

S J R

33


Senator John Binkley

Senate Finance Committee
P.O. Box V • Juneau, Alaska 99811 • (907) 465-4985

Finance Committee
Co-Chairman

MEMORANDUM

March 28, 1989

TO: Senate Resources Committee Members
FROM: Senator John Binkley 
RE: SJR 33

Almost every Alaskan is now aware that the interception of Alaska salmon and steelhead stocks by high seas foreign fishing fleets is having major political and economic impacts on the Alaska fishing industry. We continue to lose millions of dollars in lost fishing opportunities each year as a result of both legal and illegal salmon gillnetting on the high seas, as well as unregulated squid fishing in the North Pacific and Bering Sea.

The Legislature recently passed Senate Joint Resolution 6 which I sponsored and which calls upon the Congress, the United States State Department, and the American section of the International North Pacific Fisheries Commission to take steps to end these interceptions of Alaska fish. One of those steps included adding amendments to the Magnuson Fishery Conservation and Management Act to ensure that United States jurisdiction over American anadromous species will be effectively enforced to stop the interception of salmon and steelhead on the high seas.

The Magnuson Act, passed in 1976, is due for reauthorization by the Congress by September 30, 1989. This legislation established a management system for fisheries within the United States Exclusive Economic Zone, from 3 miles to 200 miles off the shoreline.

One of the major principles of the Magnuson Act is that the United States has jurisdiction over American anadromous species, such as salmon and steelhead, wherever they migrate on the high seas beyond the U.S. EEZ.

Senate Joint Resolution 33 calls for the Congress to reauthorize the Magnuson Act this year and to amend it to give federal and state agencies additional authority in stopping the illegal harvest of salmon and steelhead on the high seas.

The amendments that are listed in SJR 33 are not meant to be all-inclusive. However, they do represent the thinking of most major fishing organizations in Alaska at this time.

March 28, 1989
Page Two

There is some speculation that the Congress might opt for a simple, one-year extension of the Magnuson Act, without allowing any amendments to the legislation. I believe it is important for the Alaska Legislature to send a strong message to the Congress that this would not be acceptable; that the reauthorization process this year offers an excellent opportunity to strengthen the United States' hand in dealing with the interception issue, and that amendments such as these could provide some relief within the next year to Alaska fishermen suffering from the impacts of these interceptions.

The amendments themselves as listed in SJR 33 are not specific. Rather, they detail general concepts with the actual technical details to be worked out during the legislative process.

STATE OF ALASKA

DEPARTMENT OF FISH AND GAME

OFFICE OF THE COMMISSIONER

STEVE COWPER, GOVERNOR

P.O. BOX 3-2000
JUNEAU, ALASKA 99802-2000
PHONE: (907) 465-4100

March 29, 1989

The Honorable Betty Fahrenkamp
Alaska State Senator
P.O. Box V
Juneau, AK 99811

Dear Senator Fahrenkamp:

We appreciate the opportunity to bring you up to date on the state's efforts to formulate amendments to the Magnuson Fishery Conservation and Management Act (MFCMA) as you consider Senate Joint Resolution 33 relating to Congressional reauthorization of this Act.

The Magnuson Act originally established a regime for managing fisheries that provides for adequate conservation and appropriate allocation of fishery resources among users. This law, originally enacted in 1976, is the most important fisheries management legislation developed by Congress. The underlying principles set forth by the Magnuson Act provide critical guidance for management of fisheries species economically important to Alaska, nearby states of the Pacific Northwest, and throughout the nation.

The state supports Congressional action necessary for reauthorization and the continuation of the basic principles set forth by the Magnuson Act. However, we are also interested in potential amendments to strengthen the Act and address specific issues. As you may know, Congress will begin hearings on reauthorization in May of this year. The Administration has formed a workgroup to develop a package of recommendations for MFCMA reauthorization. The workgroup is being coordinated by the Department of Fish and Game and includes staff from the Department of Commerce, the Office of International Trade, and the Governors Office both in Juneau and Washington D.C.

At this time, agency staff and affected interest groups have identified several issues that may become the basis for state supported amendments to the Act. High seas salmon interception and the "donut hole" issue are high on the list, and are examples of topics under consideration for state supported amendments. Other topics include extending state jurisdiction to the new 12 mile territorial sea, expansion of the Pelly Amendment, provisions to improve the

March 29, 1989

U.S. government's efforts to monitor foreign fleets and enforce U.S. fishing laws, support to continue the current geographic balance on the North Pacific Fishery Management Council, measures to ensure that any limited access system provide for access by Alaskans to the resource, and consideration of the community development quota concept for fisheries development in rural areas of Alaska.

The Administration will continue to work with interest groups and the legislature to identify concerns that might be appropriately addressed in the form of amendments to the Magnuson Act. As we continue our work we will be sure to provide you any information we develop on the Magnuson Act and possible amendments.

Sincerely,



David Benton
Director
Office of External and
Intern'l Fisheries Affairs

PROPOSED AMENDMENT TO SJR 33

pg. 2, insert after line 13, a new (4): establishment of a country of origin certification program, whereby all salmon legally caught in the United States are identified, labeled and documented as salmon of the United States; and a request that all other nations of origin establish similar programs.

Re-number other amendments accordingly.

This amendment refers to legislation that is currently being prepared by Senator Murkowski, and is proposed at the request of his staff. The intent of this provision is that it is illegal for other than "nations of origin" to market, transport or purchase salmon unless otherwise approved by the United States, and that only legally caught salmon will have the required documentation as proof.

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The committee adopted this language,
and passed out a CS SJR 33 (Res)
today.

Nancy

FISCAL NOTE

REQUEST:

Revision Date: _____ Agency Affected: Fish and Game
 Title: Reauthorization of the Magnuson Fishery Conserv. & Mgmt. Act/Congress BRU: _____
 Sponsor: Senator Binkley et. al. Components: _____
 Requestor: _____

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 89	FY 90	FY 91	FY 92	FY 93	FY 94
PERSONAL SERVICES	0	0	0	0	0	0
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0	0	0	0	0	0
CAPITAL	0	0	0	0	0	0
REVENUE						

FUNDING: (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
TOTAL	0	0	0	0	0	0

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : (Attach a separate page if necessary)

CSSJR 33 addresses amendments that the Legislature would like to see Congress adopt in reauthorizing the Magnuson Fishery Conservation and Management Act. The department is involved in the Congressional process and can participate in the amendment process without additional appropriations.

Prepared by: Deborah L. Greenberg, Special Asst. Phone: 465-4100
 Division: Commissioner's Office Date: 4/4/89

Approved by Commissioner: *Walter H. Aiken* Date: 4/4/89
 Agency: Fish and Game

Distribution (by preparer) :

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

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**FISCAL NOTE(S) MUST BE ATTACHED
IN ACCORDANCE WITH AS 24.08.035

DATE TURNED INTO OFFICE 4/4/89

2/28/89

Mr. President:

Resources

Committee considered

SJR 33

reauthorization of the Magnuson Fishery Conservation and Management Act
by Congress

and recommended:

replace with CS SJR 33 (Resources) same title
 new title

attached amendment(s) and

_____ letter of intent adopted

do pass

do not pass

no recommendation

individual recommendations

further referral to _____

FISCAL NOTE(S) attached zero
 appropriation no FN attached

fiscal impact
 Gov. FN introduced w/ bill

MEMBERS SIGNING DO PASS

OTHER RECOMMENDATIONS

Rich Halford
Don
Paul F. [unclear]
McElroy
Alvin Fungulinski

Fahrenkamp
Chairman signature and recommendation

Committee backup attached

my and the United States' balance of trade;

BE IT RESOLVED that the Alaska State Legislature respectfully requests
the Congress to reauthorize the Magnuson Fishery Conservation and Manage-
ment Act this year and to add the following amendments as a minimum:

HIGH SEAS SALMON INTERCEPTION
Background Summary

ISSUE

Interception of Alaskan salmon stocks by high seas foreign fishing fleets is having major political and economic impacts on the Alaskan fishing industry. The state can play an important role in resolving this ongoing problem.

BACKGROUND-HISTORY

General

- A. Alaskan salmon migrations-general life history
 - 1. 0-3 years freshwater
 - 2. 1-5 years ocean
 - a. Far ranging ocean migrations
 - b. Susceptible to high seas harvest within and outside U.S. and USSR 200 mile zones
 - c. Order of susceptibility generally: chinook, sockeye, coho, steelhead, chum, pink
- B. Earliest record of interceptions: 1930s Japanese incursions into entrance of Bristol Bay
- C. Development of Japanese high seas salmon fisheries
 - 1. Early Fisheries onshore in Siberia, Kurile Islands
 - 2. Forced offshore in 1920s
 - 3. Cessation of fishing in WWII
 - 4. 1950s strong offshore movement/development
 - a. Total catches as high as 100 million salmon in early 1950s
 - b. Mothership fishery - Northern North Pacific and Bering Seas. 16 motherships, 400 catcher boats peak effort in 1959
 - c. Landbased fishery - North Pacific. 371 independent offshore vessels at peak in 1975
 - d. Vessels fish about ten miles of net per boat

INPFC

- A. International North Pacific Fisheries Convention signed in 1952 - US/Canada/Japan
 - 1. Abstention line (eastern boundary) at 175°W to protect North American salmon (Map A)
 - 2. Consensus required for change

B. 1952 to 1978 minimal change without Japanese concurrence

1. Scientific studies established North American stocks to west of 175°W
2. High seas gillnets dropout rate of 50 percent not reported as catch
3. Harvest of many immature salmon and even matures well short of growth potential
4. Impacts on Alaskan runs may have been as high as 10,000,000 fish per year
5. Primary known impacts on western Alaska coho and chinook, Bristol Bay sockeye and central Alaska chinook
6. In the case of western Alaska coho high seas catch may have exceeded inshore catch in some years

C. 1978 renegotiation

1. Moved Japanese fleets west over 400 miles (Map B)
2. 200 mile limit impetus
3. May have reduced interceptions as much as 70-80 percent. Some inshore runs showed dramatic increases even beyond what would be explained by better survival picture experienced throughout Alaska
4. Continuing impacts - maybe 2,000,000 fish per year
 - a. Western and central Alaska chinook
 - b. Central and western Alaska coho - reduced from prior years
 - c. Bristol Bay sockeye - although greatly reduced from prior years
 - d. Steelhead
 - e. Illegal fishing - landbased, mothership

D. 1986 renegotiation (Map B)

1. Bering Seas (donut) phaseout by 1994
2. Freeze on effort in U.S. EEZ
3. Landbased 1° line movement and enforcement
4. Research and monitoring provisions - mothership observers
5. Provisions for renegotiation
6. Would have reduced remaining interceptions by about 20 percent by 1994 if enforced, but chinook interceptions would be cut by one-half. Actually Soviet quota reductions and current ban on fishing in U.S. EEZ if INPFC guidelines are retained will have reduced remaining interceptions by 80 percent or to about 5 percent of what was occurring pre-1978.

E. Current and future status

1. Marine mammal suit - ban on EEZ fishery
 - a. Japanese threats - INPFC withdrawal (?)
 - b. Alternate fishing areas request
2. MMPA reauthorization
 - a. Request for foreign exemption
 - b. Quid pro quos
 - c. Environmentalist interests - cooperative opportunities
3. Mothership - landbased economic/political situation. Mothership; fishery may be economically defunct but landbased still viable and a strong political force on Japan.

USSR - GOJ Salmon

A. Treaty since 1956, annual negotiations

1. Initially regulated areas, times, gear
2. Evolved to quotas by species by fishery in mid-1970s
3. Banned fishing in USSR 200 mile zone in 1977
4. Bans fishing in some areas outside USSR 200 mile
5. Total quota reduced to only 14.5 million salmon in 1988 compared to longer term historical catches in the 40-to-65-million range
6. Charged Japan for fishing privileges (\$26.8 million in 1988)

B. Current Impacts

1. Quotas are for all salmon - North American and Asian not differentiated
2. Quotas dramatically reduced 1985-1988 to about 20 percent in mothership, 70 percent in landbased
3. Mothership fleet reduced from a high of 16 motherships and 400 catcherboats in 1959 to one mothership and 43 catcherboats in 1988
4. Landbased fleet reduced from 371 offshore vessels in 1975 to 157 in 1988
5. New Joint venture strategies
 - a. Processing for USSR catcherboats
 - b. Hatchery joint construction and harvesting

US/USSR GIFA

- A. Negotiated spring 1988, will be ratified in November

- B. Provides for consultative committee member and alternate each side. Meet at least annually
- C. Article VII deals with salmon
 - 1. Cooperation in management of high seas fisheries
 - 2. Agree on undesirability of high seas fisheries
- D. Reciprocal fishing agreements
 - 1. Paves the way for industry ventures in each others zones
 - 2. Crab ventures in USSR EEZ being planned
- E. Provides for management cooperation in other high seas fisheries management
 - 1. Donut
 - 2. Squid fisheries

Donut Fisheries

- A. Trawl harvests have expanded from nothing to nearly 1,300,000 mt (reported) in last four years
- B. Observed illegal fishing in U.S. EEZ from vessels supposedly operating in international waters of donut. Total catch may be underestimated - little or no monitoring
- C. Observer data on donut trawl very fragmentary
 - 1. No herring observed
 - 2. Salmon bycatch rates quite variable. Mainly chinook
 - a. Number of observations minimal
 - b. Expansion of samples to total chinook catch results in 2,000- 9,000/year total in five of six years and 200,000 in 1988 (small sample)
 - c. Impacts could be significant
- D. Sitka multilateral pollock science conference
 - 1. Inconclusive on donut stock composition as far as any consensus between nations
 - 2. In our view, data sufficient for management conclusions
 - a. Most probably major stock interactions between U.S. EEZ and donut

- b. Present level of harvests will probably have a negative effect on U.S. fisheries and EEZ pollock stocks
- c. There is a need for more research to better define pollock biomass and stock migrations

Squid Fisheries

- A. Japanese jig fisheries in western North Pacific are longstanding with little interaction with U.S. EEZ resources. Jig fisheries moved offshore in 1974
- B. Japanese gillnet vessels proliferated to around 500 in last ten years largely based on transfers from mothership and landbased fleets as Soviet quotas decreased
 - 1. Korea and Taiwan later entries - 1980 and 1982 respectively
 - 2. Over 700 vessels total with over 10,000 miles of gillnet of a size which will capture salmon
 - 3. Know fishing area larger than the continental U.S. (Map C)
 - 4. Squid catches with drift gillnets average 180,000-260,000 metric tons per year
- C. Japanese management - domestic regulation
 - 1. Area fishing restrictions with western boundary at 145°W and northern boundary movable by month to keep vessels out of colder salmon waters. 46°N is upper boundary
 - 2. Ban on retention or sale of salmon
 - 3. No evidence of significant salmon bycatch or retention
 - a. Little observer data. Plans for expanded coverage cancelled when Japan denied mothership MMPA permit for 1988
 - b. Only fragmentary observations of landings in Japan. No salmon observed
 - c. Many observations of illegal fishing north of boundary even with minimal U.S. observation capability
 - d. Domestic enforcement minimal
- D. Taiwanese management - domestic regulation
 - 1. Under U.S. pressure adopted generally same regulations as Japan
 - 2. No enforcement we are aware of
 - 3. Many indications of illegal salmon catch and sale

- a. Same fleet mounted a directed salmon fishery in Asian waters three and four years ago. Three to four million catch per year. Japanese banned Taiwanese salmon imports
- b. Major Hong Kong/Singapore illegal transshipment through Tacoma to Japan of salmon probably caught by Taiwanese fleets uncovered three years ago, about 4,000,000 pounds were involved, mostly chums
- c. Unspecified origin coho on European market
- d. Very few observations of Taiwanese fishing - fleet operation an unknown

E. Korean management

1. No known regulations
2. Are cooperating to some degree on observers
3. One observer trip recently - no salmon, but significant catches of albacore and billfish

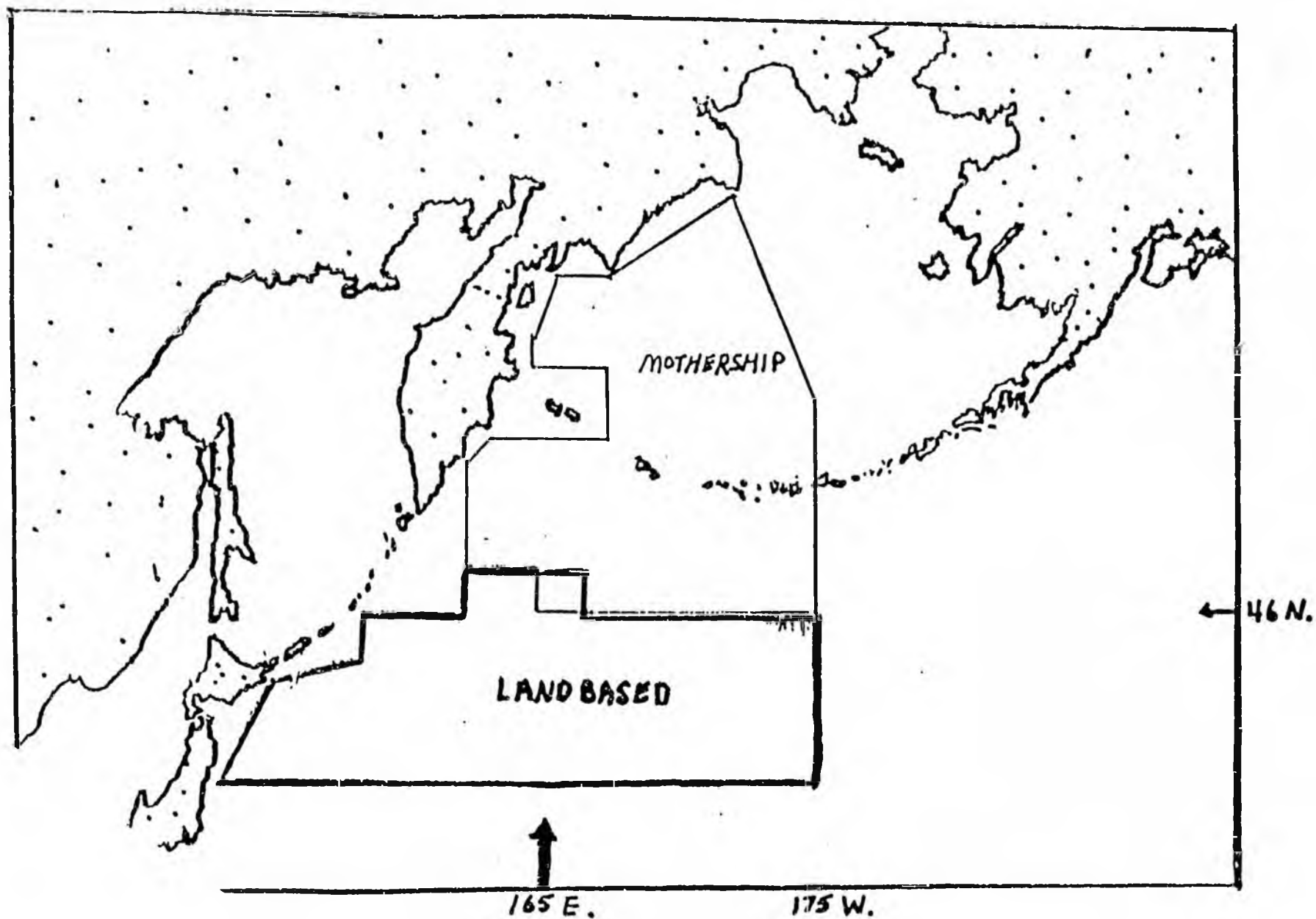
F. Squid - salmon overlaps

1. Definitely area of overlap on northern boundary
2. Generally Japanese regulations would be acceptable if enforced
3. 1988 salmon run problems in some areas of Alaska have heightened interest in interceptions
 - a. Reports of net marked fish in Bristol Bay
 - b. Southeast coho run shortfall
 - c. USCG budget cuts, minimal patrol - feeling that squid fleets could be fishing anywhere

G. Driftnet legislation

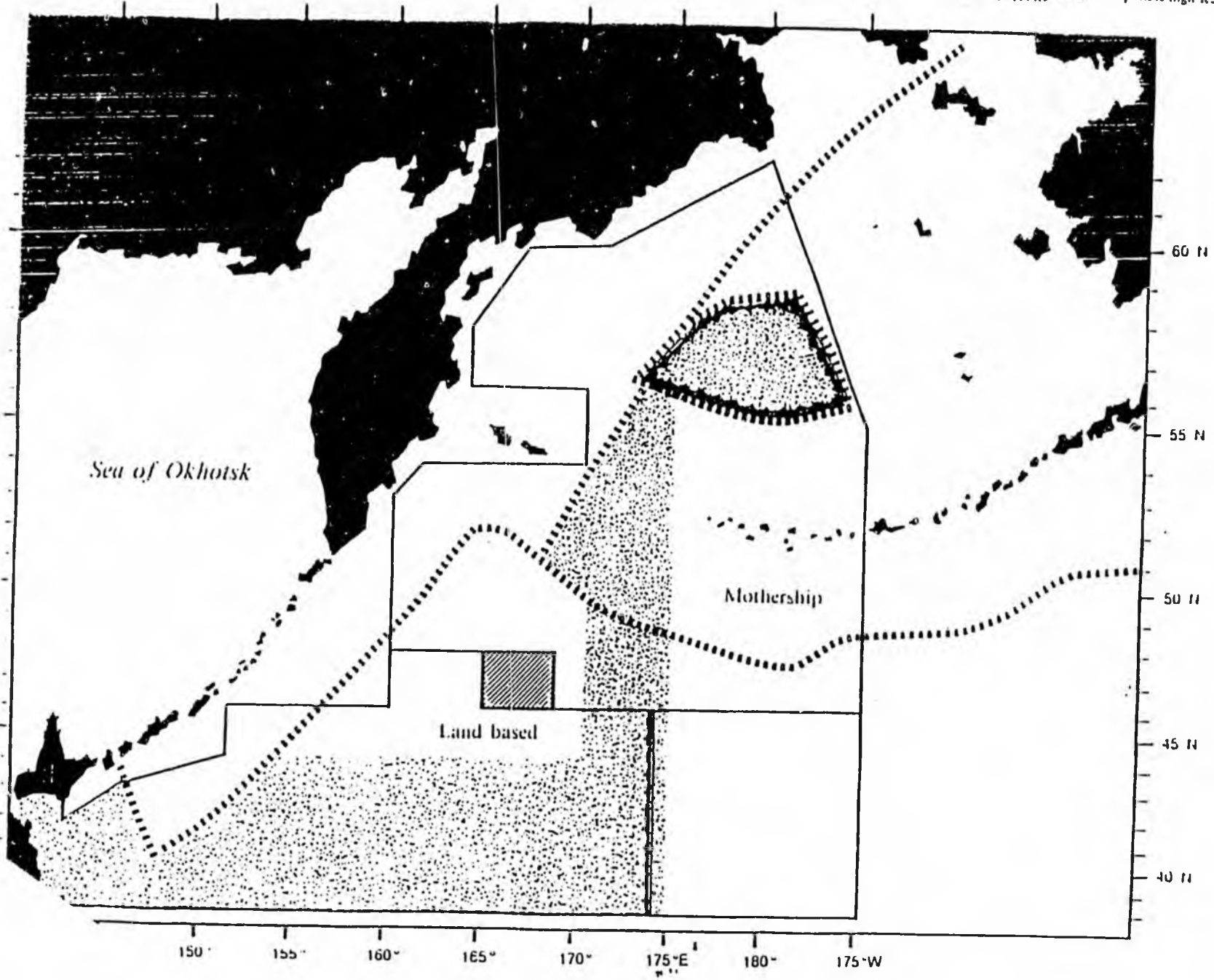
1. Passed by Congress last spring. Stevens a prime sponsor
2. Requires Secretary of Commerce to negotiate observers, monitoring and research programs by 1989 or foreign nations can be sanctioned under Pelly Amendment
3. Talks with Korean and Taiwan scheduled for this fall
4. Japanese not indicating interest

map A Japanese High Seas Salmon Fisheries 1952-1977

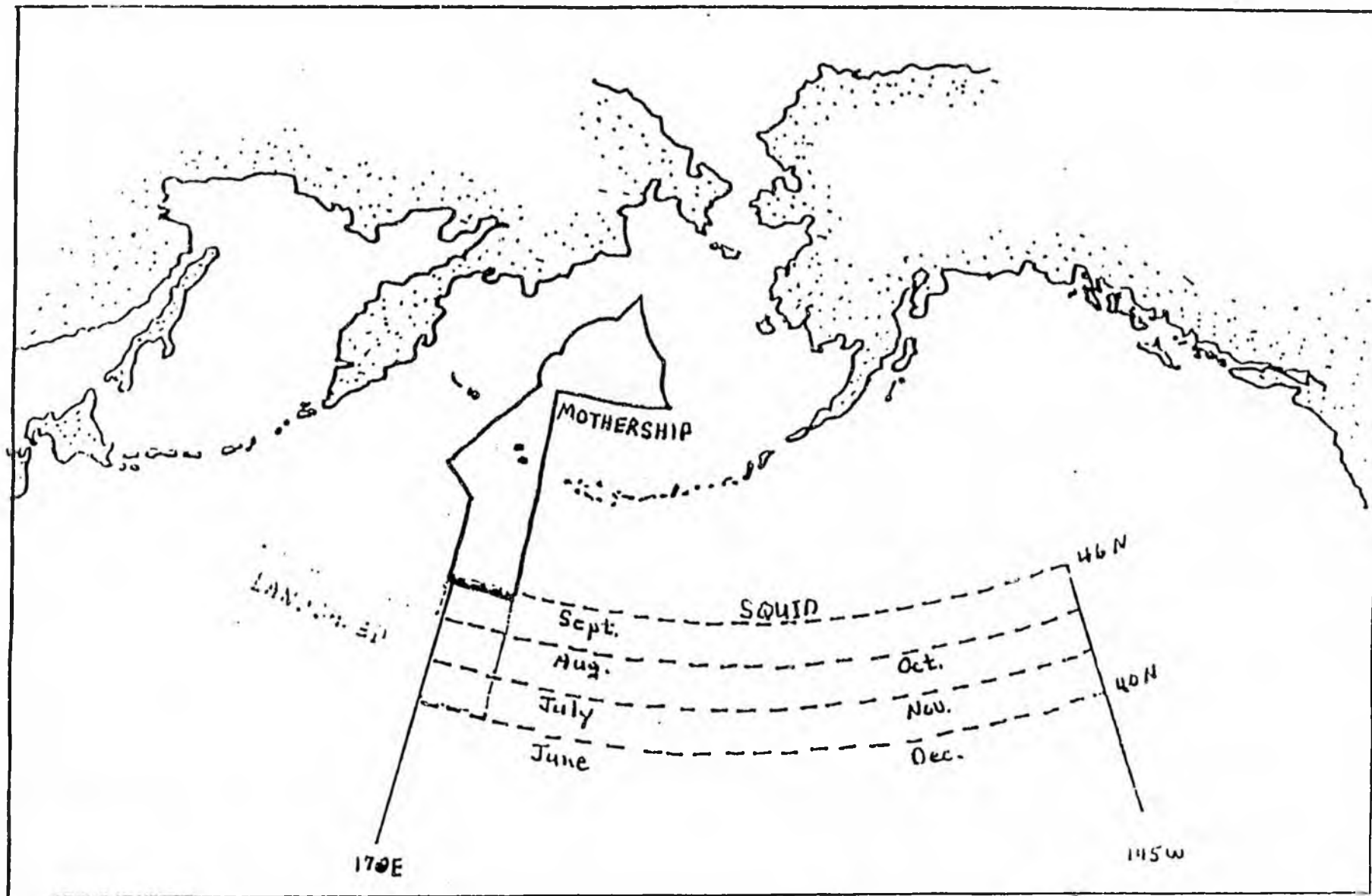


Map B
Japanese High Seas Salmon Fisheries

----- 200 mile zone
—— 1959-1976 Japanese high seas salmon fisheries
..... 1978-85 Japanese high seas salmon fisheries



Map C
High Squid Fisheries
Northern, Eastern, and Western
Regulatory Boundary for Japan and Taiwan



4. - KS
12 mi.

NETS: Draft report finds serious damage to marine environment

Continued from Page A-1

Those nets, ranging in depths to more than 30 feet, capture virtually everything of any size that swims. The nets not only pose an environmental threat but also interfere with navigation, the report said.

"Since the squid nets are usually set at the water's surface they can easily entangle the propellers of vessels operating in the area," the report said. "They are difficult to see even in calm seas, and are particularly hard to detect at night.

"Trollers have been disabled by drift nets," the report said. "Loss of steerage could be fatal in rough seas. Fishermen are endangered when forced to dive under their vessels to cut their boats free."

Although the nets are used purportedly to catch squid, they catch much more than that, including tens of thousands of marine mammals. The result is waste of huge amounts of fish that are thrown away because they have little com-

mercial value, or else die in the nets and fall to the ocean floor.

"Based on available commercial vessel observations and research survey data, the amount of Pacific pomfret caught and discarded may be on the order of tens of thousands of tons," the report said.

The toll on some species of fish with commercial value also appears to be great.

"The blue-shark by-catch could be as high as 200,000 metric tons," the report said. "Blue sharks are taken incidentally in other driftnet fisheries in the North Pacific, and the combined impact of these catches on the species may be significant."

The report said the nets ensnare and kill as many as 875,000 seabirds each year, posing threats to the existence of some species. Two species already are cited as endangered.

Even for some species whose populations are believed to be healthy, the accidental nettings take large bites out of their population totals, the report said.

The annual mortality of Laysan albatross attributed to the squid fishery represents more than 6 percent of the bird's worldwide population, the report said. More than 2 percent of the populations of horned and tufted puffins die in the nets each year.

Large amounts of fish of enormous commercial value also are taken in by the squid nets. Among them are salmon and steelhead trout and certain prized species of tuna.

Pacific Northwest and Alaska commercial fishermen have estimated that the nets' catch of steelhead and salmon is in the millions, sharply cutting the number of adult fish that will return for spawning.

But the report said it is impossible to tell how many such fish are being taken by driftnet fleets. Existing data is scant and considered inaccurate, and none of the countries have allowed independent observers on their vessels.

The toll of driftnet fishing on marine mammals is of particular

concern, the report said.

"Estimates of the incidental take cannot be made for any of the marine-mammal species known to be taken in the squid driftnet fisheries," the report said. "The data currently available on incidental take are insufficient to make meaningful, much less, accurate estimates."

However, the report said that "there is reason for serious concern about the incidental take of marine-mammal species."

"The magnitude of the fishery is large," it said. "In fisheries that conduct over 40,000 driftnet sets per year, the incidental take of marine mammals could be tens of thousands of animals."

The report highlighted the impact on the northern fur seal, saying that the animal's survival may depend upon sharp reductions in driftnet mortalities.

"This is a species that has undergone a pronounced decline, and recovery may depend on the level of incidental take in the high-seas driftnet fishery," the report said.

Throughout the report is a message that no clear idea of the environmental damage from the squid fishery can be known until there is a massive program of data collection and onboard fishery observation.

As the heat is turned up on the foreign fleets, the report said, the controversy is becoming increasingly political.

The Driftnet Act, sponsored by Alaska's congressional delegation with strong support from the Pacific Northwest, has been interpreted as the United States trying to regulate what happens to species found beyond U.S. territorial limits, the report said.

"These concerns have raised the decisions over research programs on high seas driftnet fisheries to the highest diplomatic levels," it said.

The result has been a host of political problems and questions "which have impeded recent efforts to develop adequate information on driftnet fisheries of the North Pacific," said the report.

QUALITY SERVICES

Date JAN 25 1988

Tundra Times

Client No. 616

Panel targets salmon interception

11

JUNEAU — Gov. Steve Cowper has reorganized and renamed a fisheries task force to focus more effort on resolving the problems of the interception of Alaska salmon by foreign fishermen.

The governor has directed the High Seas Fisheries Advisory Group, formerly the High Seas Task Force, to review the high seas interception problem and offer recommendations on how to eventually eliminate the foreign taking of Alaska-origin salmon.

The governor also added two Alaskans to the 19-member group: Rep. Adelheid Herrmann, D-Naknek, and Cindy Lowry of Anchorage, Alaska representative for Greenpeace U.S.A.

"Interception of Alaska salmon by foreign fleets is still a major drain on the Alaskan economy," Cowper said in his directions to the group.

"While progress has been made in the past to reduce the level of these interceptions in high seas-directed salmon fisheries, they are still unacceptably high."

The U.S. Senate recently adopted legislation which bans after Jan. 1, 1987, the reflagging of any foreign vessel so that it may fish American waters and prohibits after July 28, 1987, conversion to high seas vessels.

The bill also contains a provision that requires 51 percent American ownership of any catcher-processors within the 200-mile fishing limit. The bill must go to a conference committee.

Cowper charged the revised group with two tasks:

- Reviewing the status of the high seas interception issue including biological status of stocks, the status

of current agreements and management schemes and numbers of intercepted fish taken legally as a target fish or as a bycatch or illegally.

- Recommending to the governor policy options for "furthering our goal to reduce and eliminate the interception of Alaska-origin salmon."

The advisory group was originally

appointed in 1986 by former Gov. Bill Sheffield. The group receives no state funds.

Other members include: David Allison of Juneau, Val Angasan of Dillingham, Sen. John Binkley of Bethel, Bob Blake of Cordova, James Campbell of Anchorage, Jesse Foster of Quinhagak, John Hanson of

Alakanuk, Pete Isleib of Juneau, Jake Johnson of Emmonak, Rick Lauber of Juneau, Henry Mitchell of Anchorage, Myron Naneng of Bethel, Russ Redick of Anchorage, Harvey Samuelson of Dillingham, Harold Sparek of Bethel, Clem Tillion of Halibut Cove, Dr. John White of Bethel, Tony Vaska of Bethel and Rep. Peter Goll of Haines.

Juneau Empire

Client No. 616

Senators turn up heat on fish piracy

0420 616 228 SD1

By BILL EBY

MORNING NEWS SERVICE

WASHINGTON — U.S. Sens. Ted Stevens and Frank Murkowski have increased their efforts to force Pacific Rim governments to curb what the senators contend are high-seas fishing violations, especially salmon interceptions.

Murkowski, as part of a diplomatic trip to the Far East, talked with Korean officials in Seoul about salmon interception and said President Roh Tae Woo appeared receptive to his comments.

But Murkowski said he received "nothing I would consider a commitment."

Meanwhile, Stevens urged U.S. State Department officials to take a much tougher stand on a Japanese government proposal to convert its mothership salmon fishery to a land-based catcher boat operation.

Stevens argues that the conversion will diminish American capabilities to observe Japanese salmon catches.

Murkowski previously visited Taiwan and Japan before traveling to South Korea where, in addition to President Roh, he also met with Korea's National Marine Fisheries Administration about salmon interceptions.

But Murkowski expressed strong disappointment with the overall reception he has received on the issue.

"What I hear from Korea, Taiwan and Japan is a concern for the rights of their fishermen," Murkowski said. "I am less concerned about the rights of anybody's fishermen. What I am concerned about is that there may not be any fish left if we don't control this situation. And if there aren't any fish left, then no fisherman has rights."

While Korean fishermen have not been clearly identified as violators in what U.S. officials described as a cur-

Please turn to **Senators**, Page 10

Senators...

0420 616 228 SD1

Continued from Page 1

rent spate of illegal high-seas salmon fishing, its vessels conduct a high-seas squid drift-net fishery similar to those of Japan and Taiwan.

Because such fisheries have the potential to take large numbers of non-squid species, including salmon, Congress last year passed legislation requiring agreements to better monitor and control them.

Any country that has not signed such an agreement by June 30 of next year may be subject to trade sanctions.

Stevens, in the meantime, has written Secretary of State George Shultz and encouraged him to take a tougher position on Japan's conversion proposals when representatives from the two governments meet here next week.

The U.S. already responded to the proposal at a recent meeting of the International North Pacific Fishery Commission, but Stevens called the response "the absolute minimum."

In his letter to Shultz, Stevens said that by allowing the Japanese fleet to convert to land-based operations, the U.S. would give up the opportunity to observe the salmon catch brought to the mother-ship.

The U.S. response called on the Japanese to convert no more than 86 vessels, carry U.S. inspectors on Japanese enforcement boats, allow inspections of off-loading in Japan and place 12 U.S. observers randomly throughout the converted fleet.

The latter condition, said Stevens, provides an insufficient 14 percent coverage of the Japanese catcher fleet.

The Japanese have also asked to be allowed to fish within the U.S. 200-mile Exclusive Economic Zone, a proposal rejected out of hand by Stevens.

"I do not believe they should fish for salmon on the high seas, in or out of our zone — period," he said.

Stevens also contended the United States could strengthen its negotiating power with the Japanese if it coordinated its salmon conservation policies with the Soviet Union, as called for in the U.S.-Soviet Governing International Fisheries Agreement.

The Soviets have proposed phasing out high seas salmon fishing by 1992.

QUALITY SERVICES

Date OCT 31 1988

Alaska
Journal of Commerce

Client No. 616

Governor blasts salmon interception

JOC 216

By STEVE COWPER

Picture in your mind a nearly invisible fishing net drifting five miles long just below the surface on the vast North Pacific. Its intended catch is squid—a staple on dinner tables in Taiwan, Hong Kong, Singapore, Korea and Japan.

But the nets are deadly effective against anything they encounter—seals, birds and other fish. The nets kill tens of thousands of marine mammals each year, and millions of seabirds. They are also quite effective in taking salmon and steelhead on their way back to Alaska rivers and streams.

This past summer, some 700 Japanese, South Korean and Taiwanese fishing boats laid out 20,000 miles of monofilament gill nets across the North Pacific each day. There's convincing evidence they caught millions of pounds of Alaska-bound salmon—worth tens of millions of dollars—and damaged thousands of other salmon that managed to struggle free of the huge nets.

This high seas interception of Alaska salmon and steelhead is probably illegal, and it causes considerable harm to Alaskans. Not only do Alaska fishermen lose those fish, but Alaska's coastal communities forego revenues they would otherwise re-

ceive through the Alaska fish tax.

Much of the salmon is funneled to European markets, which depresses the price for legally caught Alaska salmon.

For the past two years, this administration has been pushing on several fronts to eliminate the high seas interception of Alaska salmon. A couple of weeks ago, we decided it was time to turn up the heat. This is what we're doing:

- Pushing the federal government to reduce high seas interceptions. Federal agencies have been slow to flex their muscle, so last month I asked Secretary of State George Shultz to help bring these interceptions to an end and I laid out a detailed strategy on how to do that. I've also asked the governors of other western states to follow my lead.

- Urging Congress to pass new laws to improve enforcement and extend American jurisdiction. The Magnuson Fisheries Conservation and Management Act, which gives the U.S. jurisdiction over American-origin salmon, is up for reauthorization next Year. We may need to strengthen it to get the clout we need to fight interceptions.

- Pursuing an agreement with the Soviet Union for joint management

and enforcement of the "donut hole" and high seas salmon fisheries. Such an agreement would be a major step to end high seas salmon interceptions.

- Pushing for regulation of the squid driftnet fishery by Asian countries. These growing fleets are largely unmonitored and regulations, where they exist, are poorly enforced. We need to get the squid fleets out of waters populated by salmon. At a minimum, foreign fishing boats should be equipped with transponders; observer programs should be adopted and prohibitions on the possession and sale of illegally caught salmon must be enforced.

- Collecting better information about catches and the impact of high seas interception on the long-term health of the fishery. There are plenty of allegations about foreign interests dumping salmon on world markets and first-hand reports of net-marked fish, but hard facts are needed.

- Working within existing treaties to monitor and enforce fisheries agreements. Already the International North Pacific Fisheries Convention has reduced Japanese interceptions by more than 70 percent since 1978 and ordered their fleets to stay at least 450 miles from Adak. Any new foreign fisheries agreements should include provisions for the elimination of high seas salmon interceptions.

- Participating in scientific conferences aimed at heightening awareness of the problems of high seas interception. We're sending our top state fisheries scientists to Moscow and Japan this month and to Taiwan and Korea next month. We hope to host a salmon symposium here in Alaska early next year.

High seas interception is not only an economic problem for Alaskans, it's a moral problem too. It's the goal of this administration to put a stop to it once and for all.

Western Alaska fishermen received good news last week - the U.S. Supreme Court refused to overturn a federal court injunction that prevents Japanese gillnetters from fishing for salmon within the U.S. 200 mile limit.

This means the Japanese

Although Stevens wasn't successful with the Justice Department, the Senator has been lobbying the State Department of Commerce on Alaska's bottom-line position: that there should be no aid to the Japanese without concessions from them in return.

In addition, thanks in large part to the lobbying efforts of western Alaska fishermen themselves, and to Alaska's Congressional delegation, the issue of salmon interception was included in the comprehensive fisheries agreement signed on May 31 in Moscow by U.S. Secretary

Delegation's position on U.S.-Japanese fish issues are identical to that of western Alaska

by Senator John Binkley

will not be in U.S. waters this summer intercepting salmon headed for the Kuskokwim and Yukon Rivers.

And contrary to last week's editorial in the *Tundra Drums*, Alaska's Congressional delegation has been on the front line lobbying hard for western Alaska interests. Senator Ted Stevens personally wrote Justice Department head Ed Meese, laying out in no uncertain terms that helping the Japanese out on this one was totally unacceptable to Alaskans.

While in Washington, D.C. last month I met personally with all three of the delegation on this issue, and was reassured to know that their positions on this issue were identical to western Alaskans'.

The state's High Seas Salmon Task Force has met several times this month to hammer out a unified state position on what exactly those concessions should look like. They include:

- strong enforcement and monitoring provisions;

- observer coverage in Japan's squid fleet, which is believed to have a high rate of intercepting Alaska salmon;

- reduced quotas and fishing times in the Bering Sea;

- a more rapid phaseout of Japanese fishing on the high seas than that agreed to two years ago.

Once finalized, that position will be sent to the Congressional delegation and to the State Department as the State's position.

of State George Shultz and the Soviet Foreign Minister Shevardnadze.

Although the language is not as strong as we might have liked it to be, the agreement recognizes that fishing for anadromous species such as salmon should not be allowed on the high seas outside of anyone's 200-mile limit. In addition, both countries agreed to cooperate and take action where appropriate to address the conservation problems caused by such interceptions on the high seas.

This marks a good "first step", and I'm confident it will provide the basis for future U.S.-Soviet cooperation on joint salmon man-

See OPED page 24

OPED from page 3

agement.

Another step forward is the multilateral scientific conference planned for Sitka next month in order to review all available information on the fisheries stocks in the central Bering Sea or "donut." Although the conference will focus primarily on pollock, foreign scientists, including the Soviets, have been told that the Americans also want to talk about the by-catch of salmon and herring.

This conference will provide an excellent opportunity for Alaskans to bring up the interception issues with Soviet counterparts. Our next goal then is to support a second scientific conference with the Soviets, this time devoted solely to the salmon issue.

The days of the huge Japanese salmon fleets, operating on the high seas

without concern for the dreadful waste and conservation problems they've caused Alaska salmon, are indeed numbered. There is no doubt in my mind, that this fishing will eventually end.

Progress has been made. Of course, it's never as fast as we would like or as it should be. And of course, as unrealistic as it may be, we would like our delegation as well as the State Department to make saving our fish their number one priority.

But the U.S. dealings with the Japanese are complex, and not limited to fish. I think it's important to recognize the progress made, be grateful for each small step forward, and continue to press hard until we're satisfied every effort has been made to ensure that Alaska salmon can homw unharmed to ., awn.

e DEC 23 1988

Anchorage Daily News

Subscription No. 616

Time to turn up the heat on foreign fishing

By N. JOHNE BINKLEY

activity on the high seas. You'll find those words on the lips of almost every fisherman in Alaska these days.

The interception of Alaska salmon by foreign fleets on the high seas is not a new issue in western Alaska. Since the late 1920s, Alaskan fishermen have snagged millions of salmon each year in nets out in the middle of the ocean before they had a chance to mature and return home to spawn.

Both Southeast seiners and trollers are suffering from a devastating season for coho and silver salmon. And the foreign squid fleets, which number more than 700 vessels and trail more than 10,000 miles of gillnet just the right size to snare immature salmon, appear to be a major source of the problem.

The battle against the foreign take of Alaska salmon has been a long and hard one. There's no doubt we've made progress, but the battle is far from over. And, frankly speaking, momentum seems to be building that indicates the time is truly ripe for taking some action within the next year. To see our goals accomplished, an end to the flagrant piracy of our fish, Alaskans need to stick together. No deal should be struck at their expense. We've waited for too long the effects of unregulated and illegal harvesting of our fish to tolerate it and bargained away with nothing in return. That's why it's essential we turn up the heat in these areas:

• **With the Japanese.** The U.S. State Department met Dec. 12-14 with the governments of Japan and Canada to continue talks begun in November. There the Japanese made requests: to expand their salmon fishing



efforts in the North Pacific, to convert their mothership fleet on the high seas to a land-based fleet, and to extend the boundaries of their squid fleet farther north.

In addition, the Japanese want to fish for salmon once again in U.S. waters. So far a group of western Alaskans and environmental groups have been successful in getting the U.S. courts to prevent this.

The U.S. government wants to let the Japanese back in U.S. waters, but only Congress can take that action. Alaskans need to send a strong message to our Congressional delegation that first, we don't want the Japanese fishing again in our waters, and second, that none of the other Japanese requests should be granted unless fishermen get a lot in return.

We are now in a position to hold firm and drive a hard bargain: to demand a guaranteed phaseout of all salmon fishing on the high seas, a strong observer program and good enforcement, controls on the expanding and far-ranging squid fleets, and a financial commitment to a fisheries development foundation as a way of compensating Alaskans for the loss of their fish.

• **With the Russians.** We can't forget that the Soviet Union also has serious concerns about the interception of salmon on the high seas — and wants to increase its cooperative

efforts with the United States to end that illegal fishing.

I heard that message straight from the Russian deputy-minister of fisheries, Dr. V.K. Zilanov, at a meeting I attended in Moscow in October between the United States and the U.S.S.R.

The meeting was a follow-up to a comprehensive fisheries agreement signed by both countries last May calling for joint cooperation in conserving the salmon resources of both countries.

At the Moscow meeting, the Russians said ending the interception of salmon by foreign fishermen is one of their top priorities. I am convinced that the Russians would be receptive to an aggressive U.S. position on the interception issue. We need to make sure the State Department and our Congressional delegation get that message.

• **With Congress.** The Magnuson Fisheries Conservation Management Act, which established our authority over the 200-mile limit, is up for reauthorization in 1989. This is the perfect time to add those amendments necessary to give us the enforcement authority we need to board and seize vessels that are illegally fishing on the high seas.

In addition, Congress will be holding oversight hearings on last year's driftnet legislation. We need to exhaust all avenues possible in putting pressure on the governments of Korea, Taiwan and Japan in order to curb these illegal activities.

Current U.S. enforcement activities and observer coverage in these fleets are minimal. No wonder that with fishing effort on the increase, Alaskans are concerned. Now's the time to explain to Congress why the federal

“We need to exhaust all avenues possible in putting pressure on the governments of Korea, Taiwan and Japan in order to curb these illegal activities.”

deficit should be reduced at the expense of vital fisheries programs.

I believe 1989 will be a key year for this issue. The Japanese want something badly from us for a change; the Soviets are enthusiastic about joining the U.S. in protecting our salmon and groundfish stocks; and we have several pieces of national legislation that can serve as vehicles for improving our enforcement and monitoring positions.

In addition, we have a governor who has said this issue is one of his very top priorities, and we've had excellent support from our congressional delegation.

The initiative is in our hands. The time is now.

Sen. John Binkley of Bethel is co-chairman of the Senate Finance Committee.

QUALITY SERVICES

Date OCT 17 1988

Anchorage Times

Client No. 616

Alaskans talk fish at Moscow meeting

616 328 501

By **ROBERT LAURIE**
Times Juneau Bureau

JUNEAU — A team of Alaska fisheries experts headed by a State Department negotiator is on its way to Moscow this week to talk specifics about a joint fisheries management plan for the so-called "doughnut hole," an area of international waters in the Bering Sea between Alaska and Siberia.

Also on the agenda are discussions about the high seas interception of salmon.

About one million metric tons of fish were taken from the doughnut hole last year by fishing vessels from other foreign countries. It's believed many of the fish taken would have otherwise headed to Alaska or Siberia shores — or the nets of the domestic fishing fleets. It's something that State Department negotiator Edward Wolfe calls a "big, big problem."

"We believe that take by four, five (or) six countries from that international high seas area could be impacting the stocks of our waters," Wolfe told a panel at the recent Alaska State Chamber of Commerce convention in Sitka.

Wolfe leads the team of U.S. negotiators and fisheries experts that will meet with their Soviet counterparts in Moscow beginning Wednesday. The U.S. wants Soviet cooperation in seeking a ban on fishing in the doughnut

hole until the fish found there can be better studied, and scientists know their origins and their destinations.

State Sen. John Binkley, one of three Alaska advisors on the team, is convinced many of the stocks are destined for Alaska waters. The Bethel Republican also fears foreign fishermen use the international waters as staging area for illegal forays into Alaska and Soviet territorial waters for fish.

Binkley said a second goal of the talks is to establish a strategy for dealing with the interception of salmon on the high seas.

"The Soviet Union, Alaska and Canada have a tremendous amount of our salmon that are still intercepted by other foreign countries on the high seas — primarily the Japanese," said Binkley. "We're hopeful that we can work cooperatively together on that issue so that we can ultimately get more our stocks back to our respective areas."

Wolfe said the International North Pacific Fisheries Commission, created by a treaty between the United States, Japan and Canada in 1954, has taken the lead in reducing high seas interception. Wolfe said the latest renegotiation of the treaty phases out Japanese high seas salmon catch by 1992.

He says the logical next step is to include the Soviets.

QUALITY SERVICES

Date OCT 14 1988

Anchorage Daily News

Client No. 10110

Group blames salmon drop on Asian fleets

228 501 616 306 225 0102

The Associated Press

SEATTLE — Shortfalls in this year's Alaska salmon runs can only be blamed on Asian fishing fleets that net millions of immature salmon bound for Alaskan waters, says a new fishermen's group.

This year's Alaska salmon harvest fell 30 percent short of official forecasts and was the lowest since 1979. However, high prices brought a record value of the Alaska salmon catch.

Fish traders report big new volumes of salmon appearing on the international market from Singapore and Thailand, countries with no salm-

on of their own, Ketchikan attorney and salmon gillnetter Michael Holman told a news conference Tuesday.

The fish apparently were caught by Japanese, Korean or Taiwanese fleets, which often use 20-mile-long gillnets, members of the new Southeast Alaska Coalition Opposed to Pirated Salmon were told Tuesday.

Holman, founder of SEACOPS, said the pirated salmon were caught outside the 200-mile zone, in international waters.

A minimum of 10,000 tons of salm-

See PAGE C-7, FISH

JAPAN AND THE SALMON MARKET

Catch figures in millions

Year	Yen/\$	Price/lb.	Bristol catch	state catch
1978	210	\$0.70	10	82
1980	227	\$0.60	24	110
1982	249	\$0.70	15	112
1984	241	\$0.60	25	133
1986	170	\$1.40	15.8	128
1988	133	\$2.00	16.6	99

Source: Alaska Department of Fish and Game
1988 figures are approximate

PROCESSING

At Bristol Bay

Year	Can %	Frozen %
1978	63	11
1980	35	24
1982	12	60
1984	34	50
1986	12	78
1988	10	80

227 501 616 306 225 0102

FISH: Asian fleets blamed

Continued from Page C-6

on has been sold in Asian markets this year, said Barry Collier, president of the Seattle-based Pacific Seafood Processors Association. "That's 6 to 8 million salmon that has to be accounted for."

Many salmon industry observers trace the growing Asian presence in the Pacific market to the switch from canning to freezing in the last decade.

Other factors include the value of the yen against the dollar, price per pound and number of Bristol Bay sockeye salmon caught in millions and the total Alaska salmon catch.

Japanese and Taiwanese squid fleets have fished waters south of the best salmon area, because squid prefer slightly warmer water than salmon and because of pressure from the United States to keep away from the salmon.

Based on Coast Guard sightings, U.S. fishermen now claim the 700 squid boats are ranging farther north and that the squid fishery is largely a pirate salmon fishery.

Squid gillnets are quite effective at catching 1- to 4-pound salmon, Holman said.

"There's too much information showing up not to suspect something is going on," said Wayne Lewis, chief enforcement officer for the National Marine Fisheries Service. "It's too much to be coincidental."

In Bristol Bay this year, 18 million sockeye salmon were expected, but only 13 million arrived. In Southeast Alaska, 38 million pink salmon were expected, but only 10 million have returned.

Possible salmon extinction no fish story

In the Pacific Northwest, Canada and Alaska, salmon fishing and processing is a big business. It is also a business in big trouble.

The magnificent Pacific salmon is hatched in fresh-water lakes and streams, swims to the ocean where it grows to maturity, and then returns to the waters of its birth to spawn and die. In 1987 and 1988, we witnessed a precipitous decline in several runs of salmon. Fully two-thirds of the numbers expected by marine biologists in some areas failed to appear.

There is no evidence of major environmental problems that could cause such declines, but still, the cause of the problem is no mystery. The problem is the result of the illegal catch of immature salmon on the high seas by fleets of vessels using drift gillnet gear to catch squid. These boats catch salmon in their nets as an incidental consequence of fishing for something else, and they are required to return them to the sea.

Japan, Taiwan, Korea, Canada and the United States have all reached international agreements prohibiting the use of drift nets to catch salmon on the high seas (with an exception for certain historic Japanese fisheries). Japan and Taiwan also impose time and area restrictions on the activities of their drift net fleets. All five countries also have recognized that the indiscriminate use of drift nets in the northern Pacific where salmon congregate could pose a serious threat to the survival of the species.

Yet in the last few years many drift net boats from the squid fleets of Taiwan, Japan and Korea have not only kept their "incidental" catch of salmon; some have deliberately fished for salmon in proscribed waters. Since these vessels typically set up to 30 miles of netting per day, even a few boats can have a devastating impact on concentrations of salmon.

4. Require all squid boats to radio their locations at least daily to a designated government facility in their home country. This will enable each country to keep a daily log of the reported location of their fleets.

5. Establish joint patrols in the fishing grounds using resources of all five signatory countries to

From
Washington



by
Sen. Frank
Murkowski

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How do we know this? Evidence comes from a variety of sources. Unguarded comments from fishing companies, aerial photographs, listings for Pacific salmon in the marketing announcements of international fish wholesalers, and the presence of large numbers of salmon at canneries and freezing companies in Hong Kong, Singapore and Bangkok.

On a recent trip to Southeast Asia, I visited one of the canneries in Bangkok where Pacific salmon has been processed. This is noteworthy because the coldwater salmon is not found within thousands of miles of Thailand. So how did they get there?

The illegal fishing for salmon has become so profitable that a sophisticated network for "laundering" salmon (analogous to laundering narcotics money) has developed. Because salmon cannot be legally off-loaded at the home ports of the squid fleets, the salmon are transferred at sea to boats that take them to a "safe" port, such as Singapore or Hong Kong. From there, they either move directly to market or to another port such as Bangkok for canning. After canning they are exported to Europe and Australia where they are indistinguishable from legal salmon caught in compliance with international agreements.

In recent visits to Taiwan, Korea and Japan, I raised this

the international fishing agreement.

6. The interested governments should take a hard look at placing observers on a certain percentage of boats from each fleet, and they should identify additional technological means of monitoring vessels on the high seas.

Finally, should all else fail due

issue with the political leadership of all three countries and with the most senior responsible bureaucracies. The officials in each country naturally defended the rights of their fishermen. For my part, I was there to speak for the fish and the survival of the resource.

Japanese officials said they certainly weren't the problem; the Koreans, who don't even claim the right to fish salmon on the high seas, didn't see themselves as the problem; and the Taiwanese, although acknowledging the high seas fishing "is out of control," also said they weren't the problem.

My response to all three was that although none of the governments may be the problem, each had to be more cooperative if the problem were to be solved.

The United States had been in active negotiations with Japan, Korea and Taiwan for some time in an effort to develop stronger international agreements to supplement their domestic legal protections for salmon on the high seas. We've reached a basic consensus on policy, but remain stymied over how to enforce that policy.

Let me offer the following specific proposals:

1. Give new urgency to completing the current negotiations on strengthening the legal protections for Pacific salmon.

2. The governments in Taiwan, Korea and Japan should mount a concerted effort to apply old-fashioned police work, including undercover investigations, to the task of identifying the particular ships and firms that have been engaged in illegal salmon fishing.

3. The U.S. should lead a diplomatic initiative to persuade Thailand, Singapore and Hong Kong to require a documentary "trail" on all salmon off-loaded at those ports. The documents would declare where and when the fish had been caught and by whom.

to the non-cooperation of the involved nations, the U.S. must be prepared to implement strong sanctions, such as general trade restrictions. With apologies to Teddy Roosevelt, "carrying a big stick encourages others to listen carefully."

Frank Murkowski represents Alaska in the U.S. Senate.

Pelly Sanctions Should be Expanded

by Alaska Congressman
Don Young

When the 101st Congress convenes in January, I will introduce legislation designed to combat the illegal fishing by foreign fishermen.

My legislation is designed to dramatically expand the Pelly Amendment to allow the president to implement trade embargoes on all goods exported from nations found in violation of U.S. fishery laws.

Currently, the Pelly Amendment allows for the United States to place embargoes only of fish products from violating nations. By expanding this amendment, we will be making a strong statement to foreign nations that the United States wants immediate action to stop this thievery of our fishery resources.

This legislation will amend Section 8 of the Fishermen's Protective Act of 1967 (22 U.S.C. 1978) to allow for the major expansion of U.S. action against future fishery violations.

Alaska Senators Ted Stevens and Frank Murkowski are working with me to enlist bipartisan support in both chambers of Congress for this badly needed legislation. As the Senior Republican of the U.S. House Committee on Merchant Marine and Fisheries and as the Vice Chairman of the House Subcommittee on Fisheries, Wildlife Conservation and the Environment, I intend to seek rapid

consideration of this important legislation.

In the 100th Congress, Senator Stevens and I attempted to address this issue but we ran short of time when the session adjourned in mid-October.

We sought to include this provision in the reauthorization and amending of the Marine Mammal Protection Act. In the course of our deliberations on the bills that were presented us, we determined that the president should be given greater discretion under Section 8 of the Fishermen's Protection Act.

Under this provision, the president is allowed to embargo fish products from foreign nations that are diminishing the effectiveness of international conservation agreements and from foreign nations whose vessels use driftnets on the high seas but who have not entered into an acceptable monitoring and enforcement program.

In order to add additional protections to America's fishery resources, we concluded that since the president has the discretion to impose an embargo, we would seek to increase U.S. enforcement powers by expanding his discretion to embargo any product, not just fish products.

Such an embargo would still be made by the president and would have to be consistent with the General Agreement on Tariffs and



Trade (GATT).

Some members of Congress felt such an increase in potential embargoes warranted further analysis. As a result, the language that was signed into law was limited to an expansion of the definition of "fish products," rather than the major—and in my opinion, necessary—expansion of the president's authority.

The legislation I will introduce on the first day of the new Congress will provide these needed expansion of powers to fully address the wide range of fisheries and wildlife conservation issues we are facing.

This legislation is supported by many in the U.S. commercial fishing industry and the environmental community. It's designed to help our fishermen in this ongoing battle against foreign fishery pirates.

QUALITY SERVICES

Date MAR 20 1989

Anchorage Daily News

Client No. 616

Study reports serious damage by high-seas driftnets

By DAVID WHITNEY
Daily News reporter

WASHINGTON — A draft Commerce Department report on the effects of high-seas driftnet fishing in the North Pacific Ocean describes systematic harvest of marine life, but concludes that there is too little scientific information to map its true dimensions.

However, the report said there is enough information now to indicate serious damage to the ocean environment.

"Concerns that high-seas drift-

■ **INVESTIGATION:** A U.S. House subcommittee will investigate allegations that Japanese, Korean and Taiwanese fishermen are illegally catching U.S. salmon in the North Pacific. B-1

net fisheries are killing large numbers of marine resources of interest to the United States, and that these incidental takes could be affecting populations adversely, are justified," it said.

In addition, the report said that

international cooperation needed to define the scope of the damage is being frustrated by congressional and court actions in the United States — including the 1987 Driftnet Impact Monitoring, Assessment and Control Act, which required the report.

That law requires the United States to have entered into cooperative agreements on driftnet usage with Pacific Rim countries by June. If other nations refuse to cooperate, the legislation authorizes sanctions on importation of

their fish products.

According to the report, however, such cooperative efforts have had little or no success. That sets up a tough political decision for the Bush administration in the next three months.

Top State Department officials are to be in Tokyo next week to negotiate Japan's involvement. But so far, Korea and Taiwan have shown little interest in negotiating on use of drift nets. And no nation has entered into the type of agreement envisioned by the law.

At issue is the use of thin monofilament nets with mesh sizes of less than five inches, making it impossible for many kinds of sea life to pass through.

Of most concern are unmonitored and unregulated squid fisheries by Japan, Korea, and Taiwan in international waters of the North Pacific. These three nations have 773 large squid vessels, which lay out as many as 46,000 miles of net each day.

Please see Back Page NETS

Senator John Binkley


Senate Finance Committee
P.O. Box V • Juneau, Alaska 99811 • (907) 465-4985

MEMORANDUM

March 13, 1989

Finance Committee
Co-Chairman

TO: Senator Bettye Fahrenkamp
Chairman, Senate Resources Committee

FROM: Senator John Binkley 

RE: Scheduling of SJR 33

I would appreciate your scheduling SJR 33 for a hearing in Senate Resources Committee at your earliest convenience. This resolution is intended to send a united message to our Congressional delegation that reauthorization of the Magnuson Fisheries Conservation and Management Act is one of our top priorities for federal legislation this year. This legislation provides an excellent opportunity for strengthening the United States' hand in fighting the interception of Alaska salmon and steelhead on the high seas.

I believe it is critical that this message be sent to our delegation and those of Washington, California, and Oregon as soon as possible. I would appreciate your help in making this happen.

STATE OF ALASKA

DEPARTMENT OF FISH AND GAME

OFFICE OF THE COMMISSIONER

STEVE COWPER, GOVERNOR

P.O. BOX 3-2000
JUNEAU, ALASKA 99802-2000
PHONE: (907) 465-4100

March 29, 1989

The Honorable Betty Fahrenkamp
Alaska State Senator
P.O. Box V
Juneau, AK 99811

Dear Senator Fahrenkamp:

We appreciate the opportunity to bring you up to date on the state's efforts to formulate amendments to the Magnuson Fishery Conservation and Management Act (MFCMA) as you consider Senate Joint Resolution 33 relating to Congressional reauthorization of this Act.

The Magnuson Act originally established a regime for managing fisheries that provides for adequate conservation and appropriate allocation of fishery resources among users. This law, originally enacted in 1976, is the most important fisheries management legislation developed by Congress. The underlying principles set forth by the Magnuson Act provide critical guidance for management of fisheries species economically important to Alaska, nearby states of the Pacific Northwest, and throughout the nation.

The state supports Congressional action necessary for reauthorization and the continuation of the basic principles set forth by the Magnuson Act. However, we are also interested in potential amendments to strengthen the Act and address specific issues. As you may know, Congress will begin hearings on reauthorization in May of this year. The Administration has formed a workgroup to develop a package of recommendations for MFCMA reauthorization. The workgroup is being coordinated by the Department of Fish and Game and includes staff from the Department of Commerce, the Office of International Trade, and the Governors Office both in Juneau and Washington D.C.

At this time, agency staff and affected interest groups have identified several issues that may become the basis for state supported amendments to the Act. High seas salmon interception and the "donut hole" issue are high on the list, and are examples of topics under consideration for state supported amendments. Other topics include extending state jurisdiction to the new 12 mile territorial sea, expansion of the Pelly Amendment, provisions to improve the

March 29, 1989

U.S. government's efforts to monitor foreign fleets and enforce U.S. fishing laws, support to continue the current geographic balance on the North Pacific Fishery Management Council, measures to ensure that any limited access system provide for access by Alaskans to the resource, and consideration of the community development quota concept for fisheries development in rural areas of Alaska.

The Administration will continue to work with interest groups and the legislature to identify concerns that might be appropriately addressed in the form of amendments to the Magnuson Act. As we continue our work we will be sure to provide you any information we develop on the Magnuson Act and possible amendments.

Sincerely,



David Benton
Director
Office of External and
Intern'l Fisheries Affairs