmon allocation is a continuing allocative problem amongst the numerous users of a comparative small Yukon salmon resource. Illegal fishing exacerbates conservation and competition between user groups.

1. **Summer Chums**

Several processors established roe processing stations in Y-4 in the mid-1970's to process roe from commercial caught summer chum salmon. There is no market for summer chum flesh. This commercial fishery is justified by ADFG since summer chums are an underutilized stock. Access to a market has spawned a blackmarket subsistence roe fishery in Y-4. Complaints about this fishery have continued for years. Open abuse has been reported at Fish and Game Advisory Committee meetings, and before the Alaskan Board of Fisheries, yet FWP has done nothing to curtail this illegal operation.

2. **Fall Chums**

A second issue continually discussed at local Fish and Game Advisory, Regional Councils, and the Alaska Board of Fisheries is the illegal use of eggs from Fall Chums in the village of Tanana at the confluence of Y-5 and Y-6.
The Board has regularly received reports that subsistence caught eggs of Fall Chums have routinely entered the commercial egg processing industry in a fishery where a market for flesh does exist. Fall chums are a threatened species in the Yukon River. Misuse of this resource by a group of users confounds already series management and allocation problems on the Yukon River. FWP has failed after numerous years of complaints to undertake any enforcement action to curtail this activity.

C. **North Aleutian Peninsula Intercept Fisheries**

1. **Fishing Beyond Three Nautical Miles**

NK has received fishermen and pilot reports that fishermen in the North Aleutian Peninsula fisheries repeatedly went beyond the three mile territorial sea of the State of Alaska to intercept Bristol Bay and Arctic-Yukon-Kuskokwim salmon. One pilot report made to the Alaskan Board of Fisheries this year was that an American seine boat was observed with gear in the water more then forty nautical miles from the North Aleutian Peninsula.

The reason that numerous complaints were received this year was that FWP had removed all its officers from the North Aleutian Peninsula to target Bristol Bay. In that violations of those reported in the North Aleutian Peninsula affected conservation of salmon stocks throughout Western Alaska, a poor decision by FWP had widespread ramifications.

2. A New Issue:Chum-Chucking in False Pass

The Alaskan Board of Fisheries has amended 5 **AAC 09.365 South Unimak and Shumagin Islands June salmon Management Plan** to place a cap of 400,000 chums. Once the ceiling tor less valuable chums is reached in that fishery now compressed trom June 10 to June 24, the more valuable sockeye fishery will close by emergency order. The incentive to cheat by discarding chums to avoid reaching the cap and continue the sockeye fishery is real.

The reason that the Board instituted the chum cap was the serious conservation problems that exists is all Western Alaskan major chum salmon spawning rivers. A take of 400,000 chum was at best a political compromise. not a conservation figure arrived at by the Board. Discarding of chums far in excess of 400,000 will contribute to additional conservation problems, and exacerbate in-river allocation disputes amongst users. Close supervision of the fishery to prevent wide-spread discarding of less valuable chums by the False Pass fisheries will prevent a serious conservation problem from developing.

I hope that these examples that address your final questions on consistency and focus on most important enforcement problems will assist the Committee in focusing its attention on FWP issues in Western Alaska.

in peace,

harold sparck, director

BRISTOL BAY NATIVE ASSOCIATION

P.O. Box 169

DILLINGHAM, ALASKA 99576

(907) 842-5257

December 17, 1985

Rodger Painter
Prof. Asst. - Fisheries Committee
Pouch V
Juneau, Alaska 99811

Dear Mr. Painter:

Enclosed are the results of the survey on enforcement activities we sent to all salmon gillnet permit holders for Bristol Bay. We received 800 responses out of 2940 questionnaires for a 27% return rate.

Results of the survey indicate that the level of enforcement in Bristol Bay increased during the 1985 salmon season but there is still a need for improvement as is evidenced by the statistics and the statements by fishermen. The comments compiled and attached are representative of hundreds of written remarks that were made by respondents.

This survey was made possible by funds provided to the Bristol Bay Native Association Fisheries Program by the 14th Alaska State Legislature.

If we can be of further assistance please feel free to contact us.

Sincerely,

BRISTOL BAY NATIVE ASSOCIATION

Deborah Tennyson
Executive Director

Jim Timmerman
Fisheries Coordinator

Enclosures:

December 5, 1985 August 1985 (2940 surveys were sent out in September)
results received to date total 800

AUGUST, 1985 SURVEY: THE BRISTOL BAY NATIVE ASSOCIATION IS COLLECTING INFORMATION ON ENFORCEMENT ACTIVITIES DURING THE SALMON SEASON AND WOULD LIKE YOUR HELP. WOULD YOU TAKE THE TIME TO FILL OUT THIS SURVEY AND RETURN TO US?

. DISTRICT YOU FISHED DURING MOST OF THE RED SEASON. YOU MAY CHECK MORE THAN ONE.

EGEGIK	295
UGASHIK	230
NAKNEK/KVICHAK	362
NUSHAGAK	144
TOGIAK	93

2. FISH AND WILDLIFE ENFORCEMENT PEOPLE WERE:

EVERYWHERE	222
SOMETIMES AROUND	493
NEVER SAW THEM	84

3. I MOSTLY SAW FISH AND WILDLIFE:

AIRPLANES	411
SKIFFS	314
POWER BOAT	363
NEVER SAW THEM	65

4. DID YOU SEE ANY FISHING VIOLATIONS:

YES	629
NO	158

5. WHAT TYPE:

FISHING OUTSIDE THE LINE	500
MORE THAN 3 NETS	113
SETNETTERS WHO DRIFT FISH	123
DRIFT FISHERMEN SETNETTING	95
OTHER	6

5a. WAS ENFORCEMENT BETTER THAN LAST YEAR?

YES	520
NO	143

6. WAS ENFORCEMENT IN THE AREA AT THE TIME OF THE OBSERVED VIOLATION?

YES	338
NO	386

7. IF ENFORCEMENT WAS NOT PRESENT DID YOU REPORT THE VIOLATION?

YES	120
NO	367
DID NOT WANT TO	41
DID NOT KNOW HOW	33
DID NOT HAVE TIME	114

8. IF REPORTED, WAS ANYTHING DONE?

YES	41
NO	85
DON'T KNOW	24

9. DO YOU THINK WE NEED MORE ENFORCEMENT?

YES	370
NO	276

10. DO YOU THINK WE NEED LESS ENFORCEMENT?

YES	71
NO	594

11. YOUR BOAT/SET NET SITE WAS CHECKED BY FISH & WILDLIFE?

YES	306
NO	476

IF YES, WHAT DID THEY CHECK?

PERMITS	278
CREW LICENSES	258
NETS	150
BOUYS	79
OTHER MARKING	55

12. HAVE YOU EVER CONTACTED FISH & WILDLIFE FOR ASSISTANCE? (Search, Rescue, Law Inforcement)

YES	209
NO	568

IF YES DID THEY HELP?

YES	121
NO	21

13. ANY SUGGESTIONS FOR FISH & WILDLIFE ABOUT ENFORCEMENT ACTIVITIES?

CHECK ALL BOATS/SET NET SITES FOR PERMITS, ETC.	448
BETTER EXPLANATIONS OF THE LAWS	152
MORE AIRPLANE SURVEILLANCE	219
MORE SKIFF PATROLS	246
MORE POWER BOAT PATROLS	214
MORE NIGHT PATROLS	266
MORE LINE CHECKS	299

14. DO YOU THINK YOU UNDERSTAND COMMERCIAL FISH REGULATIONS?

YES	645
NO	23
NOT SURE	105

15. OTHER COMMENTS: (SUGGESTIONS/CONCERNS ABOUT ENFORCEMENT)

ADDITIONAL RESULTS RECEIVED AFTER SUBMITTING EXECUTIVE REPORT 10/18/85

5. TYPE VIOLATIONS

I saw Fish and Wildlife service watching (more than once) boats fishing outside the line without doing anything.

Early fishing on transfers.

6. ENFORCEMENT IN AREA

Johnson Hill, many boats over line - many citations - overall, good job by enforcement.

Yes, - About (1) one dozen boats were fishing above North Cape Line and doing right well, thank you.

9. MORE ENFORCEMENT

On the beach, because there is as much violation on the beach as there is out in the boats.

Along the Lines started in 1985

More in the outer areas - 2 to 10 miles out.

15. OTHER COMMENTS:

For fishermen obeying the law, its pretty hard to catch 200,000 pounds of fish. You should observe where these boats fish.

This season the enforcement was much better than previously. I applaud the enforcement effort and believe that the level of enforcement must be maintained or increased.

Get back to a local intercept fishery where fishermen fishing in a particular district harvest fish returning to that district and not a fishery where fishermen in a particular district harvest fish trying to reach another district.

I was boarded for fishing over the line - I started pulling too late and had about 50 fathoms to pull when we crossed the line. Fish and Game boarded my vessel - gave me a warning citation - which I deserved.

I would like to see harsher jail sentences and/or fines levied against those who break fishing regulations.

Need creative escapement practices, shorter openings to see what fish are doing, types, sizes, age, volume, also streams need to be cleaned.

Check boats over setnets with unrealistic high catches for using too much gear, etc.

Boats were fishing many miles outside the line. Because of the great numbers, the enforcement people could not catch all the violators.

I think there should be night patrols at Middle Bluff. When a boat transfers into a district he should show Fish & Game proof of his transfer time. I've heard Fish & Game officers complain that they can only bust 2 or 3 people a day and the rest of the day is spent doing paper work. Just pull their permit cards and do paper work when period is over.

Statistical analysis of deliveries by permit holders - look for multi-boat deliveries.

Enforcement for 1985 was the best I've seen in the bay.

The regulation books need to be published earlier.

Transfer officer for each district.

Get a boat that is more seaworthy than the Endurance.

Need a speedier way to arrest more than one boat at a time.

All boats should have name and homeport painted legibly on it in accordance with USCG regs.

We have observed drift nets passing between set nets during the night tides more often than during the day time.

More enforcement and checking in Ugashik and Port Heiden offshore fishing.

Very little enforcement in the Northern and Northwestern districts of the Alaska Peninsula where people down there are bragging that they fish 7 days a week and up to 30 miles offshore.

Set nets skiffs should be required to have a vessel license to control share-cropping fishermen using one permit.

What can be done about the dangerous and unsafe operation of boats.

Check closer for setnetters drift fishing at night.

Boats fish Cinder River in fog.

If someone has 70,000 pounds of fish on the books and the basic average is 14,000 pounds shouldn't they know who to watch?

I personally know of one boat that didn't have a Bristol Bay permit.

Need to pressure legislatures to assure continued funding for Fish & Game protection.

Fish and Game enforcement is inadequate for the number of responsibilities they presently have.

5. TYPE VIOLATIONS:

Fishing night before openings and in closed areas when foggy.

Fishing all districts without transferring.

Setnetters in Queen Slough put out 3 nets, moved sites, etc.

Deep mesh gear.

6. ENFORCEMENT IN AREA:

'Compliance' went around a net that was drifting over the line to get to our boat for a routine check of licenses. We were not fishing at the time

Johnson Hill Line - they picked up dozens at a time.

Not enough manpower to enforce line.

Enforcement occupied issuing tickets.

7. REPORT VIOLATION:

No, the way 'the Book' says to do it is not practical, i.e. photographs with landmarks.

13. SUGGESTIONS ABOUT ENFORCEMENT:

Pay more attention to the illegal tenders and their private fleets.

Fog/night/windy weather enforcement was not around at the line.

Have an officer stationed on the beach during the season in each district so he could be contacted when a violation is observed.

Offshore patrols for illegal fishing.

Update new/changed fishing regulations 2 months prior to season opening.

When checking Lorans for over the line violations - F & W should have their own on board the protection vessel. If they use the fishermens'Loran they need to know enough to tell if the Loran is right or if it is programmed to read the line by switching to a waypoint.

Put officers on tenders at different times to check licenses and gear.

All enforcement patrolmen should have a pre-season meeting with concerned fishermen so the fishermen could teach the enforcement people where to be and when.

15. OTHER COMMENTS:

Issuance of citations must be speeded up.

The enforcement was excellent this year, but what they had to enforce was ridiculous. The problem now rests with the fish management people in Fish and Game.

The accidents and near misses which occurred at Egegik in 1985 needs to be addressed. The operation of a fishing vessel which endangers the life of another is criminal.

When the Ugashik district was shut down to drifters for punishment instead of arresting the violators (a minority) the ADF&G chose to punish all of us, as a result, those of us who chose to fish legally suffered a double loss. Besides losing out on the fish caught by outlaws, we were then denied fishing time.

I have never in 15 years been checked for area registration.

I fished Egegik for 16 years so I know what fish they are catching. The lines have got to be moved in to protect Naknek/Kvichak fish.

Each year it seems that there are a number of fishermen who catch a considerable amount of fish more than even the best fishermen. General opinion seems to be that these people fish illegally to a considerable extent.

Period openings in the middle of the night invites illegal fishing.

I know of people who don't transfer and make any opening they want.

Two boats fishing one permit, boat with permit clears three nets while boat without permit hangs onto three nets that are fishing. When boat with permit clears the nets he resets and switches with the boat without the permit.

Limited Entry permits were intended to limit fishermen. Every year there are more and more boats.

False Pass fishermen were almost fishing Ugashik this year.

There should not be more than 6 hours notice for opening of periods. This way boats can't run back and forth without transferring.

What we need is the False Pass area closed. Port Moller and Cape Menshikoff - what they should have here is the same type of 'terminal area' that we have in Bristol Bay. They fish False Pass, then move up to Port Moller - two chances at the same fish. We get one.

ADF&G office hours do not always accommodate with fishermens' decisions to transfer districts.

15. OTHER COMMENTS:

Certain fishermen are outlaws, most of us know who they are, yet these people manage to defy the law time after time.

Night enforcement should be a priority.

All violators names and boat names need to be published in the paper, plus their fines, trial dates, out come of trial. Lets the rest of us know what we face if we violate the fishing laws.

Should send enforcement to areas outside of Area T. With so much concentration of enforcement in Bristol Bay, we leave little enforcement for Port Moller and False Pass.

Penalties for those blatantly abusing the law must be much greater than the financial rewards for doing so.

I believe I am in compliance with all the regulations but a checklist would be helpful - i.e., numbers on boat, nets, buoys, permits, etc.

Establish a radio 'Hot Line' for those observing violations. No reward except - thank you for your interest.

A buoy is a one time cost - setting buoys would eliminate the need for patrols at lines and allow needed enforcement elsewhere.

In Naknek they (Fish & Wildlife Protection) ticketed people, in Ugashik they gave them time to get back inside the line.

I think that for the start of fishing periods, KDLG could give a countdown. This would help make everyone legal.

Most violations I see occur after most people have gone home including Fish and Wildlife Protection. I think that Fish and Wildlife should stay in the Bay 10 - 14 days longer.

Set net buoys are for the most part inadequate, poorly marked, too submersible.

I was totally appalled by the decision to close the Ugashik District because of a few violators on the North line. Let the cops handle the violations and Fish and Game manage escapement.

Our legislators should be encouraged to increase the penalties for illegal fishing activities. Robbing the resource should be viewed in the same way as robbing a bank.

An undercover investigation with major violations as the sole purpose or aim would bring, I believe, very surprising results.

Why is this survey done by the Bristol Bay Native Association instead of Fisha and Wildlife people?

BRISTOL BAY NATIVE ASSOCIATION
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DILLINGHAM, ALASKA 99576
PHONE (907) 842-5257

December 19, 1985

Rodger Painter
Professional Assistant - Fisheries Committee
Pouch V
Juneau, Alaska 99811

Dear Mr. Painter:

Enclosed are some additional comments for the Enforcement Survey that were inadvertantly left out of the packet we sent you on December 17, 1985.

Sincerely,

BRISTOL BAY NATIVE ASSOCIATION

Jim Timmerman

Jim Timmerman
Fisheries Coordinator

JT/en

Enclosures

SPECIAL NOTES: Enforcement Survey Comments

5. Type Violations

Drift boats go dry with their gear out late in the season in the Ugashik District. A popular spot for this is right of Smokey Point in the blind channel.

Setnetters using more than 3 nets.

I have seen more than one boat with the same license (ADF&G) number.

I know of people using and having aboard more than 3 nets. Enforcement doesn't seem to check this.

'18 Wheelers' disappearing over the horizon at dusk - returning with full loads at dawn July 15 - 19.

Enforcement officers should be more courteous.

Setnetters with unmarked pegs outside their nets.

Drift fishermen too close (between) setnets.

Fishing in an area not registered for or before legal transfer time very common.

Fishing during closures.

Deep mesh nets.

Setnets at sites without permits, e.g., one permit site on site on Kvichak and one at Ugashik at the same time.

More than one boat fishing on a permit.

Fishing way below (outside) line before period opens, then coming in with a big load when the period starts.

Reckless operation of fishing vessel.

Many fishing far below line and some without permits, tenders were helping them get rid of their fish.

I myself set my net out half an hour early - never got caught.

Setnetting more than one site, like 3 or 4 nets after most of the people go home.

Commercial fishermen robbing subsistence nets on Kanakanak Beach prior to commercial openings.

6. Was enforcement in the area at the time of the observed violation?

Fish and Wildlife was seen in Togiak only toward the end of Coho season.

They look the other way.

They did not know what to look for - skiff had no Loran.

Many times there were not enough officers to enforce the laws.

In the area, but did not assist.

They got guys going over the line, let go the ones way over, ignored setnetting drifters.

Fish and Wildlife personnel did not know lease laws.

Power boat made one trip per tide down middle channel to the line at low water, balance of time tied behind processor.

They only come out to our area (Egegik) if called, then too late.

Called King Salmon on phone. Protection said they were thru for the season. This was during fall silver season, said they had their 190 hours in.

OFAB when present were inconsistent, sometimes they would arrest violators and other times they wouldn't.

7. Did you report the violation?

Hard enough to get ahold of Fish and Game to transfer - let alone report violations.

Did not want to (the violation) was painfully obvious.

No, afraid of reprisals if did over radio.

Tried to reach the Valiant, but could not.

Called enforcement several times when I was able to go to Dillingham.

No use.

You must fly to King Salmon to report.

None of my business.

Sometimes (you could not report all violations even if you tried).

I tried to call them on VHF, but they wouldn't answer in Egegik and Ugashik.

8. If reported, was anything done?

Fish and Game would not answer radio, could only raise King Salmon on SSB.

If officers were close by, then something was done.

Was referred to filing charges when in Dillingham, did nothing while on the grounds.

Sent an agent to observe, but periods were closed while he was present.

They knew about it and were waiting to catch him in the act.

No, they never did anything before.

Most violators seemed to know when enforcement was coming.

9. More Enforcement?

Need more active enforcement, not more people.

We have enough enforcement already.

More effective enforcement of illegal transfers.

To patrol the boundaries way below the line.

It is good to have enforcement, especially for those who willingly violate and who do it so obviously.

Need immediate action when criminal intent is evident.

More boats, skiffs and airplanes for observation.

Need more protection on intercept fishery in upper Alaska Peninsula/False Pass area.

More undercover work with unmarked boats.

1 or 2 in Togiak.

Need better enforcement between Egegik and Johnson Hill.

A lot of fishermen fish illegally in Togiak because they know enforcement does not show up until the end of Coho season.

Constant enforcement from June 15 to July 20 in all river systems.

Better use of what we have.

I believe if '85's' level of enforcement is maintained, the lawlessness of the past will be brought under control.

Maybe we need buoys with snag chains on the lines so that those that insist on going outside the line will wrap their gear coming inside the district.

It was pretty good most of the time last year.

10. Less Enforcement?

There are still a few fishermen that go up river (Togiak) at night to fish.

The more enforcement the better.

Better enforcement.

Unless fishermen somehow pay for it - it would be different if we had true biological emergencies; instead we have fair social rules problems, and we should pay for them, not other areas.

Too many fishing violations.

11. Checked by Fish and Wildlife?

Length of boat.

The line violations were so flagrant that Fish and Game should not be fooling around with these items.

Cited for fishing within 100 feet from end of setnet.

Boarding was done belligerently and recklessly - the officer almost fell in the water when his young partner rammed into the skiff by boat.

12. Contacted Fish and Wildlife for assistance? If yes, did they help.

Yes, lost gear - yes, located gear and stood by until able to retrieve nets.

To report violations - they simply never responded.

Reported violations - quick response.

Contacted them on the grounds when my boat was rammed and was told to report when in Dillingham.

For info-time check, opening on extension information, transfers - immediately.

Report violations and clarify laws - yes.

To better display effort at proper stage of tides in relation to areas covered - yes.

Verification of Loran numbers for buoy/marker - yes.

Report drift fishing in closed area - they took information on radio - never showed up.

Asked for regulation booklet - enforcement had no booklets.

I've tried to on more than one occasion but not with much luck. (Eyegik, Ugashik districts)

Told the compliance about a group of boats fishing below South Cape (Ugashik). They said they would but instead I observed them going another direction and anchor up in Dago Creek.

At the line he (protection officer) told me, "this is OK to start your net." I liked the way he waved at me.

13. Suggestions?

Clarify the 24 hour transfer regs with regard to multiple transfers within the 24 hour period.

Don't quit when (the) season starts to slack off.

Stay in all districts at all times.

Use picture ID's to insure person selling fish is the permit holder.

Continue visible presence - that is the best deterrent.

Check out past lines just before openings at Ugashik.

The power boat needs to be especially marked with high visual colors.

Check boats for extra gear under floor boards, etc.

Change the light buoys to strobe lights.

Check setnetters for how many nets they have.

Patrol officers were very inconsistent about who they arrested.

Place marker buoys every 200 feet at north marker Egegik. The minute you set beyond these buoys you would be without a doubt in violation.

Loran on skiffs/only working 9 - 5 is not adequate.

Check activities by tender/co-op groups.

Setnet drifters work at night or under inclement weather. Exceeding net limit occurs while legal amount of gear is fishing, non-legal gear is picked in boat.

Check catch records for continued catches far above normal and catch these habitual offenders.

Check distance between setnet sites.

Better control of fish buyers to prevent altering fish tickets.

Have tenders and Fish and Game boats anchor on line.

15. Other Comments

I think that 'organized crime', that is premeditated violation of boundaries and other regulations with intent to rape the resource is completely out of hand. Even strict enforcement of 'the Line' is only a token effort. Fishermen who really want to clean up go up to Middle Bluff (between Johnson Hill and the Egegik north line) at night or in the fog and fish with impunity. Similar activities occur 5 miles or more south of Cape Menshikof. Some illegal fishermen in groups own processors to launder the times or locations on fish tickets or even to cover up the lack of a valid permit.

Examples need to be made of the most flagrant violators. By 'example' I mean seizure of boats and prison sentences. However, by flagrant I don't mean just the guy that happens to be 1/4 or 1/2 mile over the line and is unlucky enough to be the furthest one that day when the cops show up. I mean the guy up at Middle Bluff or 5 miles out, where it is obvious BEYOND A REASONABLE DOUBT that that person(s) is premeditatedly raping the resource with no regard for law or his fellow fishermen.

How are we going to catch these people, when they maintain surveillance of radio frequencies and use spotter planes to watch out for ADF&G planes? The answer is right in King Salmon.

The Air Force maintains a facility at considerable cost for a contingency that is unlikely (war). I think a quick run down the coast with a F4 or F15 equipped with infrared cameras at night or during a foggy day would be a useful training exercise and would perhaps acquaint ADF&G with the magnitude of the problem. Also, I think a low level pass with an F15 at 600 knots might be a more impressive show of force than a super cub. The Air Force should find the violators and then the State of Alaska can act. The enforcement people need 1 or 2 helicopters equipped with night IFR capability and water landing capability, and all enforcement vessels need sophisticated electronics to detect and definitively locate violators.

In Ugashik, there was a 25 hour closure due to too many boats outside the line. In a sense Fish and Wildlife closed Ugashik because of their lack of enforcement capabilities.

Also, if salmon runs are weak, such as Kings and Silvers, sport fishing should be closed to taking these species in fresh water instead of just commercial fishing.

Fish and Game on the Johnson Hill south marker only patrolled during day light hours, even though present during other times no one was awake or patrolling. There rarely was enforcement on early morning tides, boats were wrapping Fish and Game's anchor without their knowledge. Skiffs are useless without Loran, the protection officers had to ask adjacent boat for Loran information.

Move the other boundaries of Egegik back to the old boundaries closer to the Egegik River. This area is near or on the route of migrating salmon to other rivers north of Egegik.

Fish and Wildlife escapement goals increase in the Bristol Bay area, the same percent decrease catch of salmon should affect the False Pass/Shumagin area.

Also, area boundaries of the False Pass and Shumagin area should be reduced in size and limited to near river distributaries along the Alaska Peninsula similar to the regulating boundaries of Bristol Bay, Kuskokwim areas.

Need more buoys on north line of Egegik and Ugashik - at lease one more for south line of Ugashik. Enforcement should use an airplane and a standard gillnetter. (Any fisherman can identify the Compliance and Vigilant 3 or 4 miles away and pull in illegal nets and alert other boats.)

Enforcement did a good job this year. In 20 years in Bristol Bay, I've never seen more violators picked up.

Let's go back to 48 hour transfer, also put a buoy between north end of ships in ship channel and Libbeyville like they used to.

With less oil money coming in, we may be cut on enforcement. We must lobby for more enforcement personnel.

Make sure all herring fishermen pick-up their nets next year so they won't rot in Togiak Bay. Also do something about those False Pass purse-seiners.

I think over 50% believe after the 1984 season salmon review on enforcement, it has helped so we or BBNA should immediately get a informative letter along with a survey about management and other problems to the people before the 1986 spring.

Getting better, but they need more manpower.

Setnet sites should be checked at every fishing season since we know of some who fish with more than one site and have only one permit.

Train a Yupik speaking person to work with Fish and Wildlife enforcement and have that person speak through a radio station about Fish and Wildlife laws or even meet with people in villages.

What has been done is excellent on enforcing laws, keep it up, be firm and strict.

Enforcement needs to check closed areas for violations not just be on the line.

No spotter planes.

Enforcement was excellent in Naknek area.

Enforcement agency needs more insight on how many permits are being fished.

Enforcement boats should be highly visible with bright colors, we need for them to be seen. . . for those of us who try to abide by rules, appreciate enforcement.

Ugashik enforcement was a joke.

They have done a better job but more needs to be done. Legislature needs to appropriate more money for protection.

The enforcement effort must have been very costly, and must have used personnel and equipment that normally would have been used elsewhere. Without additional money I don't see how they can continue this. We need to support legislative efforts to get more money and more realistically be willing to pay for it ourselves (through voluntary or involuntary contributions) if we want to continue this kind of effort in the future.

Permits for airplane spotters as their assistance in the fishery is just like a crewman.

I fish on the Naknek River, South Naknek side. The majority of setnet fish here are caught on the outgoing tide. This is when 99% of the violations occur. I suggest skiff patrols during this time.

The large number of cases in courts during and after the season is apt testimony to the increased enforcement effort of 1985.

More public information on regulation changes.

Some of the lines need more buoys to line up on such as the North end at Ugashik, outside line and south line of Egegik.

Enforcement in the fishery is going to be problem until ADF&G gets the support they need to do their job with the existing outlaw fleet operating. The fish sold by these people likely in the millions of dollars. Large fines would help to deter this fleet. If a person robs a bank for $80,000.00 he's thrown in jail for some time. In the Bay they get their hands slapped and they're back to do it next year.

I wish I knew the answers but I don't, too much enforcement is no good. The same people seem to get away with breaking the law.

Bad practice to pull officers from Interior who don't know anything about fishing or boats.

Check residency claims of fishermen.

All beach permits should be checked against how many sites a person is operating.

Here also should be a regulation for the drift fishermen not to scare the other fishermen with waving of the gun or rifle or shouting at the other nearby boats because some of use are easy to get scared.

When enforcement was in the area fishing was a little less dangerous - Unlike earlier years, you now have to guard your boat and gear, some fishermen will do most anything to get a 'set' even if it means destroying someone else's gear. We used to have unwritten rules among fishermen and an honor system - not anymore.

The Fish and Game should watch the river escapements more, many times they are seen boat riding instead of really watching the escapement count.

It appears that fish enforcement is like other law enforcement in that the consistent and willful violators seldom get caught.

Check for extra gear aboard the boats, especially the larger ones. There is no line when enforcement isn't there to enforce it. The competition is just too intense. Enforcement was much better last year than in the past.

Most boats are using two sets of numbers to transfer using electrical tape to change numbers.

No enforcement is possible with so many boats transferring from district to district. No one knows where they are supposed to be fishing in what district. No way to enforce law.

Believe we need a special task force from Limited Entry to check boats during seasons.