

SJR

6

SENATE COMMITTEE REPORT

FIRST COMMITTEE OF REFERRAL

Date of 5-DAY NOTICE 1/19/89  
IN ACCORDANCE WITH UNIFORM RULE 23

1/19/89

FURTHER

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

DATE TURNED INTO OFFICE 1/25/89

Mr. President:

RESOURCES Committee considered SJR 6

interception of Alaska salmon on the high seas

and recommended:

- replace with CS SJR 6 (Resources.)  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  
 appropriation no FN attached

fiscal impact  
 Gov. FN introduced w/ bill

MEMBERS SIGNING DO PASS

OTHER RECOMMENDATIONS

\_\_\_\_\_

*[Signature]*

\_\_\_\_\_

*[Signature]*

\_\_\_\_\_

*[Signature]*

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*[Signature]*

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\_\_\_\_\_

\_\_\_\_\_

*[Signature]* Do Pass  
Chairman signature and recommendation

Committee backup attached



STATE OF ALASKA  
OFFICE OF THE GOVERNOR  
**BILL ANALYSIS**

|  |                                 |  |                           |
|--|---------------------------------|--|---------------------------|
| DEPARTMENT<br>Fish and Game                          | DIVISION<br>Commissioner's Ofc. | BILL NUMBER<br>SJR 6                               | SPONSOR<br>Binkley, et al |
| SHORT TITLE OF BILL<br>High seas salmon interception |                                 |  |                           |
| DEPARTMENT POSITION<br>Support                       |                                 |  |                           |
| PREPARED BY<br>Roland Shanks                         | DATE<br>1/23/89                 | COMMISSIONER'S SIGNATURE<br><i>Don W. Williams</i> | DATE<br>1-23-89           |

**SUMMARY**

|   |  |
|---|--|
| OTHER AGENCIES AFFECTED BY BILL<br>Commerce | CONSTITUENT GROUP(S) AFFECTED BY BILL<br>Fishermen |
| ORGANIZATIONAL SUPPORT FOR BILL<br>N/A      | ORGANIZATIONAL OPPOSITION TO BILL<br>N/A           |

FISCAL IMPACT:  NONE       FISCAL NOTE ATTACHED

BACKGROUND/LEGISLATIVE INTENT  
To support and strengthen the negotiating posture of the state in high seas interception negotiations. To urge the federal government to strengthen their negotiation with other nations involved in the high seas issue.

ANALYSIS OF BILL/PROGRAM EFFECTS  
Supports the state's current position.

AMENDMENTS PROPOSED  
None.

PLEASE ATTACH A SEPARATE SHEET FOR ADDITIONAL COMMENTS OR ANALYSIS.

**FISCAL NOTE**

**REQUEST:**

Revision Date: \_\_\_\_\_  
Title: Relating to the interception  
of Alaska salmon on the high seas  
Sponsor: Binkley, et al  
Requestor: Senator Binkley

Agency Affected: Fish and Game  
BRU: Commercial Fisheries  
Components: Commercial Fisheries  
Special Projects

**EXPENDITURES/REVENUES: (Thousands of Dollars)**

| OPERATING              | FY 89 | FY 90 | FY 91 | FY 92 | FY 93 | FY 94 |
|------------------------|-------|-------|-------|-------|-------|-------|
| PERSONAL SERVICES      |       |       |       |       |       |       |
| TRAVEL                 |       |       |       |       |       |       |
| CONTRACTUAL            |       |       |       |       |       |       |
| SUPPLIES               |       |       |       |       |       |       |
| EQUIPMENT              |       |       |       |       |       |       |
| LAND & STRUCTURES      |       |       |       |       |       |       |
| GRANTS, CLAIMS         |       |       |       |       |       |       |
| MISCELLANEOUS          |       |       |       |       |       |       |
| <b>TOTAL OPERATING</b> | 0     | 0     | 0     | 0     | 0     | 0     |

|         |  |  |  |  |  |  |
|---------|--|--|--|--|--|--|
| CAPITAL |  |  |  |  |  |  |
|---------|--|--|--|--|--|--|

|         |  |  |  |  |  |  |
|---------|--|--|--|--|--|--|
| REVENUE |  |  |  |  |  |  |
|---------|--|--|--|--|--|--|

**FUNDING: (Thousands of Dollars)**

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

**POSITIONS:**

|           |  |  |  |  |  |  |
|-----------|--|--|--|--|--|--|
| FULL-TIME |  |  |  |  |  |  |
| PART-TIME |  |  |  |  |  |  |
| TEMPORARY |  |  |  |  |  |  |

ANALYSIS : (Attach a separate page if necessary)

Prepared by: Roland Shanks  
Division: Commissioner's Office  
Approved by Commissioner: *Donell Belenewich*  
Agency: Fish and Game

Phone: 465-4100  
Date: 1/23/89  
Date: 1-23-89

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

6-0440E  
Utermohle  
1/23/89

Original sponsors: Binkley, Jones,  
Sturgulewski, et al.

1 IN THE SENATE

2 CS FOR SENATE JOINT RESOLUTION NO. 6 ( )

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 SIXTEENTH LEGISLATURE - FIRST SESSION

5 Relating to the interception of Alaska  
6 salmon and steelhead on the high seas.

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

8 WHEREAS salmon and steelhead are among Alaska's most important natural  
9 resources and are a vital part of the commercial and sport fishing indus-  
10 tries of the entire western coast of the United States that contribute  
11 billions of dollars to the national economy each year; and

12 WHEREAS Alaska salmon and steelhead are fully utilized in domestic  
13 fisheries, constitute the primary economic base of many coastal and river  
14 communities in the state, are a principal component of the subsistence  
15 economy of most villages in the state, and play a key role in the state's  
16 developing tourist industry; and

17 WHEREAS high seas harvests of Alaska salmon defeat the state's careful  
18 management program for salmon and the rebuilding program for wild stocks  
19 and deprive the state of an economic return on its investment in the fish-  
20 ing industry; and

21 WHEREAS some western Alaska salmon stocks are so severely depressed  
22 that special conservation measures have been required, including the elim-  
23 ination or severe reduction of certain directed commercial salmon fisheries  
24 on the Yukon, Kuskokwim, and Tanana Rivers and possible additional restric-  
25 tions on subsistence fisheries; and

26 WHEREAS the Yukon-Kuskokwim region in western Alaska is one of the  
27 most economically disadvantaged areas in the United States, where commer-  
28 cial fishing is the single most important source of cash income, yet pro-  
29 duces an average of less than \$7,000 per fisherman per year; and

1 WHEREAS poor salmon runs in southeast Alaska in 1988, the increased  
2 incidence of net marked salmon and steelhead, and recent reports of large  
3 quantities of illegally harvested salmon being sold in Europe and Asia have  
4 heightened public concern over high seas interceptions of salmon and steel-  
5 head; and

6 WHEREAS the illegal harvest and sale of American salmon by foreign  
7 fishing fleets are undercutting international sales of salmon harvested by  
8 American fishermen and are having significant adverse economic and social  
9 effects on the residents of Alaska, Washington, Oregon, Idaho, and Cali-  
10 fornia; and

11 WHEREAS it is estimated that the Japanese land-based and mothership  
12 fisheries alone could still be intercepting as many as 2,000,000 Alaska  
13 salmon each year; and

14 WHEREAS the Japanese, Taiwanese, and South Korean squid fleets now  
15 total more than 700 vessels, trail more than 10,000 miles of gillnet that  
16 is just the right size to capture immature salmon on the high seas, and are  
17 virtually unregulated and unmonitored; and

18 WHEREAS tens of thousands of marine mammals and hundreds of thousands  
19 of seabirds die in these gillnets each year; and

20 WHEREAS Japan has asked the International North Pacific Fisheries  
21 Commission to expand Japan's legal salmon fishing areas in the North  
22 Pacific Ocean, to convert Japan's mothership fleet on the high seas to a  
23 land-based fleet, and to extend the fishing areas of the Japanese squid  
24 fleet farther north; and

25 WHEREAS Japan has asked the United States for permission to fish  
26 within the United States Exclusive Economic Zone without having to obtain a  
27 marine mammal permit, the issuance of which has been denied by the United  
28 States Supreme Court and would otherwise require Congressional action; and

29 WHEREAS the United States and the Soviet Union have recently signed a  
CSSJR 6( )

1 comprehensive fisheries agreement that calls for joint cooperation in  
2 conserving the salmon resources of both countries; and

3 WHEREAS the Soviet Union has said that elimination of the interception  
4 of its salmon by foreign fishermen is one of its top priorities; and

5 WHEREAS the Magnuson Fisheries Conservation and Management Act, that  
6 established the United States' authority over the 200-mile fishery conser-  
7 vation zone, is due for reauthorization by the Congress in 1989; and

8 WHEREAS the Congress will be holding oversight hearings on the Drift-  
9 net Impact Monitoring, Assessment, and Control Act of 1987 that required  
10 negotiations with the governments of South Korea, Taiwan, and Japan for the  
11 purpose of curbing illegal and unregulated squid fishing operations; and

12 WHEREAS current United States enforcement activities and observer  
13 coverage in both the salmon and squid fisheries are minimal due to serious  
14 budget cuts by the Congress;

15 BE IT RESOLVED that the Alaska State Legislature respectfully requests  
16 the American section of the International North Pacific Fisheries Commis-  
17 sion to hold firm in negotiating with the Japanese and to oppose expansion  
18 of the Japanese salmon and squid fishing areas, as well as Japan's proposal  
19 to convert its mothership fleet on the high seas to a land-based fleet; and  
20 be it

21 FURTHER RESOLVED that the Alaska State Legislature respectfully re-  
22 quests the Congress to continue the current prohibition against the Japan-  
23 ese fishing within the United States Exclusive Economic Zone; and be it

24 FURTHER RESOLVED that the Alaska State Legislature respectfully re-  
25 quests the United States Department of State to immediately begin negotiat-  
26 ing a joint enforcement agreement with the Soviet Union in order to prevent  
27 illegal fishing in the North Pacific Ocean; and be it

28 FURTHER RESOLVED that the Alaska State Legislature respectfully re-  
29 quests the United States Department of State to begin negotiating with all

1 the salmon producing countries for an international treaty that would ban  
2 all high seas salmon fishing; and be it

3 FURTHER RESOLVED that the Alaska State Legislature respectfully re-  
4 quests the Congress to amend the Magnuson Fisheries Conservation and Man-  
5 agement Act (16 U.S.C. 1801 - 1882) to ensure that United States jurisdic-  
6 tion over American anadromous species on the high seas will be effectively  
7 asserted to stop interception of salmon and steelhead on the high seas; and  
8 be it

9 FURTHER RESOLVED that the Alaska State Legislature respectfully re-  
10 quests the United States Department of State and the Congress to take  
11 whatever actions are necessary to control the illegal and unregulated  
12 fishing activities of the South Korean, Taiwanese, and Japanese squid  
13 fleets; and be it

14 FURTHER RESOLVED that the Alaska State Legislature respectfully re-  
15 quests the Congress to expand the Pelly Amendment to

16 (1) provide for sanctions against foreign nations whose fisher-  
17 men intercept anadromous species on the high seas or who refuse to cooper-  
18 ate with the United States in developing and enforcing international fish-  
19 ing regulations to prevent interception of anadromous species on the high  
20 seas; and

21 (2) include in the sanctions against those nations embargoes on  
22 fisheries and other products imported from those nations; and be it

23 FURTHER RESOLVED that the Alaska State Legislature respectfully re-  
24 quests the Congress to provide continued funding for the United States high  
25 seas observer program and other salmon research programs and to provide  
26 funding for increased enforcement activity by the United States Coast  
27 Guard.

28 COPIES of this resolution shall be sent to the Honorable George Bush,  
29 President of the United States; the Honorable Dan Quayle, Vice-President of

1 the United States and President of the U.S. Senate; the Honorable James A.  
2 Baker, III, U. S. Secretary of State; the Honorable Edward E. Wolfe, Amba-  
3 sador for Fisheries and the Ocean, U. S. Department of State; the Honorable  
4 Robert A. Mosbacher, U. S. Secretary of Commerce; William E. Evans, Admin-  
5 istrator, National Oceanic and Atmospheric Administration, U.S. Department  
6 of Commerce; the Honorable George J. Mitchell, U. S. Senate Majority Lead-  
7 er; the Honorable Jim Wright, Speaker of the U. S. House of Representa-  
8 tives; the Honorable George Deukmejian, Governor of the State of Califor-  
9 nia; the Honorable Leo T. McCarthy, President of the Senate of the State of  
10 California; the Honorable Willie Lewis Brown, Jr., Speaker of the Assembly  
11 of the State of California; the Honorable Cecil D. Andrus, Governor of the  
12 State of Idaho; the Honorable C.L. Otter, President of the Senate of the  
13 State of Idaho; the Honorable Tom Boyd, Speaker of the House of Representa-  
14 tives of the State of Idaho; the Honorable Neil Goldschmidt, Governor of  
15 the State of Oregon; the Honorable John Kitzhaber, President of the Senate  
16 of the State of Oregon; the Honorable Vera Katz, Speaker of the House of  
17 Representatives of the State of Oregon; the Honorable Booth Gardner, Gover-  
18 nor of the State of Washington; the Honorable Joel Pritchard, President of  
19 the Senate of the State of Washington; the Honorable Joseph E. King, Speak-  
20 er of the House of Representative of the State of Washington; and to the  
21 Honorable Ted Stevens and the Honorable Frank Murkcwski, U.S. Senators, and  
22 the Honorable Don Young, U.S. Representative, members of the Alaska delega-  
23 tion in Congress.

see P. 3  
l. 5-15

Danny

WORK DRAFT

WORK DRAFT

WORK DRAFT

6-0440H ✓  
Utermohle  
1/23/89

Original Sponsors: Binkley, Jones,  
Sturgulewski, et al.

1 IN THE SENATE

2 CS FOR SENATE JOINT RESOLUTION NO. 6 ( )

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 SIXTEENTH LEGISLATURE - FIRST SESSION

5 Relating to the interception of Alaska  
6 salmon and steelhead on the high seas.

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

8 WHEREAS salmon and steelhead are among Alaska's most important natural  
9 resources and are a vital part of the commercial and sport fishing indus-  
10 tries of the entire western coast of the United States that contribute  
11 billions of dollars to the national economy each year; and

12 WHEREAS Alaska salmon and steelhead are fully utilized in domestic  
13 fisheries, constitute the primary economic base of many coastal and river  
14 communities in the state, are a principal component of the subsistence  
15 economy of most villages in the state, and play a key role in the state's  
16 developing tourist industry; and

17 WHEREAS high seas harvests of Alaska salmon defeat the state's careful  
18 management program for salmon and the rebuilding program for wild stocks  
19 and deprive the state of an economic return on its investment in the fish-  
20 ing industry; and

21 WHEREAS some western Alaska salmon stocks are so severely depressed  
22 that special conservation measures have been required, including the elim-  
23 ination or severe reduction of certain directed commercial salmon fisheries  
24 on the Yukon, Kuskokwim, and Tanana Rivers, and ~~possible~~ additional restric-  
25 tions on subsistence fisheries; and  
*maybe required.*

26 WHEREAS the Yukon-Kuskokwim region in western Alaska is one of the  
27 most economically disadvantaged areas in the United States, where commer-  
28 cial fishing is the single most important source of cash income, yet pro-  
29 duces an average of less than \$7,000 per fisherman per year; and

1 WHEREAS poor salmon runs in southeast Alaska in 1988, the increased  
 2 incidence of net marked salmon and steelhead, and recent reports of large  
 3 quantities of illegally harvested salmon being sold in Europe and Asia have  
 4 heightened public concern over high seas interception of salmon and steel-  
 5 head; and

6 WHEREAS the illegal harvest and sale of American salmon by foreign  
 7 fishing fleets are undercutting international sales of salmon harvested by  
 8 American fishermen and are having significant adverse economic and social  
 9 effects on the residents of Alaska, Washington, Oregon, Idaho, and Cali-  
 10 fornia; and

11 WHEREAS it is estimated that the Japanese land-based and mothership  
 12 fisheries alone could still be intercepting as many as 2,000,000 Alaska  
 13 salmon each year; and

14 WHEREAS the Japanese, Taiwanese, and South Korean squid fleets now  
 15 total more than 700 vessels, trail more than 10,000 miles of gillnet that  
 16 is just the right size to capture immature salmon on the high seas, and are  
 17 virtually unregulated and unmonitored; and

18 WHEREAS tens of thousands of marine mammals and hundreds of thousands  
 19 of seabirds die in these gillnets each year; and

20 WHEREAS Japan has asked the International North Pacific Fisheries  
 21 Commission to expand Japan's legal salmon fishing areas in the North  
 22 Pacific Ocean, to convert Japan's mothership fleet on the high seas to a  
 23 land-based fleet, (and to extend the fishing areas of the Japanese squid  
 24 fleet farther north); and

*was informed the U.S. that Japan intends to  
 do - not correct. Japan has informed*

25 WHEREAS Japan has asked the United States for permission to fish  
 26 within the United States Exclusive Economic Zone without having to obtain a  
 27 marine mammal permit, ~~the issuance of which has been denied by the United~~  
 28 States Supreme Court ~~and would otherwise require Congressional action~~, and

29 WHEREAS the United States and the Soviet Union have recently signed a  
 CSSJR 6 ( ) *for 2 that Re-Commerce Dept did not have  
 the authority to issue marine mammal permit to*

allow for the accidental take of  
Maurice mammals

whereas  
the court  
held that

Whereas Japan has been  
denied permission to fish  
within the U.S. ~~EEZ~~ Exclusive  
Economic Zone as a result of  
a federal court decision; ~~and~~  
~~it is held~~ that the Department of  
Commerce ~~did~~ did not have the  
authority to issue permits  
allowing for the incidental take  
of depleted marine mammals,  
~~and that a congressional grant~~  
~~of authority is necessary to~~  
~~allow for it;~~

*House Resources*

1 comprehensive fisheries agreement that calls for joint cooperation in  
2 conserving the salmon resources of both countries; and

3 WHEREAS the Soviet Union has said that elimination of the interception  
4 of its salmon by foreign fishermen is one of its top priorities; and

5 WHEREAS customary international law <sup>generally</sup> prohibits nations from harvesting  
6 anadromous species on the high seas [unless economic dislocation would  
7 result]; and

8 WHEREAS the harvest of nonanadromous species can be accomplished  
9 without the harvest of anadromous species, and the cessation of high seas  
10 interception of salmon and steelhead stocks can be accomplished without  
11 causing economic dislocation; and

12 WHEREAS customary international law recognizes that all nations have a  
13 duty to cooperate in conserving fish stocks on the high seas, including  
14 salmon and steelhead stocks; and

15 WHEREAS the Magnuson Fisheries Conservation and Management Act, that  
16 established the United States' authority over the 200-mile fishery conser-  
17 vation zone, is due for reauthorization by the Congress in 1989; and

18 WHEREAS the Congress will be holding oversight hearings on the Drift-  
19 net Impact Monitoring, Assessment, and Control Act of 1987 that required  
20 negotiations with the governments of South Korea, Taiwan, and Japan for the  
21 purpose of curbing illegal and unregulated squid fishing operations; and

22 WHEREAS current United States enforcement activities and observer  
23 coverage in both the salmon and squid fisheries are minimal due to serious  
24 budget cuts by the Congress;

25 BE IT RESOLVED that the Alaska State Legislature respectfully requests  
26 the American section of the International North Pacific Fisheries Commis-  
27 sion to hold firm in negotiating with the Japanese and to oppose expansion  
28 of the Japanese salmon and squid fishing areas, as well as Japan's proposal  
29 to convert its mothership fleet on the high seas to a land-based fleet; and

*not to allow*

*Violate Int. Whaling Convention*

1 be it

2 FURTHER RESOLVED that the Alaska State Legislature respectfully re-  
3 quests the Congress to continue the current prohibition against the Japan-  
4 ese fishing within the United States Exclusive Economic Zone; and be it

5 FURTHER RESOLVED that the Alaska State Legislature respectfully re-  
6 quests the United States Department of State to immediately begin negotiat-  
7 ing a joint enforcement agreement with the Soviet Union, *and other cooperating countries* in order to prevent  
8 illegal fishing in the North Pacific Ocean; and be it

9 FURTHER RESOLVED that the Alaska State Legislature respectfully re-  
10 quests the United States Department of State to begin negotiating with all  
11 the salmon producing countries for an international treaty that would ban  
12 all high seas salmon fishing; and be it

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15 agement Act (16 U.S.C. 1801 - 1882) to ensure that United States jurisdic-  
16 tion over American anadromous species on the high seas will be effectively  
17 *asserted* to stop interception of salmon and steelhead on the high seas; and  
18 be it

19 FURTHER RESOLVED that the Alaska State Legislature respectfully re-  
20 quests the United States Department of State and the Congress to take  
21 whatever actions are necessary to control the illegal and unregulated  
22 fishing activities of the South Korean, Taiwanese, and Japanese squid  
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25 requests the Congress to expand the Pelly Amendment to

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27 men intercept anadromous species on the high seas or who refuse to cooper-  
28 ate with the United States in developing and enforcing international fish-  
29 ing regulations to prevent interception of anadromous species on the high

1 seas; and

2 (2) include in the sanctions against those nations embargoes on  
3 fisheries and other products imported from those nations; and be it

4 FURTHER RESOLVED that the Alaska State Legislature respectfully re-  
5 quests the Congress to provide continued funding for the United States high  
6 seas observer program and other salmon research programs and to provide  
7 funding for increased enforcement <sup>of high seas conservation agreements</sup> ~~activity~~ by the United States Coast  
8 Guard.

9 COPIES of this resolution shall be sent to the Honorable George Bush,  
10 President of the United States; the Honorable Dan Quayle, Vice-President of  
11 the United States and President of the U.S. Senate; the Honorable James A.  
12 Baker, III, U. S. Secretary of State; the Honorable Edward E. Wolfe, Amba-  
13 sador for Fisheries and the Ocean, U. S. Department of State; the Honorable  
14 Robert A. Mosbacher, U. S. Secretary of Commerce; William E. Evans, Admin-  
15 istrator, National Oceanic and Atmospheric Administration, U.S. Department  
16 of Commerce; the Honorable George J. Mitchell, U. S. Senate Majority Lead-  
17 er; the Honorable Jim Wright, Speaker of the U. S. House of Representa-  
18 tives; the Honorable George Deukmejian, Governor of the State of Califor-  
19 nia; the Honorable Leo T. McCarthy, President of the Senate of the State of  
20 California; the Honorable Willie Lewis Brown, Jr., Speaker of the Assembly  
21 of the State of California; the Honorable Cecil D. Andrus, Governor of the  
22 State of Idaho; the Honorable C.L. Otter, President of the Senate of the  
23 State of Idaho; the Honorable Tom Boyd, Speaker of the House of Representa-  
24 tives of the State of Idaho; the Honorable Neil Goldschmidt, Governor of  
25 the State of Oregon; the Honorable John Kitzhaber, President of the Senate  
26 of the State of Oregon; the Honorable Vera Katz, Speaker of the House of  
27 Representatives of the State of Oregon; the Honorable Booth Gardner, Gover-  
28 nor of the State of Washington; the Honorable Joel Pritchard, President of  
29 the Senate of the State of Washington; the Honorable Joseph E. King,

1 Speaker of the House of Representative of the State of Washington; and to  
2 the Honorable Ted Stevens and the Honorable Frank Murkowski, U.S. Senators,  
3 and the Honorable Don Young, U.S. Representative, members of the Alaska  
4 delegation in Congress.

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6-0440J  
Utermohle  
1/24/89

Original sponsors: Binkley, Jones,  
Sturgulewski, et al.

1 IN THE SENATE BY THE RESOURCES COMMITTEE

2 CS FOR SENATE JOINT RESOLUTION NO. 6 (Resources)

3 IN THE LEGISLATURE OF THE STATE OF ALASKA

4 SIXTEENTH LEGISLATURE - FIRST SESSION

5 Relating to the interception of Alaska  
6 salmon and steelhead on the high seas.

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

8 WHEREAS salmon and steelhead are among Alaska's most important natural  
9 resources and are a vital part of the commercial and sport fishing indus-  
10 tries of the entire western coast of the United States that contribute  
11 billions of dollars to the national economy each year; and

12 WHEREAS Alaska salmon and steelhead are fully utilized in domestic  
13 fisheries, constitute the primary economic base of many coastal and river  
14 communities in the state, are a principal component of the subsistence  
15 economy of most villages in the state, and play a key role in the state's  
16 developing tourist industry; and

17 WHEREAS high seas harvests of Alaska salmon defeat the state's careful  
18 management program for salmon and the rebuilding program for wild stocks  
19 and deprive the state of an economic return on its investment in the fish-  
20 ing industry; and

21 WHEREAS some western Alaska salmon stocks are so severely depressed  
22 that special conservation measures have been required, including the elim-  
23 ination or severe reduction of certain directed commercial salmon fisheries  
24 on the Yukon, Kuskokwim, and Tanana Rivers, and ~~possible~~ additional restric-  
25 tions on subsistence fisheries; <sup>may be required</sup> and

26 WHEREAS the Yukon-Kuskokwim region in western Alaska is one of the  
27 most economically disadvantaged areas in the United States, where commer-  
28 cial fishing is the single most important source of cash income, yet pro-  
29 duces an average of less than \$7,000 per fisherman per year; and

1 Speaker of the House of Representative of the State of Washington; and to  
2 the Honorable Ted Stevens and the Honorable Frank Murkowski, U.S. Senators,  
3 and the Honorable Don Young, U.S. Representative, members of the Alaska  
4 delegation in Congress.  
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1 seas; and

2 (2) include in the sanctions against those nations embargoes on  
3 fisheries and other products imported from those nations; and be it

4 FURTHER RESOLVED that the Alaska State Legislature respectfully re-  
5 quests the Congress to provide continued funding for the United States high  
6 seas observer program and other salmon research programs and to provide  
7 funding for increased enforcement of high seas conservation agreements by  
8 the United States Coast Guard.

9 COPIES of this resolution shall be sent to the Honorable George Bush,  
10 President of the United States; the Honorable Dan Quayle, Vice-President of  
11 the United States and President of the U.S. Senate; the Honorable James A.  
12 Baker, III, U. S. Secretary of State; the Honorable Edward E. Wolfe, Amba-  
13 sador for Fisheries and the Ocean, U. S. Department of State; the Honorable  
14 Robert A. Mosbacher, U. S. Secretary of Commerce; William E. Evans, Admin-  
15 istrator, National Oceanic and Atmospheric Administration, U.S. Department  
16 of Commerce; the Honorable George J. Mitchell, U. S. Senate Majority Lead-  
17 er; the Honorable Jim Wright, Speaker of the U. S. House of Representa-  
18 tives; the Honorable George Deukmejian, Governor of the State of Califor-  
19 nia; the Honorable Leo T. McCarthy, President of the Senate of the State of  
20 California; the Honorable Willie Lewis Brown, Jr., Speaker of the Assembly  
21 of the State of California; the Honorable Cecil D. Andrus, Governor of the  
22 State of Idaho; the Honorable C.L. Otter, President of the Senate of the  
23 State of Idaho; the Honorable Tom Boyd, Speaker of the House of Representa-  
24 tives of the State of Idaho; the Honorable Neil Goldschmidt, Governor of  
25 the State of Oregon; the Honorable John Kitzhaber, President of the Senate  
26 of the State of Oregon; the Honorable Vera Katz, Speaker of the House of  
27 Representatives of the State of Oregon; the Honorable Booth Gardner, Gover-  
28 nor of the State of Washington; the Honorable Joel Pritchard, President of  
29 the Senate of the State of Washington; the Honorable Joseph E. King,

1 be it

2 FURTHER RESOLVED that the Alaska State Legislature respectfully re-  
3 quests the Congress not to allow the Japanese to fish for salmon and steel-  
4 head within the United States Exclusive Economic Zone; and be it

5 FURTHER RESOLVED that the Alaska State Legislature respectfully re-  
6 quests the United States Department of State to ~~immediately begin negotiat-~~  
7 ~~ing a joint enforcement agreement with the Soviet Union and other cooperating countries~~ in order to prevent  
8 illegal fishing in the North Pacific Ocean; and be it

9 FURTHER RESOLVED that the Alaska State Legislature respectfully re-  
10 quests the United States Department of State to begin negotiating with all  
11 the salmon producing countries for an international treaty that would ban  
12 all high seas salmon fishing; and be it

13 FURTHER RESOLVED that the Alaska State Legislature respectfully re-  
14 quests the Congress to amend the Magnuson Fisheries Conservation and Man-  
15 agement Act (16 U.S.C. 1801 - 1882) to ensure that United States jurisdic-  
16 tion over American anadromous species on the high seas will be effectively  
17 enforced to stop interception of salmon and steelhead on the high seas; and  
18 be it

19 FURTHER RESOLVED that the Alaska State Legislature respectfully re-  
20 quests the United States Department of State and the Congress to take  
21 whatever actions are necessary to control the illegal and unregulated  
22 fishing activities of the South Korean, Taiwanese, and Japanese squid  
23 fleets; and be it

24 FURTHER RESOLVED that the Alaska State Legislature respectfully re-  
25 quests the Congress to expand the Pelly Amendment to

26 (1) provide for sanctions against foreign nations whose fisher-  
27 men intercept anadromous species on the high seas or who refuse to cooper-  
28 ate with the United States in developing and enforcing international fish-  
29 ing regulations to prevent interception of anadromous species on the high

1           WHEREAS the United States and the Soviet Union have recently signed a  
2 comprehensive fisheries agreement that calls for joint cooperation in  
3 conserving the salmon resources of both countries; and

4           WHEREAS the Soviet Union has said that elimination of the interception  
5 of its salmon by foreign fishermen is one of its top priorities; and

6           WHEREAS customary international law generally prohibits nations from  
7 harvesting anadromous species on the high seas; and

8           WHEREAS the harvest of nonanadromous species can be accomplished  
9 without the harvest of anadromous species, and the cessation of high seas  
10 interception of salmon and steelhead stocks can be accomplished without  
11 causing economic dislocation; and

12           WHEREAS customary international law recognizes that all nations have a  
13 duty to cooperate in conserving fish stocks on the high seas, including  
14 salmon and steelhead stocks; and

15           WHEREAS the Magnuson Fisheries Conservation and Management Act, that  
16 established the United States' authority over the 200-mile fishery conser-  
17 vation zone, is due for reauthorization by the Congress in 1989; and

18           WHEREAS the Congress will be holding oversight hearings on the Drift-  
19 net Impact Monitoring, Assessment, and Control Act of 1987 that required  
20 negotiations with the governments of South Korea, Taiwan, and Japan for the  
21 purpose of curbing illegal and unregulated squid fishing operations; and

22           WHEREAS current United States enforcement activities and observer  
23 coverage in both the salmon and squid fisheries are minimal due to serious  
24 budget cuts by the Congress;

25           BE IT RESOLVED that the Alaska State Legislature respectfully requests  
26 the American section of the International North Pacific Fisheries Commis-  
27 sion to hold firm in negotiating with the Japanese and to oppose expansion  
28 of the Japanese salmon and squid fishing areas, as well as Japan's proposal  
29 to convert its mothership fleet on the high seas to a land-based fleet; and

1       WHEREAS poor salmon runs in southeast Alaska in 1988, the increased  
2 incidence of net marked salmon and steelhead, and recent reports of large  
3 quantities of illegally harvested salmon being sold in Europe and Asia have  
4 heightened public concern over high seas interception of salmon and steel-  
5 head; and

6       WHEREAS the illegal harvest and sale of American salmon by foreign  
7 fishing fleets are undercutting international sales of salmon harvested by  
8 American fishermen and are having significant adverse economic and social  
9 effects on the residents of Alaska, Washington, Oregon, Idaho, and Cali-  
10 fornia; and

11       WHEREAS it is estimated that the Japanese land-based and mothership  
12 fisheries alone could still be intercepting as many as 2,000,000 Alaska  
13 salmon each year; and

14       WHEREAS the Japanese, Taiwanese, and South Korean squid fleets now  
15 total more than 700 vessels, trail more than 10,000 miles of gillnet that  
16 is just the right size to capture immature salmon on the high seas, and are  
17 virtually unregulated and unmonitored; and

18       WHEREAS tens of thousands of marine mammals and hundreds of thousands  
19 of seabirds die in these gillnets each year; and

20       WHEREAS Japan has asked the International North Pacific Fisheries  
21 Commission to expand Japan's legal salmon fishing areas in the North  
22 Pacific Ocean and convert Japan's mothership fleet on the high seas to a  
23 land-based fleet and has informed the United States that Japan intends to  
24 extend the fishing areas of the Japanese squid fleet farther north; and

25       WHEREAS Japan has been denied permission to fish within the United  
26 States Exclusive Economic Zone as a result of a federal court decision that  
27 held that the United States Department of Commerce did not have the author-  
28 ity to issue permits allowing the incidental take of depleted marine  
29 mammals; and

Text  
of  
Proposed Amendment  
to the  
Magnuson Fishery Conservation and Management Act

The following proposed amendment was unanimously adopted by the North Pacific Fishery Management Council on Wednesday, January 18, 1989. The proposal will be submitted to the Council Chairmen's Meeting late this week. It is hoped the Council Chairmen will unanimously support the proposal.

The proposal would add a new subparagraph (7) to subsection (b), entitled "PURPOSES", of Section 2, "FINDINGS, PURPOSES AND POLICY". The proposal reads:

"(7) To eliminate the interception of United States anadromous salmon and steelhead species in the waters beyond the Exclusive Economic Zone in order to effectively protect and enhance the social, economic and conservation needs and benefits of United States origin salmon and steelhead."

*Magnuson Act. June*

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- 0,000/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

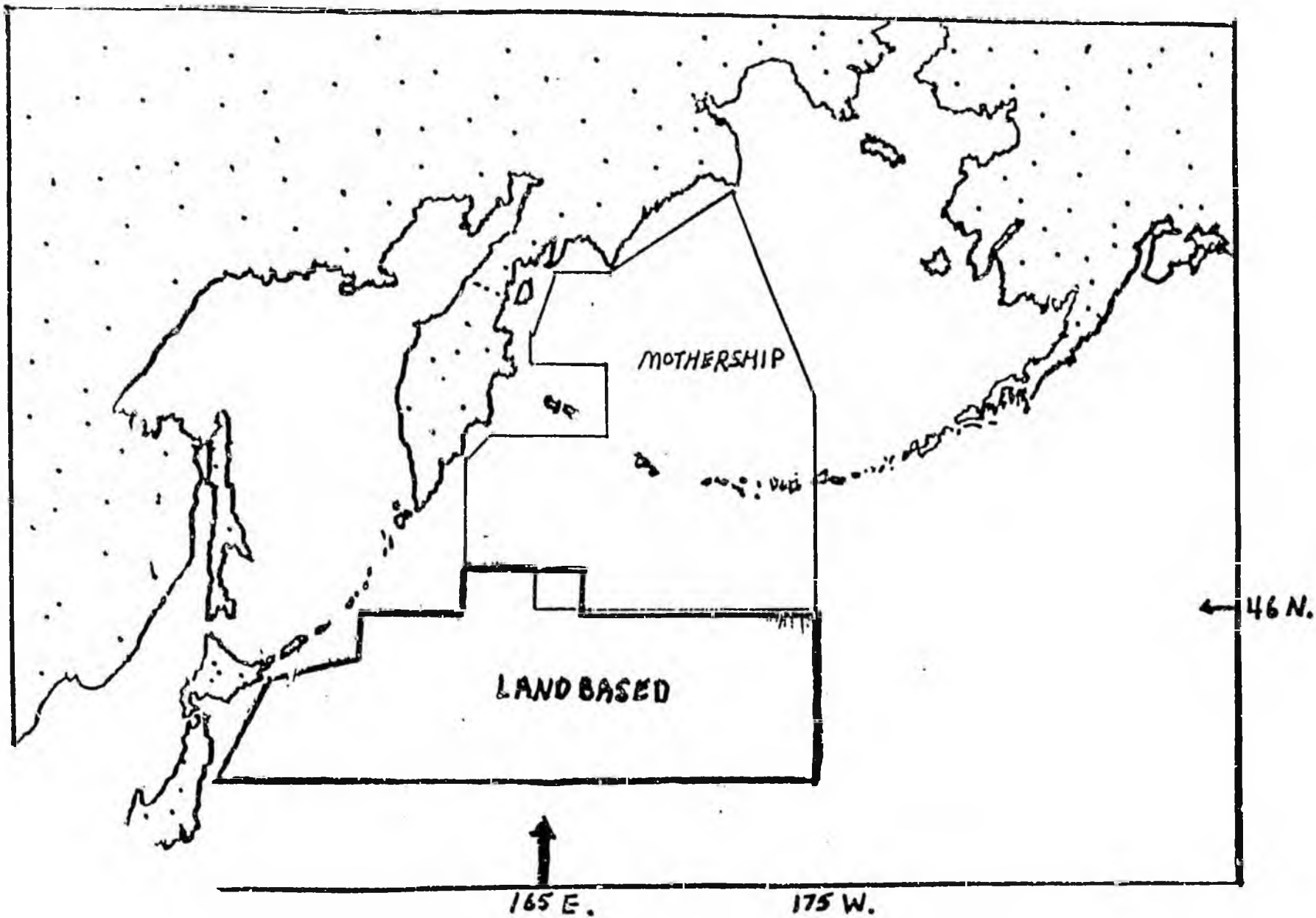
F. Squid - salmon overlaps

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

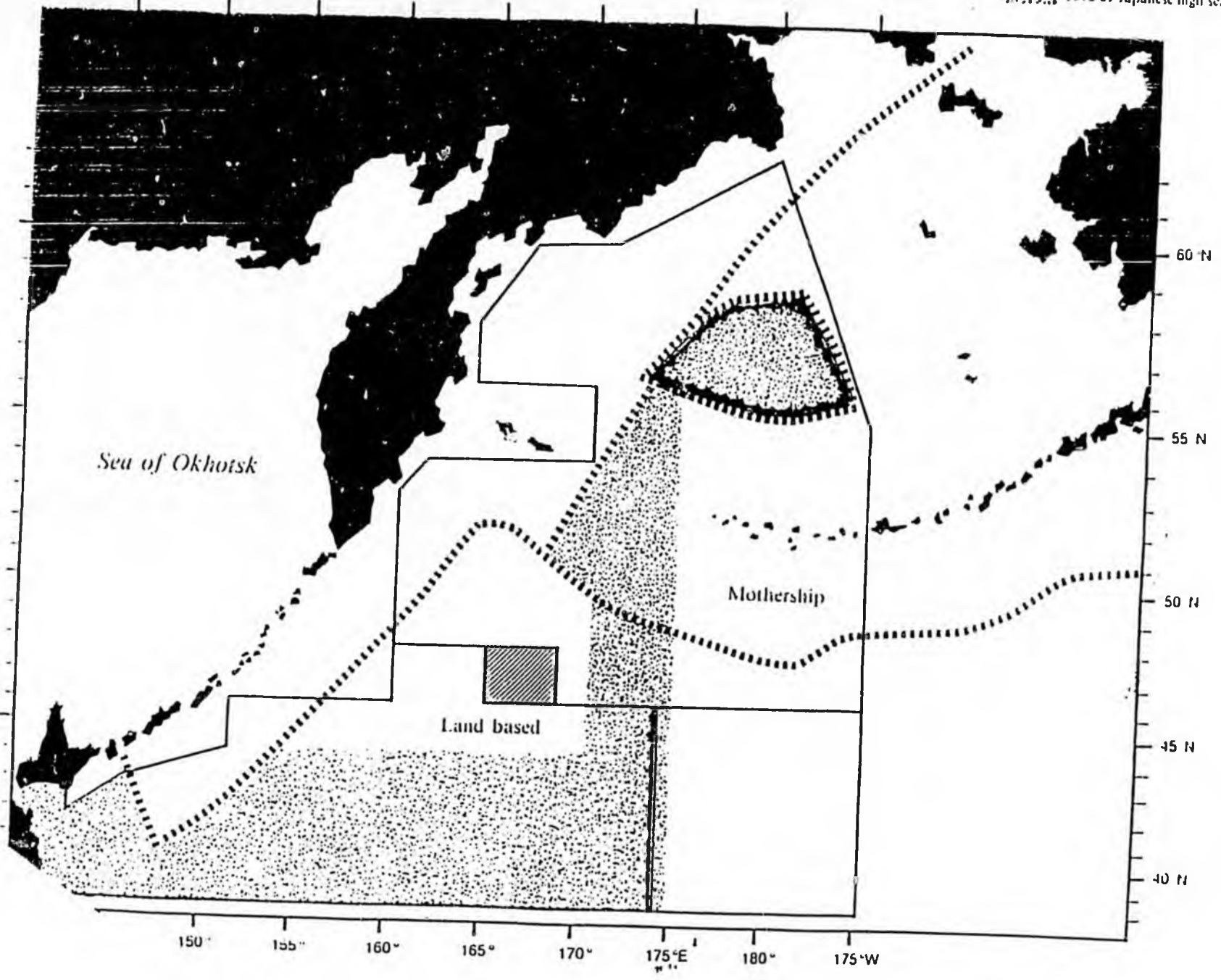
1. Passed by Congress last spring. Stevens a prime sponsor
2. Requires Secretary of Commerce to negotiate observers, monitoring and research programs by 1989 or foreign nations can be sanctioned under Pelly Amendment
3. Talks with Korean and Taiwan scheduled for this fall
4. Japanese not indicating interest

Map A Japanese High Seas Salmon Fisheries 1952-1977

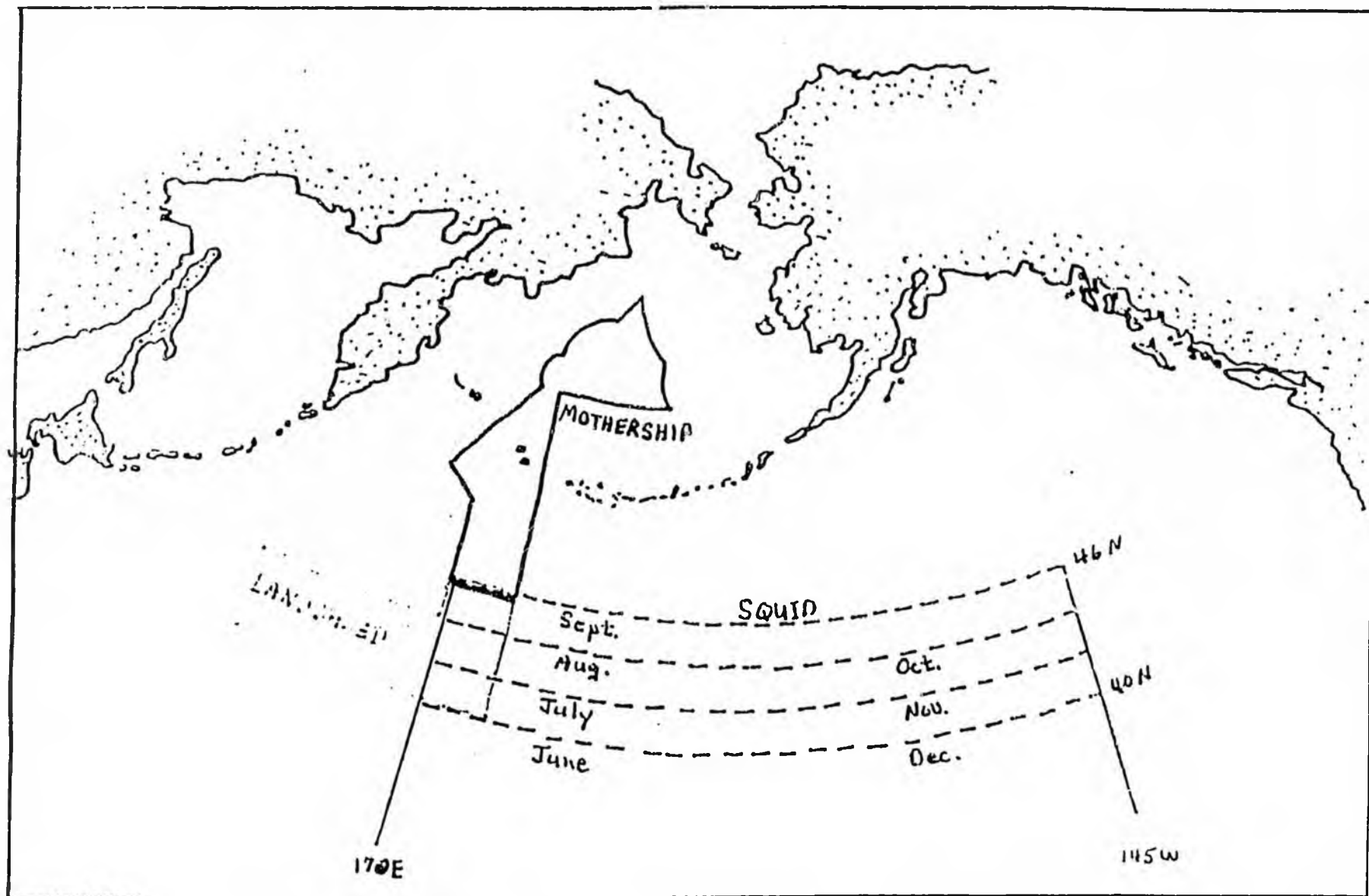


Map B  
Japanese High Seas Salmon Fisheries

----- 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





Squid, mackerel and tuna are pictured above. Tens of thousands of porpoises and dolphins are killed yearly by the high seas driftnet fleet. In 1987, only 87 Taiwanese "squid" driftnet vessels caught over 465 tons of sailfish, swordfish and marlin. Hundreds of thousands of tons of tuna and immature salmon are also slaughtered by the monofilament net. Monofilament driftnet is so deadly that its use is outlawed in almost all North American coastal fisheries.

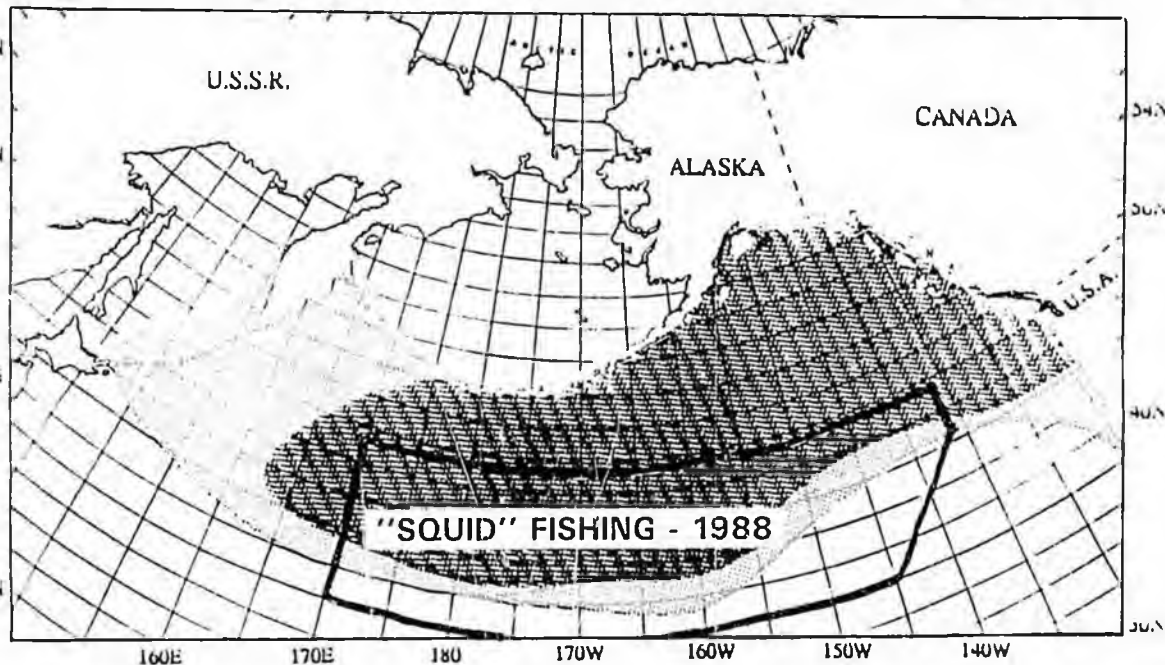
SEACOPS is a broad-based non-profit "grass-roots" coalition of sport and commercial fishermen dedicated solely to halting high seas interception of North American salmon and steelhead. The goal of SEACOPS is to apply immediate political and legal pressure on our governmental representatives in Canada and the United States for action to protect the future salmon and steelhead returns. The basic membership fee is \$25.00, all concerned fishermen are encouraged to support SEACOPS. For additional information, write or phone:

SEACOPS  
700 Water Street, Upper  
Ketchikan, Alaska 99901  
(907) 225-8004

**HELP!**  
**JOIN SEACOPS**  
We Need  
"EVERYONE'S SUPPORT"

A brief Canadian high seas research effort in 1987 caught a large number of salmon and steelhead, including 3 tagged American steelhead, while fishing near Asian driftnet vessels. These immature steelhead had been released from three separate Snake River hatcheries. SEACOPS estimates that over 200,000 three-pound steelhead are killed yearly by the high seas fleet. SEACOPS predicts a continued collapse of North American steelhead runs—the effects of the high seas slaughter will devastate fisheries for years.

### STEELHEAD MIGRATION ZONE (Shaded Areas)



The shaded areas represent the known distribution of North American steelhead as evidenced by recoveries of marked or tagged fish (red) within the larger distribution of steelhead (blue) determined from catch data. Known 1988 "SQUID" Fishing Zone outlined in black.



The skull of a large seal shown above provides vivid evidence of the destructive nature of abandoned high seas driftnets, also known as "GHOST NETS." The skeletal remains of this seal were found in the net pictured below (note the large bones). When retrieved from waters near Southeast Alaska this net was still catching salmon. GREENPEACE estimates that 600 miles of high seas driftnet is lost or abandoned every year.



# YOUR HELP IS NEEDED TO BATTLE THE PIRATES

WRITE OR PHONE YOUR CONCERNS TO THE  
FOLLOWING LEADERS!

Tell them you support SEACOPS  
— Save our Salmon and Steelhead —

President George Bush  
The White House  
1600 Pennsylvania Ave., NW  
Washington, D.C. 20500

Representative James Wright  
Speaker of the House  
1236 Longworth Building  
Washington, D.C. 20515

Senator George Mitchell  
176 Russell Building  
Washington, D.C.

Jim Fulton, M.P.  
House of Commons  
Ottawa, Canada K1A 0A6  
(613) 995-1127

## ALASKA

Senator Frank Murkowski  
709 Hart Building  
Washington, D.C. 20510  
(202) 224-6665

Senator Ted Stevens  
522 Hart Building  
Washington, D.C. 20510  
(202) 224-3004

Representative Don Young  
2331 Rayburn Building  
Washington, D.C. 20515  
(202) 225-5765

Governor Steve Cowper  
P.O. Box A  
Juneau, AK 99811  
(907) 465-3500

## WASHINGTON

Senator Slade Gorton  
Hart Building  
Washington, D.C. 20510

Governor Booth Gardner  
Legislative Building  
Olympia, WA 98504

Senator Brock Adams  
513 Hart Building  
Washington, D.C. 20510  
(202) 224-2621

Representative John Miller  
1224 Longworth Building  
Washington, D.C. 20515  
(202) 225-6311

Governor Neil Goldschmidt  
State Capitol  
Salem, Oregon 97310

Governor George Deukmejian  
State Capitol  
Sacramento, CA 95814

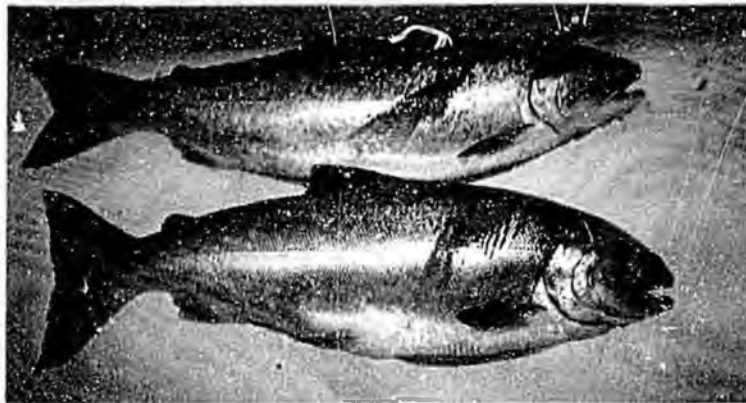
Governor Cecil Andrus  
State Capitol  
Boise, Idaho 83720

Governor John D. Waihee III  
State Capitol  
Honolulu, Hawaii 96813

## MEMBERSHIP INFORMATION

SEACOPS  
700 Water Street, Upper  
Ketchikan, AK 99901  
(907) 225-8004

Membership Categories  
Basic: \$25.00  
Silver: \$100.00  
Gold: \$500.00  
Diamond: \$1,000.00



These coho salmon are among the rare survivors of an encounter with a high seas driftnet. Note the scars and loss of scales behind the head resulting from their successful fight to swim through the monofilament mesh. Only salmon and steelhead of a certain size and strength of will are able to force their body through the meshes of the "squid" nets. North American sport and commercial fishermen report a dramatic increase in recent years of net-marked salmon, further evidence of the expanding Asian fishing efforts on our salmon and steelhead stocks. Even more distressing, high seas driftnet studies by scientists from Canada and the United States, show that for every immature salmon caught another one drops out of the net to die!



## HELP SAVE OUR SALMON AND STEELHEAD

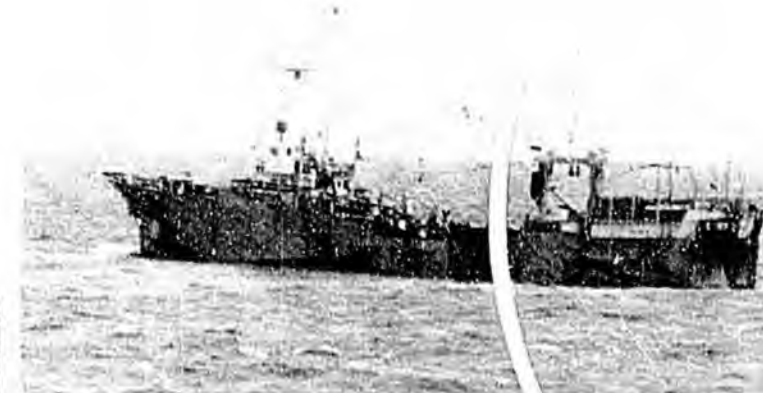
For further information contact:

### SEACOPS

700 Water Street - Upper  
Ketchikan, Alaska 99901

# HIGH SEAS PIRATES

ARE STEALING OUR  
*f-stor 6*  
SALMON AND  
STEELHEAD



1000 large Japanese, Taiwanese, and Korean driftnet fishing vessels, similar to the one pictured above, participate in the North Pacific squid fishery—this is the world's largest fishing fleet. Each vessel fishes 20-60 miles of monofilament driftnet daily; an estimated total of 2,000,000 miles of this "practically invisible" net was fished during the 1988 season. While harvesting several hundred million squid, many of these high seas fishermen also illegally catch millions of immature salmon and steelhead of North American origin. DESPITE TREATIES to protect our fish, North American fishermen are experiencing dramatic declines in some salmon and steelhead runs. The Asian high seas driftnet fisheries are expanding yearly; continued salmon piracy will soon destroy many American and Canadian fisheries.

HELP HALT FOREIGN SALMON/STEELHEAD INTERCEPTION - JOIN SEACOPS!

Name \_\_\_\_\_

Membership Category

Address \_\_\_\_\_

Basic: \$ 25.00

Silver: \$ 100.00

Gold: \$ 500.00

Diamond: \$1000.00

Phone \_\_\_\_\_

Fishing Interests? - circle one or more:

SPORT CHARTER COMMERCIAL(Gear Type? \_\_\_\_\_) BUSINESS OTHER

Return to: SEACOPS, 700 Water Street-Upper, Ketchikan, AK 99901

f- 5J12 6

# High Seas Pirates Steal Alaskan Salmon

## Juneau SEACOPS Organize to Fight Problem

Predictions for the 1988 Southeast salmon runs were great. But the fish never returned from the ocean. In fact, 75 percent of the anticipated salmon failed to appear. There is no apparent biological cause to explain what happened. The problem seems to lie elsewhere.

During the past 10 years an unregulated squid gillnet fishery has developed in the international waters of the high seas. The fleet is composed of ships from Japan, Korea and Taiwan. This growing fleet currently numbers 1,000 to 1,500 ships. Each ship uses 25 to 40 miles of gillnet per day. Every night more than 30,000 miles of gillnet is deployed. National Marine Fisheries Service scientists estimate that in 1986 alone, 1,000,000 miles of net was fished by the high seas fleets.

Straining the top 25 to 40 feet of ocean, these nets catch much more than squid. These nearly invisible nets also catch salmon, tuna, whales, porpoises, seals, sea birds and whatever else gets tangled. Nets are torn apart and lost during storms and discarded when worn. Out on the ocean, right now, miles of these ghost nets continue to fish... day after day, year after year. One net had been ghost fishing long enough to grow a six inch goose barnacle and held live pink salmon as well as the carcasses of other salmon and a seal. These high seas drift nets are an environmental nightmare.

The Japanese fleet is subject to regulations developed by the International North Pacific Fishery Commission. The fleet is restricted to specific areas and times to avoid catching salmon. Yet, there are continuous Coast

Guard reports of Japanese ships fishing outside of the boundaries in areas of known high salmon concentrations. The vessels nearly always have canvas covering their identification numbers.

Neither the Korean nor the Taiwanese fleets abide by any treaty. These fleets simply participate in a totally unregulated and environmentally irresponsible fishery. In response to concerns expressed by the government of the United States, both countries claim that their fleets don't take any salmon. This assertion is ludicrous.

These fleets are directly responsible for the failure of our salmon runs this year. The evidence

is overwhelming and continues to grow. Despite denials from each of the concerned governments, millions of pounds of immature salmon are being laundered in world markets from outfits based in Thailand and Singapore. They tell us the salmon is coming from the

Taiwanese and the Koreans. But there are no salmon in Taiwanese or Korean waters. In fact, those are our salmon which are being stolen from us by high seas pirates.

The failure of this year's run cost Southeast commercial fishermen \$35.8 million, Southeast seafood processors \$34.9 to \$76.2 million, and Southeast processing employees \$11 million. The total direct loss to the commercial fishing industry in Southeast alone was \$81.7 to \$123 million.

The economic loss is also felt by sport fishermen and charter operators, marine businesses and ultimately all businesses and communities throughout our region. Besides the immediate and direct economic loss there is also long term damage. Conservation efforts to rebuild salmon stocks here in Southeast Alaska are sabotaged by this piracy. Fish that die in high seas drift nets cannot return home to spawn.

It's time to stop high seas piracy. That's why SEACOPS exists.

SEACOPS is a non-profit organization formed in September, 1988, to combat this problem. SEACOPS is a broad based organization consisting of commercial and recreational fishermen,

*Continued on back panel*

---

These nearly invisible nets also catch salmon, tuna, whales, porpoises, seals, sea birds and whatever else gets tangled.

---

# YES!

I want to join SEACOPS and stop high seas piracy.

*I'm concerned about the effects on:*  
*(choose one or more)*

Fishing:

- Sport
- Charter
- Commercial
  - Troll
  - Gillnet
  - Seine

- Marine Business
- The Environment
- Other \_\_\_\_\_

| Membership Categories: |        |
|------------------------|--------|
| Basic                  | \$25   |
| Silver                 | \$100  |
| Gold                   | \$500  |
| Diamond                | \$1000 |

Name \_\_\_\_\_

Address \_\_\_\_\_

Phone No.(s) \_\_\_\_\_

Organization \_\_\_\_\_

Clip and mail to: SEACOPS • 700 Water St.—Upper • Ketchikan, AK 99901

Bulk Rate  
U.S. Postage  
PAID  
Permit # 66  
Juneau, Alaska

Juneau SEACOPS  
119 Seward, Suite 9  
Juneau, Alaska 99801

### SEACOPS

- Southeast Alaska Coalition  
Opposed to the Piracy Of  
Salmon
- Founded in Ketchikan,  
September, 1988
- Dedicated solely to stopping  
high seas salmon interception
- Currently supported by  
more than 500 members
- Gathers and distributes  
information on the problem
- Works with other  
organizations that share the  
same goal
- Needs your ideas and help

### Public Meeting Notice

## SEACOPS SYMPOSIUM

Tuesday, February 21st

7:00 p.m.

Centennial Hall

- Learn about the problem
- Be part of the solution

Call 586-3107 or 364-3360 for more information

Native groups, environmentalists, aquaculture associations, hatchery groups, fish and non-fish related businesses, and government. The purpose of SEACOPS is to eliminate these high seas fisheries by:

- Focusing attention on this issue and developing increased public awareness.
  - Putting pressure on Congress and the U.S. Departments of State and Commerce. They must be persuaded to take action to halt the decimation of our salmon.
  - Working with other groups and organizations that share our goals.
- SEACOPS needs your help and

your support. Our marine resources are too valuable for us to stand idly by while they are destroyed. SEACOPS will hold a meeting, Tuesday, February 21, at 7:00 P.M. in Centennial Hall, to explain the high seas fishery and how it threatens our resources. We will also show unique underwater film footage of a fishing Taiwanese squid gillnet.

Please join us. Bring your friends and neighbors. We also need your ideas and support.

Please send in the membership form. SEACOPS membership dues start at only \$25. We need your help to save our salmon.

### Juneau SEACOPS Steering Committee

Brad Weinlaeder  
Commercial Fisherman  
Rupe Andrews  
Recreational Fisherman  
Larry Cotter  
Pacific Associates  
Geron Bruce  
Commercial Fisherman  
Laurie Adams  
Sierra Club Legal Defense Fund  
John Farleigh  
Commercial Fisherman



# Alaska State Legislature

Official Business

P.O. BOX V  
State Capitol  
Juneau, Alaska 99811

January 19, 1989

Ambassador Ed Wolfe,  
Deputy Assistant Secretary  
for Oceans and Fisheries Affairs  
for the Department of State  
c/o Office of the Governor  
P.O. Box A  
Juneau, Alaska 99811

Dear Ambassador Wolfe:

As Chairmen of the Senate and House Resources Committees, we would like to invite you to meet with the members of our respective committees on Monday, January 23, 1989, at 1:30 pm in the Senate Finance Committee Room to discuss international fishery issues. We will also be joined by members of the Senate Special Committee on High Seas Salmon Interception. The members of the Alaska Legislature are very concerned about the impact of international fishing pressure on Alaskan stocks and would appreciate the opportunity to hear your views on the prospects of future international negotiations. The Senate Resources Committee will also be considering SJR 6, Relating to the interception of Alaska salmon on the high seas.

Thank you in advance for your willingness to participate in this hearing.

Sincerely,

Handwritten signature of Bettye Fahrenkamp in cursive.

Senator Bettye Fahrenkamp, Chairman,  
Senate Resources Committee

Handwritten signature of Cliff Davidson in cursive.

Representative Cliff Davidson, Co-Chairman  
House Resources Committee

Handwritten signature of Curt Menard in cursive.

Representative Curt Menard, Co-Chairman  
House Resources Committee

(Translation)

1/9/88  
Fu I  
E.J.W.

WITHDRAW FROM INPFC AND LEGISLATE RETARIATORY BILL: SALMON LEADER

President Iida and Vice President Enomoto of NIKKEIKYO (Japan Salmon Fisheries Cooperative Association), in a press meeting at the FAJ Press Club in the afternoon of December 20, said:

1. We as industry representatives attended the INPFC governmental consultations on salmon fishery in Washington on December 12-14, and requested (1) conversion to the land-based salmon fishery, (2) assurance of the fishing ground within the U.S. zone, (3) if this is not feasible, assurance of alternative fishing grounds, and (4) compensation for the loss incurred by non-operation within the U.S. zone this year. But the U.S. response was "no" to every request of ours. FAJ Councillor Shima did, in vain, a very good job. Canada was on the Japanese side.
2. The U.S. harassed us by trying to link salmon with squid driftnet fishery. The U.S. had no intention at all to resolve the issue by that meeting. For example, when asked about next meeting, the U.S. said, "in early part of February because a U.S.-Soviet meeting is scheduled in mid-January."
3. The situation now stands that it will make little headway by dealing with those who are unwilling to get the job done. So it will not be able to breakthrough the present status unless we withdraw from the INPFC. At the same time, we must work to legislate the retariatory bill against the U.S. as soon as possible. For these purposes, we will have an extraordinary general meeting of our Association in early January and discuss coun termeasures.

(The Suisan Keizai, 12/22/88)

By: YNasaka, 12/22/88

COMMISSIONER'S OFFICE  
**RECEIVED**  
JAN 23 1989

DEPARTMENT OF FISH AND GAME

*[Handwritten signature]*

PIVE EDWPER  
GOVERNOR



STATE OF ALASKA  
OFFICE OF THE GOVERNOR  
JUNEAU

September 27, 1988

The Honorable George P. Shultz  
Secretary of State  
Department of State  
Washington, DC 20520

Dear Mr. Secretary:

I am writing to bring to your personal attention the State of Alaska's concern regarding the continuing interception of North American salmon and steelhead by foreign fleets. These interceptions are having a significant economic and social impact on Alaska's commercial, recreational, and subsistence users. Despite the gains we have made in recent years under INPFC, the Japanese directed salmon fleets continue to take significant numbers of North American salmon. We must continue to work through the INPFC process to reduce and eventually eliminate these interceptions.

Of more concern are the growing squid driftnet fleets of Japan, Korea, and Taiwan, which are also taking North American salmon in substantial numbers. These fleets are largely unregulated and unmonitored, and the extent to which they take salmon is unknown. I am respectfully requesting that you use the powers of your office to help bring these interceptions to an end.

I believe that there are several opportunities available to make significant progress on interception issues. My Commissioner of Fish and Game recently wrote to Ambassador Wolfe and described a fairly detailed strategy to address these issues. I wish to call your attention to three areas which I believe need to be emphasized.

First, we need to increase our efforts to get science and policy discussions going with the Soviet Union on salmon. The Soviets have indicated an interest in discussing salmon management with us, and I believe that the opportunity exists to develop a closer working relationship with the U.S.S.R. to reduce and perhaps eventually eliminate high seas interception. A joint U.S./U.S.S.R. salmon enforcement agreement may be one possibility which should be explored.

Honorable George P. Shultz - 2 -

September 27, 1988

Second, it is very important that we make the best use of the provisions of the Driftnet Act to get adequate monitoring and enforcement measures placed on the squid fleets. Currently Japan has approximately 450 squid vessels fishing, Korea has 150 vessels fishing, and Taiwan has about 90 vessels fishing. This is roughly 700 vessels which fish approximately 20,000 miles of net daily. Japan has a modest monitoring and enforcement effort on their fleet, Korea and Taiwan apparently have none. The upcoming negotiations with these nations represent a very important opportunity to gain some measure of information and enforcement on these fleets to prevent incidental salmon harvests.

Third, we need to develop hard information regarding allegations of illegally caught salmon being offered on world markets. Recent press accounts allege that perhaps several million pounds of salmon are being offered by the Taiwanese on world markets. We need to verify the extent to which this is taking place, and try to identify the continent-of-origin of these fish.

Mr. Secretary, I am sure you appreciate the economic impact the loss of several million salmon and steelhead would have on Alaska, and indeed the nation as a whole. We need to take immediate and appropriate steps to reduce these high seas interceptions.

Thank you for your kind attention to these matters.

Sincerely,



Steve Cowper  
Governor

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THE SECRETARY OF STATE  
WASHINGTON

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GOVERNOR'S OFFICE

October 19, 1988

Dear Governor Cowper:

Thank you for your letter of September 27 regarding high seas interception of U.S.-origin salmon by foreign fishing fleets.

The Department shares your concern over the economic effects of illegal high seas fishing on U.S. resources. Although we have been successful in the past in reaching agreements for the protection of U.S.-origin salmon, there have been new reports this year of possible illegal harvesting and exporting of salmon on a large scale. Together with the Department of Commerce, the agency with expertise in such matters, we are in the process of obtaining information from our Embassies regarding these illegal salmon exports. We agree that it is necessary to determine the nature and extent of such activities so that appropriate action can be taken.

The possible involvement by driftnet fishermen is also a matter of concern and the Department is negotiating with Japan, Korea and Taiwan, pursuant to the Driftnet Impact Monitoring and Control Act of 1987, to reach agreements which will provide for the adequate monitoring and enforcement of the high seas driftnet fleets.

Finally, the Department has over the past year expanded the bilateral dialogue on salmon issues with the Soviet Union, one of the major salmon producing nations in the North Pacific. Under the terms of our recent comprehensive fisheries agreement with the Soviets, we will be increasing the exchange of scientific information and views on high seas salmon matters of mutual concern. We will also continue our longstanding cooperative efforts with Canada on the protection of North American salmon in the North Pacific.

We will certainly keep you informed on the progress of our negotiations on high seas salmon conservation. Thank you again for writing.

Sincerely yours,

George P. Shultz

The Honorable  
Steve Cowper  
Governor of Alaska  
Juneau

STEVE COWPER  
GOVERNOR



STATE OF ALASKA  
OFFICE OF THE GOVERNOR  
JUNEAU

December 20, 1988

The Honorable C. William Verity, Jr.  
Secretary of Commerce  
Department of Commerce  
14th Street and Constitution Avenue, NW  
Washington, DC 20230

Dear Mr. Secretary:

The United States recently completed a round of discussions to follow-up on the November INFFC negotiations. I want to thank you and Ambassador Wolfe for providing the state the opportunity to participate actively in these discussions.

This round of consultations has once again illustrated the difficulties we face in addressing the problems of interception of salmon of United States origin by foreign nationals. We continue to believe the Japanese are a part of this problem. We also agree with those who identify the high seas squid driftnet fisheries of Taiwan and Korea as a major part of the problem. The absence of any international forum for dealing with these countries places almost the entire burden of reducing interceptions upon the negotiations which are occurring under the driftnet legislation.

In light of our recent experiences, both at this latest round of discussions and in talks with Korea and Taiwan, I believe it is time to begin identifying and quantifying those commodities that each of these nations export to the United States that would be subject to the Pelly sanctions provided for in the drift net legislation. I would appreciate it if you could provide me with a listing of those commodities and their value for each of the three

Hon. C. William Verity

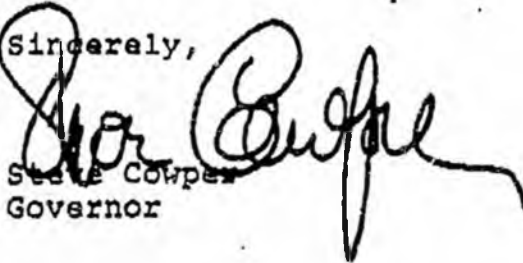
- 2 -

December 20, 1988

nations of Japan, Korea, and Taiwan. By getting an early start on assembling such information, we will be prepared in the event it becomes necessary to use these sanctions.

Thank you for your consideration of this important matter.

Sincerely,

A handwritten signature in cursive script, appearing to read "Steve Cowper".

Steve Cowper  
Governor

cc: Senator Stevens  
Senator Murkowski  
Congressman Young  
Secretary Shultz  
Ed Wolfe

November 13, 1988

SEACOPS POSITION PAPER ON HIGH SEAS SALMON INTERCEPTION

Extremely large quantities of immature Pacific salmon and steelhead continue to be taken in the high seas gillnet squid fisheries conducted by the Taiwanese, Korean, and Japanese fleets. The squid fisheries are now operating in a large part as a front for the harvest and marketing of these salmon. The loss of these salmon has had a devastating impact on North American salmon and steelhead resources. These pirated salmon, some of which are laundered through the port of Singapore, have excluded legal U.S. salmon from many Asian and European markets in 1988. For example, using Japan as a comparison, the table below highlights the growth in salmon exports from Singapore to France for the period 1983-1987:

Salmon Imports in France (metric tons) -

|           | 1983 | 1984 | 1985 | 1986 | 1987 | 1988 |
|-----------|------|------|------|------|------|------|
| Japan     | 42   | 301  | 397  | 115  | 508  | ?    |
| Singapore | 0    | 0    | 161  | 864  | 1846 | ?    |

The National Marine Fisheries Service (NMFS) and U.S. Coast Guard are empowered through the Magnuson Fishery Conservation and Management Act, the Driftnet Surveillance, Management and Control Act, and the Pelly Amendment to the Fishermen's Protective Act to end this piracy. Court cases are proceeding from the seizure of illegal salmon laundered through Puget Sound ports in 1986 yet the same companies continue their activities. We must demand a full scale investigation. Enforcement and prosecution by the NMFS and USCG must receive the highest priority in the federal budget process. In 1988, these agencies had only 1/5th the budget needed to do an adequate job of enforcement. Even the limited enforcement surveillance in 1988 illustrates the extent to which the squid fleets have been observed fishing outside the established boundaries (see accompanying chart).

Although supposedly targeting on squid, the high seas vessels use monofilament gillnet of the same mesh size as the other salmon-directed fisheries operated by the Japanese in authorized areas. NMFS scientists have shown that in recent years the cooler salmon-bearing waters have extended 200 miles into the squid fishing area. At least 700-1000 vessels employing over 20,000 miles of monofilament net are operating in an uncontrolled manner in the North Pacific Ocean illegally harvesting salmon and steelhead destined for North America. NMFS researchers claim that in the 1986 season approximately 1,000,000 miles of gillnet was fished; the effort has expanded dramatically since then. This must end. SEACOPS demands that these fisheries cease taking North American salmon and steelhead.

The available evidence indicates that 30,000 metric tons, (66,000,000 pounds) is a very conservative estimate of the small, immature salmon and steelhead illegally harvested by the squid gillnet fleets. This estimate may be extremely low. One European fish broker wrote, "Many of our customers are buying this sort of salmon and ...all of them are very, very secret about where or from which agent they got this fish (specially in such a year of shortage for Pacific salmon)."

Despite the secrecy, SEACOPS is able to present the following incomplete list of:

International Reports of Salmon Originating from  
High Seas Salmon/Gillnet Fisheries in 1988.

| Offering Country | Amount<br>(Metric Tons) | Type                | Date    | Destination            |
|------------------|-------------------------|---------------------|---------|------------------------|
| Taiwan           | 7500                    | C,Ch,S,P            | 9/28/88 | Worldwide <sup>1</sup> |
| Unknown          | 2300                    | P,?,?               | 7/ /88  | Thailand <sup>2</sup>  |
| Taiwan           | 900                     | Pink                | 9/ /88  |                        |
| Taiwan           | 300                     | Pink                | 8/ /88  |                        |
| Taiwan           | 300                     | Sockeye             |         |                        |
| Singapore        | 2000                    | P,Ch                |         | England                |
| Taiwan           | 50                      | C,Ch,S,P            | 8/02/88 | France                 |
| Japan            | 150                     | Coho                |         | France                 |
| Japan            | 200                     | Sockeye             |         | France                 |
| Japan            | 50                      | Chum                |         | France                 |
| Singapore        | 30                      | Pink                | 9/02/88 | France                 |
| Singapore        | 160                     | Chum                | 9/02/88 | France                 |
| Singapore        | 210                     | Coho                | 9/02/88 | France                 |
| Singapore        | 100                     | Chum                | 9/02/88 | France                 |
| Singapore        | 51                      | C,?                 | 9/13/88 | France                 |
| Taiwan           | 2150                    | C,?,?(6/87 to 9/88) |         | Japan                  |
| Taiwan           | 1500                    | Coho                | 9/ /88  | Japan                  |
| Thailand         | 2518                    | P,S,                |         | Belgium                |
| Taiwan           | 150                     | C,Ch,P              | 9/14/88 | Europe                 |
| Singapore        | 18                      | S,Ch                | 9/ /88  | France                 |
| Singapore        | 18                      | S/Ch/C              | 11/ /88 | France                 |
| Taiwan           | 180                     | C,Ch,P              | 9/16/88 |                        |
| Japan            | 400                     | C,Ch,S              | 8/15/88 |                        |
| <b>TOTAL</b>     | <b>21235</b>            |                     |         |                        |

While some of these reports may represent duplications from alternate sources, the data certainly represents only a portion of the pirated salmon. SEACOPS currently has no information as to the tonnage of North Pacific salmon and steelhead that is directly marketed in Taiwan and Korea.

1. Including 600 tons at least to Thailand for canning as pinks.

2. For canning as pink salmon, then reshipment worldwide, total salmon shipped to Thailand is estimated at 4,000-8,000 mt. Scientific analysis of three cans labelled as pink salmon from Thailand showed that the contents were actually immature coho and chum.

COPIES OF THE FOLLOWING FAX AND TELEX MESSAGES CONCERNING HIGH-SEAS SALMON INTERCEPTION ARE AVAILABLE FROM SEACOPS.

This paragraph is an edited version of two telexes from Taipei, Taiwan, received on August 2 and 3, 1988 by a European fish broker -

"Re: ocean run Pacific salmon. Headed-and-gutted salmon processed on board. Quantity 50 metric tons. Approximate contents: sockeye 25-30 percent, pink 5 percent, coho/chum 65 percent (due to crew not aware difference coho/chum, we can not inform exact breakdown of coho and chum). In general, it is difficult to obtain headed-and-gutted salmon unless contracted in advance, in March of each year."

\*\*\*\*\*

Next is an edited version of a telex received by a major Southeast Alaska processor on September 28, 1988, from his overseas agent -

"Went to NCS Cold Storage (Singapore) and met Taiwanese principals offering round and headed-and-gutted chums, sockeye, coho and pinks. They claim to have shipped a total of 7500 metric tons so far this year, all from North Pacific waters. They were processing chums today, about 3 to 4 pounds dressed. Earlier this year they sold in Bangkok, Thailand, 600 metric tons of block frozen mixed pinks, cohos and chums. They freely tell you this fish is caught in Alaskan waters by Taiwanese vessels catching 100% illegal salmon (They are allowed 10% incidental but this is a joke, to them)."

\*\*\*\*\*

Next is an edited version of a telex sent July 30, 1988 by Patlee Products, Inc. in Taipei, Taiwan -

"Re: Ocean Run Pacific Salmon. From mid-August till end of September we are able to supply frozen on board salmon, both pink and sockeye are available. Minor quantity of chum and coho. Round weights are 1.8 kilograms and up each fish. If headed-and-gutted is available, weights are 1.2 kilograms and up per fish."

The following is more edited information from a Patlee Products telex, sent September 14, 1988 -

"Re: Headed-and-gutted salmon. We are offering you our last parcel. Quantity 150 tons - cohos (40-55%), chum (at least 40%), pink (1-10%). Will arrive Singapore end of September or early October and we can sort/repack to complete shipment within 20 days."

This is an edited version of a fax offering salmon for sale in France -

"We have available, either now or early November, two 40-foot containers holding 18 metric tons each of headed-and-gutted salmon processed on board. Container "A" holds 778 cartons (each carton contains net weight 22.73 kilograms); the breakdown is 412 cartons of sockeye and 366 cartons of chum. Container "B" holds 825 cartons; the breakdown is 462 cartons of sockeye, 354 cartons of chum, and 9 cartons of pink. Container "A" already on the water to France on 8th of September. Container "B" will be sailed to France on 14th/15th from Singapore. You may send a person to inspect containers. For November, the contents of salmon will be almost no sockeye. The contents or percentage of sockeye of above will be substituted by coho."

\*\*\*\*\*

Next is an edited version of an offering from a French broker-

"Re: Singapore Frozen Salmon (caught in North Pacific): We can presently offer you on behalf of our Japanese shipper and subject to their confirmation as follows - 150 tons headless coho salmon, 200 tons headless red sockeye (70% 2 to 4 lbs and 30% 4 to 6 lbs), and 50 tons headless silverbright."

\*\*\*\*\*

The following is a September 14, 1988 inter-office communication of a major Alaska seafood processor -

"Further to the matter of squid fleet salmon:

1. On 9/8 one of our largest Japanese buyers reported to us that the Japanese market for coho had been flooded (at least temporarily) by the arrival of 1500 metric tons of coho from the Japanese squid fleet. It was reported that the vessels underwent normal off-loading of squid in Hokaido ports during the day and unloaded the salmon at night.

2. The Seattle representative of the Japanese company made direct telephone contact with the All Japan Squid Driftnet Fisheries Assn. which reluctantly admitted that 1000 metric tons of coho had already been delivered in Japan and claimed that this was by-catch from the squid fleet operations. Some by-catch."

\*\*\*\*\*

# Appendix B

Table B-1  
Southeast Salmon Fishery

| YEAR | EMPLOYEES | JAN | FEB | MAR | APR | MAY   | JUN   | JUL   | AUG   | SEP   | OCT | NOV | DEC | ANN. AVG. | VOLUME (in pounds) | VALUE (in dollars) |
|------|-----------|-----|-----|-----|-----|-------|-------|-------|-------|-------|-----|-----|-----|-----------|--------------------|--------------------|
| 1984 | 5,334     | 122 | 248 | 429 | 543 | 8     | 2,469 | 4,716 | 4,712 | 3,597 | 811 | 194 | 116 | 1,496     | 145,601,281        | 77,410,645         |
| 1983 | 5,207     | 81  | 186 | 363 | 489 | 1,431 | 1,494 | 4,629 | 4,527 | 2,163 | 666 | 263 | 170 | 1,372     | 150,893,822        | 50,960,047         |
| 1982 | 5,584     | 27  | 81  | 197 | 312 | 984   | 2,582 | 4,903 | 5,008 | 3,410 | 860 | 183 | 106 | 1,553     | 119,491,453        | 65,387,989         |
| 1981 | 5,615     | 35  | 74  | 220 | 263 | 1,374 | 2,066 | 4,873 | 4,959 | 2,874 | 192 | 102 | 84  | 1,427     | 108,527,190        | 68,241,738         |
| 1980 | 6,020     | 24  | 41  | 96  | 379 | 1,203 | 2,788 | 4,823 | 5,286 | 3,819 | 135 | 93  | 25  | 1,559     | 90,821,757         | 57,521,975         |
| 1979 | 6,332     | 37  | 25  | 73  | 474 | 1,431 | 2,554 | 4,941 | 5,502 | 3,039 | 492 | 120 | 61  | 1,561     | 71,268,770         | 61,982,770         |
| 1978 | 6,999     | 58  | 43  | 82  | 407 | 1,340 | 2,936 | 5,533 | 5,903 | 4,178 | 259 | 136 | 70  | 1,747     | 95,544,956         | 62,590,062         |
| 1977 | 5,820     | 48  | 67  | 95  | 324 | 1,169 | 2,435 | 4,365 | 4,949 | 3,534 | 199 | 97  | 53  | 1,444     | 93,059,928         | 54,100,132         |

Table B-2  
Southeast Shellfish Fishery

| YEAR | EMPLOYEES | JAN | FEB | MAR | APR | MAY | JUN | JUL | AUG | SEP | OCT | NOV | DEC | ANN. AVG. | VOLUME (in pounds) | VALUE (in dollars) |
|------|-----------|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----------|--------------------|--------------------|
| 1984 | 1,292     | 132 | 367 | 333 | 184 | 141 | 172 | 251 | 221 | 188 | 476 | 375 | 203 | 253       | 7,510,078          | 10,279,602         |
| 1983 | 910       | 63  | 141 | 120 | 63  | 190 | 238 | 237 | 212 | 230 | 248 | 443 | 208 | 200       | 8,279,087          | 8,877,278          |
| 1982 | 784       | 107 | 135 | 142 | 144 | 35  | 208 | 214 | 192 | 163 | 243 | 170 | 295 | 171       | 15,663,485         | 16,371,920         |
| 1981 | 497       | 89  | 114 | 116 | 98  | 57  | 94  | 112 | 93  | 95  | 181 | 152 | 163 | 114       | 12,090,467         | 9,736,452          |
| 1980 | 397       | 79  | 111 | 101 | 96  | 46  | 52  | 50  | 50  | 110 | 111 | 109 | 102 | 86        | 8,635,451          | 5,667,575          |
| 1979 | 402       | 80  | 81  | 90  | 101 | 76  | 71  | 65  | 58  | 85  | 125 | 103 | 138 | 90        | 7,239,661          | 4,637,302          |
| 1978 | 306       | 73  | 104 | 93  | 85  | 44  | 49  | 52  | 47  | 60  | 80  | 90  | 87  | 70        | 6,926,917          | 4,030,395          |
| 1977 | 236       | 81  | 82  | 92  | 76  | 33  | 13  | 9   | 14  | 31  | 65  | 79  | 66  | 52        | 4,904,634          | 1,918,037          |

Table B-8

## Southeast Seafood Processing Employment for the Years 1977 Through 1985

| Year | Jan | Feb | Mar | Apr   | May   | Jun   | Jul   | Aug   | Sep   | Oct | Nov | Dec | Annual Average<br>Employment |
|------|-----|-----|-----|-------|-------|-------|-------|-------|-------|-----|-----|-----|------------------------------|
| 1985 | 427 | 429 | 483 | 791   | 815   | 1,003 | 1,988 | 2,655 | 1,945 | 832 | 441 | 267 | 1,006                        |
| 1984 | 320 | 368 | 437 | 797   | 867   | 1,115 | 1,760 | 1,978 | 1,547 | 623 | 403 | 354 | 881                          |
| 1983 | 303 | 339 | 391 | 704   | 821   | 985   | 2,188 | 2,579 | 1,684 | 583 | 449 | 395 | 952                          |
| 1982 | 477 | 504 | 517 | 973   | 991   | 1,242 | 2,160 | 2,537 | 2,269 | 896 | 655 | 711 | 1,161                        |
| 1981 | 471 | 539 | 523 | 937   | 1,078 | 1,408 | 2,085 | 2,465 | 1,867 | 989 | 903 | 847 | 1,176                        |
| 1980 | 728 | 840 | 902 | 1,223 | 1,534 | 1,852 | 2,467 | 2,735 | 2,443 | 645 | 498 | 479 | 1,371                        |
| 1979 | 369 | 448 | 421 | 830   | 986   | 1,398 | 2,319 | 2,723 | 1,592 | 715 | 634 | 807 | 1,104                        |
| 1978 | 367 | 426 | 370 | 525   | 677   | 858   | 2,093 | 2,592 | 2,071 | 702 | 683 | 658 | 1,002                        |
| 1977 | 373 | 442 | 390 | 278   | 440   | 507   | 1,431 | 1,848 | 1,242 | 514 | 449 | 424 | 695                          |

Table B-9

## Southeast Alaska Seafood Processing Wages for the Years 1977 Through 1985

| Year | 1stQ<br>Wages | 2ndQ<br>Wages | 3rdQ<br>Wages | 4thQ<br>Wages | Total<br>Annual Wages | Average<br>Monthly Wage |
|------|---------------|---------------|---------------|---------------|-----------------------|-------------------------|
| 1985 | 1,726,307     | 3,840,510     | 13,127,206    | 2,409,152     | 21,103,175            | 1,748                   |
| 1984 | 1,310,766     | 3,855,280     | 9,013,876     | 1,915,022     | 16,094,944            | 1,523                   |
| 1983 | 1,364,109     | 3,471,598     | 12,782,191    | 1,889,698     | 19,507,596            | 1,708                   |
| 1982 | 1,592,807     | 4,360,853     | 10,252,757    | 2,646,815     | 18,853,232            | 1,353                   |
| 1981 | 1,657,142     | 3,861,607     | 10,701,495    | 2,407,463     | 18,627,707            | 1,320                   |
| 1980 | 2,650,027     | 4,574,769     | 8,907,600     | 1,758,905     | 17,891,301            | 1,088                   |
| 1979 | 1,169,184     | 3,975,774     | 8,723,050     | 2,355,634     | 16,223,642            | 1,225                   |
| 1978 | 921,068       | 2,023,418     | 8,178,146     | 2,179,628     | 13,302,260            | 1,106                   |
| 1977 | 942,056       | 1,163,943     | 4,144,789     | 1,066,568     | 7,317,356             | 878                     |

QUALITY SERVICES

Date JAN 25 1988

Tundra Times

Client No. 6116

## 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, Vul 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 Naeeng of Bethel, Russ Redick of Anchorage, Harvey Samuelson of Dillingham, Harold Sparck of Bethel, Clem Tillion of Halibut Cove, Dr. John White of Bethel, Tony Vaska of Bethel and Rep. Peter Gull of Haines.

Date DEC 9 1988

Juneau Empire

Client No. 616

# Senators turn up heat on fish piracy

0420 616 228 501

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 616 228 501

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

JCC 616

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.

Date JUN 16 1988

Tundra Drums

Client No. 616

**Op-Ed**

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 Shulz 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 grow unharmed to spawn.

QUALITY SERVICES.

Date DEC 23 1989

Anchorage Daily News

Client No. 616

# Time to turn up the heat on foreign fishing

616 367 0610

By SEN. JOHNE BINKLEY

Piracy 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 for western Alaska. Since the late 1920s, foreign 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.

Now Southeast seiners and trollers are reeling from a devastating season for coho and pinks. And the foreign squid fleets, which total more than 700 vessels and trail more than 10,000 miles of gillnet just the right size to capture 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-fought one. There's no doubt we've made progress, but the battle is far from over. And, politically speaking, momentum seems to be growing that indicates the time is truly ripe for getting some action within the next year.

But to see our goals accomplished, an end to the flagrant piracy of our fish, Alaska fishermen need to stick together. No deal should be struck at their expense. We've suffered for too long the effects of unregulated and illegal harvesting of our fish to tolerate it being 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 Tokyo in November. There the Japanese made three requests: to expand their salmon fishing



areas 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. enforcements 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

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*‘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.’*

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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, co-chairman of the Senate Finance Co.

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QUALITY SERVICES

Date OCT 17 1988

Anchorage Times

Client No. 616

# Alaskans talk fish at Moscow meeting

616 228 501

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, 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<br>At Bristol Bay |       |          |
|------------------------------|-------|----------|
| Year                         | Can % | Frozen % |
| 1978                         | 63    | 11       |
| 1980                         | 35    | 24       |
| 1982                         | 12    | 60       |
| 1984                         | 34    | 50       |
| 1986                         | 12    | 78       |
| 1988                         | 10    | 80       |

## FISH: Asian fleets blamed

Continued from Page C-8

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.

QUALITY SERVICES

Date JAN 16 1989

Anchorage Daily News

Client No. 10110

## Alaskans named to fish board

The Associated Press

JUNEAU — Five Alaskans have been appointed to a federal advisory board charged with reducing the illegal interception of salmon and steelhead in the North Pacific Ocean.

The North Pacific and Bering Sea Fisheries Advisory Body will work with the U.S. State Department to enforce the new U.S.-Soviet international trade and fisheries agreement.

The board, which resulted from the agreement, consists of six Alaskans and six Washington residents, including the directors of the fish and game departments in those states.

Gov. Steve Cowper said he nominated 10 Alaskans and the State Department selected the five from his list.

"Each of these Alaskans on the board is knowledgeable about the high seas interception of our fisheries and can offer proposals to combat the problem," Cowper said in a news release.

Alaskans named to the board are: Al Burch of Kodiak, executive director of the Alaska Driggers Association; Kate Graham of Juneau, executive director of United Fisheries of Alaska; Earl Krygier of Juneau, executive director of Alaska Trollers Association; Henry Mitchell of Anchorage, executive director of Bering Sea Fishermen's Association; and Rick Lauber of Juneau, executive director of Pacific Seafood Processors Association.

Cowper also nominated two legislators to serve as ex-officio members of the board: Rep. Sam Cotten, D-Eagle River, and Sen. John Binkley, R-Bethel.

The board was scheduled to hold its first meeting today in Anchorage.

Date JAN 15 1989

Anchorage Times

Client No. 4446

## 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

0620 616

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.*

*Senator Fahrenkamp*

TO THE ALASKA CONGRESSIONAL DELEGATION  
from the Alaska Legislature

April 3, 1989

WE UNDERSTAND THAT THE UNITED STATES, CANADIAN, AND JAPANESE GOVERNMENTS ARE MEETING AGAIN IN WASHINGTON, D.C. THIS WEEK TO DISCUSS THE JAPANESE MOTHERSHIP CONVERSION PROPOSAL AND THE JAPANESE SQUID FLEET.

WE STRONGLY URGE YOU TO MONITOR THESE GOVERNMENT TALKS TO ENSURE THAT ALASKA'S FISHING INTERESTS ARE BEING WELL-REPRESENTED. THE VERY BOTTOM LINE SHOULD BE THAT ANY ACTION TAKEN BY THE THREE GOVERNMENTS SHOULD NOT RESULT IN AN INCREASE IN SALMON INTERCEPTIONS.

WE DO NOT WANT A RETREAT TO PRE-1986 CONDITIONS UNDER INPFC, EITHER BY TIME OR AREA.

IN A RECENT LEGISLATIVE RESOLUTION, THE ALASKA LEGISLATURE OPPOSED THE MOTHERSHIP CONVERSION PROPOSAL UNLESS CERTAIN CONDITIONS ARE MET, INCLUDING BUT NOT LIMITED TO:

- AN AGREEMENT TO CEASE ALL HIGH SEAS DIRECTED AND INCIDENTAL SALMON FISHING BY 1992;
- MEANINGFUL OBSERVER COVERAGE ON VESSELS OF THE SQUID FLEET AND THE PROPOSED AND EXISTING LAND-BASED FLEETS; AND
- ALL STEPS NECESSARY TO CEASE THE DIRECT AND INCIDENTAL TAKE OF MARINE MAMMALS AND SEABIRDS.

SINCE THIS RESOLUTION WAS PASSED, WE HAVE ALSO HEARD DISCUSSED A PROPOSAL TO LIMIT THE SIZE OF THE PROPOSED CONVERTED FLEET TO THE NUMBER OF VESSELS WITH HOLD CAPACITY EQUIVALENT TO THE 1989 SOVIET QUOTA. THIS PROPOSAL COULD HAVE MERIT AND DESERVES FURTHER CONSIDERATION.

CONCERNING THE SQUID FLEET, WE ARE ESPECIALLY CONCERNED ABOUT JAPAN'S UNILATERAL DECISION TO MOVE ITS TRADITIONAL FISHING BOUNDARIES 2 DEGREES NORTH. THIS EXPANSION SHOULD BE STRONGLY OPPOSED BECAUSE OF THE INCREASED OPPORTUNITIES FOR INTERCEPTION OF ALASKA SALMON, AND AT THE VERY LEAST, ANY SQUID OBSERVER PROGRAM SHOULD BE FOCUSED IN THIS EXPANDED AREA.

SINCERELY,

ALASKA STATE LEGISLATORS

Senator John Binkley

Senator Lloyd Jones

Senator Fred Zharoff

Senator Jim Duncan

Senator Paul Fischer

Senator Steve Frank

Senator Dick Eliason

Senator Rick Halford

Senator Tim Kelly

Senator Arliss Sturgulewski

Senator Al Adams

Senator Pat Pourchot

Senator Drue Pearce

Senator Jan Faiks

Senator Betty Fahrenkamp

Senator Rick Uehling

Senator Jay Kerttula

Senator Pat Rodey

Representative Sam Cotten

Representative Cliff Davidson

Representative Ben Grussendorf

Representative Peter Goll

Representative Curt Menard

Senator Mike Szymanski

Senator Jack Coghill

Representative Lyman Hoffman

Representative George Jacko

Representative Mike Navarre

Representative Kay Wallis

*Note: Not all representatives were asked to sign on to the telegram due to time constraints.*

# MEMORANDUM

# State of Alaska

DEPARTMENT OF FISH AND GAME

TO: Senate Special Committee  
on High Seas Salmon  
Interception

DATE: March 1, 1990

FILE NO.:

TELEPHONE NO.: 465-4100

SUBJECT: Information  
Regarding CSSJR6

FROM: David Bertan  
Director of External  
and International Fishery Affairs  
Department of Fish and Game

During the 1989 legislative session, the Alaska State Legislature passed CSSJR6, "Relating to the Interception of Alaska Salmon and Steelhead on the High Seas." This resolution listed several specific actions which the Legislature believed would help address this problem. The Department of Fish and Game, as the agency charged to lead the state's efforts to end high seas interception, mounted an aggressive campaign to tackle this problem. This memo briefly reports on our efforts to date regarding the actions specifically identified by the Legislature in the resolution.

## High Seas Salmon Fisheries of Japan

The International North Pacific Fisheries Commission (INPFC) has historically been the forum for addressing the interception of Alaska salmon by the directed high seas salmon fleets of Japan. The state has been an important player in this forum over the years. Resolution CSSJR6 stated:

BE IT RESOLVED that the Alaska State Legislature respectfully requests the American section of the International North Pacific Fisheries Commission to hold firm in negotiating with the Japanese and to oppose expansion of the Japanese salmon and squid fishing areas, as well Japan's proposal to convert its mothership fleet on the high seas to land-based fleet; and be it

FURTHER RESOLVED that the Alaska State Legislature respectfully requests the Congress not to allow the Japanese to fish for salmon and steelhead within the United States Exclusive Economic Zone...

**Status:** One of the most controversial issues at the 1988 INPFC meeting was the Japanese proposal to convert their mothership fishery to a landbased style fishery, with freezer capacity on the catcherboats and direct deliveries from the catcherboats to shore. Several rounds of talks took place in late 1988 and early 1989. The State adopted a very tough stand regarding the conversion proposal, and attended all of

the negotiations. The end result after several rounds of talks was that Japan dropped their request for the 1989 fishing season because the U.S. counterproposal was unacceptable.

The 1989 mothership fishery was then carried out with an old Hokuten trawler serving as the "mothership" (the vessel was reportedly going into bankruptcy and was commissioned very cheaply) and 56 catcherboats divided into two fleets. Reports indicate that many of the catcherboats already had freezer capacity installed and that some deliveries were made directly to trampers or to shore. The Soviet quota for the mothership fleet for the 1989 season was 2834 mt. The Japanese harvest reportedly fell short of this because the fleet reached the pink cap early in the fishery. Please see enclosure 1.

The Japanese have again raised the conversion issue at INPFC. This issue is the subject of on-going negotiations between Canada, Japan and the U.S. The next round of talks is scheduled for March 27, 1990.

In 1989, the Japanese once again sought entry back into the U.S. EEZ for the mothership fleet. This was successfully blocked.

#### U.S./U.S.S.R. Agreement

In May, 1988 the U.S. and the U.S.S.R. signed a comprehensive fisheries agreement. The Legislature recognized this as a significant new opportunity to address the high seas problem. Specifically, the resolution stated:

...be it FURTHER RESOLVED that the Alaska State Legislature respectfully requests the United States Department of State to immediately begin negotiating a joint enforcement agreement with the Soviet Union in order to prevent illegal fishing in the North Pacific Ocean; and be it

FURTHER RESOLVED that the Alaska State Legislature respectfully requests the United States Department of State to begin negotiating with all the salmon producing countries for an international treaty that would ban all high seas salmon fishing...

**Status:** The State of Alaska has been very successful to date with the U.S./U.S.S.R. initiative. The U.S./U.S.S.R. comprehensive fisheries agreement was signed in May of 1988. Ratifying legislation passed the Congress later that year. The state was able to get language establishing a North Pacific and Bering Sea Advisory Body (Advisory Body) inserted

into the legislation. The Advisory Body consists of the Commissioner of Alaska Department Fish and Game, the Director of Washington Department of Fisheries, and ten industry representatives (five each from Alaska and Washington). Two legislators, Senator Binkley and Representative Cotten, also serve on the Advisory Body. Through the Advisory Body we have been able to accomplish most of our U.S./U.S.S.R. objectives.

The first meeting of the ICC occurred in February of 1989 in Washington, D.C. The U.S. government was not well prepared for this meeting. The state was able to get a draft cooperative enforcement proposal introduced despite initial objections to the concept by Coast Guard and Defense. This cooperative salmon enforcement MOU was signed at the February meeting.

Also at this meeting, the Soviets tabled what appeared to be a hastily drafted salmon proposal. It was agreed that discussions should proceed on salmon management issues at the next ICC meeting, which was scheduled to take place in the U.S.S.R. Previous to this, the U.S. and U.S.S.R. had not discussed salmon management issues in any depth despite several earlier opportunities.

In response, the state, working with industry, drafted a proposed salmon management regime for the North Pacific. This was reviewed and adopted by the U.S./U.S.S.R. Advisory Body. The proposal would replace INPFC with a new treaty which would prohibit the taking of salmon on the high seas. The treaty would be between Japan, Canada, the U.S.S.R. and the U.S. This draft eventually became a formal U.S. proposal which was presented to the Soviets in Leningrad in late September, 1989. After several days of negotiations the proposal was conceptually approved by the two countries. Drafts have been presented to Canada and Japan for their review. Four way negotiations will probably begin later in 1990.

In addition to the above, the state pushed for a joint U.S./U.S.S.R. salmon science conference. The purpose is to foster improved communication among our respective scientists on salmon matters. Up to now, most of the information we have had on U.S.S.R. stocks has come from the Japanese. Similarly, the Japanese have supplied the Soviets most of the information they have had regarding our stocks. The same situation existed for data regarding catch and quota statistics for the Japanese high seas salmon fisheries. The idea to hold a salmon conference was floated in October, 1988 at the U.S./U.S.S.R. science bilaterals. The first such conference was hosted by the U.S.S.R. at Sakhalin in early September 1989.

### Magnuson Act Reauthorization

Regarding the Magnuson Act reauthorization and the high seas interception issue, the Legislature resolved in CSSJR6:

that the Alaska State Legislature respectfully requests the Congress to amend the Magnuson Fisheries Conservation and Management Act (16 U.S.C. 1801 - 1882) to ensure that United States jurisdiction over American anadromous species on the high seas will be effectively enforced to stop interception of salmon and steelhead on the high seas...

**Status:** The state developed language to strengthen U.S. assertions of jurisdiction over anadromous species. This language, or a variation of it, is in both House and Senate versions of the MFCMA reauthorization bills. The House version recently passed; the Senate has yet to act. In addition, given events on the international front regarding driftnets, the state will be working to strengthen the Driftnet Act as well.

### High Seas Squid Driftnet Fisheries

The squid driftnet fleets of Taiwan, Korea, and Japan are having a significant impact on North American salmon and steelhead stocks, marine mammals, seabirds, and other living marine resources. The Legislature recognized this problem, and the state mounted an aggressive campaign on this issue in 1989. The Legislature stated in the resolution:

...be it FURTHER RESOLVED that the Alaska State Legislature respectfully requests the United States Department of State and the Congress to take whatever actions are necessary to control the illegal and unregulated fishing activities of the South Korean, Taiwanese, and Japanese squid fleets...

**Status:** The state mounted an aggressive campaign to address the squid driftnet issue on a number of levels. The state has been deeply involved in the strategy sessions and attended nearly all of the 1988/1989 negotiations conducted under the Driftnet Act of 1987. There now are agreements with all three driftnet fishing nations. Each agreement is somewhat different, each has its strong points and its weak points. These agreements are summarized in enclosure 2. Two countries were certified for failing to meet the deadlines contained in the Act: Taiwan and Korea. No trade sanctions were taken in either case.

As part of the international effort, a state representative was sent to the South Pacific Forum meeting in Suva, Fiji to attend the first round of talks between the Forum Fisheries Agency (FFA) representing 16 South Pacific nations and delegations from Japan, Taiwan, and Korea. These talks centered on the impacts of driftnets on southern albacore stocks. The state was able to assist the FFA on both a technical and political level, and established a good working relationship with the FFA countries. A meeting was held in New Zealand following the Suva meeting with the now-Prime Minister where a North/South strategy was discussed to address our mutual concerns regarding driftnet fisheries, including taking this issue to the United Nations.

The state also joined up with British Columbia and the states of Washington, Oregon, California, Idaho, and Hawaii to bring pressure to bear on the federal governments of Canada and the U.S. This coalition of Alaska, the Province and 5 western states issued a Proclamation on High Seas Driftnet Fisheries in the North Pacific Ocean which called for a number of actions to be taken collectively by the two nations to protect North American fisheries resources, marine mammals, seabirds, and other living marine resources of the North Pacific. The Proclamation also called for an international ban on driftnet fishing on the high seas.

In addition, the state embarked on an ambitious campaign to bring together a broad coalition of interest groups to attack the driftnet problem on both a national and international level, including environmental organizations, commercial and sport fishing groups, and other public interest groups.

The result of all this effort has been greatly heightened international concern regarding high seas driftnets. The United Nations resolution on driftnets (enclosure 2), which passed in December 1989, is a good demonstration of this. While not an answer in and of itself, the resolution does point up increased international concern on the issue, and calls for a moratorium on large scale driftnet fisheries by 1992 unless effective conservation measures are in place. Of course, the interpretation of "effective conservation measures" will be a contentious issue, and the state will need to stay on top of implementation of the resolution.

#### Pelly Amendment

The Legislature stated the following regarding the Pelly Amendment:

...be it FURTHER RESOLVED that the Alaska State Legislature respectfully requests the Congress to expand the Pelly Amendment to

- (1) provide for sanctions against foreign nations whose fishermen intercept anadromous species on the high seas or who refuse to cooperate with the United States in developing and enforcing international fishing regulations to prevent interception of anadromous species on the high seas; and
- (2) include in the sanctions against those nations embargoes on fisheries and other products imported from those nations...

**Status:** The state has expressed strong support for legislation pending in Congress to strengthen and broaden the Pelly Amendment sanctions.

#### Funding to Address High Seas Issues

The Legislature called for increased funding for high seas programs, stating:

that the Alaska State Legislature respectfully requests the Congress to provide continued funding for the United States high seas observer program and other salmon research programs and to provide funding for increased enforcement of high seas conservation agreements by the United States Coast Guard.

**Status:** The state joined with industry and other states to address a number of funding issues for federal fisheries programs. This was a successful effort and federal fisheries budgets for high seas interception have been substantially increased. Enforcement and monitoring budgets have been increased over last year, and \$7 million was specifically added to the NOAA budget to implement the Driftnet Act agreements. This year we will be asking for \$7.5 million for this program.

Enclosures

THE HIGH SEAS SALMON FISHERIES OF JAPAN, 1989

by

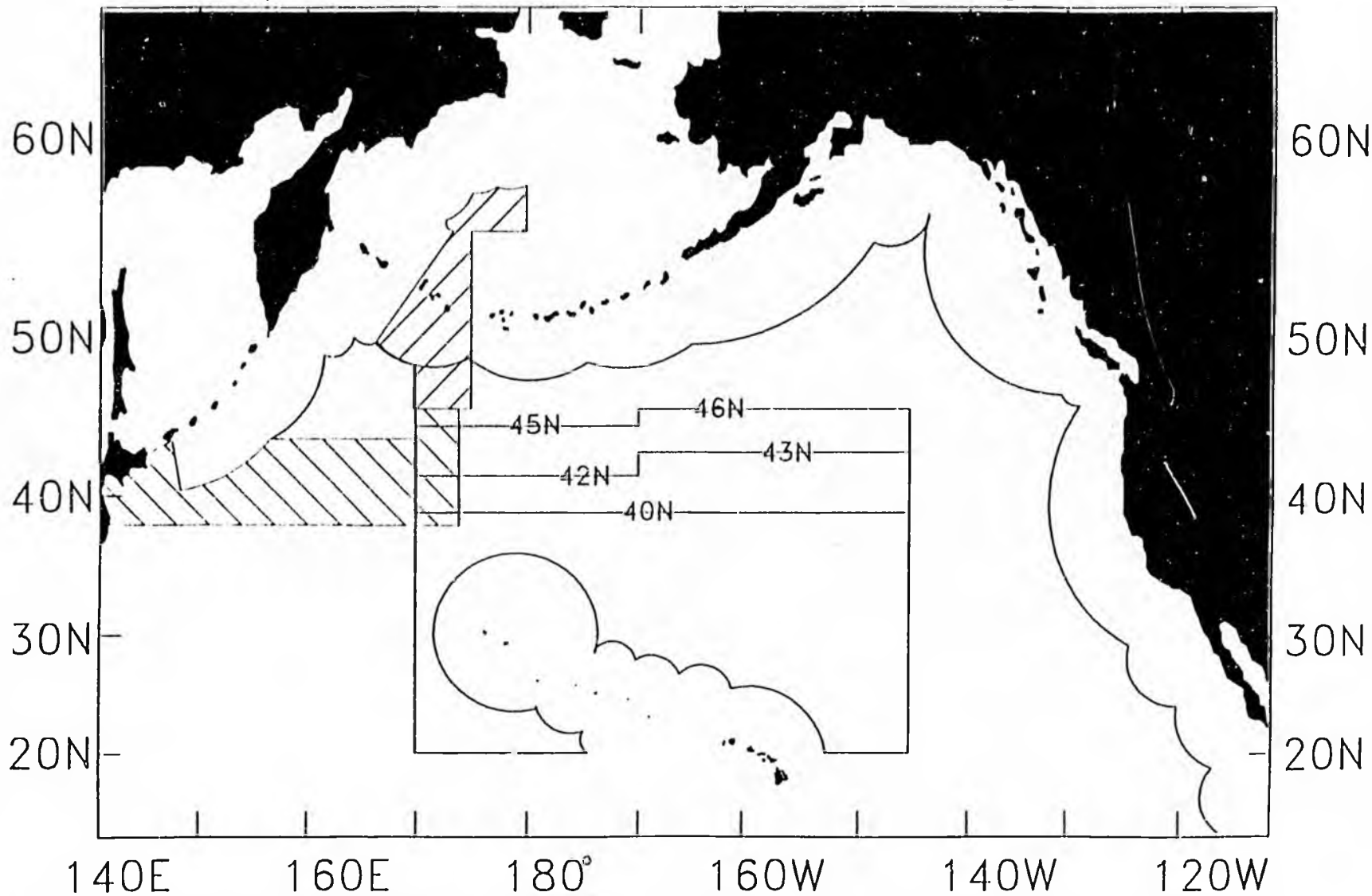
Michael L. Dahlberg  
Alaska Fisheries Science Center, Auke Bay Laboratory  
National Marine Fisheries Service, NOAA  
P. O. Box 210155, Auke Bay, AK 99821  
(907) 789-6002


Submitted to the  
U.S. NATIONAL SECTION

INTERNATIONAL NORTH PACIFIC FISHERIES COMMISSION

1989 U.S. Section Meeting of INPFC  
Anchorage, Alaska  
September 28, 1989

# Squid And Salmon Driftnet Fishing Areas



Salmon Fisheries  and  
Monthly Northern Boundary Of Japanese Squid Fishery

## Japanese High Seas Salmon Fisheries, 1989

### Mothership Fishery

#### Fishing Effort

The Nikkeiren (Federation of Japan Salmon Fisheries Cooperative Associations) chartered the factory trawler Zuiyo maru (2,459 GT), at the request of the bankruptcy administrator of Hokkaido Gyogyo Kosha, from May 9 to August 8 to serve as a mothership during the 1989 fishing season. The vessel was hastily repaired by its crew of 37 in May and because of its smaller size operating costs were reduced to one-tenth of those in the past. The mothership with 32 catcher boats departed Hakodate on May 29, began fishing on June 2 in Area 2-a, and ended fishing there on June 25 (21 days). Sixteen standard fleet days (14,190 tans) were fished in Area 2-a in 1989, the same fishing effort as in 1988.

After June 25, the mothership moved to Area 4 where they were joined by a fleet of 24 catcher boats which had departed Hakodate on June 21. Fishing in this area began on June 29 and ended on July 11 (12 days), after which the vessels left the area and returned to Hakodate and other ports on or about July 20. About 7 fleet days of standard fishing effort were expended in Area 4 in 1989 as compared to 18 fleet days in 1988. The 1989 CPUE must have been at least twice that of 1988 in order to catch 1,234mt in 12 days with only 24 catcher boats. In the 1988 fishing season, 1,452mt were reported caught with 18 standard fleet days of fishing effort using 43 catcher boats in Area 4.

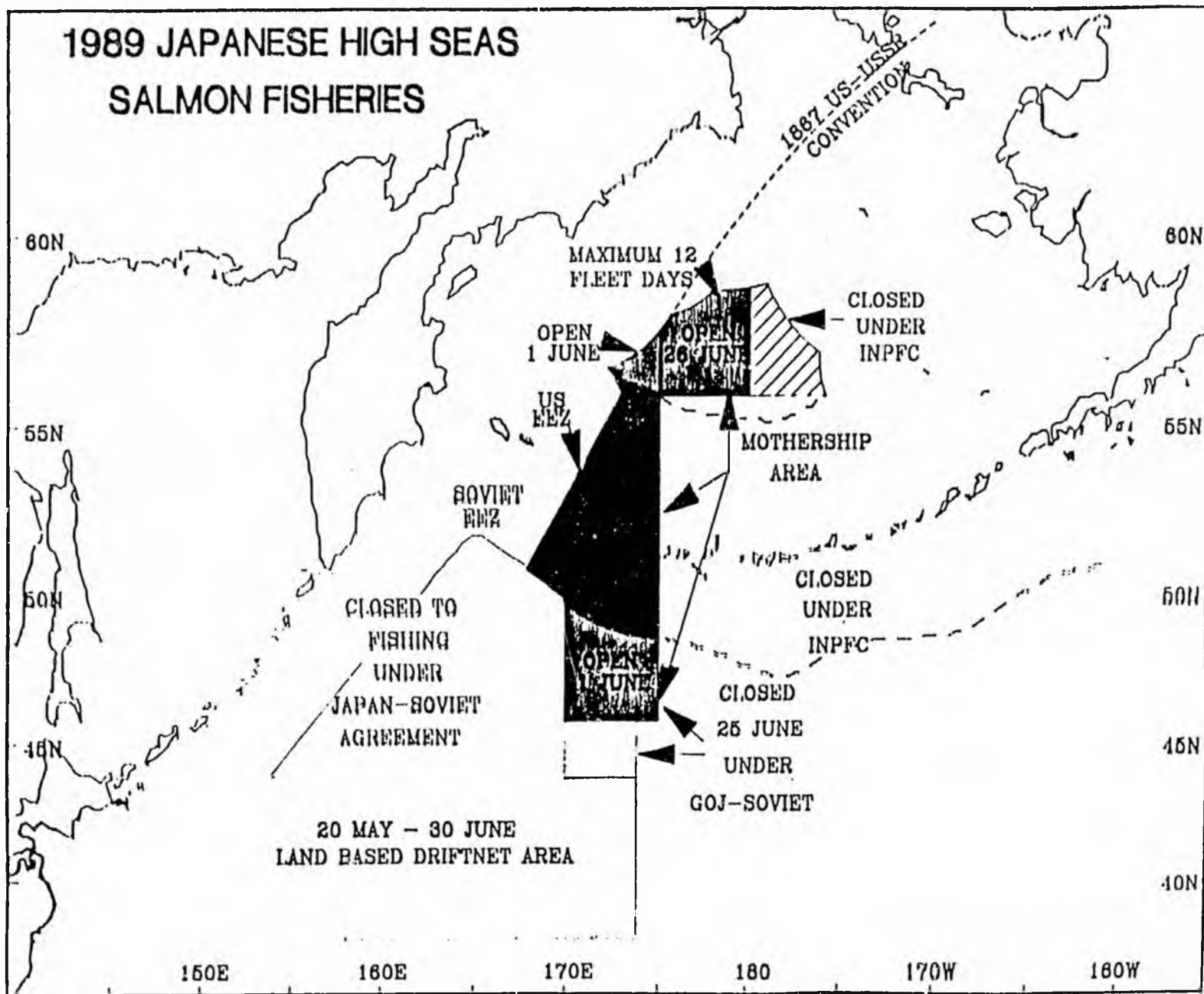
#### Catch

The total quota for Area 2-a set by Japan/Soviet bilateral negotiations was 2,981 mt. Of this, the domestic allocation for the mothership fleet was 1,600 mt, or about 54% of the total Area 2-a quota. The quota in Area 4 was set by the bilateral negotiations at 1,234 mt. The total mothership quota (Areas 4 and 2-a combined) of 2,834 mt was reportedly not met because of "poor catches in Area 2-a". The fleet reportedly left the fishing grounds when the pink salmon quota was achieved, leaving about 30% of the other species quotas unmet.

#### Retention of Salmon Aboard Catcher boats

The Soviet Union, at the April 1989 bilateral salmon negotiations with Japan, approved a Japanese request for allowing processing of salmon on board some of the catcherboats (without transferring to the mothership). Approval was also given for the processed salmon to be brought back to Japan aboard the catcher boats provided that the salmon were inspected by Japanese and Soviet inspectors aboard the mothership before leaving the fishing area.

# 1989 JAPANESE HIGH SEAS SALMON FISHERIES

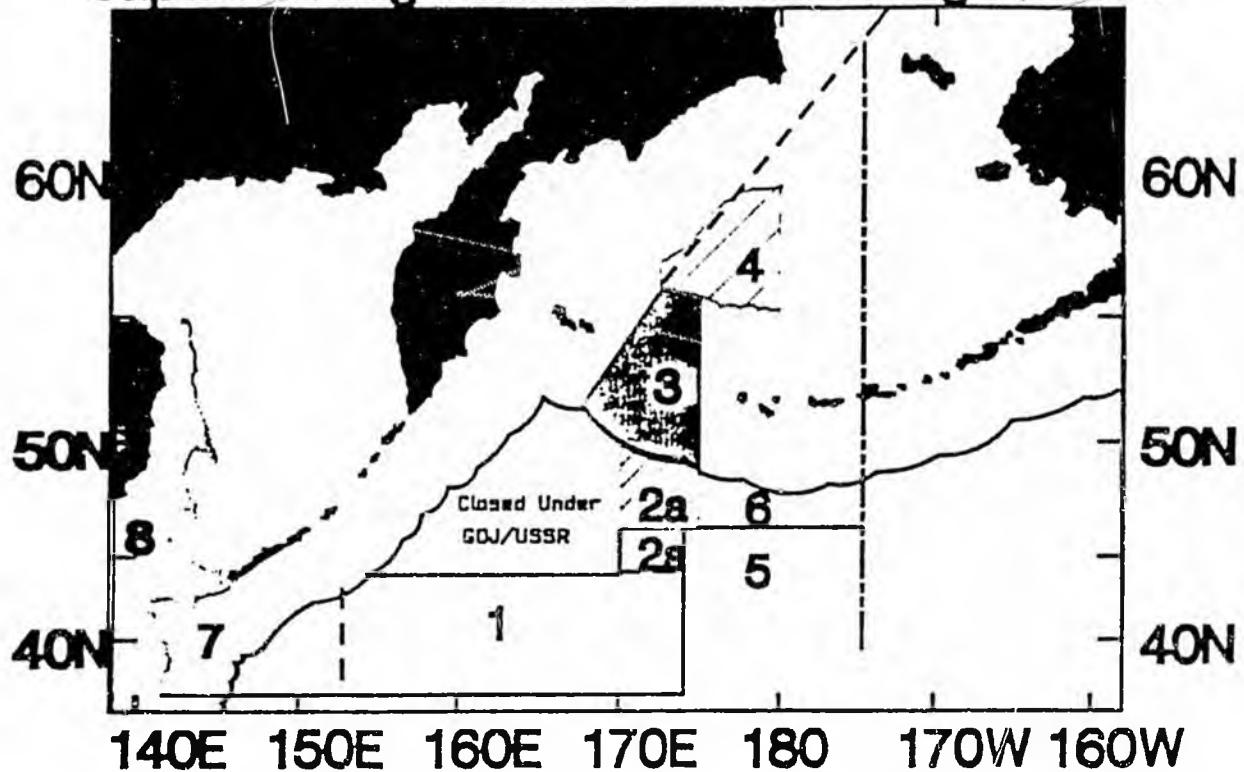


Based on Soviet approval, 10 of the 32 catcherboats fishing in Area 2-a and 8 of the 24 catcherboats fishing in Area 4 did not transfer their catches to the mothership. Instead, they salted their catches (in a manner similar to that done by the LBDN fleet) and brought them back to Japan, landing them at Hakodate, Kushiro, Hanasaki, Nemuro and Akkeshi, much to the dismay of the traditional landbased salmon fishermen. The date for landing and auction of the product from the mothership catcher boats was adjusted in order to avoid auction on the same day as that for the LBDN fleet. The remaining catcher boats transferred their catches to the mothership for freezing. Two transport vessels brought frozen salmon back to Japan from the mothership.

#### Landbased Salmon Fishery

Total 1989 catch information for this fishery is not yet available. Species composition data indicate increased proportions of sockeye and pink salmon caught in 1989 as compared to 1988. The relative proportion of chum salmon decreased from 59% of the catch in 1988 to 38% in 1989.

## Japanese High Seas Salmon Fishing Quotas



| Quotas by area: | Metric Tons   |               |
|-----------------|---------------|---------------|
|                 | 1988          | 1989          |
| 1               | 7,984         | 6,485         |
| 2a Landbased    | 1,240         | 1,381         |
| 2a Mothership   | 1,415         | 1,600         |
| 3               | 0             | 0             |
| 4               | 1,851         | 1,234         |
| 7               | 2,878         | 2,356         |
| 8               | 2,300         | 1,944         |
| <b>Totals</b>   | <b>17,668</b> | <b>15,000</b> |

1989 Japan-Soviet Salmon Agreement  
--Quotas--

| 1. Quota by Species: | <u>Metric Tons</u> |             | <u>1,000 Fish</u> |             | Change in<br><u>No. (%)</u> |
|----------------------|--------------------|-------------|-------------------|-------------|-----------------------------|
|                      | <u>1988</u>        | <u>1989</u> | <u>1988</u>       | <u>1989</u> |                             |
| <u>Species</u>       |                    |             |                   |             |                             |
| Pink Salmon          | 11,295             | 9,935       | 11,329            | 9,948       | -12                         |
| Chum Salmon          | 4,086              | 3,410       | 2,035             | 1,710       | -16                         |
| Red Salmon           | 949                | 744         | 483               | 383         | -21                         |
| Coho Salmon          | 954                | 588         | 504               | 266         | -47                         |
| <u>King Salmon</u>   | <u>384</u>         | <u>323</u>  | <u>113</u>        | <u>95</u>   | <u>-14</u>                  |
| Total                | 17,668             | 15,000      | 14,464            | 12,402      | -14                         |

| 2. Quota by Area:                 | <u>Metric Tons</u> |              |
|-----------------------------------|--------------------|--------------|
|                                   | <u>1988</u>        | <u>1989</u>  |
| Area 1 Traditional Land-Based     | 7,984              | 6,485        |
| Area 2a Traditional Land-Based    | 1,240              | 1,381        |
| Mothership                        | 1,415              | 1,600        |
| Area 3 Mothership in the U.S. EEZ | 0                  | 0            |
| Area 4 Mothership in Bering donut | 1,851              | 1,234        |
| Area 7 Pacific Coastal            | 2,878              | 2,356        |
| <u>Area 8 Sea of Japan</u>        | <u>2,300</u>       | <u>1,944</u> |
| Total                             | 17,668             | 15,000       |

| 3. Fishing Season: | <u>1988</u>            | <u>1989</u>    |
|--------------------|------------------------|----------------|
|                    | Traditional Land-Based | May 25-July 5  |
| Mothership         | June 1-July 31         | June 1-July 31 |
| Pacific Coastal    | May 25-June 20         | May 20-June 15 |

4. Fishing Fee Paid by Japan:  
 1989 = 3.35 billion Yen (\$26.8 million)  
 1988 = 3.35 billion Yen (\$25.2 million)

5. In addition, 5,000 mt of salmon within the Soviet 200-mile zone were allocated in 1989 to Japanese partners of joint venture(s) for salmon reproduction (2,000 mt in 1988).

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Source: American Embassy, Tokyo, 5/2/89.

Catch statistics of the Japanese high seas salmon gillnet fisheries, 1986-88. (Catch in thousands of fish and cumulative fishing effort in thousands of tans). Source: INPFC Documents 3132 (Rev. 1), 3269 and 3375.

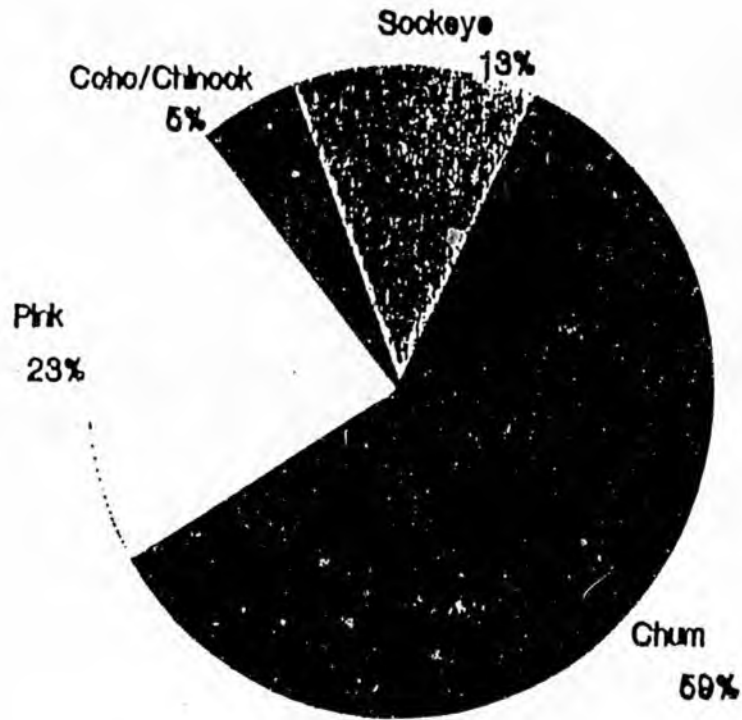
|            | All Species  | Species    |            |              |            |           | Fishing Effort |
|------------|--------------|------------|------------|--------------|------------|-----------|----------------|
|            |              | Sockeye    | Chum       | Pink         | Coho       | Chinook   |                |
| 1986       |              |            |            |              |            |           |                |
| Mothership | 3,170        | 729        | 1,925      | 390          | 65         | 60        | 1,930          |
| Landbased  | <u>7,978</u> | <u>138</u> | <u>940</u> | <u>6,345</u> | <u>478</u> | <u>77</u> | <u>1,435</u>   |
| Total      | 11,148       | 867        | 2,865      | 6,735        | 543        | 137       | 3,365          |
| 1987       |              |            |            |              |            |           |                |
| Mothership | 3,530        | 667        | 1,822      | 966          | 35         | 39        | 1,282          |
| Landbased  | <u>7,677</u> | <u>140</u> | <u>936</u> | <u>6,068</u> | <u>459</u> | <u>74</u> | <u>1,156</u>   |
| Total      | 11,207       | 807        | 2,758      | 7,034        | 494        | 113       | 2,438          |
| 1988       |              |            |            |              |            |           |                |
| Mothership | 1,199        | 225        | 892        | 56           | <1         | 26        | 482            |
| Landbased  | <u>6,289</u> | <u>116</u> | <u>751</u> | <u>5,083</u> | <u>292</u> | <u>47</u> | <u>793</u>     |
| Total      | 7,488        | 341        | 1,643      | 5,139        | 292        | 73        | 1,275          |

Estimates of interceptions of North American salmon by the Japanese mothership salmon fishery in thousands of fish, 1986-1988.<sup>1</sup>

| Year | Sockeye | Chum | Pink | Coho | Chinook | Total |
|------|---------|------|------|------|---------|-------|
| 1986 | 142     | 29   | <1   | 16   | 47      | 235   |
| 1987 | 134     | 26   | <1   | 9    | 32      | 211   |
| 1988 | 117     | 42   | 1    | 0    | 23      | 183   |

<sup>1</sup>Source: Michael Dahlberg, NOAA Fisheries, Auke Bay. INPFC Docs 3132, 3269 and 3375, September 28, 1989.

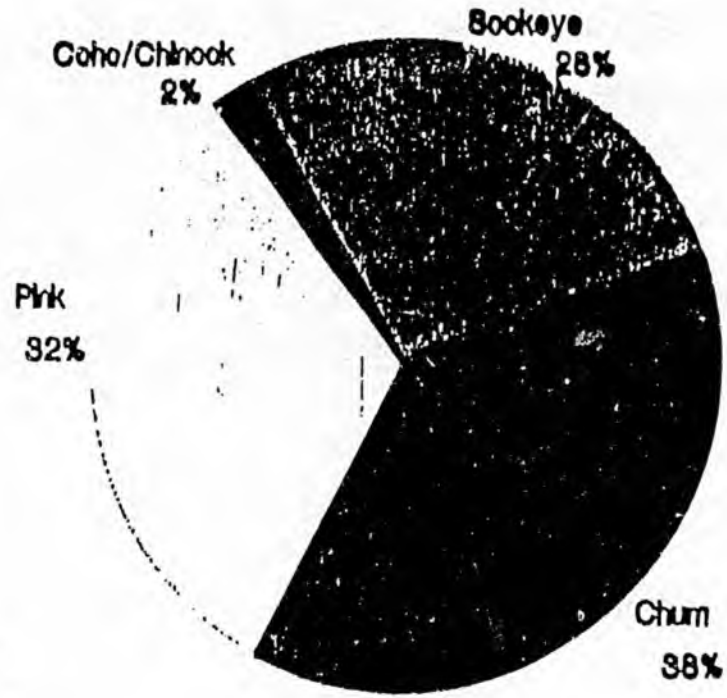
# SPECIES COMPOSITION OF LANDBASED SALMON CATCH



1988

Quota 10,186 mt

Catch 7,614

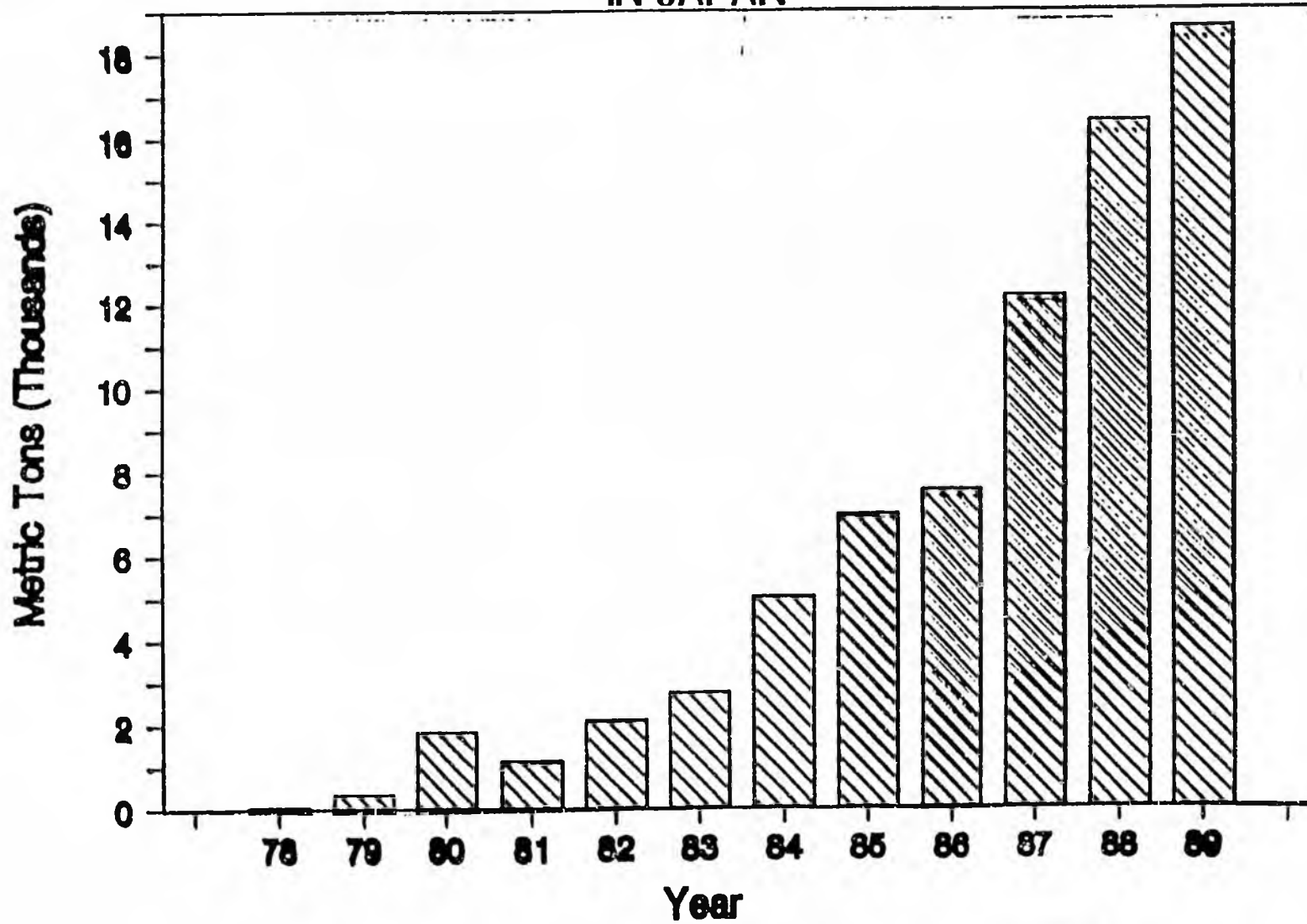


1989

Quota 8,611 mt

Catch n/a

## PRODUCTION OF FARMED GOHO SALMON IN JAPAN



Source: American Embassy, Tokyo, August 17, 1989.

**LARGE-SCALE PELAGIC DRIFTNET FISHING AND ITS IMPACTS  
ON LIVING MARINE RESOURCES OF THE WORLD'S OCEANS AND SEAS**

The General Assembly,

Disturbed about a dramatic increase in the use of large-scale pelagic driftnets which can reach or exceed 30 miles length to catch living marine resources on the high seas of the world's oceans,

Mindful that large-scale pelagic driftnet fishing is an indiscriminate fishing method which threatens the effective conservation of living marine resources such as highly migratory and anadromous species of fish, birds and marine mammals,

Expressing serious concern that in addition to targeted fish species, nontarget species of fish, marine mammals, seabirds and other living marine resources of the world's oceans, including endangered species, become entangled and die in such driftnets that are being actively fished and in such driftnets that are lost or discarded,

Recognizing that several thousand fishing vessels use such large-scale pelagic driftnets in the high-seas areas of the Pacific Ocean, the Atlantic Ocean, the Indian Ocean, the Mediterranean Sea, and in other waters beyond the exclusive economic zone of any nation,

Affirming that all members of the international community have a duty to cooperate globally and regionally in the conservation and management of living resources on the high seas, and a duty to take, or to cooperate with others in taking, such measures for their nationals as may be necessary for the conservation of the living marine resources of the high seas,

Noting that the nations of the Forum Fisheries Agency and the South Pacific Commission, in recognition of the existing scientific data indicating that such fishing is having an unacceptable impact on the marine life of that region, have called for a cessation of large-scale pelagic driftnet fishing in the South Pacific and the implementation of effective management programmes,

Also noting the declaration adopted by South Pacific Heads of Government at Tarawa on 11 July 1989 which inter alia called for a ban of such driftnet fishing methods in that region and that some members of the international community have entered into negotiations on a convention which will establish the cessation of large-scale pelagic driftnet fishing in the exclusive economic zones of those members, or such fishing practices by the nationals of those members,

Further noting that some members of the international community have entered into cooperative enforcement and monitoring arrangements to evaluate and mitigate the adverse impacts of large-scale pelagic driftnet fishing,

Recognizing that some members of the international community have taken steps to reduce their driftnet operations in some regions in response to regional concerns,

[1] Calls upon all those involved in large-scale pelagic driftnet fishing to cooperate fully with the international community in the continued and enhanced collection of scientific data on the impact of such fishing methods and the conservation of the world's living marine resources;

[2] Recommends that all members of the international community review by 30 June 1991, or earlier reflecting the emergence of an international or regional consensus, the existing data on the effects of large-scale pelagic driftnet fishing, and agree to cooperative regulation and monitoring as needed to mitigate the adverse effects of these practices;

[3] Further recommends that all members of the international community agree to:

[a] an immediate ban on the practice of driftnet fishing in the South Pacific region to prevent severely adverse, perhaps irreparable, effects on South Pacific fisheries and to allow time for the development of comprehensive fisheries management programs;

[b] a moratorium on all high-seas driftnet fishing by 30 June 1992 unless or until it is agreed that the unacceptable impacts of such practices can be prevented and that the conservation of the world's living marine resources can be ensured;

[4] Asks the appropriate organs, organizations and programs of the United Nations system to include consideration of this question in their regular programme of activities;

[5] Requests the Secretary-General to bring this resolution to the attention of all members of the international community, intergovernmental organizations, nongovernmental organizations in consultative status with the Economic and Social Council, and well-established scientific institutions with expertise in relation to living marine resources;

[6] Requests the Secretary-General to report to the General Assembly at its 45th session on the implementation of the present resolution;

[7] Decides to include this question in the provisional agenda of its 45th session.

2

Forty-fourth session

Japan

DRAFT Resolution

Driftnet fishing and its impacts  
on living marine resources of the world's oceans and seas

The General Assembly,

Noting the concern of some countries over increasing use of driftnets which may have impacts on living marine resources of the world's oceans,

Mindful that driftnet fishing can be an indiscriminate fishing method which may threaten the effective conservation of living marine resources unless properly regulated,

Expressing concern that in addition to targeted fish species, non-target species of fish, marine mammals, seabirds and other living marine resources of the world's oceans may become entangled and die in driftnets that are in active use and in similar driftnets that are lost or discarded,

Recognizing that a large number of fishing vessels use driftnets in the Pacific Ocean, the Atlantic Ocean, the Indian Ocean, the Mediterranean Sea, and in other waters within and beyond the exclusive economic zone of any nation,

Also recognizing that any regulatory measures to be taken for conservations of living marine resources should be based on scientific data and analysis,

Affirming that all members of the international community have a duty to cooperate globally and regionally in the conservation and management of living resources and a duty to take, or to cooperate with others in taking such measures for their nationals as may be necessary for the conservation of the living marine resources,

Noting that some members of the international community have implemented cooperative enforcement and monitoring programs to evaluate the impacts of driftnet fishing,

3

- 2 -

1. Calls upon members of the international community to review regularly the existing data on the effects of driftnet fishing, and cooperate with other countries concerned in regulation and monitoring as needed to mitigate the adverse effects of these practices;

2. Recommends that members of the international community agree to take further appropriate regulatory measures including a moratorium on driftnet fishing in case that available scientific data necessitates such measures;

3. Asks the appropriate organs, organizations and programs of the United Nations system to consider this question in their activities;

4. Requests the Secretary-General to bring this resolution to the attention of all members of the international community, intergovernmental organizations, and well-established scientific institutions with expertise in relation to living marine resources;

5. Requests the Secretary-General to report to the General Assembly at its forty-fifth session on the implementation of this resolution.

12. 13. 89 11:08 AM \*U. S. MISSION TO U. N. P02

2

UNITED  
NATIONS

A



## General Assembly

Distr.  
LIMITEDA/C.2/44/L.81  
11 December 1989

ORIGINAL: ENGLISH

Forty-fourth session  
SECOND COMMITTEE  
Agenda item 12 (f)DEVELOPMENT AND INTERNATIONAL ECONOMIC CO-OPERATION;  
ENVIRONMENT

Draft resolution submitted by the Vice-Chairman of the Committee, Mr. David Payton (New Zealand), on the basis of informal consultations held on revised draft resolutions A/C.2/44/L.18/Rev.1 and L.19/Rev.1

Large-scale pelagic driftnet fishing and its impacts on the living marine resources of the world's oceans and seas

Noting that many countries are disturbed by the increase in the use of large-scale pelagic driftnets, which can reach or exceed 30 miles (48 kilometres) in total length, to catch living marine resources on the high seas of the world's oceans and seas,

Mindful that large-scale pelagic driftnet fishing, a method of fishing with a net or a combination of nets intended to be held in a more or less vertical position by floats and weights, whose purpose is to enclose fish by drifting on the surface of or in the water, can be a highly indiscriminate and wasteful fishing method which is widely considered to threaten the effective conservation of living marine resources (such as highly migratory and anadromous species of fish, birds and marine mammals,

Noting that the present resolution does not address the question of small-scale driftnet fishing traditionally conducted in coastal waters, especially by developing countries, which provides an important contribution to their subsistence and economic development,

12. 13. 88 11:08 AM U. S. MISSION TO U. N. P03

A/C.2/46/L.81

English

Page 2

Expressing concern that, in addition to targeted species of fish, non-targeted fish, marine mammals, seabirds and other living marine resources of the world's oceans and seas can become entangled in large-scale pelagic driftnets, either in those in active use or in those that are lost or discarded, and as a result of such entanglement, are often either damaged or killed,

Recognizing that more than one thousand fishing vessels use large-scale pelagic driftnets in the Pacific Ocean, the Atlantic Ocean, the Indian Ocean, and in other areas of the high seas,

Recognizing that any regulatory measures to be taken for the conservation and management of living marine resources should take account of the best available scientific data and analysis,

Recalling the relevant principles elaborated in the United Nations Convention on the Law of the Sea,

Affirming that, in accordance with the relevant articles of the Convention on the Law of the Sea, all members of the international community have a duty to co-operate globally and regionally in the conservation and management of living resources on the high seas, and a duty to take, or to co-operate with others in taking, such measures for their nationals as may be necessary for the conservation of the living resources of the high seas,

Recalling, in accordance with the relevant articles of the Convention on the Law of the Sea, the responsibility of all members of the international community to ensure the conservation and management of living marine resources and the protection and preservation of the living marine environment within their exclusive economic zones,

Making the serious concern, particularly of coastal States and States with fishing interests, that when living marine resources are overexploited in the high seas adjacent to the exclusive economic zones of coastal States, this is likely to have adverse impacts on the same resources within such zones, and in this regard, the responsibility for co-operation in accordance with the relevant articles of the Convention on the Law of the Sea,

Also noting that the countries of the South Pacific Forum and the South Pacific Commission, in recognition of the importance of living marine resources to the people of the South Pacific region, have called for a cessation of such fishing in the South Pacific and the implementation of effective management programmes,

Also noting the adoption by South Pacific Heads of Government of the Declaration on this subject at Tarawa on 11 July 1988 and the adoption by South Pacific States and Territories of the Convention for the Prohibition of Fishing with Long Driftnets in the South Pacific, at Wellington on 24 November 1989,

Further noting that some members of the international community have entered into co-operative enforcement and monitoring programmes for the immediate evaluation of the impacts of large-scale pelagic driftnet fishing,

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Recognizing that some members of the international community have taken steps to reduce their driftnet operations in some regions in response to regional concerns,

1. Calls upon all members of the international community, particularly those with fishing interests, to strengthen their co-operation in the conservation and management of living marine resources;

2. Calls upon all those involved in large-scale pelagic driftnet fishing to co-operate fully with the international community, and especially with coastal States and the relevant international and regional organizations, in the enhanced collection and sharing of statistically sound scientific data, in order to continue to assess the impacts of such fishing methods, and to secure conservation of the world's living marine resources;

3. Recommends that all interested members of the international community, particularly within regional organizations, continue to consider and, by no later than 30 June 1991, review the best available scientific data on the impacts of large-scale pelagic driftnet fishing, and agree upon further co-operative regulation and monitoring measures, as needed;

4. Further recommends that all members of the international community, bearing in mind the special role of regional organizations and regional and bilateral co-operation in the conservation and management of living marine resources, as reflected in the relevant articles of the Convention on the Law of the Sea, agree to:

(a) Moratoria on all large-scale pelagic driftnet fishing on the high seas by 30 June 1992 with the understanding that such a measure will not be imposed in a region, or if implemented, can be lifted, should effective conservation and management measures be taken based upon statistically sound analysis to be jointly made by concerned parties of the international community with an interest in the fishery resources of the region, to prevent unacceptable impacts of such fishing practices in that region and to ensure the conservation of the living marine resources of that region;

(b) Take immediate action to reduce progressively large-scale pelagic driftnet fishing activities in the South Pacific region leading to the cessation of such activities by no later than 1 July 1991, as an interim measure, until appropriate conservation and management arrangements for South Pacific albacore tuna resources are entered into by the parties concerned;

(c) An immediate cessation to further expansion of large-scale pelagic driftnet fishing on the high seas of the North Pacific and all the other high seas outside the Pacific Ocean, with the understanding that this measure will be reviewed subject to the conditions in 4 (a);

5. Encourages coastal countries which have exclusive economic zones adjacent to the high seas to take appropriate measures and to co-operate in collection and submission of scientific information on driftnet fishing in their own exclusive

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economic zones, taking into account the measures taken on the high seas for the conservation of living marine resources;

6. Requests specialised agencies, particularly the Food and Agriculture Organisation of the United Nations and other appropriate organs, organisations and programmes of the United Nations system, as well as the various regional and subregional fisheries organisations, to study urgently large-scale pelagic driftnet fishing and its impacts on the living marine resources and to report their views to the Secretary-General;

7. Requests the Secretary-General to bring the present resolution to the attention of all members of the international community, intergovernmental organisations, non-governmental organisations in consultative status with the Economic and Social Council, and well-established scientific institutions with expertise in relation to living marine resources;

8. Requests the Secretary-General to submit to the General Assembly at its forty-fifth session a report on the implementation of the present resolution for its consideration.

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**STEVE COWPER**  
GOVERNOR



**STATE OF ALASKA**  
OFFICE OF THE GOVERNOR  
JCHRAE

December 26, 1989

The Honorable James Baker  
Secretary of State  
2201 C St., NW  
Room 7226  
Washington, D.C. 20520

Dear Secretary Baker:

I want to thank you for your efforts to secure a resolution at the United Nations on the problem of high seas driftnets. As you know, these driftnets are causing severe conservation problems for North American steelhead and salmon stocks, and are having major impacts on marine mammals, seabirds and other living marine resources.

Unfortunately, while demonstrating international concern about the impacts of driftnets, the compromise resolution does not provide clear guidance for action to solve this problem, especially in the North Pacific. The language of the resolution is vague and will undoubtedly be subject to numerous interpretations. This could weaken the efforts of the United States to address this problem in other international arenas. Accordingly, the United States must make a concerted effort to ensure careful implementation of the provisions of the compromise resolution to protect U.S. interests. I strongly encourage both you and Secretary Mosbacher to devote the resources necessary to accomplish this task.

In addition, the State of Alaska believes there is sufficient justification to seek an immediate moratorium on driftnets in the North Pacific. This position also is reflected in the Proclamation on High Seas Driftnet Fisheries in the North Pacific recently forwarded to you by the states of Alaska, Washington, Oregon, Idaho, California and Hawaii, and joined by the province of British Columbia. By calling for a moratorium on the use of high seas driftnets, the original resolution put forward by the United States would have gone a long way toward resolving the issue.

Mr. Secretary, it is critical the United States make a clear and forceful statement regarding its concerns about the impacts of driftnets on the world's living marine resources. While the U.N. resolution can be used to demonstrate international

Mr. James Baker

December 26, 1989

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concern over driftnets, the U.S. must not allow it to be used as a stalling tactic by the driftnet fishing nations. Any moratorium, be it immediate or in 1992, must go into effect unless the driftnet fishing nations can demonstrate, through statistically verifiable scientific data acceptable to the entire international community, that driftnet fishing does not pose an unacceptable threat to the living marine resources of the world's oceans. There should be no doubt with regard to the views of the United States in this matter.

Once again, I wish to thank you for your personal efforts in this matter. It is heartening that this issue has been raised to such a level of international concern.

Sincerely,

A handwritten signature in black ink, appearing to read "Steve Cowper", with a long, sweeping horizontal stroke extending to the right.

Steve Cowper  
Governor

Alaska • British Columbia • California • Hawaii • Idaho • Oregon • Washington

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Proclamation  
on  
High Seas Driftnet Fisheries  
in the  
North Pacific Ocean

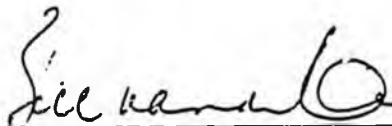
October 1989

The Province of British Columbia, and the States of Alaska, Washington, Oregon, Idaho, California, and Hawaii recognize the severe impacts that high seas driftnet fisheries in the North Pacific Ocean, conducted by Japan, Taiwan, and South Korea, have on coastal fisheries for salmon and other anadromous fish, albacore, billfish, and on populations of seabirds, marine mammals, and other living marine resources. We formally request the federal governments of Canada and the United States to:

1. Seek further reductions in Japanese landbased and mothership directed high seas salmon fisheries.
2. Immediately seek additional measures to reduce the impact of high seas squid fleets on salmonids, albacore, seabirds, marine mammals, and other living marine resources.
3. Take immediate action to establish a new convention in the North Pacific, signed by Canada, Japan, the USSR and the United States, which would prohibit the directed or incidental harvesting of salmonids on the high seas beyond the 200-mile zones established by coastal nations.
4. Take immediate steps to form the multinational research organization PICES (Pacific International Council for Exploration of the Seas).
5. Secure long-term commitments of substantially increased fiscal and personnel resources for monitoring and enforcement of international agreements.
6. Negotiate international agreements to prohibit the sale, import, or transshipment of salmon illegally harvested on the high seas.

These requests are further specified in the related document entitled Statement on High Seas Driftnet Fisheries in the North Pacific Ocean. A driftnet is defined as a gillnet composed of a panel of monofilament plastic webbing one and one-half mile or more in length; driftnet fishing is a fish harvesting method in which a driftnet is placed in the water and allowed to drift with the winds and currents for the purpose of entangling fish in the webbing.

If successfully implemented, these recommendations will represent a significant first step. However, to ensure the long-term protection of North American fisheries and living marine resources of the North Pacific, Canada and the United States should join together and initiate diplomatic efforts through the United Nations and other appropriate international forums to secure an international ban on driftnet fishing on the high seas.



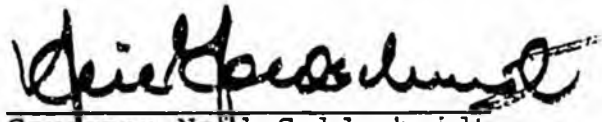
Premier William N. Vander Zalm  
Province of British Columbia



Governor Steve Cowper  
State of Alaska



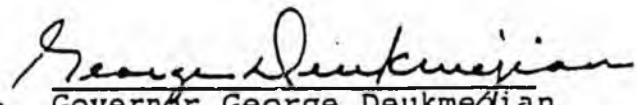
Governor Booth Gardner  
State of Washington



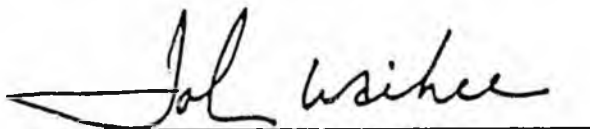
Governor Neil Goldschmidt  
State of Oregon



Governor Cecil D. Andrus  
State of Idaho



Governor George Deukmejian  
State of California



Governor John Waihee  
State of Hawaii

Alaska • British Columbia • California • Hawaii • Idaho • Oregon • Washington

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Statement on  
High Seas Driftnet Fisheries  
in the North Pacific Ocean

by

The Province of British Columbia  
and  
The States of Alaska, Washington,  
Oregon, Idaho, California, and Hawaii

October 1989

The use of driftnets on the high seas has become an issue of growing global significance. Expansion of North Pacific high seas driftnet fisheries for squid, salmon, tunas, and billfishes is a cause of major concern for coastal nations attempting to conserve anadromous fish species, albacore, seabirds, marine mammals, and other living marine resources. The recent growth of the driftnet fleets in the South Pacific has, concurrently, given rise to a call by 16 South Pacific nations for an international ban on high seas driftnets in that region. Similar restrictions in the North Pacific may be warranted.

For the purposes of this paper, a driftnet is defined as a gillnet composed of a panel of monofilament plastic webbing one and one-half miles or more in length, and driftnet fishing means a fish harvesting method in which a driftnet is placed in water and allowed to drift with the currents and winds for the purpose of entangling fish in the webbing.

This statement of concern outlines a plan of action which the Province of British Columbia and the affected states of Alaska, Washington, Oregon, Idaho, California, and Hawaii have agreed could significantly contribute to the solution of these problems and further our mutual interest in protecting and conserving anadromous fish and other living marine resources of the North Pacific. This statement provides the rationale for the Proclamation on High Seas Driftnet Fisheries in the North Pacific Ocean signed by the leaders of affected regions in western North America.

## Background

Some of the richest fisheries in the world take place in the waters of the North Pacific and Bering Sea. Fleets from all over the world fish these waters for salmon, herring, crab, bottomfish, and other fish species. In recent years, these fisheries have grown in size, area of operation, number of nations participating, and species harvested. Management of these fisheries involves a complex mix of domestic and international bodies, treaties, regulations, and agreements.

Consistent with this trend, the high seas driftnet fisheries of the North Pacific have experienced dramatic growth over the past few years. Along with this growth have been interceptions of salmon bound for North America and an incidental mortality of vast numbers of seabirds and marine mammals. These driftnet fisheries, and recent events surrounding the driftnet issue, are summarized below.

### 1. INPFC Fisheries

The United States, Canada, and Japan signed the International North Pacific Fisheries Convention (INPFC) in 1952. This treaty prohibited the Japanese from fishing to the east of 175 degrees west longitude (the longitude of Atka Island in the Aleutians) in the belief that this would protect salmon of North American origin while allowing the Japanese to continue their historical harvest of Asian salmon.

Data on the continent of origin of the catch (Asia versus North America), and on the harvest size itself, in these early years are not verifiable, but the estimate of the Japanese catch of Bristol Bay sockeye alone averaged 2.5 million fish per year. The total catch of North American salmon may have been over five million fish a year. Taking into account drop-out, this could mean an annual impact of over ten million salmon per year. The impact on certain stocks such as Bristol Bay sockeye and western Alaska coho was particularly severe.

While a great deal of valuable research was conducted under the auspices of the INPFC, no significant reductions were achieved in the level of interceptions until adoption of the 100-mile zones by coastal nations. In the U.S. this was done under the Magnuson Fishery Conservation and Management Act passed by U.S. Congress in 1976; in Canada this was accomplished by the Territorial Sea and Fishing Zones Act.

The 200-mile limit extension gave the U.S. control over significant areas that had been fished by the Japanese high

seas salmon fleets. In the renegotiation of the INPFC in 1978, concessions were negotiated in all of the Japanese high seas salmon fisheries. This renegotiation resulted in a western retreat of the Japanese landbased and mothership fleets by about 500 miles and may have reduced interceptions by as much as 70 percent.

Continuing research, however, showed that the Japanese were still intercepting significant numbers of North American salmon under the 1978 agreement. Another series of bilateral negotiations took place in 1985-86, resulting in further reductions of the Japanese mothership fishery in the central Bering Sea. Restrictions were achieved on allowable effort in the mothership fishery as well as some reduction in their landbased fishery. Research and enforcement were increased in areas that it was known the Japanese were either misreporting their catches or fishing in closed areas. Although British Columbia salmon are protected by the new INPFC boundaries, U.S. salmon stocks, Canadian salmon from the Yukon, and U.S. and Canadian steelhead are all intercepted.

In 1988 the Japanese requested changes under the INPFC to convert the mothership fishery to a landbased-type operation which would operate in the mothership fishing area. This request was the subject of several rounds of negotiations which eventually resulted in no changes for the 1989 fishing season. This issue may arise again at the 1989 INPFC meeting.

These fisheries are also regulated under a Japan/USSR Salmon Treaty in which the Soviets have place time/area restrictions and quotas on Japanese catch in various areas. The Soviets have announced a goal of phasing out the Japanese high seas fleet by 1992. The USSR/Japan high seas salmon quota has been consistently reduced over time.

## 2. Squid Driftnet Fisheries

In addition to high seas fisheries directed at salmon, there has been a new development in the North Pacific that also threatens North American salmon stocks. Large resources of squid have been discovered to the south of the mothership and landbased salmon fishing areas. These "flying squid" are relatively large creatures and are captured with driftnets of the same mesh size as the nets fished by the Japanese mothership and landbased salmon fleets. Japan, Taiwan, and Korea currently have roughly 1,200 vessels in their combined squid fleets, with Japan having the bulk of these vessels. The aggregate amount of driftnet fished by these fleets is about 30,000 miles of net set per night.

The squid driftnet fisheries are suspected of incidentally taking large numbers on non-target living marine resources including salmon, seabirds, and marine mammals. Definitive information on these incidental takes is not available at present; however, there is evidence that these fisheries are having significant impacts on fish and marine wildlife of the North Pacific. Amounts of illegally harvested salmon recovered through various enforcement actions total over 40,000 metric tons. Estimates for the incidental taking of marine mammals run to the tens of thousands (some estimates, based on limited research vessel data, run as high as 50,000 to 80,000 animals). Seabird estimates run as high as 1 million birds killed annually. Taking these estimates into account, the amount of gear put in the water by these fisheries and the suspected takings of other species such as billfish, tunas, pomfret, sharks, and sea turtles, strong evidence exists that these driftnet fisheries are having a significant impact on living marine resources of the North Pacific.

### 3. Large-Mesh Fisheries

The Japanese, Taiwanese, and Koreans all conduct large-mesh driftnet fisheries in the southern North Pacific and in the South Pacific, fishing for tunas and billfishes. Approximately 400 vessels operate in the Japanese fishery. Taiwan has reported roughly 180 vessels. Japan has limited time/area restrictions on its fleet and is in the process of establishing further regulatory controls. There are presently no regulatory controls on Taiwanese large-mesh fisheries in the South Pacific.

Many of the vessels operating in the Japanese and Taiwanese large-mesh fisheries also operate in the squid fisheries in the north. These vessels fish squid part of the year and tuna/albacore at other times of the year, and often carry both kinds of gear onboard. The combination of squid and tuna makes for a more economically viable fishing year for the vessel. There is a direct economic linkage between the South Pacific albacore problem and the squid fishery problems we have in the North.

### 4. Driftnet Act Negotiations

In 1987 the U.S. Congress passed the Driftnet Monitoring and Control act. The act required the Secretary of Commerce, through the Secretary of State, to negotiate monitoring and enforcement agreements with nations which have high seas driftnet fleets. If successful agreements are not reached, then the Secretary of Commerce is required to certify the nation (or nations) under the so-called Pelly Amendment.

Certification then opens the door for trade sanctions against fishery products imported into the United States from the certified country.

Currently, there have been negotiations with Taiwan, Korea, and Japan under the Driftnet Act. To date, these negotiations have provided information on the size and nature of these fleets and their operations. There have been agreements reached with each of the three nations. Each of these agreements contains provisions for scientific monitoring of the respective fleets as well as installation of satellite vessel location devices, restrictions on transshipments of product from the squid fleets, enhanced enforcement of time/area restrictions, and restrictions on the illegal harvesting of salmonids. While these agreements are a first step toward protecting North American fisheries resources, they each have significant shortcomings and have been the subject of intense debate and controversy in the United States.

#### 5. South Pacific Forum

In early 1989 the Forum Fisheries Agency (FFA), on behalf of 15 South Pacific Island nations, hosted a series of meetings regarding the growing presence of Japanese and Taiwanese driftnet fleets in that region. The size of the driftnet fleets has grown dramatically over the past few years and is posing a significant conservation problem for southern albacore stocks.

In June the FFA nations met with the driftnet fishing nations of Japan, Taiwan, and Korea in Suva, Fiji. Alaska and British Columbia had representatives at that meeting. Several days of discussions resulted in an impasse between the FFA and the distant water fishing nations of Taiwan and Japan. (Korea announced its intent to pull its one or two vessels out of the region and Japan has offered to limit the size of its fleet.)

The Suva meeting was followed by a meeting of Heads of State for the FFA countries where they issued the Tarawa Declaration calling for an international ban on driftnet fishing in the region. The FFA is now seeking support for an international ban on driftnets.

#### 6. British Columbia Conference

In July 1989, the Province of British Columbia hosted the North Pacific Driftnet Conference, a three-day meeting on the driftnet issue. The conference was attended by representatives from Alaska, Washington, Oregon, Idaho,

California, British Columbia, and the federal governments of Canada and the United States. The Communique from the July meeting in Sydney, British Columbia established a number of principles under which fisheries could be conducted responsibly on the high seas beyond the 200-mile zones of coastal nations. These principles include:

- There must be provision for conservation and rational management of salmon, tuna, billfish and other stocks.
- There must be recognition of the rights of states of origin to manage anadromous species and action to ensure that these fisheries are not harmful to the environment and to resources originating within the 200-mile zones of coastal states.
- High seas fisheries must be conducted in a manner that minimizes or eliminates the incidental taking of seabirds, marine mammals, and other living marine resources.
- Marine debris resulting from fishing operations must be minimized or eliminated.
- Fishing activities must be strictly controlled through effective scientific monitoring and enforcement systems.
- All nations should take steps to ensure that their channels of commerce are not used to market marine resources illegally harvested on the high seas.

### The Problem

Concerns over the effects that increased high seas driftnet fishing have on a variety of living marine resources continue to mount, and it has become evident that traditional management agreements are not adequate to protect stocks and existing coastal fisheries. The negotiations which have taken place to date may lead to improved research, monitoring, and enforcement efforts, which in turn should begin to help minimize the incidental take of salmon, seabirds, and marine mammals. However, these agreements must be viewed as interim measures which do not provide the long-term solution.

Driftnet fisheries presently taking place on the high seas of the North Pacific pose several problems which render traditional management and conservation measures ineffective over the long-term. These include:

1. The scale of the operations and the nature of the technology make for wasteful fishing practices.

Dropout rates for target and nontarget fish species may run up to 50 percent. Driftnets are nonselective and have high incidental harvest rates for nontarget fisheries resources such as tunas, billfishes, and salmonids.

2. Conventional regulatory measures may reduce problems in one fishery but, when viewed in the aggregate, may shift the problems to other fisheries and other areas.

Solutions in the South Pacific may shift the fleets to the north which will only increase our existing conflicts, or vice versa.

3. Driftnet fisheries have high incidental mortalities of other nontarget living marine resources.

Estimates indicate that, for the total North Pacific driftnet fleet, incidental takings of marine mammals probably number in the tens of thousands, and seabirds number over one million annually.

4. Substantial scientific monitoring and observer programs would be required to verify any possible rational conduct of such fisheries.

Driftnet fishing nations are reluctant to host the numbers of North American observers necessary to collect statistically verifiable data. Observer safety is a major concern in some fleets. Scientific research budgets are at a minimum now, with little likelihood for increases in the foreseeable future.

5. Maintaining an adequate enforcement presence will be extremely difficult and costly.

Protecting North American interests will place a great burden on U.S. and Canadian enforcement agencies. The North Pacific squid fleet alone operates over an area larger than the continental United States. Yet, the only way for the U.S. and Canada to ensure adequate implementation of any monitoring and enforcement measures is to mount significant programs themselves. Long-term costs may be prohibitive.

6. Commerce in illegally harvested salmon is extremely difficult to trace and eliminate.

Substantial quantities of salmon suspected of being harvested illegally have been showing up in the world market from processors located in Singapore and Thailand. Tens of thousands of metric tons of illegally caught fish have been confiscated in various enforcement actions this year. Identifying illegally harvested salmon is difficult because there is no international marking and tracking system for processed fisheries product, and treaty arrangements regarding processing illegally harvested fish are either weak or nonexistent.

### Recommendations

Recent activities in the U.S. Congress and on the international front indicate the dawning of a new era in fishery conservation, utilization, and management in the North Pacific. International realignments between the United States, Canada, Japan, and the USSR could mean increased opportunities to protect North American origin salmonids and other North Pacific living marine resources. The following actions are recommended for protecting, conserving, and managing resources of the North Pacific.

British Columbia, Alaska, Washington, Oregon, Idaho, California, and Hawaii, recognizing the magnitude and urgency of the high seas driftnet problem in the North Pacific, recommend that the following actions be taken immediately by our respective federal governments to take advantage of every opportunity to address the high seas driftnet issue, including:

1. The United States and Canada should seek further reductions in the Japanese landbased and mothership directed high seas salmon fisheries.

These reductions should be negotiated at the 1989 meeting of the INPFC. And, the 1992 phase-out date targeted by the USSR should be supported by both countries.

2. Canada and the United States should immediately seek additional measures to address the impact of high seas squid fleets on salmonids, albacore, seabirds, marine mammals, and other living marine resources.

These additional measures, effective for the 1990 season and beyond, should include effort limitations and reductions in fleet size, 100 percent coverage of the fleet with real-time satellite vessel location devices, and a comprehensive scientific observer

program. For the Japanese fleets, negotiations should be pursued at the 1989 meeting of the INPFC.

3. The United States and Canada should take immediate action to establish a new Convention in the North Pacific which would prohibit the directed or incidental harvesting of salmonids on the high seas beyond the 200-mile zones established by coastal nations.

The primary parties to such a Convention should be the major salmon producing nations of Canada, Japan, the USSR, and the United States. Such a Convention could lead eventually to a comprehensive multilateral fisheries management regime for the North Pacific. If necessary, both the U.S. and Canada must strengthen their respective claims, as states of origin, to management authority over anadromous species throughout their range.

4. Canada and the United States should take immediate steps to form the multinational research organization PICES.

The Pacific International Council for Exploration of the Seas should implement a comprehensive research program regarding the impacts of driftnet fishing on North Pacific living marine resources.

5. The United States and Canada must make long-term commitments of substantially increased fiscal and personnel resources for monitoring and enforcement of international agreements.

Each nation should immediately allocate the resources necessary to conduct comprehensive research, monitoring, and enforcement activities on the high seas. The two nations should establish cooperative scientific and enforcement programs, as appropriate, to increase the overall effectiveness of their efforts to protect North American salmonid resources and the other living marine resources of the North Pacific. The burden of these costs should be shifted to the fishing nations as soon as possible, while preserving the integrity of monitoring and enforcement programs.

6. Canada and the United States should negotiate international agreements to prohibit the sale, import, or transshipment of salmon illegally harvested on the high seas.

Bilateral or multilateral agreements should be put in place which prohibit the transshipment, purchase, sale, or import of illegally harvested salmon. Such agreements should be made with all nations which process or import salmon products, and should be accompanied by domestic implementing legislation in each of the respective importing or processing nations.

The goal of the west coast states and the Province is to ensure the long-term protection, conservation, and management of fish and other living marine resources of the North Pacific. The principles identified at the North Pacific Driftnet Conference were crafted with this overall goal in mind. Review of North Pacific high seas driftnet fisheries strongly suggests that traditional management measures and agreements are not adequate to ensure that fisheries can be conducted in a manner which will satisfy either those principles, or meet the overall goal.

If successfully implemented, the six recommendations outlined above will represent a significant first step in our joint effort to protect North American fisheries and the living marine resources of the North Pacific. However, to ensure the long-term protection of these resources, Canada and the United States should join together and initiate diplomatic efforts through the United Nations and other appropriate international forums to secure an international ban on driftnet fishing on the high seas.

*2/10/89*

PROPOSED AGENDA  
FOR SECOND MEETING OF THE  
US-USSR INTERGOVERNMENTAL  
CONSULTATIVE COMMITTEE ON FISHERIES  
LENINGRAD- SEPTEMBER 19-22, 1989

- I. Introductory Remarks by Heads of Delegation:  
Agreement on the agenda and procedures
  
- II. Questions on Preserving Reserves of Anadromous Species  
in the North Pacific Ocean
  - A. The possibility of developing a convention on  
conserving reserves of anadromous species in the  
North Pacific Ocean. Discussion of the structure and  
activities of the international organization on  
conserving anadromous species in the North Pacific  
Ocean.
  
  - B. Examination of other forms of Soviet-American  
cooperation in this field.
  
  - C. Consideration of Implementation of the February 6,  
1989 Memorandum of Understanding on Salmon  
Enforcement.
  
- III. Problems of Unregulated Fishing in the Central Bering Sea  
Region
  - A. Examination of possible mutually acceptable methods  
in connection with unregulated fishing in the  
Central Bering Sea region.
  
  - B. Examination of the Soviet proposal on a Council  
on the living resources of the Bering Sea.
  
- IV. Discussion of other items pertaining to the implementation  
of the comprehensive fishing agreement.

## JOINT PRESS STATEMENT

The U.S.-U.S.S.R. Intergovernmental Consultative Committee on Fisheries (the Committee), which was established pursuant to the May 31, 1988, Comprehensive Fisheries Agreement, held its second meeting in Leningrad, U.S.S.R., from September 19-22, 1989. The Committee considered a number of issues, including the conservation of salmonids on the high seas of the North Pacific Ocean, the expanded and unregulated pollock fisheries in the central Bering Sea, and enforcement issues related to implementation of the Memorandum of Understanding on anadromous resources in the North Pacific Ocean, signed on February 9, 1989. The two delegations were headed by their respective Representatives on the Committee, Dr. V.K. Zilanov, Deputy-Minister, Soviet Ministry of Fisheries, and Ambassador Edward E. Wolfe, Deputy Assistant Secretary for Oceans and Fisheries Affairs, U.S. Department of State.

The Committee reached agreement on the principles that would form the basis of a new convention for the conservation of anadromous stocks of fish in the North Pacific Ocean. The convention would promote the conservation and rational management of valuable anadromous resources of mutual concern. The two sides discussed possible terms of the convention and agreed to present them in the near future for consideration by other North Pacific countries of origin of anadromous species.

The convention terms discussed reflect the view of the two sides that high seas fishing for anadromous resources is irrational and wasteful. The terms include significant enforcement provisions designed to prevent the unauthorized harvest of North Pacific anadromous resources, as well as provisions for increased multilateral cooperation on scientific research. If successfully implemented, the convention would provide broader multilateral participation than the regimes currently in place, and would for the first time include all four of the major countries of origin of North Pacific anadromous resources.

The Committee reviewed the rapidly expanding high seas squid and other driftnet fisheries in the North Pacific. Both sides expressed great concern over the interception of anadromous resources in certain of these fisheries and their other adverse impacts on the North Pacific marine environment. They noted their intention to cooperate in gathering information on the impact of driftnet fisheries and in gaining multilateral cooperation in effectively regulating such fishing practices.

Both sides concurred that the recent level of unregulated pollock fishing in the Central Bering Sea (the so-called "donut") when combined with regulated fisheries in the respective U.S. and Soviet zones, greatly exceeds the total allowable biological catch. The Committee recommended that the total pollock catch in the donut be reduced to the level that will eliminate any adverse impact on the pollock stocks in the two countries' zones.

The Committee agreed to establish a bilateral auxiliary body called the Bering Sea Fisheries Advisory Body (BSFAB) to advise the Committee on Bering Sea fisheries including the donut area. This body will advise the Committee on the rational management of fisheries in the Bering Sea including the donut area and on actions which may be taken to reach agreements to control the unregulated fisheries in the donut. The BSFAB will attempt to identify and assess Bering Sea pollock resources, establish a common databank, coordinate Bering Sea fisheries research, and examine and report on a variety of fish management issues. The first meeting of the BSFAB has been tentatively scheduled for November 1989 in Seattle, Washington, to allow it to present its conclusions to the Committee as early as possible in 1990.

The Committee also discussed implementation of the February 9, 1989, Memorandum of Understanding on anadromous resources of the North Pacific Ocean. Enforcement experts from the two exchanged significant information and views on their respective measures for effective high seas enforcement patrols, and on areas where increased cooperation could be attained.

The Committee agreed to hold its next meeting in the United States at a time to be agreed upon.

US DELEGATION LIST (cont'd)

Industry Representatives

|                          |         |           |
|--------------------------|---------|-----------|
| 22. Katherine E. Graham  | 4-20-49 | 070447700 |
| 23. Richard B. Lauber    | 3-6-29  | 070278420 |
| 24. Henry V. E. Mitchell | 7-19-46 | 071101346 |
| 25. Terry J. Baker       | 9-26-46 | 070690272 |
| 26. John R. Gilbert      | 5-6-27  | 071445163 |
| 27. Kevin L. Kaldestad   | 1-24-54 | 070893863 |
| 28. Robert F. Morgan     | 1-7-24  | 070681642 |
| 29. Alvin R. Burch       | 9-25-36 | E263284   |

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US-SOVIET FISHERIES CONSULTATIONS  
SEPT. 19-22  
LENINGRAD

PROPOSED US DELEGATION

|  | <u>DOB</u> | <u>Passport #</u> |
|--|------------|-------------------|
| <u>State Dept.</u>                                     |            |                   |
| 1. Edward E. Wolfe                                     | 1-20-47    | 900039300         |
| 2. Larry Sneed   |            |                   |
| 3. Donna Darm  | 2-11-54    | 900035409         |
| 4. Wayne Neill   | 4-24-57    | 900029295         |
| <u>Coast Guard</u>                                     |            |                   |
| 5. Scott Buschman                                      | 2-12-62    | 800354500         |
| 6. William H. Anderson                                 | 11-28-48   | 800388792         |
| <u>National Oceanic and Atmospheric Administration</u> |            |                   |
| 7. Carmen Blondin                                      | 5-13-30    | 800369979         |
| <u>National Marine Fisheries Service</u>               |            |                   |
| 8. Steven Penncyer                                     | 9-28-44    | 071107806         |
| 9. Rolland Schmitt                                     | 8-25-44    | P800300128        |
| 10. William Aron                                       | 6-25-30    | 800272499         |
| 11. George Herrfurth (or Dean Svanson)                 | 2-18-60    | 800258797         |
| 12. Robert A. Taylor                                   | 5-29-53    | 800170961         |
| <u>Commissioner, U.S. Section- INPFC</u>               |            |                   |
| 13. Clem Tillion                                       | 7-3-25     | 800214680         |
| <u>State Government Representatives</u>                |            |                   |
| 14. David Benton                                       | 6-6-52     | 070731805         |
| 15. Donald W. Collinsworth                             | 9-6-41     | 070382968         |
| 16. John E. Binkley                                    | 2-4-53     | 012529795         |
| 17. Joseph R. Blum                                     | 1-16-40    | D1577756          |
| 18. Mark G. Pedersen                                   | 7-1-47     | 072227253         |
| 19. Samuel R. Cotten                                   | 7-16-47    | 072242119         |
| 20. Donald Bevan                                       | 2-22-21    | E923027           |

## СОСТАВ

делегации СССР на 2 сессии советско-американского  
Межправительственного консультативного комитета  
по рыбному хозяйству /Ленинград, 19-22.09.1969 г./

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3. Минеев В.Н.
4. Вылегжанин А.Н.
5. Суков В.Б.
6. Махеев В.Г.
7. Панкратова С.В.

### Министерство иностранных дел СССР

8. Бугаев А.Б.

### Главное Управление пограничных войск КГБ СССР

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15. Костарев В.Л.
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18. Романов В.А.
19. Поляков А.Б.