

HB

366

HFIN

FILE

HOUSE COMMITTEE REPORT

(11)

Date Referred to Committee: February 9, 1996

FURTHER REFERRALS:

Date of Committee Action: 4/3/96

The FINANCE Committee considered:

HB 366

HOUSE BILL NO. 366

MARINE SAFETY EDUCATION PROGRAMS

"An Act relating to marine safety training and education programs."

recommends it be replaced with the following committee substitute CS HB 366 (Fin) the same title a new title

additional referral to _____ Committee

attached amendment(s)

ADOPTS: _____ Letter of Intent

ATTACHES NEW FISCAL NOTE(S): (Dept) _____ APPROVES PREVIOUS: (Dept/Date) _____

fiscal note(s) HFC for DORA fiscal note(s) _____

zero fiscal note(s) _____ zero fiscal note(s) Rev, 1/3/96

SIGNING WITH RECOMMENDATIONS	DP	DNP	NR	AM
<i>[Signature]</i> Foster	X			
<i>[Signature]</i> Hanley	X			
<i>[Signature]</i> Martin			X	
<i>[Signature]</i> Kohring	X			
<i>[Signature]</i> Grusendorf	X			
<i>[Signature]</i> Brown	X			
<i>[Signature]</i> Kelly	X			
<i>[Signature]</i> Theriault	X			

CHAIR'S SIGNATURE *[Signature]*

FISCAL NOTE

STATE OF ALASKA
1996 LEGISLATIVE SESSION

BILL NO. CS HB 366

Title: An act relating to marine safety training...
Sponsor: House Finance Committee
Requestor: Representative Austerman

Dept. Affected: DCRA
BRU: Admin & Support
Components: Commissioner's Office
Serial #: _____

EXPENDITURES/REVENUES: (THOUSANDS OF DOLLARS)

OPERATING	FY 97	FY 98	FY 99	FY 00	FY 01	FY 02
Personal Services						
Travel						
Contractual						
Supplies						
Equipment						
Land & Structures						
Grants, Claims	150.0	150.0	150.0	150.0	150.0	150.0
Miscellaneous						
TOTAL OPERATING	150.0	150.0	150.0	150.0	150.0	150.0

CAPITAL						
---------	--	--	--	--	--	--

REVENUE						
---------	--	--	--	--	--	--

FUNDING: (THOUSANDS OF DOLLARS)

General Fund	150.0	150.0	150.0	150.0	150.0	150.0
Federal Fund						
Other						
TOTAL						

POSITIONS :

Full-Time						
Part-Time						
Temporary						

ANALYSIS: (ATTACH A SEPARATE PAGE IF NECESSARY)

see attached analysis

\$150.0 is less than 50% of the income earned from the Fisherman's Fund. \$150.0 dollars is the amount previously granted by the federal government for the program.

Prepared by: House Finance Committee

Date: April 1, 1996

Co-Chair Mark Hanley *MH*

Phone: 465-4939

Co-Chair Richard Foster *RF*

Phone: 465-3789

Revision Date: January 12, 1996 Dept. Affected: Revenue
 Title: An act relating to marine safety training and BRU: _____
education programs Component: _____
 Sponsor: DHSS Committee
 Requestor: Rep. Austerman COMPONENT SERIAL NO. _____

Expenditures/Revenues:

(Thousands of Dollars)

OPERATING EXPENDITURES	FY 97	FY 98	FY 99	FY 00	FY 01	FY 02
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0.0	0.0	0.0	0.0	0.0	0.0
CAPITAL EXPENDITURES						
CHANGE IN REVENUES ()						

FUND SOURCE

(Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF						
1005 GF/Program Receipts						
1037 GF/Mental Health						
Other						
TOTAL	0.0	0.0	0.0	0.0	0.0	0.0

Estimate of any current year (FY96) cost \$ _____

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS:

Earnings on the Fisherman's Fund currently are left with the General Fund and do not belong to the fund. Based upon the assumptions disclosed below, \$200,000 would be available for appropriation each year. While the funding source would clearly be the General Fund, it is difficult to determine which Department should reflect the fiscal impact as the bill does not address who the granting agency would be.

ASSUMPTIONS:

Current balance is \$8.1 million. As the fund is actively encouraging claims from fishermen, we have assumed that the fund will simply remain stable at \$8.0 million. The interest rate assumption used is 5%. Interest on \$8.0 million at 5% would be \$400,000 annually. One-half of this amount would then be \$200,000.

Prepared by: Betty Martin, Comptroller
 Division: Treasury
 Approved by Commissioner: [Signature]
 Agency: Department of Revenue

Phone: 465-2350
 Date: 1/12/96
 Date: 1/12/96

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Adopted

9-LS1333\F.1
Utterbohle
4/2/96

AMENDMENT 1

OFFERED IN THE HOUSE

TO: CSHB 366(HES)

- 1 Page 1, line 8:
- 2 Following "appropriate":
- 3 Insert "up to"
- 4 Following "of the":
- 5 Insert "interest"

Ron Perkins, MPH

Mr. Perkins is the Director of the Community Injury Prevention Program, Alaska Native Health Service, Anchorage, Alaska.

Evaluation of An Alaskan Marine Safety Training Program

SYNOPSIS

THE ALASKA MARINE Safety Education Association provides commercial fishermen with an intensive 18–24-hour course addressing emergency preparedness, emergency response, and survival training. This study is a retrospective evaluation of the effectiveness of the course in reducing drownings and hypothermia deaths among commercial fishermen from January 1, 1991, to December 31, 1994.

None of the 111 fishermen who died during the study period were graduated from the course, and none of the 64 vessels on which a death occurred had an course-trained person on board.

A broken weld in the hull, a malfunctioning pump system, a leaking hatch cover, a man overboard, an engine fire, or any number of other disasters can occur quickly and unexpectedly at sea. Alaska's commercial fishing industry has the highest occupational fatality rate in the United States. Nearly 25 percent of all U.S. commercial fishing fatalities occur in Alaska, twice the number of the second highest State (Louisiana) (1). An average of 40 boats go down off the coast of Alaska each year, with an annual average of 28 lives lost.

Alaskan fishing crews work year-round in extremely hazardous conditions. Imagine working in a factory where the floor is covered with water or ice and is constantly moving. Imagine a work environment in which not all of the heavy equipment is anchored down and you have to wear heavy, bulky clothing. And if a fire, flood, or other disaster strikes, it is impossible to escape by running outside. Commercial fishing in Alaska is a very dangerous occupation.

The Congress passed the "Commercial Fishing Industry Vessel Safety Act of 1988" to address the industry's safety deficiencies. The Act established standards for survival gear, safety equipment, fire fighting equipment, distress signals, alarms, and first aid training for personnel on fishing vessels. Under the Act, each boat's crew is required to have a trained person conduct monthly emergency safety drills.

This retrospective study was designed to determine whether the Alaska Marine Safety Education Association's (AMSEEA) safety training sessions, which meet the requirements of the 1988 Act, are effective in reducing drownings and hypothermia deaths of commercial fishermen. AMSEEA's training is

Reprints requests to Ron Perkins; tel. 907-273-0102; fax 907-271-4734; e-mail <rperkins@corcom.com>.

modeled on the International Maritime Organization's (IMO) Personal Survival Module.

Methods

AMSEA's Marine Survival Equipment, Procedures, and Drills Course addresses emergency preparedness, survival training, vessel stability and loading, and the procedure for conducting safety drills. The participants in the 20-hour course are taught how to abandon ship, fight fires, use distress signals, make distress calls, launch survival craft, don survival suits, recover people from the water, and other skills. Requiring safety and survival equipment is valuable, but people must practice using the equipment prior to an emergency for maximum effectiveness.

Nearly all of the course participants were either skippers or crew members on commercial fishing vessels. The course is taught by AMSEA trained instructors.

A cumulative total of 1,518 people were trained by AMSEA as Drill Instructors from January 1, 1991, to December 31, 1994; this number represents only three percent of the total number of fishermen registered in 1994 (2).

Our study period was from January 1, 1991, to December 31, 1994. The United States Coast Guard database was used to identify vessels that were either involved in drownings or required rescues during the study period. The database lists vessel name, date of incident, victims, survivors, and a brief description of the incident. We used information from incident investigations conducted by the National Institute for Occupational Safety and Health (NIOSH)—Alaska Activity—and from a newspaper clipping service to cross-check for accuracy and to find additional names for victims and survivors. A survivor was defined as a person who was rescued from a boat in distress, either by the Coast Guard or by another vessel. Every effort was made to identify the 116 unidentified survivors from Coast Guard reports, NIOSH investigations, and newspaper accounts.

The names of victims and survivors were then compared with a list of AMSEA Drill Instructor Course graduates. The dates of the vessel loss and of the course graduation were compared, with people who took the course after losing their boat excluded.

Victims and survivors who could not be identified by name were not included in the study. Lost vessels that were unoccupied were also excluded.

Table 1 shows a two by two table created using the number of deaths, the number of survivors, and whether or not they were AMSEA trained. The Fisher exact 2-tailed test was used to determine the probability that the difference in survivability was random.

Results

The U.S. Coast Guard reported a total of 157 vessel incidents in Alaska during the four-year study period. None of the 114 documented deaths were of AMSEA Drill

Death toll in Alaska vessel incidents among AMSEA¹ and non-AMSEA graduates 1991-94

Year	Vessels	Incidents	Deaths	Identified	
				Survivors	Non-AMSEA
1991	17,580	47	41	44	2
1992	17,194	45	42	41	1
1993	16,276	26	21	45	1
1994	16,192	41	10	97	6
Totals		159	114	227	10

¹Alaska Marine Safety Education Association.

²Only the survivors who were AMSEA graduates were counted as "saves," although there was an average of three additional (non-AMSEA trained) persons on each of the eight vessels.

Instructor Course graduates ($P = 0.034$). There were 343 survivors, of whom 227 (66 percent) were identified by name. Of the identified survivors, 10 were AMSEA graduates from eight different vessels. Only the survivors who were AMSEA graduates were counted as "saves," although there was an average of three additional (non-AMSEA trained) persons on each of the eight vessels.

One person's knowledge of life raft deployment, distress signal use, or emergency response could easily save an entire vessel and crew. We identified 64 vessels on which at least one death occurred during the study period and an additional 86 vessels with at least one identified survivor and no deaths.

Eight of the 86 "at least one survivor vessels" and none of the 64 "at least one death vessels" had an AMSEA-trained person on board ($P = 0.021$).

Discussion

It is apparent that the AMSEA training course is having an effect in reducing drownings among commercial fishermen.

According to the crews from two vessels not counted in this study, practicing the emergency drills described in the AMSEA manual had saved their lives. Several AMSEA graduates have noted that their knowledge and preparedness actually prevented the need to call the Coast Guard for help.

One possible confounding variable, beyond the scope of this study, is whether people who chose to take the AMSEA course had unique characteristics that made them different from other commercial fishermen. In other words, were "safety conscious" people more likely to take the course?

Other drill instructor courses are considerably shorter (eight hours) and use very few hands-on exercises. Additional evaluations are needed to determine the effectiveness of these abbreviated courses.

References

1. National Traumatic Occupational Fatality database. 1980-1989. National Institute of Occupational Safety and Health, Morgantown, WV, 1992.
2. Fish and game licensing. Alaska Department of Revenue, Juneau, October 1994.

Drowning Rate Comparison

U.S. Drowning Rate (1985-91):
1.85/100,000 pop./year*

State of Alaska Drowning Rate (1988-92):
20/100,000 pop./year**

Alaska Native Drowning Rate (1988-92):
44/100,000 pop./year**

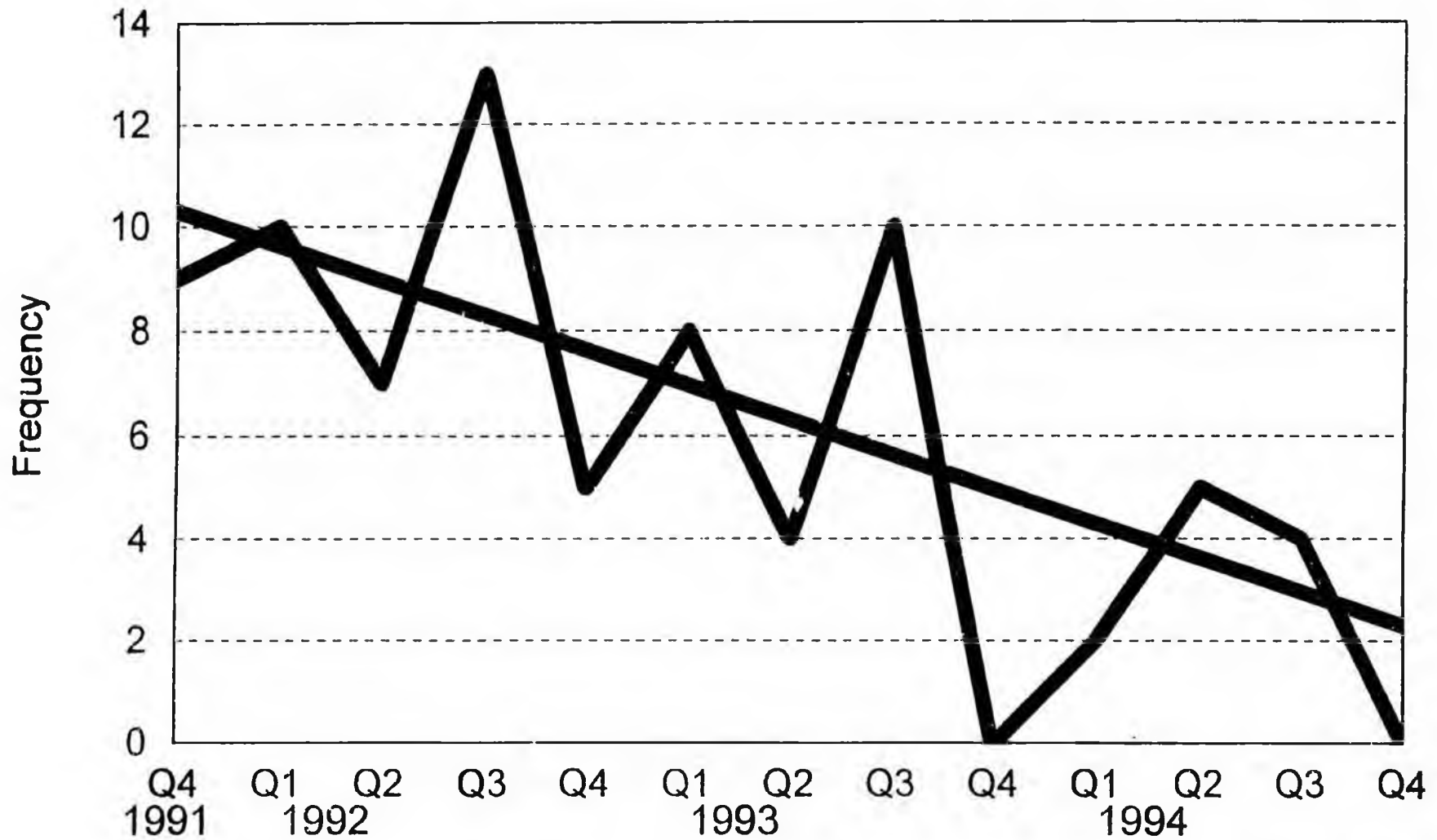
Alaska Other Race Drowning Rate (1988-92):
15/100,000/year**

* Denominator: Injury Mortality, National Center for Health Statistics, 1985-1991, June 1994.

** Denominator: Alaska Population Overview - 1990 Census & Estimates, Alaska Department of Labor

Commercial Fishing Fatalities by Quarter, Alaska

October 1, 1991 through December 31, 1994, N=77



$$X^2_{\text{linear trend}} = 9.728; p = .001$$

Recent Decrease in Case Fatality Rate, Alaska Commercial Fishing Industry, 1991--1994

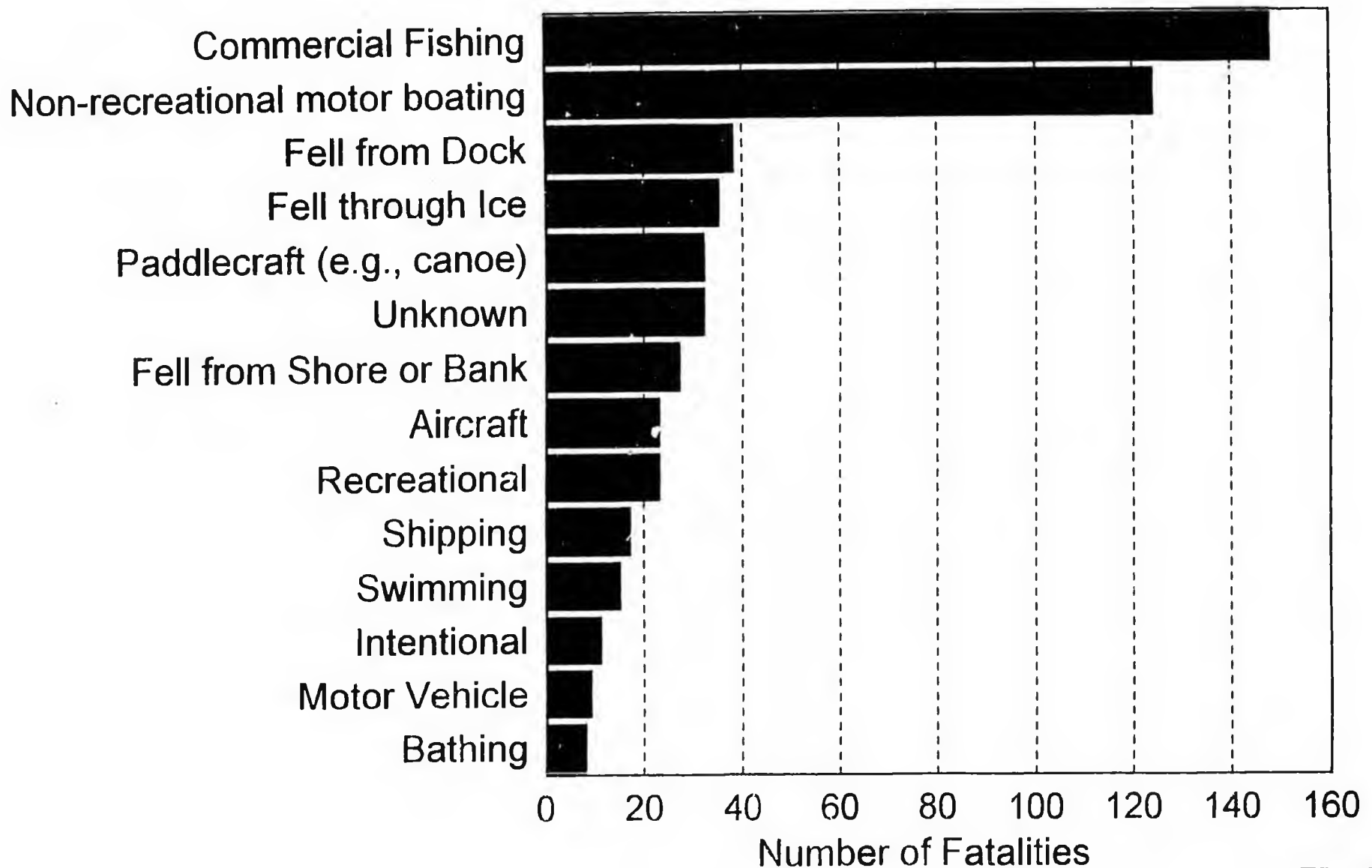
Year	Number of vessels lost*	Number of persons on board*	Number of persons killed*	Case Fatality Rate **
1991	38	86	21	24 %
1992	43	101	18	18 %
1993	24	91	13	14 %
1994	36	130	3	2 %

*SOURCE: U.S. Coast Guard, 17th District, Fishing Vessel Safety Coordinator.

** Case Fatality Rate = (number of persons killed/ number of persons at risk) X 100 percent.

$\chi^2_{\text{linear trend}} = 23.188; p < .00001$

Drowning Fatalities by Activity, Alaska, 1988-1992, n=542



REPRESENTATIVE ALAN AUSTERMAN Alaska State Legislature

P.O. Box 2368, Kodiak, Alaska 99615 (907) 486-5930 • Session: State Capitol, Juneau, Alaska 99801 465-2487

SPONSOR STATEMENT

HB 366

"An Act relating to marine safety training and education programs."

JANUARY 11, 1996

The Alaska Marine Safety Education Association (AMSEA) has been operating in the State of Alaska for 10 years. The primary purpose of this organization is to reduce the loss of life and injury in the Alaskan marine environment by providing education through a statewide network of qualified marine safety instructors.

AMSEA provides the safety training required by the Commercial Fishing Vessel Safety Act of 1988 to communities throughout Alaska. The Act, which took effect in 1991, requires a minimum in safety training and equipment for commercial fishing vessels.

AMSEA also helps Alaskans by providing marine safety instructor training who in turn teach drill instructor courses. These marine safety instructors also train the Alaska boating and fishing public, including many children and adults, in marine safety. Of the 7300 people AMSEA trained in 1995, 2000 were from the commercial fishing industry, 3700 were children.

According to a recent study by the Native Health Service, AMSEA training significantly reduced fatalities among commercial fishermen. This coincides with a 50 percent drop in fishing fatalities in Alaska in the last four years.

AMSEA is a nonprofit, community-based information and training network, supported by many volunteers. Its annual budget has ranged from \$100,000 to \$250,000 in the past five years. It has been receiving 100 percent of its funding from federal grants but these federal grant programs are ending June 30, 1996. This organization deserves our intervention to ensure long-term funding source stability.

SPONSOR STATEMENT

Akhiok • Karluk • Kodiak • Larsen Bay • Old Harbor • Ouzinkie • Port Lions

The Fishermen's Fund (AS 23.35.060) was created before statehood. One hundred percent of the fishermen's fund is funded by commercial fishing license fees. Sixty percent of license fees are dedicated to this fund. Since commercial fishermen are the beneficiaries of the marine safety training required, it is appropriate to allow part of the interest on the fund to be used to fund some of AMSEA's marine safety programs.

It is estimated that the Fishermen's Fund generates approximately \$310,000 in interest a year. By way of this legislation, AMSEA is requesting approximately \$155,000 a year.



Alaska Marine Safety Education Association

P.O. Box 2592, Sitka, Alaska 99835 PH (907) 747-3287 FAX (907) 747-1406

August 4, 1995

Alan Austerman
P.O. Box 2368
Kodiak, Ak. 99615

Dear Representative Austerman:

I am writing this letter to you in regards to funding for AMSEA's statewide training and education efforts in marine safety. Our financial situation now is critical. This summer, our budget (which comes solely from federal sources) has been cut by 75% from an already very minimal staff and low overhead program.

Through AMSEA's efforts in FY 95, over 7,500 people in trained in marine safety. Over of those trained are children, and over 1,000 were commercial fishermen, who are required to take USCG approved training in conducting emergency on board drills and survival. The AMSEA network of community based marine safety instructors has been responsible for training over 2,800 commercial fishermen in this requirement over the last 4 years. This has resulted in training being brought into over 60 Alaskan fishing ports. As a recent study has indicated (Perkins study enclosed), this training has been at least partly responsible for the 50% reduction in commercial fishing fatalities over the last 3 years in Alaska.

Alaska is the only state in the nation without a safe boating program, yet Alaska has the highest drowning rate in the nation (12x the national average). AMSEA has tried to fill in this education gap for the last 10 years, but without some state support at this point, AMSEA's efforts will be reduced to near zero.

AMSEA recognizes that fiscal belt tightening needs to occur at both the state and federal level. However, there is a source of fishermen contributed revenues that could be used to support AMSEA's work. The Fishermen's Fund was established in the early 1950's to help defray minor medical costs suffered by fishermen on the job. This fund is totally contributed to by fishermen. Income to this fund has greatly increased over the past few years and expenses keep decreasing. Although this is a grandfathered dedicated fund, the interest it is now earning goes into state general operating revenues. At this time there is over 7.2 million dollars in this Fund. AMSEA cannot and does not wish to tap into this dedicated fund's principal itself, but thinks it would make common sense to use just 50% or so of the \$300,000 in interest the Fund generates annually and put this back into injury prevention in fisheries and marine users.

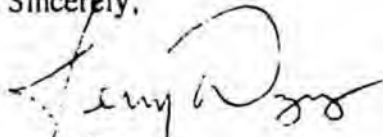
AMSEA is seeking your support for this funding in the next legislative session. We have the support from a number of fishing groups on this issue. Sitka's Representative, Ben Grussendorf is interested in working with you and Carl Moses this summer to pave the way for introducing a bill in the next legislature and working this through the budgetary process.

We hope that we can gain your support for this important work. AMSEA has worked for over

10 years to build expertise in marine safety relevant to the Alaska working, recreational and subsistence environment. It would be grossly inefficient to lose this expertise and then have to recreate it all again at a future date because the need was still great.

Please feel free to contact this office or Rep. Grussendorf if you need any other information on this matter at this time. Thank you in advance for your support.

Sincerely,

A handwritten signature in black ink, appearing to read "Jerry Dzuga". The signature is written in a cursive style with a large, looped initial "J".

Jerry Dzuga
Director/Training Coordinator

c.c. Rep. Ben Grussendorf
Rep. Carl Moses

enc: Perkins study
AMSEA Accomplishments
Proposal for long term funding base for AMSEA
Port list of AMSEA outreach delivered Drill Instructor courses
AMSEA brochure

ALASKA STATE LEGISLATURE
LEGISLATIVE BUDGET AND AUDIT COMMITTEE
Division of Legislative Finance



P.O. Box 113200
Juneau, AK 99811-3200
(907) 465-3795
FAX (907) 463-4885

MEMORANDUM

DATE: January 16, 1996
TO: Representative Alan Austerman
ATTN: Amy Daugherty
FROM: Jetta Whittaker *JW*
Fiscal Analyst
SUBJECT: Fishermen's Fund Statistics

You asked for some general information on the Fishermen's Fund to accompany House Bill 366. I was able to determine the following from the Governor's budget detail book and conversations with the Departments of Labor and Revenue:

The Disabled Fisherman's Fund provides for assistance with the costs of occupational injuries and illness for Alaska's licensed commercial fishermen who are injured or become ill due to commercial fishing activities on shore or in Alaska waters. The fund consists of crewmember license and permit fees collected by the Department of Fish and Game and the Commercial Fisheries Entry Commission. Sixty percent of these license and permit fees are dedicated to the Disabled Fishermen's Fund. From crewmember licenses, which are \$30 and \$90 for residents and non-residents, respectively, the Fund collected \$994,800 in FY95. From permits issued, at \$30 and \$90 again, the Fund collected another \$396,100, for a total of \$1,390,000 in FY95.

At the close of FY95, the Fund contained \$7,367,700. The total number of claims submitted for review in FY95 was 1,237. FY95 Actuals reflect that the total amount of claims paid was \$339,400, while FY95 Authorized amount for claims was \$1,063,300.

In FY97, the Governor requests \$1,039,400 for the grants line as payment of benefits to individuals, and estimates that 2,300 claims will be submitted. The increase in expected claims is due to an effort to increase awareness of the Fund via a broader distribution of Fishermen's Fund booklets and general information in FY97.

The Department of Labor has calculated that 64% of claims submitted resulted in payment in FY93, and estimated that the claim payment rate has increased a bit since then, due to improved database tracking. The remaining claims are rejected or pending for receipt of further information.

As you know, the interest earned by the Disabled Fishermen's Fund does not return to the Fund itself, but instead is deposited in the General Fund. The Treasury Management Division in the Department of Revenue does not separately track interest earned on funds that deposit earnings into the general fund, but has prepared a fiscal note to estimate the effects of HB366. The Division estimates that \$200,000 would be available for appropriation if half of the Fund's earnings are to be redirected from the General Fund.

I hope this information proves useful to you. Please call if you have any questions.

DEPARTMENT OF LEGAL SERVICES
LEGISLATIVE AFFAIRS AGENCY
STATE OF ALASKA

(907) 465-3867 or 465-2450
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Mail Stop 3101

130 Seward Street, Suite 409
Juneau, Alaska 99801-2105

MEMORANDUM

December 28, 1994

SUBJECT: Fisherman's fund (AS 23.35)(Work Order No. 9-LS0362)

TO: Representative Ben Grussendorf
Attn: Katherine

FROM: Michael F. Ford *M. F.*
Legislative Counsel

You have asked if the fisherman's fund (AS 23.30.060) could be used to fund a program to teach safety to commercial fishermen. As explained in this memo, I believe that using the fund to teach safety could only be done if this purpose was added as a statutory purpose of the fund.

The existing benefits provided by the fund, those under AS 23.35.070 - 23.35.140, are all intended to treat fishermen who become disabled. There are no funds provided for prevention of injuries, or safety training. It could certainly be argued that prevention of accidents is directly related to the general purpose of the fund, but without statutory authority this type of expenditure would be beyond the scope of the benefits provided under existing law.

I should also point out that if the legislature alters the fund this would raise dedicated fund issues. As a fund in existence at statehood, the fisherman's fund is exempt from the prohibition against dedicated funds contained in Article IX, section 7, of the Alaska Constitution. However, the Attorney General has taken the position that no change to a grandfathered fund is permitted without destroying the legal dedication and making the fund subject to the dedicated fund clause. In short, you could modify the purpose of the fisherman's fund to permit funding for a safety program but by doing so you run the risk of destroying the dedicated fund exemption presently enjoyed by the fund.

If you have further questions on this matter please contact me.

MFF:lmb
95-063.lmb

LEGAL SERVICES

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Mail Stop 3101

130 Seward Street, Suite 409
Juneau, Alaska 99801-2105

MEMORANDUM

February 1, 1996

SUBJECT: Fishermen's Fund (CSHB 366(HES))

TO: Representative Alan Austerman
Attn: Amy Daugherty

FROM: George Utermohle *GU*
Legislative Counsel

You have asked whether CSHB 366(HES) alters or impairs the present dedication of certain revenues to the fishermen's fund (AS 23.35.060).

The answer is no.

The fishermen's fund is composed of 60 percent of money received by the state from commercial fishermen's licenses and money appropriated to the fund by the legislature. AS 23.35.060. The dedication of commercial fishermen's license fees is valid under art. IX, sec. 7 of the Constitution of the State of Alaska because the dedication existed at the time the constitution was ratified by the voters of the Territory of Alaska.¹ Dedicated funds in existence at the time of ratification are allowed to continue. The Attorney General on numerous occasions has stated that such grandfathered dedicated funds may be destroyed if the purpose or terms of the dedication are altered. 1959 Alaska Att'y Gen. Op. No. 7; 1959 Alaska Att'y Gen Op. No. 14; 1985 Inf. Alaska Att'y Gen. Op. (366-071-85) October 31; among several others.

¹ Article IX, sec. 7, Constitution of the State of Alaska states (emphasis added):

SECTION 7. DEDICATED FUNDS. The proceeds of any state tax or license shall not be dedicated to any special purpose, except as provided in section 15 of this article or when required by the federal government for state participation in federal programs. This provision shall not prohibit the continuance of any dedication for special purposes existing upon the date of ratification of this section by the people of Alaska.

Representative Alan / erman

February 1, 1996

Page 2

CSHB 366(HES) does not alter the purpose or the terms of the dedication of certain revenue to the fishermen's fund. The bill provides that interest earned on the principal of the fishermen's fund may be appropriated by the legislature for marine safety training and education programs. The interest earned on the principal of the fund is not dedicated to the fund. The interest is deposited into the general fund and is available for appropriation by the legislature for any public purpose. See, 1982 Alaska Att'y Gen. Op. No.13, at 14 - 18, November 30; 1985 Inf. Alaska Att'y Gen. Op. (366-071-85) October 31. The bill does not alter this arrangement in the least. All the bill does is to state that the legislature may appropriate some of this interest to certain programs if the legislature so decides.

Thus the bill does not alter or impair the current dedication of commercial fishermen's license fees to the fishermen's fund or the use of those fees to provide benefits to injured fishermen.

If I may be of further assistance, please advise.

GU:glc

96-077.glc

AMSEA: ALASKA'S MARINE SAFETY NET

Henry (Hank) Pennington

Since 1971 the University of Alaska Fairbanks, Marine Advisory Program (MAP) and the Alaska Sea Grant College Program have worked with the fishing industry to reduce high accident rates and loss of life in the industry. Much of this effort has taken the form of marine safety training. Recognizing that the scope of the problem far exceeded their resources, MAP Marine Safety program personnel enlisted the aid of the U.S. Coast Guard in 1982 to help with training efforts and ultimately to produce the award-winning Fisheries Safety and Survival video series.

Encouraged by the success of that joint effort, I joined representatives of state and federal agencies and private organizations in 1985 to develop a training program that would address the safety needs of commercial fishermen and other marine users. At that time no safety regulations existed for commercial fishing vessels. Although agencies involved in marine activities recognized the need for safety training, especially in regions with extreme conditions, like Alaska, funding and expertise were lacking in any one agency. The Alaska Marine Safety Education Association (AMSEA) was formed as a result of the cooperative effort among agencies. It was the first program of its kind and has played a leading role in training instructors from throughout the country to develop marine safety programs in their home regions.

AMSEA is a nonprofit, community-based information and training network with headquarters in Sitka; it is funded by public grants and supported by volunteers. The association takes a unique approach for an education program: curricula are developed by committees comprising representatives from the agencies involved, depending on the expertise required. Training programs are conducted by agency personnel, and the Board of Directors is made up of agency representatives. Supporting organizations include the School of Fisheries and Ocean Sciences Marine Advisory Program; the Alaska Department of Health and Social Services, Emergency Medical Services Section; the Alaska Department of Public Safety; Northstar Survival, Inc.; the Southeast Alaska Regional Health Corporation; the Southeast Regional Emergency Medical Services Council; the U.S. Coast Guard; and the Alaska Department of Education Alaska Vocational Technical School. Grants have been obtained from the Alaska Department of Health and Social Services, the U.S. Department of Commerce, and the U.S. Coast Guard.

A major goal is to teach instructors to train others in their communities. Instructors are versed not only in the specifics of the marine safety and survival curriculum, but also in methods of instruction; they are given practice teaching opportunities and hands-on reinforcement of subject material. Training supplies and materials are available at no cost to AMSEA instructors for use in their own marine safety classes. Equipment includes marine survival gear, videos, and other educational materials.

Participation in marine safety programs in Alaska increased dramatically after passage of the National Commercial Fishing Vessel Safety Act by Congress in 1988. The Act, which took effect in 1991, delineates the minimum safety training and equipment requirements for commercial vessels, with regional differences depending on conditions. Since passage of the Act, requests for AMSEA classes have more than tripled.



Hank Pennington demonstrates the proper and safe method of getting into a survival suit during a safety workshop. (Photo: D. Mercy)

AMSEA safety training is credited with saving 21 lives



Henry (Hank) Pennington. (SFOS file photo)

Mr. Pennington has been a Marine Advisory Agent with the Marine Advisory Program in Kodiak since 1975, and is also an Assistant Professor of Fisheries Extension in the University of Alaska Fairbanks School of Fisheries and Ocean Sciences. He obtained his B.S. (1973) and M.S. (1985) in Fisheries from Humboldt State University.

The founding and current chairman of the Alaska Marine Safety Education Association, Pennington was a recent recipient of the Jerry Jurkovich Award, given by the National Marine Fisheries Service, for his years of service in the field of marine safety. Author of numerous articles and video texts on marine safety and development of new fisheries, he is also an outdoor writer for the Kodiak Daily Mirror.

As a MAP agent, he views his role as being a communication link between fishermen and the University. He believes education can play a major part in arriving at solutions to the problem of developing marine resources without compromising the resource base.

Related reports may be obtained from:

Publications Office
Institute of Marine Science
School of Fisheries and Ocean Sciences
201 O'Neill Building
University of Alaska Fairbanks
Fairbanks, Alaska 99775-1090



UNIVERSITY OF ALASKA FAIRBANKS

More than 200 instructors from 13 states have been trained to date, including a group from McMurdo Station in Antarctica. The initial focus of training Alaskans has broadened to include the Pacific Northwest, to intercept fishermen who work in Alaskan waters. Instructors from coastal states all over the U.S. also have participated, and AMSEA is now being used as a model for programs in other parts of the country. With the support of the U.S. Coast Guard, similar programs are being developed in New Jersey, Oregon, and Washington.

To date, the association has promoted marine safety information and training to over 20,000 people. An evaluation of the effectiveness of the program was conducted by an independent organization that surveyed fishermen about their knowledge of marine safety and the effects of their training experience. Eighty-two percent of the respondents indicated that their behavior was affected by the training they received, with the majority stating that they were more safety-conscious, and 50% reported that they had purchased additional or improved safety equipment following training. Sixty percent of the instructors reported cases in which AMSEA training saved lives or enabled students to deal with dangerous or life-threatening situations. The survey documented 21 cases in which the training saved lives.

In addition to providing an invaluable service by training users in marine safety and survival skills, AMSEA also has helped to break down institutional barriers between public agencies and the public. There is no question of the need for the program or its effectiveness; the only barrier to its continued success is the lack of a stable funding base, an issue that we are currently attempting to address.

Based on the *Marine Safety Instructor Manual* developed by AMSEA, the Instructor Course includes the following units:

- Preparation for the Emergency;
- Cold Water Near-Drowning;
- Hypothermia;
- Cold Water Survival Skills;
- Sea Survival;
- Shore Survival; and
- Onboard Emergency Drills.

These units can be tailored to fit the needs of a specific audience (commercial fishermen, recreational boaters, children, or other marine user groups). Courses range from one-hour workshops to one-week classes.

Top photo: Demonstrations of teaching skills are mandatory before AMSEA will certify its instructors. Here Clarence "Whitey" Wood, a Kodiak fisherman from Astoria, Oregon, demonstrates how to conduct a primary injury survey.

Bottom photo: Fires at sea are fishermen's worst nightmares. With the help of local fire departments, AMSEA courses teach fishermen how to prevent and fight fires with equipment normally found on boats.

(Photos: H. Pennington)





Alaska Marine Safety Education Association

P.O. Box 2592, Sitka, Alaska 99835 PH (907) 747-3287 FAX (907) 747-1406

AMSEA ACCOMPLISHMENTS IN LAST 10 YEARS

- Trained over 40,000 members of the public in marine safety
- 20,000 of those trained were children in Coastal and Interior Alaska.
- Trained over 2,500 commercial fishermen in required Drill Instructor training in 57 Alaskan ports.
- Trained over 400 Marine Safety Instructors who train members of the public in 50 home ports.
- Surveys document that at least 40 lives have been saved as a result of AMSEA training.
- A recent study has found that AMSEA's training had been responsible in part for the 50% reduction in commercial fishing fatalities in the last several years.
- Brought marine safety training into numerous remote Alaskan schools statewide.
- Sends out over 1,300 Marine Safety Update publications to mariners in Alaska 4 times a year.
- Acts as a clearinghouse for marine safety information. AMSEA's curriculum is a standardized curriculum on marine safety relevant to the Alaskan environment.
- Maintains an inventory of marine safety videos, supplies and training equipment to loan.
- Has written and produced award winning marine safety publications, displays and videos.
- Coordinated marine safety training efforts with over 50 public and private agencies.
- Worked with the Coast Guard to problem solve marine safety equipment problems and regulations.
- Helped members of the public access marine safety equipment resources.

AMSEA's efforts in marine safety have been recognized by awards from the U.S. Department of Health and Human Services, National Safety Council, U.S. Marine Safety Association and the Alaska Safety Advisory Council, among other awards.



Alaska Marine Safety Education Association
P.O. Box 2592, Sitka, Alaska 99835 PH (907) 747-3287 FAX (907) 747-1406

AMSEA ACCOMPLISHMENTS IN LAST 8 YEARS

- * Trained over 400 marine safety instructors from Ketchikan to Nome.
- * Trained over 2,500 commercial fishermen in required Drill Instructor training in their homeports.
- * Trained over 40,000 members of the public in marine safety.
- * Sends out 2,500 copies of "Marine Safety Update" 4 times a year mostly to commercial fishermen.
- * Acted as a clearinghouse for marine safety information.
- * Maintains a inventory of marine safety videos, supplies and training equipment to loan.
- * Has written and updated a marine safety curriculum relevant to Alaska as well as produced marine safety videotapes, displays, and books for children.
- * Coordinated training and marine safety activities with over 50 private and public organizations.
- * Worked with the Coast Guard to successfully problem solve marine safety equipment problems for Alaskan fishermen.
- * Helped to establish marine safety training networks on the 3 other coasts of the U.S.
- * Helped many fishermen access marine safety equipment resources.
- * Brought marine safety training into numerous Alaskan schools.
- * According to a study currently underway, "AMSEA has had a statistically significant impact on the approximate 50% reduction in commercial fishing fatalities in the last two years in Alaska".
- * Surveys have documented that at least 30 lives have been saved as a result of AMSEA's training efforts.
- * Brought Drill Instructor training for commercial fishermen to over 50 Alaskan ports.



Alaska Marine Safety Education Association

P.O. Box 2592, Sitka, Alaska 99835 PH (907) 747-3287 FAX (907) 747-1406

DATE: Jan. 16, 1995
TO: Amy Daugherty, Rep. Austerman's office
FROM: Jerr / Dzulgan, AMSEA
SUBJECT: A ISEA FUNDING SOURCES FOR PAST 5 YEARS

Number of pages faxed 2

Projected FY 97 without state support

Federal NIOSH (till 9/30/96 only)	\$ 10,000
AMSEA memberships and donations	est 5,000
<u>FY 97 Total</u>	<u>\$ 15,000</u>

FY 96

National Institute of Occupational Safety & Health (NIOSH)	\$ 40,130
(last year of 3 year grant- NIOSH being targeted altogether for elimination)	
Federal EMS for Children program	11,000
(one year grant- may be eligible to reapply)	
AMSEA Memberships and donations (estimated)	6,000
<u>FY 96 Total</u>	<u>\$ 57,130</u>

FY 95

Carl Perkins Vocational Training Grant (Federal DOE)	\$ 54,164
(One year only-federal program discontinued in 1995)	
NIOSH	41,694
(2nd year of 3 year grant)	
Federal Health Promotion grant	25,000
(Last year of two year grant- program ended in 1994)	
U.S. Coast Guard	25,000
(One time contract for evaluation study)	
Center Disease Control (CDC) & Injury Prevention	17,500
(Last year of multi-year grant: discontinued)	
Federal EMS Children program	11,000
(one year grant)	
AMSEA Membership and donations (private)	5,000
<u>FY 95 Total</u>	<u>\$179,358</u>

FY 94

Carl Perkins Vocational Training Grant (Federal DOE)	\$ 69,428
(one year only)	
NIOSH	50,000
(First year of three year funding)	
U.S. Coast Guard	50,000
(last year of unsolicited grant)	
Federal CDC grant	36,000
(third year of multi-year grant)	
Federal Health Promotion grant	25,000
(first year of new two year grant)	
AMSEA memberships and donations (private)	4,000
<u>FY 94 Total</u>	<u>\$234,428</u>

Support Organizations: Alaska Department of Public Safety - Alaska Department of Health & Social Services, Emergency Medical Services Section
Alaska Native Health Services - Alaska Vocational/Technical Center - Southeast Alaska Regional Health Consortium
Southeast Region Emergency Medical Services Council - University of Alaska Marine Advisory Program - United States Coast Guard, 17th District

	<u>FY 93</u>
U.S. Coast Guard (first year of two year unsolicited grant)	50,000
Federal CDC grant (second year of multi-year grant)	50,000
Federal Health Promotion (last year of two year grant)	20,000
AMSEA memberships and donations (private)	@ 3,000
<u>FY 93 Total</u>	<u>\$123,000</u>

	<u>FY 92</u>
Federal CDC grant (first year of multi year grant)	\$ 43,334
Federal Health Promotion (first year of two year grant)	20,000
U.S. Coast Guard grant (first of multiyear)	7,900
AMSEA memberships and donations (private)	1,950
Boat/U.S. Foundation	1,226
<u>FY 92 Total</u>	<u>\$ 74,410</u>

Hospitalized and Fatal Commercial Fishing Injuries in Alaska.
Mark S. Johnson, MPA
Martha A. Moore, MS
Alaska Department of Health & Social Services

Introduction:

There is a growing national awareness of the hazards associated with commercial fishing and processing in the United States. The National Research Council, Committee on Fishing Vessel Safety, reports that each year an average of 250 fishing vessels are lost along the Atlantic, Gulf, Pacific, and Alaska coasts, and over 100 fishers lose their lives in vessel related incidents. These fatalities reflect a high rate of occurrence relative to other occupations. The U.S. Coast Guard reports that from 1987 through 1991 an average of 42 vessels and 36 commercial fishers were lost off Alaska's coasts each year.¹

In response to a public outcry about these tragedies, in 1988, the U.S. Congress passed the Commercial Fishing Industry Vessel Safety Act, and the U.S. Coast Guard has recently developed regulations requiring minimum safety equipment, stability testing, and crew training for commercial fishing vessels, based on size and fishing areas.²

It is too early to determine how effective these new laws will be in helping reduce the numbers of fatalities resulting from commercial fishing mishaps, but focusing only on fatalities does not give a complete picture of the hazards faced by commercial fishers and fish processors.

Until now, little information has been available on non-fatal injuries in the commercial fishing industry. This is because there has been no single data source for collecting statistics on fishing related injuries. Most injuries occurring on land, including shore based fish processing, are reported to the state worker's compensation system, but this system does not cover most injuries occurring off shore.

Under the Alaska Worker's Compensation Law (AS 23.30), commercial fishers are excluded from coverage. However, there is an Alaska Fishermen's Fund for some injured commercial fishers which pays up to \$ 2,500 per occurrence for emergency medical treatment. These data also are limited and are not adequate for epidemiologic surveillance. Other commercial fishing ventures, such as factory trawlers or floating processors, may be covered under Worker's Compensation or under protection and indemnity insurance under the Jones Act passed by the U.S. Congress in 1920. Finally, Native Alaskans usually are covered for medical treatment through the Indian Health Service. Using third party payor information to track fishing industry injuries is virtually impossible, because these data sources generally are incomplete, inconsistent, and often difficult to obtain.⁴

By law, any injury which requires professional medical treatment beyond first aid, should be reported to the U.S. Coast Guard. However, Coast Guard officials admit that their data often is spotty and incomplete.⁵

To get a more complete overview of serious injuries and fatalities in the Alaska commercial fishing and processing industries, data from the Alaska Trauma Registry is analyzed. The Alaska Trauma Registry is a surveillance system of injuries resulting in hospitalization or death. The purpose of the registry is to help medical care providers to evaluate the quality of trauma care, and to record information on causes and severity of injuries, and other factors, in order to target prevention strategies.

The Alaska Trauma Registry began as a pilot project involving seven hospitals in southcentral Alaska in March, 1988. By July, 1990, the project had expanded to a statewide registry with the voluntary participation of all twenty-five of Alaska's acute care hospitals.

fish harvesting activities, in approximately one-half the cases the type of fishing was determined. Of these, crabbing was the most common fishery resulting in injuries, followed by trawling. Seiners, gillnetters, and longliners had significantly fewer injuries.

The overwhelming majority of cases were discharged home, with only 2.4% transferred to another acute care facility and .9% transferred to a rehabilitation facility.

The minimum length of hospital stay was one day (minimum criteria for inclusion in the database) and the maximum was 64 days. The average length of hospital stay was 7 days.

Minimum hospital charges were \$ 581.00, and maximum charges were \$ 159,215.00. Average hospital charges were \$ 12,286.00 per case.

Analyzing southeast Alaska Trauma Registry data separately, for the period July 1, 1990 through December 31, 1991, only 33 fishing industry injury cases were identified. Southeast Alaska generally has some different types of fisheries not usually found in other parts of the state, such as power trolling and hand trolling. Southeast Alaska also has some crabbing and shrimping, longlining, seining, and gillnetting.

Among the non-fatal injuries in southeast Alaska, the most common causes were machinery (30.3%), other and unspecified water transport (15.2%), piercing or cutting (15.2%), submersion (9.1%), and falls (9.1%).

Analysis of body parts injured shows that upper extremities (45.6%), trunk injuries (15.2%), and lower extremities (12.1%) are the most common body parts injured, followed by brain injuries (9%), and spinal injuries (3%). Looking at the AIS scores, 12.1% had injuries classified as AIS 3 or greater.

Type of fishing was not determined for the 33 cases from southeast Alaska.

Twenty-five patients were discharged home, and eight patients were transferred to another acute care facility. The minimum length of hospital stay was one day, and the maximum was 29 days. The average hospital stay for the southeast Alaska patients was 3.9 days. Minimum hospital charges were \$ 1,652.00 and the maximum charges were \$ 11,923.00. Average hospital charges were \$ 5,178 per patient.

Conclusion

The Alaska commercial fishing and processing industry is the most dangerous industry in the nation. Preliminary analysis of Alaska Trauma Registry data shows that it can be a powerful tool for injury surveillance including information on causes, severity, demographic factors, costs, length of stay, and outcomes of persons who receive injuries serious enough to result in hospitalization or death.

Using this information, injury prevention strategies can be developed. For example, the number of head injuries resulting from crabbing and other pot fishing suggests that fishers should wear hard hats while on the decks of these vessels. The number of falls on some of these vessels suggests that non-skid surfaces and other fall prevention interventions should be considered.

Further studies of commercial fishing and processing injuries should include denominator information on the number of persons involved in each fishing and processing activity, and the average number of days a year that persons are employed in these industries. This will enable the calculation of rates of injuries for each activity.

References:

1. Fishing Vessel Safety: Blueprint for a National Program;
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2. Beating the Odds on the North Pacific: A Guide to Fishing Safety;
Alaska Sea Grant College Program; Marine Advisory Bulletin No. 41; 1992 (p.v).
3. Ibid.
4. "Occupational Injury and Illness Rates in the Alaska Commercial Fishing Industry;" by Gunnar Knapp, Institute for Social and Economic Research, University of Alaska Anchorage; and Jennifer Christian, MD, Department of Health and Human Services, Municipality of Anchorage, Alaska, 1990.
5. Personal Communications with Glenn C. Sicks, Lt. Commander, U.S. Coast Guard, Seventeenth District Fishing Vessel Safety Coordinator, Juneau, Alaska.

Body Part Injured
(pie chart)
N=328

Face/Head (non-brain injury)	27	8.2%
Neck, Spinal Cord Injury	8	2.4%
Upper Body Trunk	17	5.1%
Lower Body Trunk	12	3.7%
Upper Extremity	124	37.8%
Lower Extremity	83	25.3%
Head (brain injury)	20	6.1%
Other and Unspecified	23	7.0%
Heart and Lungs	3	.9%
Other Internal Organs	11	3.4%
	328	99.0%

Commercial Fishing & Processing Injuries in Alaska
March, 1988 - February, 1992
Hospital Charges
Valid Cases 309

Minimum	\$ 581.00
Maximum	\$ 159,215.00
Total	\$ 3,796,362.00
Average	\$ 12,286.00

Commercial Fishing Injuries in Southeast Alaska
July 1, 1990 - December 31, 1991
N = 33

- 33 injuries (30 male, 3 female)
- Race - (19 white, 5 Alaska Native, 1 Asian, 1 Pacific Islander, 7 unknown).
- Discharge Status (25 home, 8 another acute care facility).
- Residence (23 Southeast Alaska, 10 outside Alaska).

Commercial Fishing Injuries in Southeast Alaska
 July 1, 1990 - December 31, 1991
 ICD-9-CM N-Code
 N = 33

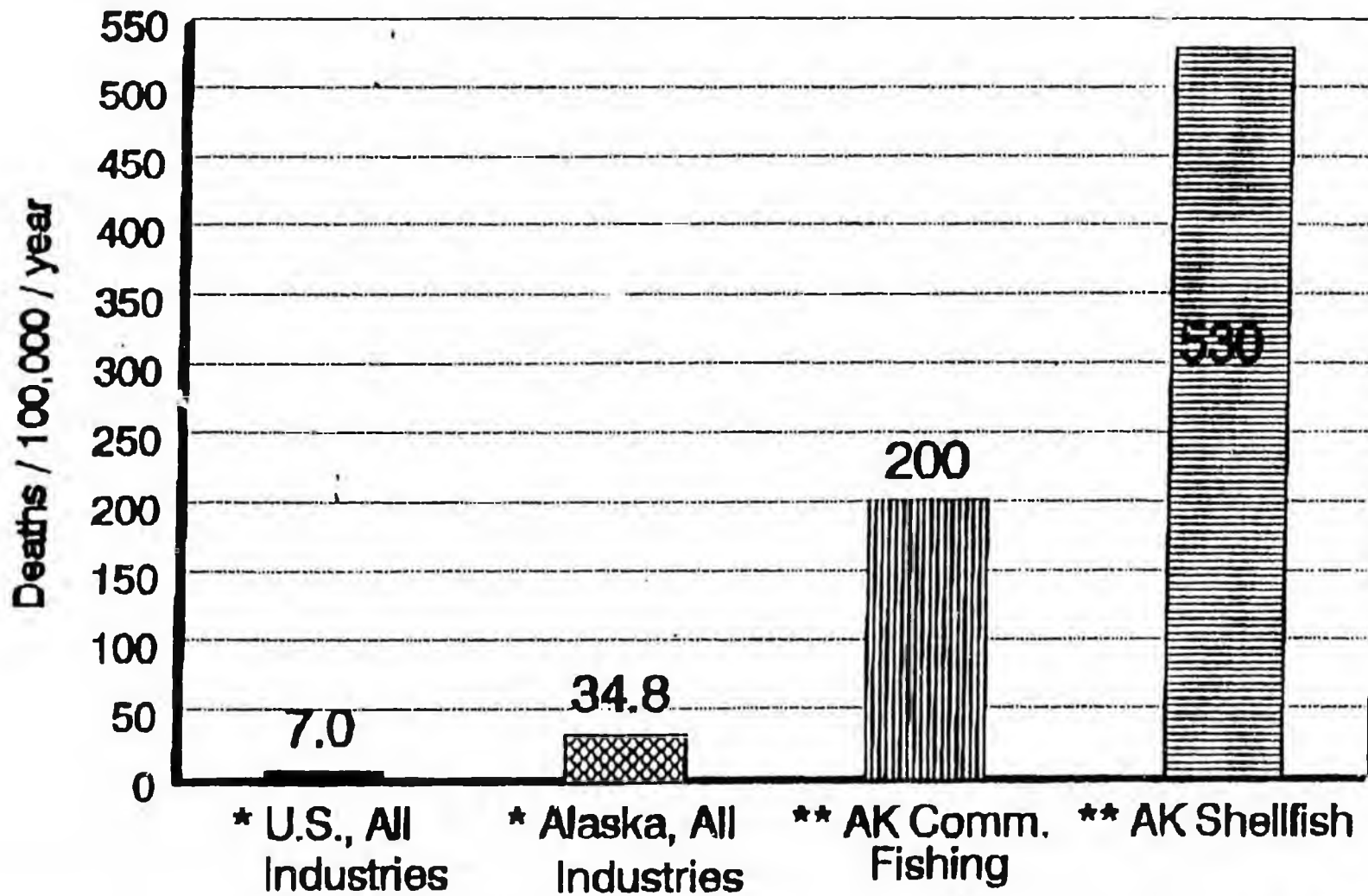
N-Code	Body Part Injured	No.	%
801	Fracture of Base of Skull	1	3.0%
804	Multiple Fractures involving Skull or Face	1	3.0%
805	Fracture of Cerebral column with spinal injury	1	3.0%
808	Fracture of pelvis	2	6.1%
812	Fracture of humerus	2	6.1%
813	Fracture of radius and ulna	1	3.0%
815	Fracture of metacarpal bone(s)	2	6.1%
816	Fracture of one or more phalanges of hand	4	12.2%
824	Fracture of ankle	2	6.1%
844	Sprains and strains of knee and leg	1	3.0%
848	Other and ill defined sprains and strains	1	3.0%
850	Concussion	1	3.0%
883	Open wound of finger(s)	1	3.0%
886	Traumatic amputation of other finger(s)	4	12.2%
919	Superficial injury of other, multiple, and unspecified sites	1	3.0%
922	Contusion of trunk	2	6.1%
928	Crushing injury of lower limb	1	3.0%
942	Burn of trunk	1	3.0%
944	Burn of wrist(s) and hand(s)	1	3.0%
991	Effects of reduced temperature	1	3.0%
994	Effects of other external causes	2	6.1%
		33	100.0%

Commercial Fishing Injuries in Southeast Alaska
July 1, 1990 - December 31, 1991
Hospital Length of Stay
N = 33

Minimum	1 day
Maximum	29 days
Total	106 days
Mean	3.9 days

Occupational Fatality Rate Comparison, Alaska, 1991 and 1992

(rates for Alaska are for full time employment equivalents)

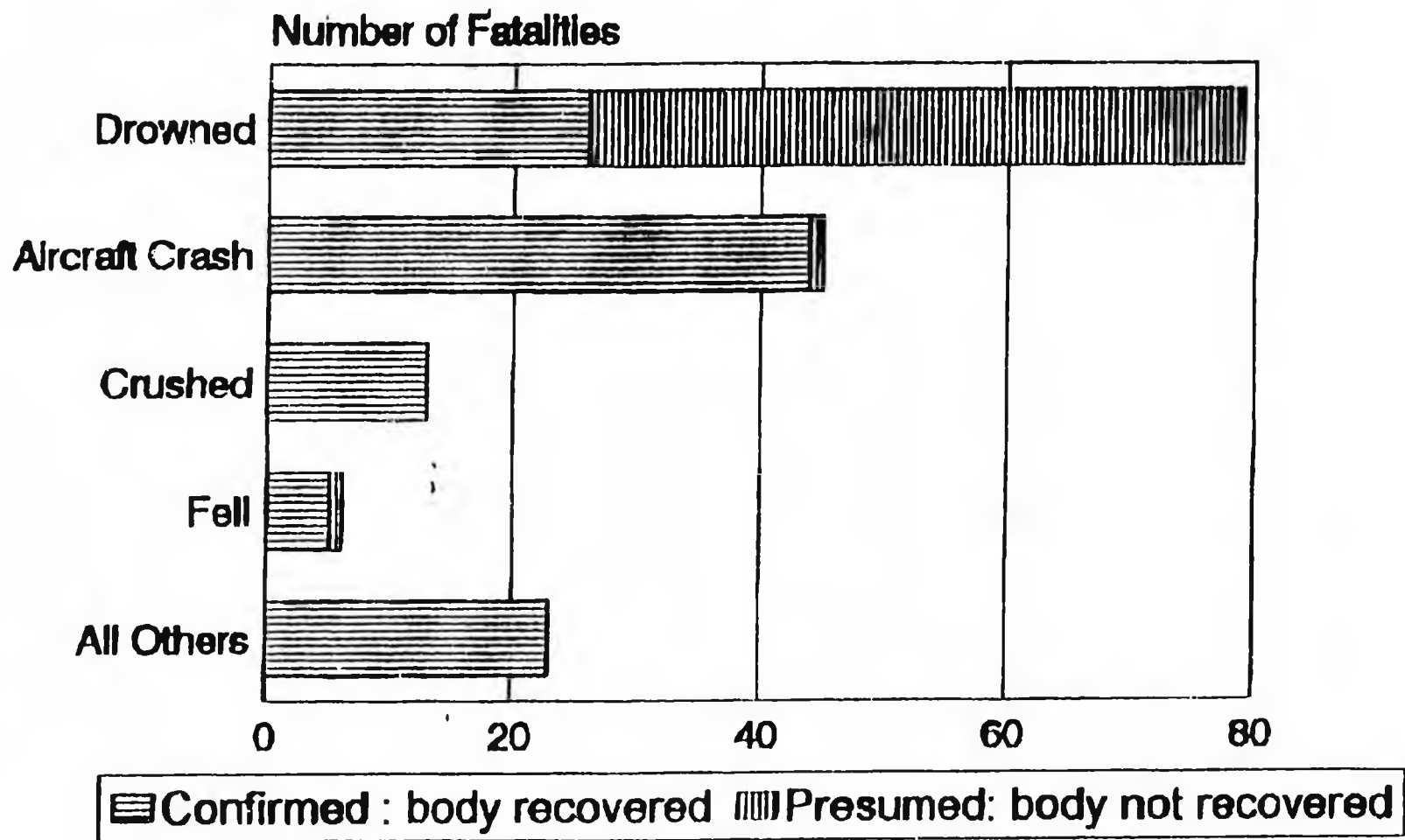


* SOURCE: US - NTOF, NIOSH, 1980-1989

** SOURCE: Alaska Activity, Division of Safety Research, NIOSH, 1991-1992



Occupational Fatalities by Circumstance of Death, 1991 and 1992, N=166

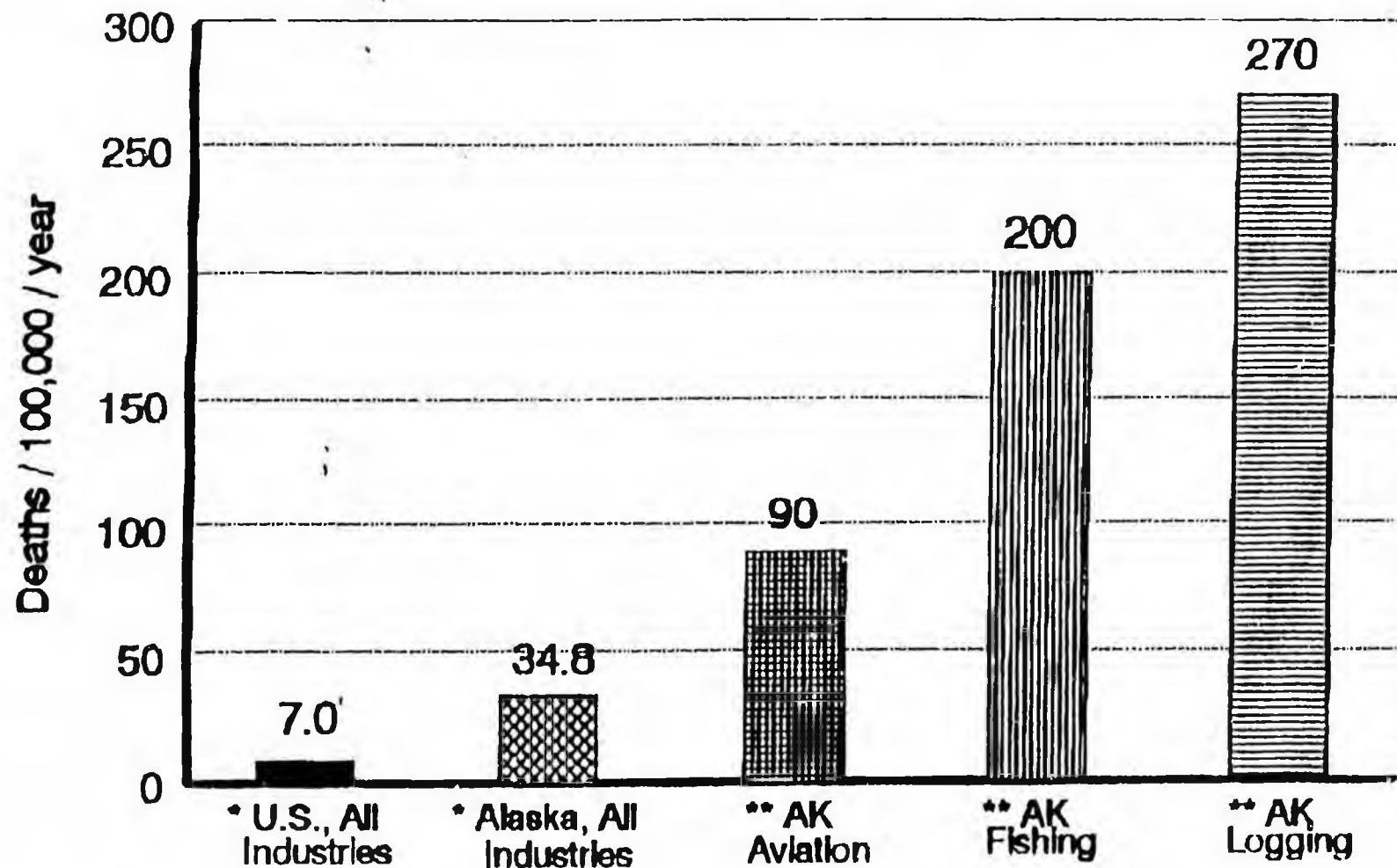


SOURCE: Alaska Activity, Division of Safety Research, NIOSH



Occupational Fatality Rate Comparison

(rates for Alaska are for full time employment equivalents)



* SOURCE: US - NTOF, NIOSH, 1980-1989

** SOURCE: Alaska Activity, Division of Safety Research, NIOSH, 1991-1992



EVALUATION OF AN ALASKAN MARINE SAFETY TRAINING PROGRAM

by

RON PERKINS, MPH

The Alaska Marine Safety Education Association (AMSEA) provides commercial fishermen with an intensive 18-24 hour course on emergency preparedness, emergency response, and survival training. This study is a retrospective evaluation of the effectiveness of the AMSEA course in reducing drownings and hypothermia deaths among commercial fishermen. A list of all deaths and survivors compiled by the U.S. Coast Guard for the four year period from January 1, 1991 to December 31, 1994, was compared with a list of the AMSEA course graduates. None of the 114 deaths were AMSEA graduates, while 10 of the 227 survivors were graduates. These findings are statistically significant ($p=0.034$).

INTRODUCTION

A broken weld in the hull, a malfunctioning pump system, a leaking hatch cover, a man overboard, an engine fire or any number of other disastrous situations can occur quickly and unexpectedly at sea. Alaska has the highest drowning fatality rate in the U.S. with an age-adjusted rate that is five times the national average.¹ Alaska also has the highest occupational fatality rate in the commercial fishing industry. Nearly 25% of all U.S. commercial fishing fatalities occur in Alaska, twice the number of the second highest state (Louisiana).² An average of 40 boats go down off the coast of Alaska each year, with an annual average of 28 lives lost.

Alaskan fishermen work during every month of the year in extremely hazardous conditions. Imagine working in a factory where the floor is covered with water or ice and is constantly moving. Imagine a work environment where not all of the heavy equipment is anchored down, and you have to work in heavy, bulky clothing. Also, if a fire, flooding, or any other disaster is discovered, you must deal with it rather than run outside to escape. Fishing in Alaska is a very dangerous occupation.

Congress passed the "Commercial Fishing Industry Vessel Safety Act of 1988" (CFIVSA) to address some of the commercial fishing safety deficiencies. This Act contains federal regulations which specify the types of survival gear, safety equipment, fire fighting equipment, distress signals, first aid training, alarms,

etc. that are required on fishing vessels. This Act also requires that by September 1, 1994, each boat must have a person available who is trained to conduct monthly emergency safety drills, or the vessel must possess a 100 ton U.S. Coast Guard (USCG) license.

This retrospective study was designed to determine if the Alaska Marine Safety Education Association's (AMSEA) safety training sessions, which meet the requirements of the CFIVSA, have reduced the number of drownings/hypothermia deaths among the commercial fishermen who took the course. AMSEA's training is modeled after the International Maritime Organization's (IMO) Personal Survival Module.

METHODS

This study evaluates the "Marine Survival Equipment, Procedures, and Drills Course" (Drill Instructor Course) that was developed and conducted by the Alaska Marine Safety Education Association (AMSEA). This 18-24 hour hands-on course addresses emergency preparedness and response, signaling, use of survival equipment, evacuations, fire fighting, vessel stability and loading, as well as conducting drills.

The study period was from January 1, 1991 to December 31, 1994. The U.S. Coast Guard database identified vessels that were either involved in drownings or required rescues during the study period (vessel incidents). The vessel name, date of incident, victims, survivors, and a brief incident description were included. Information from the National Institute for Occupational Safety and Health (NIOSH) Alaska Activity and from a newspaper clipping service was used to cross-check for accuracy and to find additional names for victims and survivors. The names of victims and survivors were then compared to a list of the AMSEA Drill Instructor Course graduates. The dates of the vessel loss and of the course graduation were also compared to exclude people that took the course after losing their boat. If a victim or survivor could not be identified by name, they were not included in the study. Unoccupied vessels that were lost were also excluded. A survivor was defined as a person who was rescued from a boat in distress, either by the Coast Guard or by another vessel.

A two by two table was created using the number of deaths and the number of survivors, and whether they were AMSEA trained or not. The Fisher exact 2-tailed test was used to determine the probability that the difference was random.

RESULTS

There was a total of 159 vessel incidents in Alaska reported by the U.S. Coast Guard during the four year study period. None of the 114 documented deaths were AMSEA Drill Instructor Course graduates. There was a total of 343 survivors, with 227 (66%) being identified by name. Of the survivors who were identified, 10 were AMSEA graduates on 8 different vessels (Table I).

TABLE I

	# OF VESSELS ¹	VESSEL INCIDENTS	TOTAL DEATHS	AMSEA DEATHS	IDENTIFIED SURVIVORS	AMSEA SURVIVORS
1991	17,580	47	41	0	44	2
1992	17,194	45	42	0	41	1
1993	16,276	26	21	0	45	1
1994	16,192	41	10	0	97	6
TOTALS		159	114	0	227	10

Ten of the 227 survivors were AMSEA trained, while none of the 114 who died were trained ($p=0.034$). The probability of these findings occurring by chance was less than 4%. Only the survivors who were AMSEA graduates were counted as "saves", although there was an average of 3 additional (non-AMSEA trained) persons on each of the eight vessels.

One person's knowledge of life raft deployment, distress signal use, or emergency response could easily save the entire vessel and crew. Therefore, another way to analyze the data would be to look at vessels, rather than individuals. There were 64 vessels on which at least one death occurred and 86 vessels which had at least one identified survivor. Eight of the 86 "survivor vessels" had an AMSEA trained individual on board, while none of the 64 "death vessels" had an AMSEA trained person ($p=0.01$).

DISCUSSION

The results of this study indicate that there was a positive relationship between completing the AMSEA Drill Instructor Course

and surviving a life threatening incident at sea. A cumulative total of 1518 people in Alaska have been trained by AMSEA from January 1, 1991 to December 31, 1994, but this number is still only 34 of the total number of fishermen registered in 1994.⁴ Every effort was made to identify the 116 unidentified survivors from Coast Guard reports, NIOSH investigations, and from newspaper accounts. According to the crews from two additional vessels not counted in this study, practicing the emergency drills described in an AMSEA manual they purchased, had also saved their lives. Anecdotal stories from other AMSEA graduates indicated that their knowledge and preparedness actually prevented the need to call the Coast Guard for help.

One possible confounding variable, beyond the scope of this study, was to determine if there were characteristics of persons that chose to take the AMSEA course that were different from persons that chose not to take the course. In other words, were "safety conscious" individuals more likely to take the course.

CONCLUSIONS

It is apparent from the statistics gathered to date, that the AMSEA training course is having an effect in reducing drownings among commercial fishermen. The AMSEA Drill Instructor Course teaches participants how to abandon ship, fight fires, use distress signals, make distress calls, launch survival craft, don survival suits, recover individuals from water, etc. Requiring safety and survival equipment is good, but individuals must practice using the equipment prior to an emergency for it to be effective. There are other drill instructor courses which are considerably shorter (8 hours) and use very few hands-on exercises. These abbreviated courses may or may not be as effective as the AMSEA course. Therefore, additional evaluations need to be completed to determine their effectiveness.

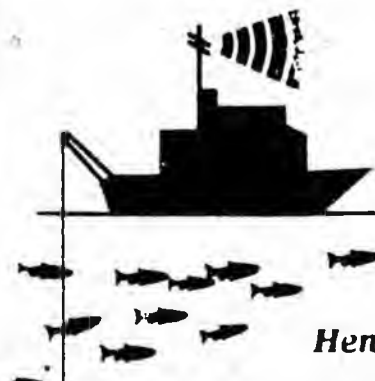
Several improvements which may help to increase the number of fishing vessel survivors in Alaska each year include: 1) Expand AMSEA training to more fishing vessel operators; 2) Increase enforcement of federal regulations that require safer vessels and emergency drills. 3) Standardize the type of Drill Instructor courses required by the USCG to fit the International Maritime Organization's Personal Survival module.

ACKNOWLEDGMENTS

Several people helped to make this research project possible: Peggy Yang, student volunteer; Jennifer Lincoln, NIOSH, Anchorage; Chris Honse, U.S. Coast Guard, Juneau; Jerry Dzugan, and Yuki Gough, AMSEA, Sitka.

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2. National Traumatic Occupational Fatality database. NIOSH, 1980-1989. Morgantown, West Virginia: US Department of Health and Human Services, Public Health Service, CDC, 1992.
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4. Fish and Game Licensing, Alaska Department of Revenue, Juneau, Alaska, 10/94.



AMSEA: ALASKA'S MARINE SAFETY NET

Henry (Hank) Pennington

Since 1971 the University of Alaska Fairbanks, Marine Advisory Program (MAP) and the Alaska Sea Grant College Program have worked with the fishing industry to reduce high accident rates and loss of life in the industry. Much of this effort has taken the form of marine safety training. Recognizing that the scope of the problem far exceeded their resources, MAP Marine Safety program personnel enlisted the aid of the U.S. Coast Guard in 1982 to help with training efforts and ultimately to produce the award-winning Fisheries Safety and Survival video series.

Encouraged by the success of that joint effort, I joined representatives of state and federal agencies and private organizations in 1985 to develop a training program that would address the safety needs of commercial fishermen and other marine users. At that time no safety regulations existed for commercial fishing vessels. Although agencies involved in marine activities recognized the need for safety training, especially in regions with extreme conditions, like Alaska, funding and expertise were lacking in any one agency. The Alaska Marine Safety Education Association (AMSEA) was formed as a result of the cooperative effort among agencies. It was the first program of its kind and has played a leading role in training instructors from throughout the country to develop marine safety programs in their home regions.

AMSEA is a nonprofit, community-based information and training network with headquarters in Sitka; it is funded by public grants and supported by volunteers. The association takes a unique approach for an education program: curricula are developed by committees comprising representatives from the agencies involved, depending on the expertise required. Training programs are conducted by agency personnel, and the Board of Directors is made up of agency representatives. Supporting organizations include the School of Fisheries and Ocean Sciences Marine Advisory Program; the Alaska Department of Health and Social Services, Emergency Medical Services Section; the Alaska Department of Public Safety; Northstar Survival, Inc.; the Southeast Alaska Regional Health Corporation; the Southeast Regional Emergency Medical Services Council; the U.S. Coast Guard; and the Alaska Department of Education Alaska Vocational Technical School. Grants have been obtained from the Alaska Department of Health and Social Services, the U.S. Department of Commerce, and the U.S. Coast Guard.

A major goal is to teach instructors to train others in their communities. Instructors are versed not only in the specifics of the marine safety and survival curriculum, but also in methods of instruction; they are given practice teaching opportunities and hands-on reinforcement of subject material. Training supplies and materials are available at no cost to AMSEA instructors for use in their own marine safety classes. Equipment includes marine survival gear, videos, and other educational materials.

Participation in marine safety programs in Alaska increased dramatically after passage of the National Commercial Fishing Vessel Safety Act by Congress in 1988. The Act, which took effect in 1991, delineates the minimum safety training and equipment requirements for commercial vessels, with regional differences depending on conditions. Since passage of the Act, requests for AMSEA classes have more than tripled.



Hank Pennington demonstrates the proper and safe method of getting into a survival suit during a safety workshop. (Photo: D. Mercy)

OUR GOAL is to reduce loss of life and injury in the Alaskan marine environment through public education provided by a statewide network of qualified marine safety instructors.

Since our inception in 1985, Alaska Marine Safety Education Association (AMSEA) has:

- Developed a marine safety and survival course curriculum.
- Promoted marine safety information and training to over 17,000 people.
- Established minimum training standards for marine instructors and marine safety procedures.
- Provided continued training and support for our statewide instructor network.

Alaska Marine Safety Education Association

A community-based information and training network

OUR PROGRAM consists of the following components:

Marine Safety Instructor Manual.

An up-to-date curriculum on safety and survival for the Alaskan marine environment, this manual is continually revised to insure accuracy and relevancy. This curriculum is easily adapted to various audiences and learning situations. Specific units include:

- Preparation for the Emergency
- Cold Water Near Drowning
- Hypothermia
- Cold Water Survival Skills
- Sea Survival
- Shore Survival

Instructor Training.

Instructor training is the foundation of our community-based marine safety and survival resource network, and is based on the *AMSEA Marine Safety Instructor Manual*. Instructor Training also incorporates introduction to methods of instruction, practice teaching opportunities, and hands-on reinforcement of subject material.

Safety and Survival Courses.

Courses are tailored to fit the specific needs of an audience whether recreational boaters, commercial fishermen, children or other marine user groups. Courses range from one hour workshops to week-long classes and can be arranged by contacting AMSEA.

Instructor Support.

Training supplies and materials are available at no cost to all AMSEA Instructors for use in their marine safety classes. Equipment includes marine survival gear, videos, and other educational materials.

Marine Safety Update.

A quarterly newsletter produced for AMSEA Instructors and other interested readers to: detail the latest developments in marine safety, list a schedule of statewide marine safety and survival courses, and provide safety equipment information.

.....
: **For More Information**
: **or to Schedule Classes**
:

: **Contact AMSEA**
:

: **P.O. Box 2592**
:

: **Sitka, Alaska 99835**
:

: **(907) 747-3287**
:



YEARS OF POTENTIAL LIFE LOST AND LOST FUTURE PRODUCTIVITY DUE TO OCCUPATIONAL FATALITIES - ALASKA, 1990-1994

Michael L. Klatt, MS⁽¹⁾
Richard D. Kennedy, MS⁽¹⁾
George A. Conway, MD, MPH⁽¹⁾

ABSTRACT

Introduction: Alaska had the highest occupational fatality rate of any state for the 1980s. The impact of these events is estimated by the index of years of potential life lost before age 65 (YPLL), which was developed to measure the potentially preventable mortality occurring early in life.

Methods: Lost future productivity (wages) and YPLL were calculated from surveillance statistics for all workers killed on the job during this 5-year period.

Results: During 1990-1994, Alaska experienced 343 work-related deaths among civilians under age 65. YPLL was 9,690 years with an estimated lost future productivity of \$367,000,000.

Discussion: Premature death due to occupational traumatic injury in Alaska for 1990-1994 was extremely costly to society. Premature death not only adversely affects the deceased workers' family, friends, and coworkers, but also society economically. Effective intervention strategies are needed to significantly reduce both the number and the cost of fatal occupational trauma in Alaska.

INTRODUCTION

The National Traumatic Occupational Fatalities (NTOF) surveillance system data for the 10-year period 1980-1989 showed that Alaska had the highest occupational fatality rate of all states, with 34.8 worker deaths per 100,000 workers, almost five times the U.S. rate of 7.0/100,000 for the same decade (1). Alaska's high occupational fatality rate was due to an inordinate number of job-related deaths in the industries of commercial fishing, air transport, and logging (2,3).

(1) National Institute for Occupational Safety and Health, Division of Safety Research, Alaska Activity, 4230 University Drive, Suite 310, Anchorage, Alaska 99508.

In addition to the devastating effect of a worker's death on family, friends, and colleagues, the social and economic consequences of each premature death reinforce the need to prevent death before its natural occurrence, so that individuals can contribute maximally to society(4). The negative impact of occupational fatalities on society can be quantified in terms of years of potential life lost before age 65 (YPLL) and lost future productivity.

In the U.S., conventional death statistics (crude and age-adjusted mortality data) are dominated by deaths in the elderly (5-8). The YPLL index was originally developed to measure the potentially preventable mortality occurring early in life (5-9). Today YPLL is also used as an impact measure to quantify societal loss from premature death (4). The major strengths of YPLL are that it is simple to compute and comprehend and that it focuses on areas where prevention strategies are needed (4-7).

It is also vital to translate the burden imposed upon society by occupational fatalities into economic terms to facilitate the decision-making process for social policy (10). Lost future productivity is defined as the dollar value of wages not earned by workers who die prematurely (10).

Analyzing YPLL and lost future productivity by industry provides a method to target those workers and occupations most in need of public health intervention (4). After identifying the worker populations vulnerable to premature death, YPLL and lost future productivity can be used to monitor temporal trends and to measure progress toward amelioration (3).

METHODS

Occupational fatalities in Alaska for 1990-1994 were identified via a surveillance system that included notification by governmental agencies (i.e., Alaska Department of Health and Social Services, Alaska Department

of Labor, National Transportation Safety Board, Occupational Safety and Health Administration, and United States Coast Guard) and examination of Anchorage's daily newspapers.

YPLL was calculated by subtracting each worker's age at death from 65 for all 1990-1994 Alaskan occupational fatalities. The same method was used to calculate YPLL for the three Alaskan industries that historically recorded the greatest number of annual fatalities and the highest annual fatality rates: commercial fishing, air transport, and logging (1).

The estimated lost future productivity for workers killed on the job in the industries of commercial fishing, air transport, and logging were calculated by multiplying the YPLL for each of these three industries times that industry's mean annual income for 1991. The estimated lost future productivity for other worker fatalities was calculated by multiplying their YPLL times the 1991 mean annual income for all Alaskan workers.

RESULTS

During the 5-year period 1990-1994, 343* civilian work-related deaths with known ages under 65 years occurred in Alaska. Of these 343 occupational fatalities, 181 (52.8%) occurred in three industries: commercial fishing 117, air transport 44, and logging 20 (Figure 1). The mean age at death for these workers killed on the job in Alaska during this time period was 37.1 years. Of the three highest-risk industries, commercial fishing had the youngest mean age at death, 32.8 years, logging was next, 37.8 years, and air transport the oldest, 39.9 years. YPLL due to all occupational fatalities in Alaska for 1990-1994 was 9,690 years (Figure 2). Commercial fishing had the highest total YPLL with 3,764 years (38.8%), followed by air transport with 1,105 years (11.4%), and logging with 545 years (5.6%) (Figure 3).

*This number does not include 4 civilian workers over the age of 65 or 18 military personnel killed on the job in Alaska during this same time frame.

Figure 1: Number of Deaths in Alaskan Workers, 1990-1994



Figure 2: Years of Potential Life Lost (YPLL) per Occupation, Alaska, 1990-1994 (YPLL=9,690)

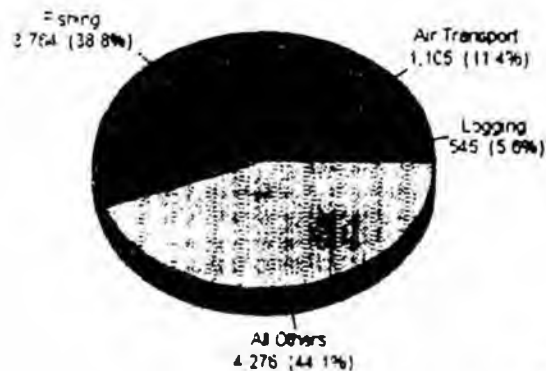
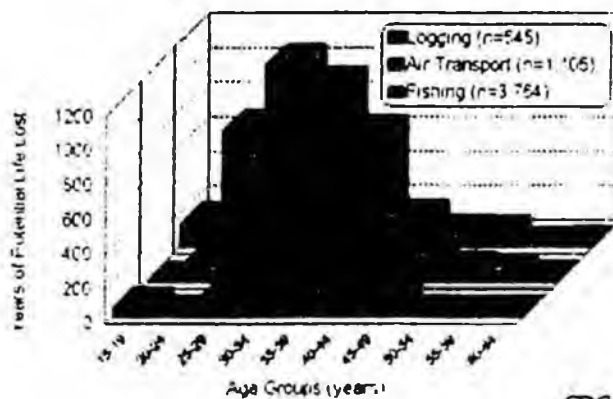


Figure 3: Years of Potential Life Lost (YPLL) by Alaskan Workers, 1990-1994



329 Katlian Street

Sitka, Alaska 99835



Page 1 of 2

MEMO

TO: Rep. Alan Austermann
FROM: Gail Stromme
SSS Government Compliance
DATE: March 7, 1996
SUBJECT: HB 366/AMSEA Funding

=====

Enclosed is a copy of a letter sent to Governor Tony Knowles. As you can see, Sitka Sound Seafoods is a strong supporter of AMSEA and all the services this association provides.

On behalf of Sitka Sound Seafoods, our employees, and myself, we would like to go on record as full supporters of HB 366. AMSEA services are vital to the fishing industry, be it at sea or on shore.

Thank you for sponsoring HB 366.

Best Regards,

Gail B. Stromme

(907) 747-6662
FAX (907) 747-6268

FRESH AND FROZEN SALMON, COD, SABLEFISH, HALIBUT, ROCK FISH, CRAB, HERRING



907-486-3910
Box 991



Kodiak, Alaska
99615

FAX 486-6292

representative Alan Austerman
Amy Daugherty
Alaska State Legislature
State Capital (MS 3100)
Juneau, Alaska 99801-1182

AMSEA Bill HB 366

HB366 draws its funding from interest money commercial fishermen already pay to support the Fishermen's Fund. Using that interest to support AMSEA is appropriate and important. Please support HB366.

Sincerely,

Leroy Cosette
F/V Eskimo Princess
F/V Red Rider

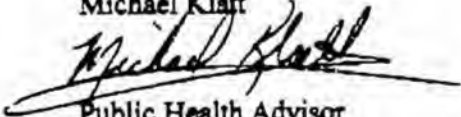
Harvesting Alaskan Shrimp and Whitefish

To: Representative Alan Austerman

As a safety and health professional, I am keenly aware of the importance of training to prevent drownings and cold water immersion, hypothermic-related deaths. Unfortunately, our State has the highest work and non-work-related drowning rates in the nation. A recent study by the Alaska Area Native Health Service showed that all the commercial fishermen, who had received marine safety training from the Alaska Marine Safety Education Association and who were involved in a vessel sinking/capsizing or man-overboard event, survived, while many others perished. Therefore, I strongly encouraged that members of the House Finance Committee and the House as a whole pass HB 366. Please share this with members of the House Finance Committee.

Thank you for your consideration.

Michael Klatt



Public Health Advisor
Alaska Field Station
Division of Safety Research
National Institute for Occupational Safety and Health (NIOSH)

&

Chairman
Alaska Federal Safety and Health Council

&

Co-chair
Interagency Working Group for the Prevention of Occupational Injuries in Alaska

3151 Rosalind Loop
Anchorage, AK 99507
271-2382 (w)
349-3419 (h)



907-486-3910
Box 991

Kodiak, Alaska
99615

FAX 486-6292

RECEIVED

MAR 04 1996

Ans'd.....

Representative Alan Austerman
c/o Amy Daugherty
Alaska State Legislature
State Capital (MS 3100)
Juneau, Alaska 99801-1182

RE: AMSEA Bill HB 366

I support HB366. AMSEA delivers high quality safety training to local communities.
This bill is necessary to continue such good work.

Thank you,

Alvin R Burch
Executive Director

Harvesting Alaskan Shrimp and Whitefish



907-486-3910
Box 991

Kodiak, Alaska
99615

FAX 486-6292

RECEIVED

MAR 04 1996

Ans'd.....

Representative Alan Austerman
c/o Amy Daugherty
Alaska State Legislature
State Capital (MS 3100)
Juneau, Alaska 99801-1182

RE: AMSEA Bill HB 366

If AMSEA doesn't provide local water safety training statewide, who will? I support HB366 as a way to assure that our children also can live safely on the water.

Sincerely,

Paula Phelps
Secretary

Harvesting Alaskan Shrimp and Whitefish

March 4, 1996

TO: Rep. Alan Austermann and all members of the House Finance Committee
c/o Amy Daugherty
Alaska State Legislature

FROM: Jetta Budd *Jetta Budd* *File*
1718 Edgcumbe Drive
Sitka, AK 99835

RE: HB 366

My family has been commercial and sport fishing family in Alaska for 26 years. We have seen friends and neighbors devastated by needless marine accidents that resulted in death or injury. The saddest sights are the children who have suffered from boating accidents caused by ignorance. Drowning is the leading cause of death among children in Alaska under 14. These can be prevented with the help of the Alaska Marine Safety Education Association (AMSEA) training.

AMSEA has a proven record of effectiveness. Since AMSEA has provided training during the last three years, commercial fishing fatalities has decrease by 50%. Much of that is attributed to knowledge and prevention strategies taught by AMSEA staff. This is so important that our schools have integrated survival and marine safety skills into the curriculum.

HB 366 would help support our fishing families with the needed knowledge and prevention techniques to safely use Alaskan waters. All Alaskans who live and/or work near water will benefit from passing this bill. PLEASE consider our lives and health and pass HB 366. Without AMSEA and their resources, health and safety programs will be without expert instructors and equipment.

Thank you for your time and consideration.

Please copy for each member of the House Finance Committee.

Stickeen Wilderness Adventures

The oldest operating business on the Stikine River and the Anan bear observatory.

P.O. Box 934
107 Front Street
Wrangell, Alaska 99929

A division of IH Charters/Marine

Telephone (907) 874-2085
U.S.A. 800-874-2085
Fax (907) 874-2285

March 4, 1996

Dear Representative Hanley :

My name is Todd Harding, I am the owner/operator of Stickeen Wilderness Adventures, and a member of the Wrangell Volunteer Fire dept., & Search and Rescue, and an A.M.S.E.A. (Alaska Marine Safety Education Association) instructor.

Michael Clemmans and I became A.M.S.E.A. instructors in October of 1994, when we both saw the **need** for this type of training and education for Commercial Operators and the general public of Wrangell, as most of the people do not have the time or they do not have the money due to Wrangell's economic depression to travel to other communities to get this kind training and education. There for I support A.M.S.E.A. for what they have done and can continue to do for Alaskans, especially those of us in isolated rural communities. I would like to ask you to support A.M.S.E.A. and House Bill Number 366.

Mark if you ever get the chance to take one of A.M.S.E.A. Survival Equipment, Procedures, and on board Drill course, which is mandatory for commercial fishing vessels, as per 46CFR 28.270, you will find, the self confidence and ability gained cannot be measured by money. As you may know, when you are on the water, and for what ever reason, it happens, it is only you and your abilities and confidence within your self that will bring you home.

Mike and I thank you for your for your help and support in this matter.

Sincerely,

Todd E Harding

Todd E. Harding

Stickeen Wilderness Adventures

Michael Clemmans

Campbell Towing

c.c. Wrangell Economic Dir.. Carol Rushmore
Representative Alan Austerman

February 28, 1996

Representative Alan Austermann
c/o Amy Daugherty
Alaska State Legislature
State Capital (MS3100)
Juneau, AK 99801-1182

Dear Rep. Austermann:

I am the Director of the Community Injury Prevention Program for the Alaska Native Health Service and as such, I am extremely involved with preventing drownings in this state. Please use your influence to see that HB 366 passes through the Finance Committee quickly and successfully.

As you can see by the enclosed research paper which I authored, the drowning fatalities are reduced among the fishermen that took the marine safety training as offered by the Alaska Marine Safety Education Association (AMSEA). AMSEA was the only organization which I studied, but I believe the success they experienced was due to the extensive "hands-on" training provided during the three day course. AMSEA trains thousands of fishermen throughout the state each year as well as 3,600 children per year.

Funding for this type of training should come from the interest generated by the Fisherman's Fund. Since fishermen originally created this fund, it makes sense to use the interest to save their lives. When a fisherman drowns, the entire family and sometimes the extended family suffers emotionally as well as financially. Many times the State is required to fill the financial gap with a variety of services to aid the family.

Thank you for your consideration.

Ron Perkins, MPH

To: Reps Austerman and Ivan
Fm: Nels Anderson, Jr.
Subject: HB 366
Date: 1-17-96

Please be advised that I support the passage of HB 366. I believe that it will be most helpful in funding a most important job that we have neglected for far to long, the safety of our fishermen and mariners.

Please call me if you need me to testify or give any other assistance.

Thank you.

October 13, 1995

Governor Tony Knowles
P.O. Box 110001
Juneau, AK 99811-0001

Dear Governor Knowles,

You might remember during a campaign trip to Kodiak at the time of our annual Crab Festival, that you were involved in one of the highlights of our festivities, the survival suit race. You might also remember the frustration you experienced when getting into your suit during the race. (I'm the gal that was helping you.) I am pleased to let you know that this past year one of the Kodiak High School teams won the race. This is the first time in years that the United States Coast Guard team did not win. Needless to say the Kodiak High School students are very proud of this accomplishment and they intend to do their best at keeping the trophy this coming year. So what is this all leading up to?

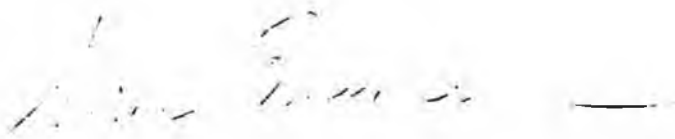
I teach Marine and Wilderness Survival Training as well as Fisheries Science at Kodiak High School. I am also an instructor for the ALASKA MARINE SAFETY EDUCATION ASSOCIATION, and include this training as part of my high school curriculum. At the present time I have 50 students involved in this training and have trained 40 other students as well as 40 adults in the past two years.

AMSEA is facing a major loss of funding from the Federal Government this year and I am very concerned about the future of AMSEA. AMSEA has provided invaluable training to the members of our community as well as members of many maritime dependent communities around the state and the nation. AMSEA has proven itself a leader in marine safety training and has filled a need in Alaska's maritime industries. Federal Regulations have made this type of training mandatory for persons onboard all commercial vessels. The healthy future of AMSEA and its ability to continue to provide this training depends on continued funding from somewhere. We are looking to the State of Alaska to help us with that funding.

I am asking you to please support reliable long term state funding of the AMSEA Program. I have read the proposal of using interest money from the Fishermen's Fund to support AMSEA and think this would be a fine way to use those resources. AMSEA is saving fishermen and fisherwoman's lives as well as lives of those involved in other

marine related industries. AMSEA could help you become a condender in the 1996 Kodiak Crab Festival Survival Suit races. We sincerely invite you to be a member of one our teams. We also sincerely thank you for your consideration towards this very important matter.

Hope to see you this spring!

A handwritten signature in cursive script, appearing to read "Jane Eisemann", followed by a horizontal line.

Jane Eisemann
Kodiak High School Fisheries Instructor

cc/ Lieutenant Governor Fran Ulmer
Jerry Dzugan Director AMSEA



907-486-3910
Box 991

Kodiak, Alaska
99615

October 12, 1995

FAX 486-6292

Governor Tony Knowles
c/o Mary McDowell
P.O. Box 110001
Juneau, Alaska 99811-0001

Dear Governor Knowles,

I am writing to express our continued support for the Alaska Marine Safety Education Association (AMSEA) and to suggest a source of funding to continue its efforts to reduce loss of life in the fishing industry.

We have been strong supporters and advocates of AMSEA since its inception nine years ago. During that time AMSEA has never received any direct funding from the State, but has relied on grant funding from federal sources and income generated through its extensive offerings of classes to fishermen. AMSEA's budget was cut over 75% last year by Congress and sources of other grant funds have dried up due to budget cuts. We are very concerned about AMSEA's future as an ongoing source of safety training for fishermen.

The fishing industry by their own initiative contributes a portion of their license fees to the Fisherman's Fund to defray costs of injuries occurring within state waters. That fund has now grown to 7.2 million dollars, but the more than \$300,000 annual interest on the fund is deposited to the General Fund, rather than to programs that can further reduce injuries and loss of life in our dangerous industry.

We propose that a percentage of that interest be "earmarked" on a year to year basis for support of AMSEA. We recognize that by state law funds cannot be "dedicated" to any source, but that the legislature can earmark funds as we propose. This funding would in no way jeopardize the principal or viability of the Fisherman's Fund, and in fact, the effort would help the state to be more categorically responsible for the use of its revenues. The money for the Fishermen's Fund is generated by the fishing industry, and this proposed use of the income from the Fund would directly benefit the industry in assuring the continued viability of the successful, effective, and important AMSEA safety program.

Sincerely,

Al Burch
Executive Director

Jay E. Stinson
President

cc: Fred Zharoff, Allen Austerman, AMSEA

Harvesting Alaskan Shrimp and Whitefish



Marine Safety Equipment

October 10, 1995

Representative Alan Austerman
112 Mill Bay Road
Kodiak, AK 99615

Army 4/20/95
746
(10)

Dear Representative Austerman,

I am attaching a copy of a letter that I have mailed to Governor Knowles' office. As you will read, it is a matter of concern to me. The A.M.S.E.A. (Alaska Marine Safety Education Association) program is in need of finding some long term, stable funding in order to keep the organization the healthy, viable, dynamic program that it is.

Although A.M.S.E.A. is located in Sitka, they have had a great influence on our community and the Alaskan fishing industry. I am a U.S.C.G. Approved, Certified A.M.S.E.A. Instructor, and as such have been able to teach the A.M.S.E.A. Marine Safety curriculum to many fishermen in the Kodiak fishing fleet. I have taught the classes privately at Joycrafts, taken the classes to the villages of Ouzinkie, Port Lions and Old Harbor, and taught various segments of the classes at the Kodiak College in conjunction with Kodiak Fishermen's Wives and Associates. I'm sure you have been made aware of the facts, of how much impact that training has had upon the safety of our fishing fleet in just the last couple of years. It's been dramatic! Lives lost because of vessel casualties has decreased considerably.

I urge you to support any means you can to seek long term stable funding for A.M.S.E.A. Our fishing fleet has benefited from AMSEA's existence, our community has benefited, our children have reaped the benefits, and our national fishing fleet have reaped benefits.

If I can be of more help to you in providing information please contact me.

Thank you for your support.

Sincerely,

Ted E. Rogers
Ted E. Rogers

9727 Wren Lane
Eagle River, AK. 99577

September 26, 1995

Representative Pete Kott
State Capitol
Juneau, AK. 99801-1182

Dear Representative Kott:

You frequently send newsletters asking for my views on a variety of topics, and today I have some input for you. I have worked for the U.S. Public Health Service for the past 24 years, 16 of which have been in Alaska. I have a Bachelors and a Masters degree in Public Health. I recently completed a research project that might be of interest to you. The research project evaluated a marine safety training program that is conducted by the Alaska Marine Safety Education Association (AMSEA). This research paper will be published in the national peer review journal, Public Health Reports, in the November/December issue in 1995. The paper was also selected as one of 300 out of 900 papers for oral presentation at the World Injury Control Conference in Melbourne, Australia in February 1996.

The bottom line according to my research is that the AMSEA program is very effective in preventing deaths among the fishermen who took the course. The distressing point is that AMSEA relies entirely on short term grants for their funding. We need to support this effective program with recurring funding from the State. The funding could and should come from excess revenues of the Fishermen's Fund. This money originally came from the fishermen and AMSEA directly benefits the fishermen.

I realize there are obstacles to overcome in order to be able to use this excess funding but please see if it can be accomplished.

Thank you for your time and interest. If I can answer any questions, please call.

Ron Perkins

Ron Perkins, MPH
Tel. 273-0102

January 17, 1996

Amey
File
HB 366

RECEIVED
JAN 19 1996
Ans'd.....

Ron Perkins
9727 Wren Lane
Eagle River, AK 99577

Representative Pete Kott
State Capitol
Juneau, AK 99811

Dear Representative Kott:

I certainly appreciate your response to my input on HB 366. I've reviewed the draft you sent me and liked the language used in the bill. I was pleased to hear that you would be a co-sponsor of the bill.

A word of caution: The Alaska Marine Safety Association's (AMSEA) training program was shown to be effective by my research, but the reason it is effective, in my opinion, is that it is a three day, hands-on training experience. The students put on survival suits and jump in the water, they practice man-overboard drills, they use flares and signaling devices, they practice survival skills in life rafts and on shore overnight, etc.- IT IS DEFINITELY HANDS-ON. There are some other marine safety training groups that use a one day lecture format to teach the "drill instructors course". This teaching format was not evaluated, and in my personal opinion, is an inadequate teaching method.

The International Maritime Organization's Personal Survival Module was the basic structure that AMSEA used to design their course. Don't let cheap imitations tell you they are just as good.

I won't take any more of your time, but I wanted to prepare you for some potential comments from opponents of HB 366. It is a good bill and I'm impressed to see the State using prevention to decrease costs.

Sincerely,

Ron Perkins

Ron Perkins, MPH

J.
Also forward a
copy of this to
Rep. Antonmann's office
1-21-96
P

October 13, 1995

Governor Tony Knowles
P.O. Box 110001
Juneau, AK 99811-0001

Dear Governor Knowles,

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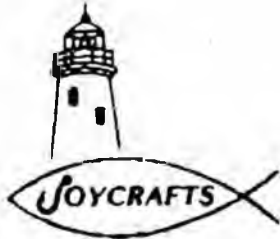
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Jane Eisemann
Kodiak High School Fisheries Instructor

cc/ Lieutenant Governor Fran Ulmer
Jerry Dzugan Director AMSEA



Marine Safety Equipment

October 10, 1995

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112 Mill Bay Road
Kodiak, AK 99615

Amey 4-21-95
746
(12)

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Thank you for your support.

Sincerely,

Ted E. Rogan
Ted E. Rogan

9727 Wren Lane
Eagle River, AK. 99577

Constituent

September 26, 1995

Representative Pete Kott
State Capitol
Juneau, AK. 99801-1182

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The bottom line according to my research is that the AMSEA program is very effective in preventing deaths among the fishermen who took the course. The distressing point is that AMSEA relies entirely on short term grants for their funding. We need to support this effective program with recurring funding from the State. The funding could and should come from excess revenues of the Fishermen's Fund. This money originally came from the fishermen and AMSEA directly benefits the fishermen.

I realize there are obstacles to overcome in order to be able to use this excess funding but please see if it can be accomplished.

Thank you for your time and interest. If I can answer any questions, please call.

Ron Perkins

Ron Perkins, MPH
Tel. 273-0102



907-486-3910
Box 991

Kodiak, Alaska
99615

October 12, 1995

FAX 486-6292

Governor Tony Knowles
c/o Mary McDowell
P.O. Box 110001
Juneau, Alaska 99811-0001

Dear Governor Knowles,

I am writing to express our continued support for the Alaska Marine Safety Education Association (AMSEA) and to suggest a source of funding to continue its efforts to reduce loss of life in the fishing industry.

We have been strong supporters and advocates of AMSEA since its inception nine years ago. During that time AMSEA has never received any direct funding from the State, but has relied on grant funding from federal sources and income generated through its extensive offerings of classes to fishermen. AMSEA's budget was cut over 75% last year by Congress and sources of other grant funds have dried up due to budget cuts. We are very concerned about AMSEA's future as an ongoing source of safety training for fishermen.

The fishing industry by their own initiative contributes a portion of their license fees to the Fisherman's Fund to defray costs of injuries occurring within state waters. That fund has now grown to 7.2 million dollars, but the more than \$300,000 annual interest on the fund is deposited to the General Fund, rather than to programs that can further reduce injuries and loss of life in our dangerous industry.

We propose that a percentage of that interest be "earmarked" on a year to year basis for support of AMSEA. We recognize that by state law funds cannot be "dedicated" to any source, but that the legislature can earmark funds as we propose. This funding would in no way jeopardize the principal or viability of the Fisherman's Fund, and in fact, the effort would help the state to be more categorically responsible for the use of its revenues. The money for the Fishermen's Fund is generated by the fishing industry, and this proposed use of the income from the Fund would directly benefit the industry in assuring the continued viability of the successful, effective, and important AMSEA safety program.

Sincerely,

Al Burch
Executive Director

Jay E. Stinson
President

cc: Fred Zharoff, Allen Austerman, AMSEA

Harvesting Alaskan Shrimp and Whitefish



UNIVERSITY OF ALASKA ANCHORAGE

211 West 7th Avenue
Anchorage, Alaska 99501
(907) 272-2704
FAX: (907) 272-5269

North Pacific Fisheries
OBSERVER TRAINING PROGRAM
COLLEGE OF COMMUNITY AND
CONTINUING EDUCATION

March 12, 1996

The Honorable Mark Hanley
House of Representatives
State Capitol
Juneau, Alaska 99801-1182

Dear Representative Hanley:

I am the director of a University of Alaska Anchorage program that trains fisheries observers to work in the commercial fisheries of the Bering Sea and Gulf of Alaska. A critical part of our training covers safety and survival at sea. In fact, an observer in our December class had to don a survival suit, abandon ship and climb aboard a liferaft before being rescued when his ship sunk off of Kodiak last month.

Both of our trainers have received excellent training by the Alaska Marine Safety Education Association (AMSEA) and use that training in their work with the 100+ observers that come here each year.

AMSEA is a life-saving, critical part of Alaska's most valuable private industry. We strongly support your bill, HB 366, which supports AMSEA with 50% of the interest from the Fishermen's Fund. It is an excellent use of those monies. Thank you.

Sincerely,

A handwritten signature in cursive script that reads "Paula Cullenberg".

Paula Cullenberg, Director
North Pacific Fisheries Observer Training Center

cc: Michelle Bates, Office of the Chancellor

ALASKA COUNCIL ON EMERGENCY MEDICAL SERVICES

ACEMS
P.O. Box 110616
Juneau, Alaska 99811-0616
(907) 465-3027



February 15, 1996

The Governor's Alaska Council on Emergency Medical Services has voted unanimously to support proposed legislation for marine safety training programs, sponsored by the Alaska Marine Safety Education Association (AMSEA). On behalf of the Council I urge you to support the intent of C.S. for House Bill No. 366, which would provide a stable source of funding for marine safety training in Alaska.

A paper titled "AMSEA Accomplishments in Last 10 Years" is enclosed. Another paper, "Evaluation of an Alaska Marine Safety Training Program," by Ron Perkins, MPA, Injury Prevention Coordinator, Alaska Area Native Health Service, also is enclosed, which shows that AMSEA training has resulted in statistically significant reductions in loss of life among commercial fishers in Alaska.

Commercial fishing is the most dangerous occupation in Alaska, resulting in many deaths and serious injuries each year. About nine years ago, the EMS Section, in the Department of Health and Social Services, obtained a grant from the National Marine Fisheries Service to develop marine safety training and instructor training for commercial fishers. Most of these funds were passed through to the Alaska Marine Safety Education Association (AMSEA), based in Sitka, which began developing training programs and training instructors from throughout the state. After three years, that grant program expired, but the EMS Section was able to continue funding AMSEA with a CDC Injury Prevention and Control Capacity Building grant. When eligibility for this grant program expired in FY 94, AMSEA was able to obtain some additional funding from the U.S. Coast Guard and the National Institute for Occupational Safety and Health (NIOSH). As these sources of funding expire, the financial viability of AMSEA is in serious jeopardy.

I suggest you contact Mark Johnson, Chief of the Community Health and Emergency Medical Services Section, in the Department of Health and Social Services, for more information on this important, lifesaving program.

Sincerely,

A handwritten signature in cursive script that reads 'John Hall' followed by a small mark.

John Hall, M.D.
Chairman
Alaska Council on EMS

Enclosures (2)

cc: Karen Perdue, DHSS Commissioner
Elmer Lindstrom, DHSS Special Assistant
Peter M. Nakamura, MD, MPH, Division of Public Health Director
Jerry Dzugan, Alaska Marine Safety Education Assoc. Exec. Director

House Finance Committee
regarding HB 366

[Copies sent to Rep. Al Austermaan
and Sen. Robin Taylor]

Help prevent commercial fishing injuries and deaths by designating part of the interest from Fishermen Fund earnings for safety training. Such training has resulted in a 50% decline in fatalities the past 3 years. 3600 children in 120 communities have been trained in water and boating safety.

I teach such classes to students in Petersburg. Fishermen in this town strongly support training for themselves and crew. Many lives saved on the water have been credited to individuals taking commercial fishing safety classes.

Money spent on training helps to avoid much more money spent on rescues.

Thank you

Mona Christian

2/9/96
Finance

(7)
Date Referred to Committee: January 31, 1996

HOUSE COMMITTEE REPORT

FURTHER REFERRALS:

Date of Committee Action: 2/7/96

The TRANSPORTATION Committee considered:

HB 366

HOUSE BILL NO. 366

MARINE SAFETY EDUCATION PROGRAMS

"An Act relating to marine safety training and education programs."

recommends it be replaced with the following committee substitute CS HB 366 (HES) the same title a new title

additional referral to _____ Committee
 attached amendment(s)

ADOPTS: _____ Letter of Intent

ATTACHES NEW FISCAL NOTE(S): (Dept) _____

APPROVES PREVIOUS: (Dept/Date) _____

fiscal note(s) _____

fiscal note(s) _____

zero fiscal note(s)

zero fiscal note(s)

REV 1/31/96

SIGNING WITH RECOMMENDATIONS		DP	DNP	NR	AM
<i>Beverly Marsh</i>	MARSH			<input checked="" type="checkbox"/>	
<i>W. Williams</i>	Williams	X			
<i>Don Sanders</i>	Sanders	X			
<i>G. Davis</i>	G. Davis	X			
		(3)		(1)	

CHAIR'S SIGNATURE

G. Davis
G. DAVIS

1/31/96

HOUSE COMMITTEE REPORT

(7)
Date Referred to Committee: January 8, 1996

FURTHER REFERRALS:

Transportation
Finance

Date of Committee Action: 1/30/96

The HEALTH, EDUCATION AND SOCIAL SERVICES Committee considered:

HB 366

HOUSE BILL NO. 366

MARINE SAFETY EDUCATION PROGRAMS

"An Act relating to marine safety training and education programs."

recommends it be replaced
with the following committee substitute

CS HB 366 (HES)

the same title
 a new title

additional referral to _____ Committee
 attached amendment(s)

ADOPTS: _____ Letter of Intent

ATTACHES NEW FISCAL NOTE(S): (Dept) _____

APPROVES PREVIOUS: (Dept/Date) _____

fiscal note(s) _____

fiscal note(s) _____

zero fiscal note(s) Revenue

zero fiscal note(s) _____

SIGNING WITH RECOMMENDATIONS	DP	DNP	NR	AM
<i>[Signature]</i> G. Davis			✓	
<i>[Signature]</i> Rokeberg			✓	
<i>[Signature]</i> Bunde	✓			
<i>[Signature]</i> Toohy	✓			
<i>[Signature]</i> Uzey			✓	
<i>[Signature]</i> Robinson	✓			
<i>[Signature]</i> Brice			✓	
	(3)		(4)	

CHAIR'S SIGNATURE

[Signature]
Bunde