

**S J R**

**48**

SENATE COMMITTEE REPORT

FIRST COMMITTEE OF REFERRAL

Date of 5-DAY NOTICE 5-2-89  
IN ACCORDANCE WITH UNIFORM RULE 23

FURTHER

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

5/1/89

DATE TURNED INTO OFFICE 5-3-89

Mr. President:

Resources

Committee considered SJR 48

preference for shore-based processors in the allocation of the fishery resources of the North Pacific

and recommended:

replace with CS \_\_\_\_\_  same title

attached amendment(s) and  new title

\_\_\_\_\_ letter of intent adopted

do pass

do not pass

no recommendation

individual recommendations

further referral to \_\_\_\_\_

FISCAL NOTE(S) attached  zero

fiscal impact

appropriation no FN attached

Gov. FN introduced w/ bill

MEMBERS SIGNING DO PASS

OTHER RECOMMENDATIONS

Rick Halseth  
Chas. K. ...  
Paul ...  
Brown

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Fulbrinker Do Pass  
Chair : signature and recommendation

Committee backup attached

FISCAL NOTE

REQUEST:

Revision Date: \_\_\_\_\_ Agency Affected: Fish and Game  
 Title: An Act relating to preference for shore-based processors BRU: Commercial Fisheries  
 Sponsor: Zharoff  
 Requestor: Senate Resources Components: \_\_\_\_\_

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)

Prepared by: Roland Shanks Phone: 465-4100  
 Division: Commissioner's Office Date: 5/3/89  
 Approved by Commissioner: Orin Ellsworth Date: 5-3-89  
 Agency: Fish and Game

Distribution (by preparer):  
 Legislative Finance  
 Legislative Sponsor  
 Requestor  
 Office of Management and Budget  
 Impacted Agency(ies)

## FISCAL NOTE

**REQUEST:**

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CAPITAL	0	0	0	0	0	0
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REVENUE						
---------	--	--	--	--	--	--

**FUNDING: (Thousands of Dollars)**

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
<b>TOTAL</b>	0	0	0	0	0	0

**POSITIONS:**

FULL-TIME						
PART-TIME						
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- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

May 1, 1989

SENATE JOURNAL

p. 1579

SJR 48

SENATE JOINT RESOLUTION NO. 48 by Senators Zharoff, Sturgulewski, Binkley and Eliason,

Relating to a preference for shore-based processors in the allocation of the fishery resources of the North Pacific.

was read the first time and referred to the Resources Committee.

May 3, 1989

SENATE JOURNAL

p. 1627

SJR 48

The Resources Committee considered SENATE JOINT RESOLUTION NO. 48 (Relating to a preference for shore-based processors in the allocation of the fishery resources of the North Pacific) and a majority of the committee recommended it be replaced with

CS FOR SENATE JOINT RESOLUTION NO. 48 (Resources),  
Relating to a preference for shore-based processors and small coastal communities in the allocation of the fishery resources of the North Pacific.

and do pass. The report was signed by Senator Fahrenkamp, Chair, and concurred in by Senators Halford, Eliason, Zharoff and Frank.

Zero fiscal notes for SENATE JOINT RESOLUTION NO. 48 and the committee substitute published today from Department of Fish and Game.

SENATE JOINT RESOLUTION NO. 48 was referred to the Rules Committee.

AMENDMENT TO SJR 48

*Am #1  
Pinkley  
amendment*

insert on p. 3, after line 2:

WHEREAS the Americanization of the fisheries within the 200-mile limit has occurred so rapidly that most small coastal communities in Alaska have been unable either to enter these fisheries or to maximize their participation in them; and

insert on p. 3, line 9 after processors:

and small coastal communities

*adopted*

*CS*

Original sponsors: Zharoff, Sturgulewski,  
Binkley, and Eliason

1 IN THE SENATE BY THE RESOURCES COMMITTEE  
2 CS FOR SENATE JOINT RESOLUTION NO. 48 (Resources)  
3 IN THE LEGISLATURE OF THE STATE OF ALASKA  
4 SIXTEENTH LEGISLATURE - FIRST SESSION

5 Relating to a preference for shore-based  
6 processors and small coastal communities  
7 in the allocation of the fishery  
8 resources of the North Pacific.

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

10 WHEREAS the United States Exclusive Economic Zone (16 U.S.C. 1802)  
11 contains fishery resources of tremendous value, both economically and  
12 biologically, to the people of the United States; and

13 WHEREAS shore-based seafood processing plants in the state, through  
14 employment, secondary processing, and fishery product sales, contribute  
15 significantly to the economies of the Pacific Coast states; and

16 WHEREAS the ownership of shore-based seafood processing plants in the  
17 state is highly diversified and broadly based, ranging from state residents  
18 to multinational corporations; and

19 WHEREAS the people employed in the state's shore-based plants are a  
20 large, diverse group that includes residents of Alaska, Washington, Oregon,  
21 California, and many other states; and

22 WHEREAS the processing of seafood at shore-based plants is the founda-  
23 tion of the economies of the state's coastal communities; and

24 WHEREAS shore-based seafood processing plants support the local econ-  
25 omies, hire local people, buy products from resident fishermen, provide a  
26 long-term source of tax revenue for state government, and provide a tax  
27 base for local government; and

28 WHEREAS shore-based seafood processing plants represent a long-term  
29 capital investment in the fishery resources of the North Pacific and are

1 designed for the stable, continuous, and sustained yield use of these  
2 resources; and

3 WHEREAS shore-based seafood processing plants have the capability for  
4 the full utilization of the harvested fish and the flexibility to engage in  
5 the manufacture of a wide variety of valuable products from the fish; and

6 WHEREAS the discarding and waste of a North Pacific fishery resource  
7 is unacceptable when it can be manufactured into valuable food products;  
8 and

9 WHEREAS the harvest of North Pacific fishery resource is more reliably  
10 and cost-effectively monitored when the product is delivered to shore-based  
11 processing plants, resulting in more accurate biological data on which to  
12 base resource management decisions; and

13 WHEREAS the factory-trawler and mother-ship fleet that operates in the  
14 Exclusive Economic Zone of the North Pacific is difficult to regulate  
15 because of the lack of adequate observer coverage; and

16 WHEREAS the factory-trawler and mother-ship fleet, without proper  
17 controls, cannot be accurately monitored to determine the actual quantity  
18 fish caught, species composition, and actual amount of fish discarded; and

19 WHEREAS this lack of information could jeopardize the accuracy of the  
20 available data on the health of North Pacific fishery resources and could  
21 result in the sudden and unexpected depletion of the resources; and

22 WHEREAS the depletion of the resources would cause major economic  
23 dislocation in the state's coastal communities and in many communities in  
24 the other states and would jeopardize the investments made to date in  
25 Alaska's shore-based processing plants; and

26 WHEREAS the growth of the shore-based processing industry is con-  
27 strained by limited land availability, lack of infrastructure, and the  
28 limited availability of marine resources close to the shore-based opera-  
29 tions; and

1           WHEREAS the factory-trawler and mother-ship fleet does not experience  
2 these restraints on its growth and can exploit vast areas of the ocean that  
3 are not accessible to shore-base operations; and

4           WHEREAS the americanization of the fisheries within the 200-mile limit  
5 has occurred so rapidly that most small coastal communities in Alaska have  
6 been unable either to enter these fisheries or to maximize their participa-  
7 tion in them; and

8           WHEREAS the organization charged with overseeing and making recommen-  
9 dations for the conservation, management, allocation, and utilization of  
10 North Pacific fishery resources in the United States Exclusive Economic  
11 Zone is the North Pacific Fishery Management Council;

12          BE IT RESOLVED that the Alaska State Legislature respectfully requests  
13 the North Pacific Fishery Management Council to approve a fishery manage-  
14 ment plan amendment that would grant shore-based processors and small  
15 coastal communities a preference for the allocation of the harvestable  
16 fishery resources of the North Pacific; and be it

17          FURTHER RESOLVED that the Alaska State Legislature respectfully re-  
18 quests the Secretary of the United States Department of Commerce to provide  
19 final approval for this amendment.

20          COPIES of this resolution shall be sent to the Honorable Robert A.  
21 Mosbacher, Sr., Secretary of the U.S. Department of Commerce; the Honorable  
22 William E. Evans, Administrator of the National Oceanic and Atmospheric  
23 Administration; the Honorable James W. Brennan, Assistant Administrator for  
24 Fisheries, National Marine Fisheries Service; the Honorable John Peterson,  
25 Chair of the North Pacific Fishery Management Council; and to the Honorable  
26 Ted Stevens and the Honorable Frank Murkowski, U.S. Senators, and the  
27 Honorable Don Young, U.S. Representative, members of the Alaska delegation  
28 in Congress.



**SENATOR FRED F. ZHAROFF**  
**ALASKA STATE LEGISLATURE**

P.O. BOX 405, KODIAK, ALASKA 99615 (907) 486-5259

DURING SESSION:

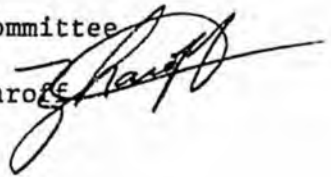
P.O. BOX V, JUNEAU, ALASKA 99811 • (907) 465-3473 • 465-3474

DISTRICT N

ALASKA PENINSULA • ALEUTIAN CHAIN • BRISTOL BAY • KODIAK ISLAND • LAKE CLARK/LAKE ILIAMNA • PRIBILOF ISLANDS • SHUMAGIN ISLANDS

MEMORANDUM

TO: Senator Bettye Fahrenkamp  
Chair  
Senate Resources Committee

FROM: Senator Fred F. Zharoff 

DATE: May 2, 1989

RE: Senate Joint Resolution No. 48 - "Relating to a preference for shore-based processors in the allocation of the fishery resources of the North Pacific."

SJR 48 places the Alaska Legislature on record in support of a fishery plan amendment that would grant Alaska's shorebased processors a preference in the allocation of the resources within the North Pacific 200-mile limit.

The resolution is motivated, in part, by the closure of the Gulf of Alaska pollock fishery in March after only three weeks of fishing. In this situation, 17 factory-trawlers went on a fishing frenzy in pursuit of the roe (eggs) of spawning pollock. When they finished, they took over 60 percent of the pollock quota in the Western/Central Regulatory Area and left Kodiak's shorebased processors -- which had planned to process the pollock through the rest of the year -- high and dry. Unless corrective action is taken, the 1989 pollock season will be a preview of what may soon become a commonplace occurrence off Alaska's shores.

In the discussions that followed, several proposals were advanced to solve the problem. One of them was the shorebased preference amendment. The North Pacific Fishery Management Council (NPFMC) will consider the issue at its June meeting.

Alaska's best interests would be served by the adoption of this proposal. Shorebased processing plants represent a substantial investment in Alaska and in the longterm health and productivity of the resource. The factory trawler and mothership fleet, in contrast, is designed to roam the Exclusive Economic Zone, clean out the fish where it finds them, and then move on to the next location.

Because of the lack of observers, the fleet cannot be adequately managed. The actual amount caught, the actual amount taken of each species, and the amount discarded cannot be independently verified. A very real danger exists that the resource could be overharvested and depleted.

SJR 48 promotes an allocation system where the resource can be preserved and monitored, and where the wealth from its harvest will be distributed to the largest number of Alaskans.

The following backup information is attached:

1. The NPFMC's April newsletter. See the top of page 3.
2. News article about the Gulf of Alaska pollock fishery.
3. Letter from Mr. David Harville, a fisherman, and Mr. Reed Wasson, a processor.
4. Kodiak Fisheries Coalition position paper. See page 5 for discussion of shorebased preference.
5. Letter and resolution from the Kodiak Chamber of Commerce.
6. Letter from Gov. Steve Cowper.

RECEIVED APR 26 1989

# North Pacific Fishery Management Council

①

John G. Peterson, Chairman  
Clarence G. Pautzke, Executive Director



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#2-89

NEWSLETTER

4/21/89

## Groundfish Amendment Proposals Approved for Public Review

At its April 11-14 meeting the Council reviewed and approved for public review several proposed changes to the Gulf of Alaska and Bering Sea/Aleutian Islands Groundfish Fishery Management Plans. A Notice of Availability for the proposed amendments is included with this newsletter. The Council will take final action in June and submit those approved for Secretary of Commerce review and implementation. The Council also released to public review a revised salmon plan, a comprehensive data gathering program, and revisions to the Council's Statement of Organization, Practices and Procedures. The Council withdrew the proposed January 16, 1989 cut-off date for vessels entering the sablefish, groundfish, halibut, and crab fisheries, but will continue to move ahead with the development and analysis of future management alternatives. The Council directed its plan team to prepare an amendment to the groundfish plans that would prohibit roe-stripping in the pollock fishery. Details of these and other items are in this newsletter.

## June Council Meeting Scheduled in Anchorage

The Council will meet June 20-23 at the Anchorage Sheraton to review public comments on amendments proposed to the Gulf of Alaska and Bering Sea/Aleutian Islands Groundfish Fishery Management Plans and determine which to send forward for Secretary of Commerce review and implementation. The Council will also review a draft amendment to prohibit roe-stripping in the pollock fishery, review draft alternatives to address full utilization of groundfish resources, and finalize technical descriptions of controlled access alternatives for sablefish. The Council will receive a revised status of stocks report for Gulf of Alaska pollock and determine if sufficient evidence exists to warrant increasing the Total Allowable Catch for the remainder of 1989. The Scientific and Statistical Committee and Advisory Panel will meet at the hotel June 18-19. A more detailed agenda should be available by June 2.

## Council Sets Meeting Dates for 1990

The Council approved the following meeting dates for 1990, all to be held in Anchorage:

Week of January 15  
Week of April 23  
Week of June 25  
Week of September 24  
Week of December 3

The remaining 1989 meetings, scheduled at the Anchorage Sheraton Hotel are:

June 19-23, 1989  
September 25-29, 1989  
December 4-8, 1989

Council Withdraws Controlled Access Cut-off Date:  
Moves Forward with Future Management Planning

The Council heard considerable public testimony against the January 16, 1989 cut-off date proposed at its January meeting. Industry voiced concern over the meaning of the cutoff and its impacts on their position in the fisheries and ability to obtain financing for ongoing or planned vessel construction or modification. The Council then voted to withdraw the proposed January 16, 1989 cut-off date but to continue with its previously adopted schedule of comprehensively considering alternative management regimes for the sablefish, groundfish, halibut, and crab fisheries. That schedule was published in the January newsletter and provides for the Council to make final decisions on sablefish this coming December, halibut next April, and groundfish and crab in December 1990.

Between now and the June Council meeting, the technical teams and Fisheries Planning Committee will further refine the design of two alternative management systems for sablefish and halibut: a license limitation system and individual fishing quotas. The workgroup will also complete a detailed projection of the fisheries and their management as they may evolve under continued open access.

The Council is scheduled in June to put final touches on the sablefish alternatives so the technical team can fully analyze them this summer. The sablefish alternatives and the analyses now are scheduled to be available for public review between the September and December Council meetings. The Fishery Planning Committee tentatively is scheduled to meet next in Juneau on May 18 and 19. Please contact the Council office for the exact time, location, and agenda.

Gulf of Alaska Pollock Issues

The Council heard extensive testimony from the commercial fishing industry about the practice of roe-stripping in Gulf of Alaska and Bering Sea groundfish fisheries. While this practice is not now prohibited, many in industry strongly oppose the waste of fish carcasses discarded after the roe is removed. The issue was exacerbated by the rapid harvest of the Gulf of Alaska pollock quota which closed the fishery on March 23 for the rest of 1989. Without additional pollock quota, representatives from Kodiak testified they will be unable to fully utilize shoreside processing capacity later this year. In addition, fishermen voiced concern that pollock taken as bycatch in cod or flounder fisheries must be treated as a prohibited species and discarded, a further waste of the pollock resource.

Recognizing the importance of this issue, the Council directed its plan team to develop for initial review in June an amendment to ban pollock roe-stripping in the Gulf of Alaska and Bering Sea/Aleutian Islands groundfish fisheries. A final Council vote on the ban will be scheduled for September following public review this summer. Any action the Council takes on the roe-stripping issue is intended to be in place by January 1, 1990.

Industry also requested that the Council take emergency action to increase the pollock Total Allowable Catch (TAC) in the Gulf of Alaska to allow retention of bycatch that will inevitably be taken in the Pacific cod and flatfish fisheries later this year. The bycatch is estimated to range from 3,000 mt to 11,000 mt. However, the Council decided to postpone consideration of this request until June when the results of the 1989 NOAA pollock survey and a report from State/Federal domestic observer programs will be available. There is serious concern over the health of the pollock stock in the Gulf and the Council wants to ensure that increasing the TAC will not harm this valuable resource. The industry testified that only minimal amounts of pollock will be taken between April and June so the delay would not greatly affect Kodiak processors. It's the Council's intent to take emergency action on the retention issue in June if an increased TAC can be supported by the new stock status information.

The Council also directed its plan teams to develop alternatives and a work schedule for prohibiting roe-stripping in groundfish fisheries other than pollock in the Gulf of Alaska and the Bering Sea/Aleutian Islands and for requiring full utilization of all species of fish under the Council's jurisdiction. The Council will review these alternatives in June and give instruction to the plan teams for further development. As with the ban on pollock roe-stripping, the Council plans on taking action in time to affect the 1990 fishing year.

Offshore - Inshore Groundfish Priorities to be Examined:  
Council Calls for Industry Solutions

The rapid harvest of pollock in the Gulf of Alaska this year has heightened the controversy over inshore-offshore priorities to the groundfish resource and the Council voted in April to schedule a discussion on this issue at its June meeting.

The Council is soliciting proposals from industry on resolving the problem of mobile harvesting and processing operations competing on the more limited fish grounds available to stationary inshore operations. Proposals are due at the Council office by June 9.

At its June 20-23 meeting the Council will give direction for further development of the proposals received.

Directed Fishing/Bycatch Definition Adopted for Groundfish Species

In January the Council requested NOAA Fisheries to develop a draft regulatory amendment to replace an emergency rule that is in effect from March 28 to June 26, 1989. The emergency rule bases enforcement of bycatch limitations on retention and prescribes the following limits on the percentage that a bycatch-designated species can contribute to the overall catch on board the vessel:

- (a) 20% for all groundfish except sablefish in the Gulf of Alaska and Bering Sea/Aleutians.
- (b) 4% for long line sablefish in the Gulf of Alaska.
- (c) 20% for trawl caught sablefish in Gulf of Alaska.
- (d) 1% of groundfish/10% of Greenland turbot and Pacific ocean perch for sablefish in the Bering Sea and Aleutians.

The draft regulatory amendment presented by NOAA at the Council's April meeting based the enforcement of bycatch on retention from each haul and from the vessel's total catch. The draft regulatory amendment also prescribed new bycatch limits as a percentage of the catch. These were derived by NOAA based on past performance of the individual groundfish fisheries.

Based on suggestions from the Advisory Panel, the Council requested the Regional Director to refine the draft regulatory amendment such that it provides for enforcement based on sorted, retained catch on a tow basis and the amount of fish or fish products onboard. Retention would be defined as fish that has been sorted, is in any stage of processing, or has been preserved. To prevent "topping off" the Council recommended that enforcement of bycatch percentages be based on fish taken and retained within a trip or following any offloading. The Council's intent is to have bycatch rates sufficiently low to prevent "topping off" and yet not so low that true bycatch needs to be discarded and thus wasted. The Council's intends that the regulatory amendment be drafted in such a manner as to stop a vessel from accumulating catch from one area and using it in another to calculate the retainable amount of bycatch.

The current emergency rule will remain in effect until supplanted by the regulatory amendment. The Council approved extending the existing emergency rule for another 90 days through late September to accommodate the time needed to implement the regulatory amendment. When the regulatory amendment finally takes affect, "bycatch only" species will be retainable only in amounts equal to or less than the percentages of other species on board as shown in the accompanying tables. For example, if sablefish is designated bycatch in the trawl fisheries in the Gulf of Alaska, it can be retained up to an amount that is 5% of the pollock, Pacific cod, or flounder target fisheries or up to 15% of the rockfish fishery. In the Bering Sea and Aleutians trawl bycatches of sablefish are allowed up to 1% of the flatfish, Pacific cod, yellowfin sole, and pollock fisheries, and up to 10% for Greenland turbot and rockfish. The Council intends that the Regional Director be provided the leeway to adjust percentages within the range of 1% to 5% for sablefish taken while trawling for Gulf pollock.



**WORLD'S WORST WAITER** Customers hold him in high regard. Impulse, E-4

**HARD TIMES**  
Recession hits restaurants

Lifestyles, D-1

**'50s MADONNA**  
Pop star tries on another style

Impulse, F-1

**BIG BOYS FALL**  
NCAA underdogs have their day

Sports, C



# Anchorage Daily News

VOL. XLIV, NO. 83 88 PAGES

ANCHORAGE, ALASKA, FRIDAY, MARCH 24, 1989

PRICE 25 CENTS

## Fleet dumps thousands of tons of fish

Pollock stripped of roe, then tossed; huge catch prompts closure of Gulf of Alaska fishery

By HAL BERNTON  
Daily News reporter

A factory trawler fleet massed off Kodiak this month scooped up more than 37,000 metric tons of pollock, but some of the ships kept only the valuable roe and dumped overboard thousands of tons of edible flesh.

The fishing frenzy of the 17-boat, Seattle-dominated fleet helped trigger Thurs-

day's unexpected shutdown of the major Gulf of Alaska pollock harvest and raise new questions about the ethics of deep-sea fishing.

"When the world is starving, the factory trawlers have decided to discard protein," said John Sevier, superintendent of the Alaska Pacific Seafoods, a Kodiak shore processor that uses the meaty flesh to manufacture

surimi. "It's wanton waste."

The closure order was issued by the National Marine Fisheries Service after determining that the entire year's Gulf harvest quota for pollock had been taken. The order is an economic blow to Kodiak, whose fishermen say their pollock season normally lasts through December and employs hundreds of people to harvest and pro-

cess the fish.

"This is the Seattle-ization of our fisheries," said Dave Harville, an island fisherman who serves shore-based plants with three boats. "They took our fish and shut down their competition. Now, they're going to go on out to the Bering Sea and fish the rest of the year. But we can't move our island."

This year was the first time the U.S. factory fleet, which both catches and processes fish, has showed up off Kodiak. They were lured to the Gulf by the pollock roe, which fetches a high price from Japanese consumers. And in about a month's time, the fleet caught and processed about 60 percent of an annual harvest quota that last year went entirely

to shore-based plants.

The roe-stripping tactics of the factory fleet helped speed up the processing, according to Tyson Vogeler, a Kodiak-based North Pacific Fishery Management Council official attempting to monitor the harvest. Many ships reported spectacular catches of 500 to 900 metric

Please see Back Page, FISHERY

## STUDENTS TAKE THEIR EXAMS UNDER THE GUN



## Poaching probe riles villagers

Angry crowd confronts officer; evidence in case disappears

By CRAIG MEDRED  
Daily News reporter

An Alaska Fish and Wildlife Protection

2

# THE BACK PAGE

## FISHERY: Fleet dumps thousands of tons of pollock after taking roe

Continued from Page A-1

tons per day, according to Vogeler.

The only way to handle such daily volumes of fish is to speed up the processing by cutting out the high-value roe, and jettisoning — rather than salvaging — the relatively low-value flesh.

Vogeler said precise data on roe-stripping was impossible to get because the U.S. factory ships — unlike foreign factory ships that used to dominate the fishery — don't have to carry federal observers.

Ted Evans, executive director of the Seattle-based Alaska Factory Trawlers Association, confirmed that at least some of the ships were roe-stripping. He said he didn't know how many.

Evans said he didn't like the waste but pointed out that federal regulations allow the practice. Foreign factory ships that used to fish off Kodiak also jettisoned pollock flesh, he said. And this year, at least one shore-based processor also



was wasting pollock meat, he said.

"What degree of waste is acceptable," Evans said. "There are all kinds of philosophical viewpoints on that and we are certainly willing to participate in that debate."

Kodiak industry officials acknowledge that some fish were stripped in town and the carcasses hauled out to sea for dumping. But they say much more fish was wasted on the high seas, and such waste adds insult to the economic injury of the closure.

"There's a gigantic rape of the resource, that's what going on," said Reed Was-

*"They took our fish and shut down their competition. Now, they're going to go on out to the Bering Sea and fish the rest of the year. But we can't move our island."*

— fisherman Dave Harville

son, president of Kodiak-based Eagle Fisheries.

John Peterson, the chairman of the North Pacific Fishery Management Council, the group that helps regulate the harvest, also questions roe stripping.

"It's just not right in my opinion to waste the fish that way," Peterson said. He would welcome proposals to end the practice, he said.

In the most efficient of factory and shore-based plants, almost all of the fish can be utilized. Flesh is processed into fillets, surimi or other products. And guts, heads, skin, bones and tail are made into fish meal or fertilizer.

Jeff Stephan, manager of the Kodiak-based Alaska Fishermen's Marketing Association, said his group introduced a proposal to force processors to use more of the fish, but the council has not yet seriously considered it.

The arrival of the Seattle factory fleet off Kodiak reflects the final phase of Americanization that has allowed U.S. fishermen, with first claim to the resource, to push almost all foreign ships out of the Alaska bottom fishery.

The fishery is conducted according to federal regulations that offer U.S. shore-based processors no preference over U.S. factory ships.

All must fight for a share of a pre-set annual quota.

Up until this year, U.S. factory ships chose to stay out of the Gulf of Alaska to concentrate on much larger Bering Sea fisheries, where pollock also have been stripped of roe. That allowed shore-based processors in Kodiak to prosper by contracting with small catcher boats to bring the fish onshore for processing.

This year's quota would have been enough to keep the Kodiak plants operating through December. If they processed at the same rate as last year, according to National Marine Fisheries Service statistics.

Instead, unless the council decides to reopen the fishery, they will process a more limited harvest of cod, flat fish, halibut and other species.

To prevent a repeat of 1989, Kodiak fishermen will ask the council to form a special fishing zone in the Gulf, according to Harville. The plan would require boats that choose to fish the

Gulf to remain there the entire year.

"If you want to fish in the Gulf, fine, but you can't then turn around and head for the Bering Sea," Harville said.

Meanwhile, Kodiak fishermen, as well as others in the industry, are pressing for new federal or industry funding to finance a greatly expanded observer program.

Peter Craig, a Kodiak-based state fishery official, said the observer program would help document waste that ranges beyond pollock.

Rock sole, another marketable fish, frequently is stripped of roe and the flesh wasted, Craig said. And many fish are tossed overboard by both factory trawlers and smaller catcher boats because they are too small to fit the processing machinery. The undersized fish are supposed to be reported as part of the catch, but some boats routinely flout the law, he said.

"Everybody ... has a waste problem," Craig said.

## FISCHER: State gets repayment check

Continued from Page A-1

the Daily News in a story earlier this month outlining Fischer's practice of spending state money in ways that benefitted him personally and politically. The story reported that Fischer had requested and cashed the check and that an aide, who owned the car, was not paid. Fischer said then he could not remember details of the transaction and in the past two weeks his story has changed several times.

While aides are not eligible for moving expenses, Fischer said March 6 that he had written a check to his aide. He could not produce a canceled check.

On March 13 he said he

cashied the check or what happened to the money. "It should never have happened," he said.

Fischer wouldn't say anything more about the money.

He reimbursed the state after a telephone conversation last Friday with Warren Endicott, executive director of legislative affairs, according to a memorandum Fischer submitted with his check.

"It was his offer. I didn't call him and ask for the money," Endicott said. "He could not properly account for the money and he had decided he better pay us back, which I think obviously was the correct thing to do."

he did on state trips, some of which took him to Minnesota and Ohio, where he visited a daughter, and to Anchorage, where he attended oil company fund-raisers.

But he said he would keep the records confidential until investigations into his spending habits have been completed.

The legislative ethics committee has received a complaint against Fischer and is likely to launch an investigation soon, according to committee chairman Pat Pourchot. And Wednesday the Alaska State Troopers began a preliminary criminal investigation of Fischer.

Fischer told reporters Thursday that the

## POACHING CASE: Villagers angered

Continued from Page A-1

the village in the Yukon Delta National Wildlife Refuge.

Refuge manager Ron Perry said it has been impossible to tell exactly how many caribou were killed there because poachers hide the carcasses.

"They drag them down, and they bury them (in the snow)," he said.

The caribou were part of a small herd the refuge had been trying to protect. Villagers in the area had agreed to leave the animals alone so that the herd might grow and help repopulate the entire Kuskokwim River delta, Perry said.

"It was for the good of all the people," he said, "so we can have some sort of (hunting) season here in the future."

Hunting has been prohibited in the Kilbuck Mountains for the past three or four years to protect the caribou.

Game biologists hostage in the community hall for most of a day in 1987. The biologists were later released unharmed.

Soll said Gibbens wanted to avoid a similar problem, but didn't want to leave villagers with the impression they could intimidate a law enforcement officer. Soll praised the officer's handling of the incident.

Gibbens locked his evidence in a warehouse and the Quinhagak police station while waiting for the back-up troopers. But the evidence disappeared while Gibbens and the other officers were meeting with villagers at the town hall, according to Farber.

Snowmachines, sleds and caribou meat were taken from the locked warehouse, and firearms believed to have been used in the killing of the caribou were taken from the evidence locker at the Quinhagak Police Department, Farber said.

KODIAK, ALASKA  
March 23, 1989

: BY FAX: 271-2817

North Pacific Fishery Management Council  
P.O. Box 103136  
Anchorage, Alaska 99510

Attn: Mr. Clarence Pautzke, Executive Director

Re: Future of Groundfish

Gentlemen:

The closure of the pollock fishery in the Central Gulf today has brought into very sharp focus the impact of the growing factory trawler fleet on the bottomfish resource and the Alaskan fishing communities. As you know, during the past few years the fishing fleet and processing plants in Kodiak, Dutch Harbor and other Alaskan ports have made major investments in the Alaskan bottomfish resource. Eagle Fisheries and its fishing fleet, comprised mainly of trawlers long associated with the Kodiak & Western Trawler Group, have dedicated their operations to developing this resource as a long-term shore-based industry. From all indications, the town of Kodiak and other coastal communities in Alaska have benefitted greatly from bottomfish revenues, and a new level of year-round seafood processing employment has been achieved.

This recently born bottomfish industry is now reaching a crucial watershed which threatens its continued existence. The National Marine Fisheries Service has now closed the Central/Western Gulf to pollock fishing for the remainder of 1989 -- the entire 60,000 MT quota has been taken, harvested in substantial part by at least 10 factory trawlers in this area. Reportedly, most of these factory trawlers have been stripping the roe and discarding the rest of the fish: a clear cut case of wanton waste.

In one giant-step, Alaskan Gulf pollock has moved from a year-round fishery supporting numerous Kodiak plants, to a three-month fishery dominated by a roe-stripping factory trawler fleet. The handwriting is on the wall: without a drastic change in the way our fishery is regulated, the rest of the Alaskan bottomfish will soon go the same route.

In our opinion, the key issue for consideration regarding the future of groundfish is not limited entry, but limiting the destructive potential of the factory trawler fleet before both the bottomfish resource and the Alaskan shore fleets and plants have been eliminated.

Recently we have both talked to fishing skippers who have been working, or have close friends working, on the floating processors now operating in the Gulf of Alaska. They were appalled at the extent of waste which routinely takes place on these processors, and estimated that for every pound of fish processed, two or three pounds are thrown away. One particularly egregious example cited was a 50,000 lb. tow of

mixed flatfish of marketable species and sizes, where all but 4,000 lb. of roe-in rock sole were ground and discarded.

Reportedly, several skippers and mates who came to Alaska from New England have quit in disgust over this mode of operation. It seems that some New England fishermen, having suffered through years of a declining fishery, are more aware of the vulnerability of any fishery to wasteful highgrading. Will it be necessary to allow decimation of the Alaskan resource before imposing meaningful conservation regulation?

Part of the problem seems to be that many of the smaller floating processors lack the space, equipment and manpower to process anywhere near their catching capacity, or to undertake anything as time consuming as filleting fish. Apparently, the typical solution to this mismatch of fishing and processing capacity is not to fish less, but to throw out all but those species which are most valuable and can be frozen in a form requiring minimal handling. Stripping out pollock roe and discarding the pollock, or keeping roe-in rock sole and throwing away the other sole, are both symptoms of the same disease. Unfortunately, the tremendous fishing capacity of the factory trawler fleet makes this disease a potentially deadly one. With this kind of shortsighted fishing, a resource with decades of potential could last only a few years.

Another part of the problem lies in the mobility of the factory trawlers: they can decimate the fish schools in any given area with no immediate impact upon themselves; they can simply move on to another area and repeat the process. The shore plants and shorebased fleet in Alaska cannot move this way, and have a much stronger incentive to conserve the local fish stocks to allow continued operations here.

Indeed, the mobility of the factory trawlers allows them to operate in a predatory manner to shut down an entire town or area of shore-based competition, and then move on to other areas, leaving behind a decimated shorebased harvesting and processing economy. In the present situation they appear to have succeeded in closing down the two major surimi plants in Kodiak for the rest of 1989, as well as a number of pollock filleting operations. It appears necessary to impose some form of area restrictions to create an incentive for the factory trawlers to fish more responsibly, and to prevent them from intentionally destroying the shore plants and communities.

Eagle and its fleet have invested much time, money and energy learning to harvest and process Alaskan Gulf flatfish for the U.S. market, developing a new use for this previously underutilized resource. With its flatfish filleting program, Eagle Fisheries can buy and process all commercial Alaskan Gulf flatfish species and thus minimize waste of the resource, and we are very concerned about the information now becoming known about wanton waste of flatfish by the factory trawlers. Fish which could be utilized by Eagle and other Kodiak plants to build a long-term industry is being wasted in huge quantities.

Unless a comprehensive observer program and appropriate fishing restrictions are imposed upon the factory trawlers in the near future, the long-term viability of the Alaskan Gulf bottomfishery, including flatfish, appears to be in serious jeopardy. Eagle and its fleet have

agreed to fund an observer program administered by the Alaska Department of Fish & Game, and there is no reason that the factory trawlers should be exempt from observers and conservation rules.

In our view, a bottomfish conservation program ought to include the following elements:

(1) Full-time observer coverage aboard every floating processor, administered by a governmental agency and paid for by the processor.

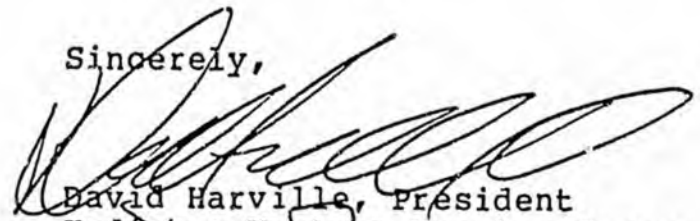
(2) Limitations on the percentage of fish discarded. If the percentage limits are exceeded, operations must shut down for a specified period.

(3) Daily catch limits not to exceed a specified percentage of the floater's actual daily processing capacity, to prevent built-in waste of fish that cannot be processed.

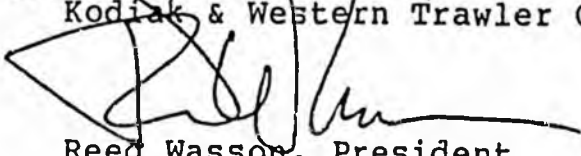
(4) Establish exclusive registration zones and require each floating processor to register for one zone and fish exclusively within that zone, in order to create an incentive to fish with more regard for long-term preservation of the resource.

If the factory trawlers are not willing to operate with these safeguards, then they should be excluded from the Gulf of Alaska entirely before their massive depredations destroy any remaining bottomfish potential for Kodiak and other Alaskan coastal fishing communities.

Sincerely,



David Harville, President  
Kodiak & Western Trawler Group



Reed Wasson, President  
Eagle Fisheries L.P.

CENTRAL/WESTERN GULF POLLOCK MANAGEMENT

POSITION PAPER

KODIAK FISHERIES COALITION

(A coalition of Kodiak processors and fishermen's associations)

BACKGROUND

What Happened

In December 1988 it was anticipated that the 1989 Central/Western Gulf of Alaska pollock quota, set conservatively at 80,000 MT, would meet the year's production requirements of the Kodiak shorebased processors.

On March 23, 1989, pollock fishing in the Central/Western Gulf of Alaska closed because the entire 60,000 MT quota had been harvested.

Why It Happened

1. At-sea Processing Effort Greater than Anticipated

An estimated 38% or 23,000 MT of the Central/Western Gulf of Alaska pollock quota was taken by shorebased processors. An estimated 62% or 37,000 MT was taken by at-sea processors.

In past years no more than two at-sea processors targeted the Central/Western Gulf of Alaska pollock stocks during any one month.

2. Roe Stripping Increased Rate of Harvest

Some of these vessels "roe-stripped" -- removed the pollock roe from the females and threw both the female carcasses and the male fish overboard.

Roe stripping allows a processor to run through 2.5 to 3 times more fish in a given time than if the processor were fully utilizing the fish for fillets, surimi or meal.

An at-sea processor is also able to run through more fish before offloading by keeping only the roe onboard than if he had to allocate space and processing time for fillets, surimi or meal.

3. Data on the Gulf of Alaska Pollock Biomasses Is Inadequate

The last bottom trawl survey on Gulf of Alaska pollock was made in 1987. It indicated declines in the stocks in the Western Gulf and increases in the biomass in the Kodiak area.

Subsequent analysis of 1987 and 1988 ADF&G data indicated continued increases in the Kodiak area pollock biomass.

The Shelikof Strait hydroacoustic data indicated a dramatic decline in the spawning aggregations during the sampling period. However, there are indications that the hydroacoustic survey did not sample during the peak of the spawn.

When the pollock fishery was a joint venture fishery conducted only in Shelikof Strait during the spawning period, the hydroacoustic survey was considered adequate.

Now that the bulk of the fishery has shifted to the East side of Kodiak Island and the Trinity Island area, the hydroacoustic survey no longer represents the stocks being harvested. Nor did the 1988 hydroacoustic survey represent the findings of the 1987 bottom trawl survey.

We note the following in the December 4-8 Draft Minutes from the North Pacific Fishery Management Council's Scientific and Statistical Committee (SSC):

- A. "Because the available indicators of stock strength are inconsistent, the team was unable to determine an ABC for the Gulf of Alaska pollock.
- B. "The data are insufficient to allow this action" (setting the ABC based on the 1987 bottom trawl survey).

The SSC did not set an ABC, but did recommend a Central/Western Gulf of Alaska quota of 10% of the 1987 bottom trawl survey -- 80,000 MT. The SSC also noted that new information would be available in June from the port sampling, observer and hydroacoustic programs conducted out of Kodiak February - March.

#### 4. No Regulatory Relief Was in Place

The potential for at-sea processors to adversely impact coastal communities has been recognized by all elements in the fishing community. While several efforts were made to mitigate the potential through regulatory action, none of the proposed actions were in place for the start of the 1989 season.

- A. Single Species Rule for Gulf of Alaska: This would allow NMFS to close any directed fishery before the TAC is reached to allow enough of the species for retainable bycatch in other fisheries.

The Single Species rule is designed to prevent waste.

NMFS is in the process of implementing the Single Species Rule for the Gulf of Alaska by regulatory amendment, but that amendment is still in process.

- B. Requiring full utilization of pollock: This proposal would have prohibited roe stripping and slowed down the rate at which pollock were harvested in the Central/Western Gulf of Alaska.

The Full Utilization proposal requires a plan amendment. It was given a low priority by the North Pacific Fishery Management Council and therefore was not in the system and could not be put in place by emergency regulation for the 1989 season.

Efforts are now in progress to assure that this regulation is in place for the 1990 season.

- C. Quarterly allocations: This was also proposed this year, but was given a low priority. Considering the rate at which the Central/Western Gulf of Alaska pollock were harvested in 1989 this probably would not have mitigated the current situation.
- D. Non-Specific Reserve: NMFS has recommended in the past that a portion of the total Gulf of Alaska TACs be put into a non-specific reserve to allow NMFS flexibility to meet situations such as the current closure of the pollock fishery.

Were there a non-specific reserve, pollock could have been immediately released for retainable bycatch in the other groundfish fisheries, eliminating the waste of throwing dead pollock overboard while targeting on Pacific cod.

#### IMPLICATIONS

##### 1. Employment

The March 23 closure of the Central/Western Gulf of Alaska pollock fishery has eliminated work for at least 1,000 plant employees in Kodiak and up to 40 vessels, their crews and families.

Though the Kodiak processors will soon have herring to process, by fall 1989, if there are not additional releases of pollock, there will be no work at all for the processing plants. This affects the entire Kodiak community. Not only will the retail and service segments share in the financial downturn, families facing little or no income will bear and suffer both the economic and the concomitant social costs.

## 2. Investment

The Kodiak fishing industry is accustomed to fluctuations in stock abundances. However, the shorebased industry has historically expected that it reasonably could depend on harvesting the stocks within reach of the shorebased plants.

Therefore, if the biological data indicates a stock is in good shape and has good recruitment, a processor or vessel owner historically could reasonably plan on working on that stock for several years into the future.

However, when at-sea processing has the potential, as proven in the 1988 Gulf pollock fishery, to substantially reduce the fish available for the shorebased operations, investment decisions become impossible to make in any rational manner.

For example, the Kodiak processors are in the process of planning for substantial investment to upgrade the jointly owned meal plant. Without some assurance that their operations will be able to take the local pollock quota, it becomes impossible to determine if there will be any return on the investment.

The net result is to hinder or actually stop investment to upgrade shorebased operations and increase the return on fish processed onshore.

The same lack of security also has implications for investments to upgrade at-sea operations.

Further, within coastal communities whose economies are dependent on their shorebased processing industry, all other segments such as retail stores, service industries and local governments are adversely effected by uncertain and insecure investment climates.

## 3. Economics

The result of unmoderated competition between at-sea processors and shorebased processors for the same resource in an area is to shift any economic benefit from an entire coastal community to the at-sea processor and disperse any economic benefits among many areas, none of which are dependent on that economic benefit.

Where economic resources are lacking to provide employment and the tax base for essential services the need for social services escalates rapidly.

This is why the Magnuson Fisheries and Conservation Act includes under "Purposes" that regulations under the Act must "take into account the social and economic needs of the States" and under "Policy" directs that management under the Act "is responsive to the needs of interested and affected States."

Elsewhere in the MFCMA there is language directing management to include socio-economic considerations.

#### 4. Statewide

The situation created in the 1989 Central/Western Gulf of Alaska pollock fishery has dire implications for every Alaskan community.

The sequence of events dramatically demonstrated:

1. A coastal community can lose its economic base to at-sea processing.
2. There is no regulatory relief or help possible under the current regulations.
3. The situation can occur more quickly than anyone anticipated and more quickly than any agency can act.

#### KODIAK COALITION PROGRAM

To address the current loss of the Central/Western Gulf pollock fishery, the long range health of not only the pollock stocks, but all marine resources, and the economic health of coastal communities, the Kodiak Coalition makes the following recommendations:

1. There must be a shorebased preference policy in place as soon as possible to offer some degree of security to coastal communities.

The policy should recognize that

- A. a large percentage of Alaska's fisheries lay in waters accessible only to at-sea processors;
- B. coastal communities in the State of Alaska are dependent on the resources of the waters of the continental shelf as defined by the Magnuson Act;
- C. substantial investment in fish harvesting and processing exists in coastal communities;
- D. the MFCMA intends that the socio-economic impacts of management decisions on States and segments of the industry be considered in management decisions;
- E. shorebased processing effort is constrained by availability of land in most coastal communities as well as availability of resource within a defined area;
- F. at-sea processing effort has no such constraints;
- G. all other nations have felt it in their national interests to protect the welfare of their coastal communities and onshore processing facilities.

2. Require full utilization of all fish harvested

At present the roe pollock stocks are the only stocks which appear to be stripped for roe and discarded.

A regulation requiring full utilization should be in place before the 1980 roe season.

3. The Council should move swiftly to assure data collection using the best scientific methods, including observer coverage, from all segments of the industry, even if industry must bear the cost of the data collection.

A proposal along these lines is already before the council and the Kodiak Coalition urges its rapid implementation.

The Coalition also urges Congress and NMFS to provide funding for an observer program.

4. Allow for retention of pollock in the Pacific cod fishery

Because Pacific cod feed on pollock there will be during the next few months a pollock bycatch in the Pacific cod fishery.

Because pollock have a lower exvessel value than Pacific cod there is no incentive to target pollock.

The pollock are dead when they are brought onboard, so there is no value to discarding the pollock.

Discarding pollock at-sea deprives managers of information on the amount of pollock taken.

An emergency regulation or inseason adjustment should be made as rapidly as possible to allow the retention of pollock taken as bycatch.

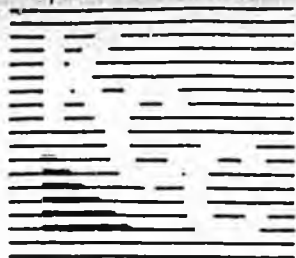
5. NMFS should analyze the recent observer and survey information as rapidly as possible so that an analysis of the status of stocks is available at the June Council meeting for a determination of whether the pollock TAC should be raised.

If the data indicates that additional pollock may safely be released, the release should be made in time for the fall fishery -- approximately September 1.

The undersigned are in accord with the above statements and program of action and urge the State of Alaska, Congress, National Marine Fisheries Service and the North Pacific Fishery Management Council to assist in implementing all five action programs with minimal delay.

Signatures supporting the Kodiak Coalition Position Paper:

Signature	Name (Printed)	Affiliation
<i>Neil Shuckrow</i>	NEIL SHUCKEROW	INTERNATIONAL SEAFOOD OF ALASKA, INC.
<i>Dan James</i>	DAN JAMES	Kodiak Reduction, 1110 COOK INLET PROCESSING
<i>Bob Priebe</i>	BOB PRUTZEMASTER	EAGLE FISHERY
<i>Craig Priebe</i>	CRAIG PRIEBE	EAGLE FISHERY
<i>John Sevier</i>	JOHN SEVIER	ALASKA PACIFIC SEAFOODS
<i>Kenneth M. Allread</i>	KENNETH M. ALLREAD	WESTERN ALASKA FISHERY
<i>Dave Woodruff</i>	DAVE WOODRUFF	ALASKA FRESH SEAFOOD
<i>James Matton</i>	JAMES MATTON	EAST POINT SEAFOOD
<i>Jeffrey R. Stephan</i>	JEFFREY R. STEPHAN	UNITED FISHERMEN'S MARKETING ASSOCIATION, INC.
<i>Timothy J. Holt</i>	TIMOTHY J. HOLT	All Alaskan Seafoods Inc.
<i>Stuart Lutton</i>	Stuart Lutton	King Crab Inc



**KODIAK  
CHAMBER  
OF COMMERCE**

**FILE COPY**

P.O. Box 1485, Kodiak, Alaska 99615 (907) 486-5557

April 6. 1989

John Peterson, Chairman  
NORTH PACIFIC MANAGEMENT COUNCIL  
P.O. Box 103136  
Anchorage, Ak 99510

Dear Mr. Peterson,

The Board of Directors of the Kodiak Chamber of Commerce wish to go on record as supporting the position paper of the Kodiak fisheries coalition, on the Central/Western Gulf pollock management.

The Kodiak fisheries coalition is a group of Kodiak Processors, fishermen's associations and business people united to present the Kodiak Island communities position on the closing of the pollock fishery in the Gulf of Alaska.

The Kodiak Chamber of Commerce is a non-profit membership organization of business and professional men and women working together to promote the civil, commercial, and industrial progress of Kodiak. To that end, the Chamber has fully supported the Americanization of the 200 mile economic zone created by the Fishery Conservation Management Act.

As part of the support of the Americanization of the fishery the Chamber has consistently stated that the processing of the bottom fish resource must come on shore.

Until the events of late March, the shore based processing capacity was developing as scheduled.

The following statement from the coalitions position paper succinctly sums up the implications to the Kodiak Island Community. "The March 23 closure of the Central/Western Gulf of Alaska pollock fishery has eliminated work for at least 1,000 plant employees in Kodiak and up to 40 vessels, their crews and families.

Though the Kodiak processors will soon have herring to process, by fall 1989, if there are not additional releases of pollock, there will be no work at all for the processing plants. This effects the entire Kodiak community. Not only will the retail and service segments share in the financial downturn, families facing little or no income will bear and suffer both the economic and the concomitant social costs.

Dedicated to Kodiak's Future

KODIAK CHAMBER OF COMMERRCE

April 6, 1989

The fishing industry is accustomed to fluctuations in stock abundances. However, the shorebased industry has historically expected that it reasonably could depend on harvesting the stocks within reach of the shorebased plants."

The report goes on to state that "When at-sea processing has the potential, as proven in the 1989 Gulf pollock fishery, to substantially reduce the fish available for the shorebased operations, investment decisions become impossible to make in any rational manner.

For example, the Kodiak processors are in the process of planning for substantial investment to upgrade the jointly owned meal plant. Without some assurance that their operations will be able to take the local pollock quota, it becomes impossible to determine if there will be any return on the investment.

The net result is to hinder or actually stop investment to upgrade shorebased operations and increase the return on fish processed onshore.

Further, within coastal communities whose economies are dependent on their shorebased processing industry, all other segments such as retail stores, service industries and local governments are adversely effected by uncertain and insecure investment climates."

The result of unmoderated competition between at-sea processors and shorebased processors for the same resource in an area is to shift any economic benefit from an entire coastal community to the at-sea processor and disperse any economic benefits among many areas, none of which are dependent on that economic benefit.

Where economic resources are lacking to provide employment and the tax base for essential services the need for social services escalates rapidly.

This is why the Magnuson Fisheries and Conservation Act includes under "Purposes" that regulations under the Act must "take into account the social and economic needs of the States" and under "Policy" directs that management under the Act "is responsive to the needs of interested and affected States."

Elsewhere in the MFCMA there is language directing management to include socio-economic considerations."

As such, the Board of Directors of the Kodiak Chamber of Commerce have voted to support the Kodiak fisheries coalition's recommendations as follows:

KODIAK CHAMBER OF COMMERRCE  
April 6, 1989

1. There must be a shorebased preference policy in place as soon as possible to offer some degree of security to coastal communities.
2. Require full utilization of all fish harvested.
3. The N.P.F.M.C. should move swiftly to assure data collection using the best scientific methods, including observed coverage, from all segments of the industry, even if the industry must bear the cost of data collection.
4. Allow for retention of pollock in the pacific cod fishery.
5. N.M.F.S. should analyses the recent observer and survey information as rapidly as possible so that an analysis of the status of stocks is available at the June N.P.F.M.C. meeting in June, for a determination of whether the pollock total allowable catch should be raised.

Your attention to this issue is extremely important to the economic vitality of the Kodiak community, and as such we eagerly await your response to these requests.

Yours in economic prosperity,

  
EDWARD F RANDOLPH  
President

cc: Honorable Governor Cowper  
Denby Lloyd, Special Staff Assistant  
Senator Fred Zharoff  
Representative Cliff Davidson  
Senator Ted Stevens  
Senator Frank Murkowski  
Congressman Don Young  
Mayor Jerome Selby, Kodiak Island Borough

KODIAK CHAMBER OF COMMERCE

04-01-89

A RESOLUTION OF THE KODIAK CHAMBER OF COMMERCE BOARD OF DIRECTORS SUPPORTING FULL UTILIZATION OF POLLOCK AND A SHOREBASED PREFERENCE IN THE DOMESTIC ALLOCATION OF ALL FISHERIES.

WHEREAS, the Americanization of the 200 mile Economic Zone has been accomplished faster than anyone thought was possible; and

WHEREAS, competition for fish among American fishermen has become very intense; and

WHEREAS, the development of floating processors which can move all over the Pacific Ocean has far exceeded all expectations; and

WHEREAS, the floating processors have an unfair advantage over shorebased processors due to the ability to move from area to area; and

WHEREAS, the shorebased processors are the economic lifeblood of coastal communities throughout Alaska and other states; and

WHEREAS, it is the legislative intent of the Magnuson Act to provide and protect the economic viability of coastal communities; and

WHEREAS, the floating processors have demonstrated they can easily shut down an entire region for most of a year; and

WHEREAS, the entire Gulf of Alaska 1989 pollock allocation of 60,000 MT has been reached in 3 months; and

WHEREAS, the shorebased processors fully utilized 23,000 MT of pollock in three months of operation; and

WHEREAS, eight factory/trawlers consumed 37,000 MT in 11 days utilizing the roe only and discarding the carcasses; and

WHEREAS, 1500 Kodiak residents indeed the entire Kodiak economy depends upon the Fall pollock harvest for their September through December livelihood; and

WHEREAS, this problem will become more prevalent in other areas as resources shrink and/or processing capabilities continues to increase; and


WHEREAS, a Kodiak community meeting of processors, fishermen, businessmen, workers and local government unanimously agreed that the following request for action be conveyed to the North Pacific Fisheries Management Council:

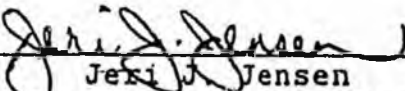
NOW THEREFORE BE IT RESOLVED by the Kodiak Chamber of Commerce Board of Directors that the North Pacific Management Council is urged to adopt the following policies:

- 1) Immediate emergency meeting of the North Pacific Management Council for a 10,000 MT allocation of pollock for bycatch during the cod and flatfish season,
- 2) Request a 35,000 MT allocation of pollock if the National Marine Fisheries Service and other data supports it for the September to December 1989 time period,
- 3) For 1990, adopt a full-utilization requirement for all pollock, prohibiting roe-stripping only,
- 4) For 1990, make the Domestic Observer Program 100% mandatory,
- 5) For 1990, adopt a DAP (Direct Allocation) shorebase processor preference.

Signed this 7<sup>th</sup> day of April , 1989

KODIAK CHAMBER OF COMMERCE

  
Edward F Randolph

  
Jeri Jensen  
Secretary to the Board





STATE OF ALASKA  
OFFICE OF THE GOVERNOR  
JUNEAU

March 24, 1989

Dr. William Evans  
Undersecretary  
National Oceanic and  
Atmospheric Administration  
Department of Commerce  
Room 5128  
14th Street and Constitution Avenue, NW  
Washington, DC 20230

Dear Bill,

The closure, on March 23, of the Central and Western Gulf of Alaska to retention of walleye pollock for the remainder of 1989 brings into sharp focus a set of issues of grave concern to fishermen and processors of Alaska. Substantial investment has been made in vessels and processing plants to create a stable shoreside bottomfish industry, particularly in Kodiak where the availability of pollock and other groundfish on a year-round basis is of extreme importance to the entire community.

Of the entire 60,000 metric ton harvest limit for Western and Central Gulf pollock a majority was apparently taken by a fleet of only 10 or so factory/trawlers; local reports indicate that as much as 40,000 mt may have been simply stripped of its roe and the carcasses discarded in a race-for-fish among factory ships. The immense fishing capacity, high mobility, and ever larger numbers of these vessels pose a threat of biological, economic, and social harm to any long-term bottomfish industry in the state.

Because factory/trawlers neither carry observers, nor deliver their product ashore, there is no way to verify the amounts and composition of their target catch, discards, or incidental take of "bycatch" species. Because their product is normally transhipped at sea, little or no income flows to coastal communities. The practice of pollock roe stripping, particularly at the fast pace evident in the Gulf this year, constitutes a dramatic waste of a resource that could otherwise support a vital component of Kodiak's economy.

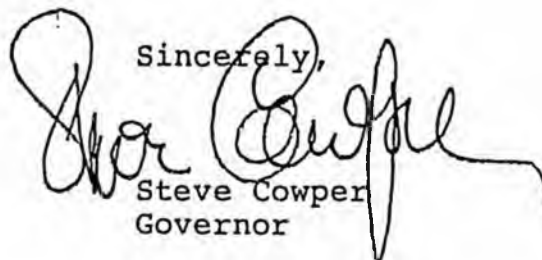
March 24, 1989

Regarding the recent closure, I commend the action of the National Marine Fisheries Service, Alaska Region, to require the off-loading of pollock prior to fishing or processing other species. This should at least help provide assurance that continued pollock fishing does not occur. However, it may be necessary as well to require inspection of at-sea processors by NMFS authorities, either at-sea or onshore, in order to ensure compliance with the prohibition. The Alaska Department of Fish and Game can provide assistance with such inspections if you wish.

For the remainder of this year, I encourage you to conduct whatever surveys may be reasonable to evaluate whether the original harvest limit was indeed appropriate. There appears to be some doubt that surveys of spawning pollock in Shelikof Strait adequately assess the entire Central and Western Gulf pollock population, especially in light of substantial catches of adult pollock off the southeastern shore of Kodiak Island this year. I also encourage you to consider a modest adjustment of the pollock harvest limit to allow retention of pollock taken incidently in other groundfish fisheries in 1989.

Bill, as you know from our previous conversations, the groundfish industry is vitally important to Alaska. The apparent conduct of what is a highly capitalized, mobile fleet of factory ships poses a severe threat to the social and economic stability of Alaska coastal communities. We are as yet unsure whether this practice may effect the resource itself. I hope that we can work together through the Regional Council process to deal more equitably with the conservation and allocation of groundfish resources off Alaska.

Sincerely,



Steve Cowper  
Governor

cc: Jim Brennan, NMFS  
Steve Pennoyer, NMFS/AKR  
Bill Aron, NWAFC  
Clarence Pautzke, NPFMC

SJR 48

1 IN THE SENATE

SENATE JOINT RESOLUTION NO. 48  
IN THE LEGISLATURE OF THE STATE OF ALASKA  
SIXTEENTH LEGISLATURE - FIRST SESSION

Relating to a preference for shore-based processors in the allocation of the fishery resources of the North Pacific.

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

9 WHEREAS the United States Exclusive Economic Zone (16 U.S.C. 1802) contains fishery resources of tremendous value, both economically and biologically, to the people of the United States; and

12 WHEREAS shore-based seafood processing plants in the state, through employment, secondary processing, and fishery product sales, contribute significantly to the economies of the Pacific Coast states; and

15 WHEREAS the ownership of shore-based seafood processing plants in the state is highly diversified and broadly based, ranging from state residents to multinational corporations; and

18 WHEREAS the people employed in the state's shore-based plants are a large, diverse group that includes residents of Alaska, Washington, Oregon,

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20 California, and many other states; and  
21 WHEREAS the processing of seafood at shore-based plants is the foundation of the economies of the state's coastal communities; and

23 WHEREAS shore-based seafood processing plants support the local economy, hire local people, buy products from resident fishermen, provide a long-term source of tax revenue for state government, and provide a tax base for local government; and

27 WHEREAS shore-based seafood processing plants represent a long-term capital investment in the fishery resources of the North Pacific and are designed for the stable, continuous, and sustained yield use of these resources; and

31 WHEREAS shore-based seafood processing plants have the capability for the full utilization of the harvested fish and the flexibility to engage in the manufacture of a wide variety of valuable products from the fish; and

34 WHEREAS the discarding and waste of a North Pacific fishery resource is unacceptable when it can be manufactured into valuable food products; and

37 and  
38 WHEREAS the harvest of North Pacific fishery resource is more reliably and cost-effectively monitored when the product is delivered to shore-based

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40 processing plants, resulting in more accurate biological data on which to base resource management decisions; and

42 WHEREAS the factory-trawler and mother-ship fleet that operates in the Exclusive Economic Zone of the North Pacific is difficult to regulate because of the lack of adequate observer coverage; and

45 WHEREAS the factory-trawler and mother-ship fleet, without proper controls, cannot be accurately monitored to determine the actual quantity of fish caught, species composition, and actual amount of fish discarded; and

48 WHEREAS this lack of information could jeopardize the accuracy of the available data on the health of North Pacific fishery resources and could result in the sudden and unexpected depletion of the resources; and

51 WHEREAS the depletion of the resources would cause major economic dislocation in the state's coastal communities and in many communities in the other states and would jeopardize the investments made to date in Alaska's shore-based processing plants; and

54 WHEREAS the growth of the shore-based processing industry is constrained by limited land availability, lack of infrastructure, and the limited availability of marine resources close to the shore-based operations; and

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59 WHEREAS the factory-trawler and mother-ship fleet does not experience these restraints on its growth and can exploit vast areas of the ocean that are not accessible to shore-base operations; and

62 WHEREAS the organization charged with overseeing and making recommendations for the conservation, management, allocation, and utilization of North Pacific fishery resources in the United States Exclusive Economic Zone is the North Pacific Fishery Management Council;

65 BE IT RESOLVED that the Alaska State Legislature respectfully requests the North Pacific Fishery Management Council to approve a fishery management plan amendment that would grant shore-based processors a preference for the allocation of the harvestable fishery resources of the North Pacific; and be it

68 FURTHER RESOLVED that the Alaska State Legislature respectfully requests the Secretary of the United States Department of Commerce to provide final approval for this amendment.

71 COPIES of this resolution shall be sent to the Honorable Robert A. Mosbacher, Sr., Secretary of the U.S. Department of Commerce; the Honorable William E. Evans, Administrator of the National Oceanic and Atmospheric Administration; the Honorable James W. Brennan, Assistant Administrator for

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74 Fisheries, National Marine Fisheries Service; the Honorable John Peterson, Chair of the North Pacific Fishery Management Council; and to the Honorable

21 Ted Stevens and the Honorable Frank Murkowski, U.S. Senators, and the  
22 Honorable Don Young, U.S. Representative, members of the Alaska delegation  
23 in Congress.

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