

SCOMM

102:10

# ALASKA STATE LEGISLATURE



Interim:  
600 East Railroad Avenue  
Wasilla, Alaska 99654  
(907) 373-1842  
Fax (907) 373-4729

Session:  
State Capitol Building, Room 421  
Juneau, Alaska 99801-1182  
(907) 465-2186  
Fax (907) 465-3818

REPRESENTATIVE VIC KOHRING  
DISTRICT 26

## **Sponsor Statement**

### **HB 149, An Act relating to the Management of Salmon Fisheries**

House Bill 149 addresses the issue of salmon management with the intent of giving priority to the "consumptive user" (subsistence, personal users and sport fishers). The legislation's ultimate objective is to "put more salmon in our rivers".

Greatly diminished returns of salmon in rivers and streams of Cook Inlet's Upper Susitna River Drainage System in recent years has forced closures and restrictions on sportfishing, much to the detriment of Southcentral Alaska's economy.

Many of our constituents have demanded the legislature take action to address this inequity of our salmon resources. I myself have numerous constituents who are sportfishing advocates (as I am), and are frustrated with what they perceive as inaction of the Board of Fisheries to satisfactorily address the problem. Given this, as well as the apparent lack of success of the mediation efforts, I felt compelled to file this legislation.

HB149 is *not* a reflection of any opposition to the commercial fishing industry, but rather merely an attempt to more equitably share the resource that belongs to *all* Alaskans. The consumptive user currently receives a miniscule 1% (approx.) of the entire resource state-wide.

The sportfish industry is vital to the economy of Alaska, particularly in Southcentral. With the recent river closures and restrictions, it has been devastating, particularly to the economy of the Matanuska-Susitna Valley.

4/25/97



**The House Special Committee on Fisheries  
welcomes you to a legislative hearing on  
HB 149 and other fishery-related issues.**

**As chairman, it is my intention to make these statewide meetings as constructive as possible! If you have come to these meetings to discuss interception in one area versus another, then read no further and go home and prepare to argue with the Board of Fisheries. We are here to listen to your fishery concerns and hopefully, all get educated with facts.**

**The House Fisheries Committee views the sustainability of Alaska's fishery resource as a state priority. We can brag we have the healthiest wild sustainable salmon resource left in the world. We all benefit in prioritizing this principle for our resource.**

**Alaska hasn't always had this level of successful returns. Several decades ago many of our salmon runs bore fractions of what they yield now. Introduction of the 200 mile limit led to minimization of high seas drift net interception. Over time fish traps and cannery-owned boats have given way to independent fishermen and hatcheries. Alaska's commercial salmon fisheries have changed and presently support thousands of Alaskan families.**

**Good management is crucial and essential in maintaining the viability of our salmon runs. Is the present level of management acceptable? Is the present level of funding acceptable? Are there concerns that cannot be addressed with dollars, such as environmental concerns?**

**The other big issue on the list of problems facing our fisheries is use policy. How do we resolve the allocation issues between commercial, sportfish, personal use and subsistence fisheries? Should allocation preference be determined in state law for all fishery management areas or do individual areas need review and possible adjustment to accomodate more Alaskans? Currently, the board's fisheries managment plans identify the priorities under which Department of Fish & Game managers operate.**

Make no mistake that population pressures on Cook Inlet salmon fishing opportunities are steering the contentious fishery debates throughout our state. That is why I have chosen to hold interim statewide hearings on HB 149, the FISH initiative legislation. This legislation, as was its predecessor, characterizes and exposes the issues surrounding our salmon fisheries today.

What action should be taken to relieve the pressure on the Cook Inlet from the rapidly expanding sportfish and personal use fisheries?

Some suggestions I hear are:

- 1) Extension of roads around Cook Inlet providing access to other, less utilized river systems
- 2) Better stocking system for all river systems in Cook Inlet to provide amply for Anchorage residents
- 3) Reduce number of commercial fishers in Cook Inlet
- 4) Limit number of sportfish commercial guides in Cook Inlet

Also relevant to this hearing, feel free to comment on of the following current fish legislation which is available at these meetings:

- |         |                                                                                                                                   |
|---------|-----------------------------------------------------------------------------------------------------------------------------------|
| HB 19 - | establishes data collection on charter businesses and provides for regulation of charter businesses by fisheries management areas |
| HB 56 - | establishes a program to buy back limited entry permits                                                                           |
| HB 123- | federal tax obligation loan program renewal                                                                                       |
| HJR 38- | constitutional amendment allowing limited entry for charter operators                                                             |
| SB 40 - | discrete salmon stock management and assessments                                                                                  |

Again, let's keep discussion constructive when we examine Alaska's fisheries problems. What we share here can help shape where our fisheries will be in the decades ahead.

I appreciate your participation. Please keep your comments short and concise so everyone will have an opportunity.



**REPORT ON  
HB 149  
AND OTHER FISHERY-RELATED ISSUES  
1997 INTERIM HEARINGS**

The House Special Committee on Fisheries held meetings in five locations around the state this fall and was generally well attended. Testimony was only taken via teleconference when time allowed and from areas in those regions. Testimony brought forth at these hearings varied with location and local concerns and was generally broad in scope. The chairman urged participants to keep their comments constructive.

**Summary**

The following general points were consistently voiced at meetings:

- Increase funding for ADFG, CFMD for additional research and management work in order to protect the sustainability of the fisheries resource.
- Increase funding in ADFG to ensure adequate habitat oversight on the Upper Cook Inlet rivers system due to high traffic in-river.
- Additional enforcement is needed to curtail abuses of the resource, particularly nonresidents bringing excessive quantities of fish south.
- In some areas, limit the number of sport fish guides operating by passage of HJR 38.

Regarding HB 149, the most consistent comments included:

- Allocation should remain in the hands of the Board of Fisheries, not legislators.
- The five percent was misleading since sport fish and personal use harvest the majority of the King and Coho stocks in Cook Inlet.
- Harvest increases are due to non-resident angler efforts which keep increasing unlike the numbers of commercial fishermen and resident anglers.
- It was felt that passage of HB 149 would have a disastrous effect on the state's commercial fisheries.

### Dillingham

The first hearing was in Dillingham on September 12 and was dominated by testimony reflecting the economic distress of the region due to the summer's poor salmon returns of the summer.

No one spoke in support of HB 149 and it was stated that if it passed, it would largely benefit nonresidents. It was suggested that if HB 149 were implemented, it would shut down the commercial fisheries in Bristol Bay in order to address problems in the Cook Inlet. Several testified that they believed allocation should remain with the BOF.

There was consistent concern voiced that current CFMD research and management budget funding level was inadequate in meeting the needs of our fishery resources and that the general fund dollars generated by the commercial fisheries are not being appropriated towards benefiting the resource. An older Alaskan pointed out that before oil, when the state had less money before oil, there was more ADFG research locally. There was also testimony supporting an increase in habitat funding.

There were comments made in support of a limited entry on guides and that local river systems are now overcrowded with sport fishers. Frustration was voiced that guides were largely recruited outside and something should be done to get local kids hired by the lodges.

Other testimony received supported the state retaining control of fisheries regarding subsistence, support for passage of HB 123 and testimony against HB 285 as currently written. There was also support voiced for AMSEA funding.

### Palmer

The second hearing was held in Palmer on September 30 and surprisingly testimony against HB149 outnumbered supporters two to one. Most of the Mat-Su residents who testified were against the bill and most of the commercial fishermen who testified reside in the Mat-Su.

Again it was expressed that HB 149 would have "devastating" effects on the commercial fishing industry, would mostly benefit lodge owners, and that the five percent in the legislation is misleading and would lead to over-escapement. Supporters testified that HB 149 would not eliminate commercial fisheries, the five percent was not mandatory and that the sport fishing industry economically helps the Mat-Su Valley.

It was pointed out twice that sport fishers take 33.5 percent of the total harvest of cohos and over 80 percent of the kings in Cook Inlet. Another testified that in the



Northern District the sport fishermen already take 98 percent of the kings, 60 percent of the cohos and 20 percent of the reds. The decline in commercial fishing days through the years of Northern District of Cook Inlet fishermen was sited as well as their 80 percent resident ownership.

There was strong and consistent testimony regarding the lack of limitation on the number of guides allowed in the area and that local streams were overcrowded where there is the most impact on spawning beds. Only one testifier stated that habitat degradation was not a cause for concern in the Upper Cook Inlet drainage system and that individual felt that limited entry for guides would create another elitist group but was supportive of limiting the number of guides.

Several testified that in order to protect spawning ground habitat impacts must be minimized and it was suggested that powerboat use should be eliminated in the rivers.

Testimony also included concerns that nonresidents were transporting huge quantities of fish south and that there was no enforcement of this activity. Another testified that the legislature is allowing nonresidents to "rape Alaska's waters". Only one testified that the number of fish caught by outside residents was not a significant amount.

Applause surfaced when it was suggested that king salmon harvest be restricted to residents only, similar to that which takes place in a Minnesota fishery, and again the crowd applauded for restricting the level of catch which can leave the state, as done in Canada.

There was strong support for increased CFMD research and management dollars. It was pointed out that diminishing dollars to the department does not make sense in light of all the increasing research needs and that no amount of tourism, sport fishing or subsistence can replace commercial fishery economic base in the state. Frustration was voiced that the commercial sports fishery does not financially contribute to the state.

One testified suggested that the present management system violate the Public Trust Doctrine since personal consumption should be the priority of fisheries. He indicated that it is the responsibility of the legislature to protect and enhance the fisheries resource. Another testified that the increase in population of the Mat-Su Borough requires a legislative fix to provide fishing opportunities to these families.

Several testified that returns to the rivers were too low. One testifier stated that the prevailing lack of fish in the area is attributable to commercial fish interception. Another testified and that salmon just aren't getting up the rivers.

Two testifiers expressed concern that harvests of hatchery fish contain too many wild stock fish. One testified that fish were getting up to Ship Creek but not the Deshka River and therefore pointed to the sport fishers as major interceptors of the Deshka.

One testified suggested that sport fishing should be eliminated from the bill as a consumptive use. Another testified in support of a permit buy-back program and stated she was tired of fighting the issues.

### Kodiak

On October 24, the committee held the hearing in Kodiak where there was unanimous testimony against HB 149.

There was consistent testimony in support of increasing CFMD's budget in order for them to adequately manage the fish resource. One testified that management is not adequate in the Northern Cook Inlet and more weirs are needed. He pointed out that commercial fishermen bear the burden of sustainability as fish are counted daily to ensure escapement to rivers versus management by aerial estimation, which is known to be less accurate, and prior sport fish harvest (not the strength of the runs) in the Northern Cook Inlet.

There was also consistent support voiced for increased habitat monitoring and concern about degradation in rivers. One testifier cited a letter published in the ADN where the author attempted to obtain enforcement for days to stop three-wheelers from driving through spawning beds. He suggested that problems in the Mat-Su were not being addressed there. Another stated that the Mat-Su problems may be related to the congestion in that area and the airboat traffic and the consequential impact on the riverbeds. Another testifier pointed out that a survey showed that most resident anglers were frustrated with overcrowding on areas they traditionally fished.

Testimony included observations that although the tourists out-number Alaskans, Alaska's fishermen's livelihood should not be threatened. Another Pointed out that the commercial fishermen's numbers have stayed fairly constant and resident sport fishermen have been constant yet nonresident fishing has escalated. There was testimony in support of having the "growing commercial guide industry" report their catches.

There was testimony from several which supported leaving allocation with the Board of Fisheries. One stated there is a lack of communication between the state advisory committees and the current Board of Fisheries.



Testimony was received indicating that shellfish management has not been adequately addressed despite the magnitude of those fisheries. Another testified that the University of Alaska, School of Fisheries and Ocean Sciences has been returning \$7 in research grants for every \$1 of general funds appropriated to it, yet it was the most drastically cut unit in the University system.

One testified in support of Governor's plan on subsistence and urged cooperation of the legislature on this matter.

### Kenai

The November 5th Kenai meeting was well attended with testimony against HB 149 strongly outweighed the few supporters. The testimony against this legislation included comments from a guide and a sport fisherman as well.

There was consistent testimony in support of the Board of Fisheries process retaining allocation and keep the legislature out of allocation issues as it is preferred that these decisions be based on science, not politics. It was voiced that a majority of the current Board of Fisheries members ascribe to similar goals as those found within HB 149 and that the Board will probably eliminate commercial fishing in Cook Inlet, just slower than HB 149.

There was also consistent testimony in support of an increase in budget for fisheries management and research. One testified in support of increased enforcement. A few testified that there are habitat concerns within the Mat-Su Valley, which need addressing.

Those opposed felt that HB 149 would put commercial fishers out of business and that the 5% was unfair and deceiving and, if passed, the inevitable impact would be devastating to commercial fishers. Many spoke of their economic dependence on commercial fishing and their communities' dependence. One testified that HB 149 would lead to lower quality fish being harvested.

It was pointed out that commercial fishing in Cook Inlet is closed in May, June, most of August, September and October and that escapement goals have increased drastically. According to the testimony, there is a dipnet fishery that takes place below the sonar counters so that the fish taken are not counted towards escapement goals and a personal use fishery that takes place before the commercial fishery begins. Another stated the Upper Cook Inlet Salmon Management Plan only gives the commercial fishing industry a priority from July 1 to August 15 and that during the sport fish priority there is no commercial fishing allowed, but during the commercial fishing priority all other users are allowed to fish. He testified that the sport fishery has grown into another

commercial fishery and that sport fishermen in Cook Inlet already harvest 82 % of the king salmon, 25 % of the coho and 5 % of the sockeyes.

There were several supporters for passage of HJR 38, commercial and sport fish users. It was questioned how lodge owners and sport guides can qualify as common consumptive users since a profit is made on the resource. Another asked why commercial fishermen are not included as a common consumptive user. It was questioned if HB 149's goal was to help the resource or help the "overexpanded commercial sport fishery".

There was also testimony stating that the growing tourism industry is what is putting pressure on the rivers and habitat and that the Kenai River cannot supply all tourists with fish at the rate which nonresident sport anglers are increasing. One testified that the fish resource can not renew as fast as it is being used.

A supporter voiced concern that consumptive uses currently make up only 1.5 percent of the statewide salmon harvest and that more fish are taken commercially by non-residents than by nonresident sport fishers. One of the supporters testified that he would prefer to see the Upper Cook Inlet Management Plan changed rather than see HB 149 pass.

One sport fish guide asked that sockeye salmon enhancement be eliminated in Cook Inlet until local stocks rebound. Another voiced concern that aquaculture practices contribute to the wild stock declines. One testifier read a statement by a renowned sport fish biologist which indicated that returns of hatchery fish have not been of a magnitude to influence the management strategies that were developed for natural stocks.

#### Sitka

On November 18, the House Special Committee on Fisheries held a meeting where there was no testimony in support of HB 149. Many other issues surfaced at this meeting as well.

Testimony was consistently in support of leaving allocation decision in the hands of the Board of Fisheries and that passage of HB 149 is inherently bad for commercial fisheries. It was again pointed out twice during this hearing that HB 149 would lead to lower quality fish being harvested. It was also reiterated that the stated five percent is very misleading.

The issue of inadequate fisheries management information due to budget shortfunding was stressed by several that testified. Habitat and predation were



voiced as concerns which need addressing in the Mat-Su area. Another gave an example of lack of enforcement on mariculture sites.

It was pointed out that Southeast Alaska recorded 530,000 angler days in 1995 and therefore would be effected by HB 149. One testified that HB 149 affects the entire state and will not give the sponsor one more fish in the river. Another who sits on the Northern Panel of the Pacific Salmon Treaty and NSRAA Board stated that there is no point in conserving or producing salmon if they're going to be caught by foreigners.

There were several who strongly supported limiting guides. It was pointed out that the only growth is in the nonresident sport harvest and that two thirds of nonresident catch occurs on charter vessels. One testified about the abuses of nonresidents who bring home huge quantities of fish, sometimes selling it.

One testifier explained the recent actions by the North Pacific Fisheries Management Council regarding guided sport on halibut. She indicated there is widespread misinformation surrounding this issue and when the guided sport fish industry reaches or exceeds the 125 % guideline harvest level, which is not expected to happen for 3 to 5 years, they will not be shut down, allowing them the industry a continuous season of historic length. The following season, management measures developed with local involvement and the Board of Fisheries can be implemented to slow down their harvest. Another voiced support for these Council actions.

There were several supporters of the current subsistence plan and resolving the issue before the federal government takes over fisheries management.

One testified in support of AMSEA and the work they do in safety training. Another supported HB 176, processor tax credits, and HB 173, the ASMI assessment bill.

FROM : 1

PHONE NO. : 1

NOV. 17 1997 03:23AM P1

## ALASKA STATE LEGISLATURE



Interim:  
600 East Railroad Avenue  
Wasilla, Alaska 99654  
(907) 373-1842  
Fax (907) 373-4729

Session:  
State Capitol Building, Room 421  
Juneau, Alaska 99801-1182  
(907) 465-2186  
Fax (907) 465-3818

REPRESENTATIVE VIC KOHRING  
DISTRICT 26

November 17, 1997

RECEIVED

The Honorable  
Representative Alan Austerman  
P.O. Box 2368  
Kodiak, Alaska 99615

NOV 1 1997

Ans'd .....

Dear Alan:

In advance of tomorrow's public hearing in Sitka on House Bill 149, I wish to suggest some modifications to the legislation.

Given the concerns we've heard at the hearings thus far about the "inigratory route" language as well as the five percent provision, I would propose we delete both items. My goal is to end up with legislation that *both* the commercial industry and personal consumptive groups find reasonable.

Would you be amenable to these changes, and willing to accept a "committee substitute" to reflect them? If so, I would be happy to direct the Legislative Legal Division to modify the bill for further consideration by the Fisheries Committee.

Again, thank you for your willingness to hear this legislation throughout the state, and I look forward to seeing you tomorrow.

Sincerely,

Vic Kohring

The other Vic Kohring

policy. How do we test

on more of the

the

the

the

the

the

the

the

the

the

the

the

FIN 11 -

SHOW

ALAN

ARRIVA-

Wasilla • Fairview Loop • Eklutna • Peters Creek



## ALASKA STATE LEGISLATURE



## Interim:

600 East Railroad Avenue  
Wasilla, Alaska 99654  
(907) 373-1842  
Fax (907) 373-4729

## Session:

State Capitol Building, Room 421  
Juneau, Alaska 99801-1182  
(907) 465-2186  
Fax (907) 465-3818

## REPRESENTATIVE VIC KOHRING

November 23, 1997

DISTRICT 26

The Honorable  
Representative Alan Austerman  
P.O. Box 2368  
Kodiak, Alaska 99615

Dear Alan:

Thanks again for taking time to travel to Sitka to once again hear House Bill 149 and other fish-related concerns. I'm looking forward to the session reconvening, so we can discuss my legislation further, and possibly make modifications to the bill.

During the course of our hearings this interim, I took note of the many suggestions made by the public. Perhaps they could be given consideration by the Fisheries Committee, as a way to help enhance the salmon runs in the Southcentral area. The primary ones are as follows:

- 1.) Take measures to protect habitat along streams and rivers.
- 2.) Provide for additional law enforcement.
- 3.) Conduct further studies on fish migration (with wire studies, the use of weirs, etc.).
- 4.) Commission an advisory committee to research the issue, and to identify potential solutions.
- 5.) Implement a set net "buy back" program.
- 6.) Study the predation issue (i.e. beluga whales, pike, etc.).
- 7.) Increase the number of salmon overall, through fish farming, hatcheries, etc.
- 8.) Restrict gill net, drift net and/or set net operations in Cook Inlet.

Of course, I've been advocating for #8 (drift net operators), but I certainly would give consideration to other possibilities. As previously mentioned, my goal is to enhance our salmon fisheries so that *everyone* gets a larger share--commercial and personal consumptive users alike.

I appreciate your assistance Alan.

Sincerely,

  
Vic Kohring



# UNITED FISHERMEN OF ALASKA

April 28, 1997

211 Fourth Street, Suite 112  
Juneau, Alaska 99801  
907/586-2820  
Fax: 907/463-2545

The Honorable Alan Austerman, Chairman  
and Committee Members  
House Special Committee on Fisheries  
State Capitol Building, Room 434  
Juneau, Alaska 99801-1182

Dear Chairman Austerman and Committee Members:

HB 149 seeks to give priority to sport and personal use fishing over commercial fishing by allocating five percent (5%) of the total statewide salmon harvest to sport and personal use. This allocation would be based on projected harvest capability each year or how much the Board of Fisheries thinks the sport fish user may be able to catch, not what is needed to maintain quality sport fishing experiences, food for Alaskan residents, and viable commercial fisheries.

On Page 2, Line 17-21. This addresses every mix stock fisheries in the state. If the priority is for 1,500 King Salmon to reach sport users in Bristol Bay, millions of red salmon for commercial fishing would be lost.

HB 149 allocates five percent (5%) statewide, not by region or stock. In some regions, the priority sport and personal use fisheries could take all of the harvest as long as the statewide total does not exceed five percent (5%) which, based on the average statewide projected each year, would give an average of six to ten million salmon to sport and personal use of their choice. This would be a 1,000% increase compared to existing statewide sport and personal use harvest levels.

After Salmon for Alaska's Future did a statewide poll (included in your packet) and educated people on what the five percent (5%) really means, we found a high percentage of satisfied sport fishermen in the state of Alaska. This bill is being driven by a few (commercial) sports guides for their own gain and not in the interest of resident sportfishermen or any other fisheries.

For these reasons, United Fishermen of Alaska opposes HB 149. The healthy and abundant salmon runs Alaskans enjoy today are a result of successful management plans developed by the Alaska Board of Fisheries and implemented by the Alaska Department of Fish and Game.

If you have any questions or need information or assistance, please feel free to call the UFA Office.

UFA Board of Directors

#### MEMBER ORGANIZATIONS

Alaska Longline Fishermen's Association • Alaska Trollers Association • Bristol Bay Driftnetters Association • Concerned Area "M" Fishermen • Cook Inlet Aquaculture Association  
Cordova District Fishermen United • Kenai Peninsula Fishermen's Association • Kodiak Regional Aquaculture Association • Kodiak Seiners Association • North Pacific Fisheries Association  
Northern Southeast Regional Aquaculture Association • Northwest Setnetters Association • Peninsula Marketing Association • Petersburg Vessel Owners Association  
Prince William Sound Aquaculture Corporation • Purse Seine Vessel Owners Association • Seafood Producers Cooperative • Southeast Alaska Seiners Association  
Southern Southeast Regional Aquaculture Association • United Cook Inlet Drift Association • United Southeast Alaska Gillnetters



**NorQuest Seafoods, Inc.**

Petersburg Plant  
301 Harbor Way  
P.O. Box 209  
Petersburg, Alaska 99833

Ph: (907) 772-3333

Fax: (907) 772-3330

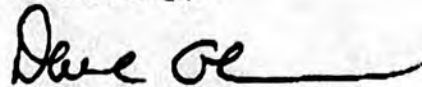
Dear Committee Members,

I would like to voice our companies concern over HB149 "An act related to the management of Salmon fisheries and providing for an effective date". This bill which sets a priority for substance, personal use and sport fisheries, would if passed, undermine completely the management of Alaska's salmon stocks.

Presently, Alaska's salmon fisheries are characterized by management which is even handed, conservative and has lead to record salmon returns throughout the state. The Alaska Board of Fish and the Department of Fish and Game have developed management plans that are good from a biological, economic and social stand point. We should be fine tuning our present management strategies, not passing a bill which would dramatically charge all that has been achieved.

The commercial salmon industry must be recognized for what it provides for the states citizens. With a labor force of over 30,000 workers and 80 percent of Alaska's permit holders this industry touches many peoples lives. To sustain itself in these difficult times, we must be able to improve the quality of fish we harvest, increase value added opportunities and fight to hold on to world-wide market share with the best fish we can catch. This bill, if passed, would undermine the quality of the fish we process and in the end seriously undermine our ability to compete and survive. The state of Alaska needs a commercial fishing industry to provide jobs and opportunities. I ask you to see the risks related to this bill and refrain from supporting its passage.

Sincerely,



Dave Ohmer  
Plant Manager  
Norquest Seafoods  
Petersburg

---

Corporate Headquarters: NorQuest Seafoods, Inc.  
4225 - 23rd Ave. W., Seattle, WA 98199  
Ph: (206) 281-7022 Fax: (206) 285-8159

TOTAL P.02



**Southeast Alaska Siners**  
With Members in Southeast Alaska and the Pacific Northwest

Testimony of  
**Cliff Skillings,**  
**Southeast Alaska Siners Association**  
before the  
**House Special Committee on Fisheries**

April 30, 1997

Thank you Mr. Chairman for the opportunity to testify before your committee today regarding House Bill 149, an Act relating to the management of salmon fisheries.

My name is Cliff Skillings. I am here today representing the Southeast Alaska Siners Association (SEAS). SEAS represents the interests of the southeast Alaska limited entry seine permit holders, associated crew members, and local businesses with a vested interest in the longevity and productivity of the southeast Alaska commercial seine industry.

SEAS would like to voice opposition to HB 149 as we feel it supersedes the proven state management of our fisheries resource. HB 149 is clearly allocative in nature. As such, this issue should be taken up before the Board of Fisheries and not even be an issue before this legislative body.

Here in Southeast, our seine fleet alone harvested 52 million pinks last year. Non-commercial harvesters would be hard pressed to catch the 2.6 million pinks needed to make up 5% of that stock. But this 5% involves all salmon stocks. In that sense, the implementation of the 5% language equates roughly to 100% of all commercially harvested chinook, 100% of all commercially harvested coho's, and a large percentage of the commercially harvested sockeyes. This equation alone is one which would eliminate the commercial troll fleet and place severe harvest restrictions on the commercial seine and gillnet fleets.

All commercial fisheries will be affected by this bill. Before we can harvest the pink salmon resource, our seine fleet will be forced to wait at the docks until 5% of the total allowable catch is

□ HEADQUARTERS: P.O. Box 9579, Ketchikan, Alaska 99901 Phone: (907) 225-6158 Fax: (907) 225-6258  
□ CAPITAL: P.O. Box 23081, Juneau, Alaska 99802 Phone: (907) 463-6030 Fax: (907) 463-6080



harvested by non commercial interests. When finally allowed to fish, our fleet will be moved closer to terminal harvest areas. This will lower the quality of Alaskan fisheries resource products and economic values to our fishermen and coastal municipalities that depend on the generation of raw fish taxes.

This bill not only supersedes ADF&G area management, but for us in southeast, it also supersedes ongoing Pacific Salmon Treaty negotiations. These negotiations hold conservation goals in high regard for the entire Pacific Northwest. Salmon treaty negotiations have produced, amongst other management goals, a chinook conservation agreement between Alaska, Washington, and Oregon. Under this agreement, our trollers have taken a severe decline in harvestable chinook to provide for long term chinook conservation.

When deliberating HB 149, please keep the following in mind:

- this is clearly allocative and as such, is best handled by the Board of Fisheries. Not Legislated!
- passage of HB 149 will result in lost fish tax revenue to coastal municipalities.
- this will result in lower quality product at a time when Alaska has made a commitment to high quality Alaska salmon products.
- eliminates sound ADF&G management practices by pushing commercial harvests closer to terminal harvest areas.
- provides for a 1,000% increase of non-commercially harvested salmon and takes 100% of harvestable chinook and 100% of harvestable coho's.
- The Pacific Salmon Treaty recognizes subsistence, personal use, sportfish, and commercial users and recommends harvest and conservation measures accordingly.
- ADF&G has produced record returns while managing the resource for the greatest harvest to all users.
- Alaskans support placing a high value on protecting salmon runs, preserving commercial fish jobs, and recognizing socioeconomic benefit to rural and coastal Alaskan communities derived from the commercial fishing industry.

We agree that Alaska salmon stocks should be maintained at sustained yield levels. We also agree with Sec. 2 (b) that the Board of Fish, working with the department, should look into stream bank erosion and deterioration of spawning habitat by extensive human presence.

Please do not punish an industry that provides so much socioeconomic stability to coastal communities. This is an allocation bill, one driven by greed of quantity rather than quality through competent management.

Thank you for this opportunity to testify today.

# Cordova District Fishermen United

Celebrating 62 Years of Service to Commercial Fishermen in Cordova, Alaska

P.O. Box 939 Cordova, Alaska 99574 / Telephone (907) 424-3447 / Fax (907) 424-3430

April 28, 1997

The Honorable Gene Kubina  
House of Representatives  
State Capitol  
MS 3101, Room 404  
Juneau, Alaska 99801-1182

Sent via facsimile to (907) 465-4859

Dear Representative <sup>Gene</sup>~~Kubina~~:

Cordova District Fishermen United (CDFU) is writing in opposition to House Bill 149 (the F.I.S.H. Initiative). If passed, the negative ramifications to not only the commercial fishing industry but the State in lost revenues is tremendous.

The coastal communities of Alaska rely on commercial fishing for a large portion of their operating expenses. In 1995, the fishermen contributed 50% of the city of Cordova's operating budget. The raw fish tax, harbor fees, combined with contributions to sales and property taxes equaled \$2.1 million of the total \$4.2 million city budget.

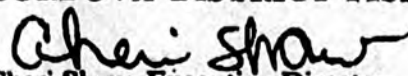
HB 149 is *not* about meeting the needs of Alaskan anglers. The number of Alaska resident sport licenses have remained constant since 1984. Non-resident licenses have doubled and now account for over 50% of all sport fishing licenses sold. Tourists envision Alaska as a unique destination with high caliber fishing. Overcrowding our rivers with people is sure to lessen the quality of the sportfishing experience and diminish the Alaska mystique.

In addition, we have a responsibility to protect sensitive habitat in which salmon spawn. Anglers elbow to elbow on the riverbanks will increase erosion and be detrimental to the resource if not kept in check.

We must leave salmon allocation decisions up to the Board of Fisheries and the Alaska Department of Fish and Game. Sound scientific decisions are made with proper data and knowledge of the resource and its users, not by elected officials.

Thank you for your time and consideration of the concerns brought forth by CDFU. If you have any questions regarding this or any other issue, please feel free to contact me at your convenience.

Sincerely,  
CORDOVA DISTRICT FISHERMEN UNITED

  
Cheri Shaw, Executive Director

cc: Representative Austerman  
Representative Hodgins  
Representative Ogan  
Representative Ivan





# UCIDA

**UNITED COOK INLET DRIFT ASSOCIATION**

P.O. Box 389 • Kenai, Alaska 99611 - 0389

(907) 283-3600 • FAX (907) 283-3306 e-mail: [ucida@kenai.net](mailto:ucida@kenai.net)

April 30, 1997

SENT BY TELEFAX (907) 465-4956

**TO: Representative Alan Austerman  
Chair, House Special Fisheries Committee**

**SUBJECT: UCIDA opposition to HB 149**

Dear Representative Austerman,

United Cook Inlet Drift Association (UCIDA) represents the 585 salmon drift permit holders in Upper Cook Inlet. Some 350 permit holders are current members of our association. UCIDA is also active at the state and federal levels as a member of the Executive Committee of United Fisherman of Alaska (UFA).

UCIDA would like to express its strong opposition to HB 149 which is nothing more than special interest allocation legislation inappropriate for consideration by the legislature. The sponsor's reference to "recent river closures and restrictions" and the devastating effect "to the economy of the Matanuska-Susitna Valley" to justify this legislation is nothing short of an attempt to deceive the public and justify this special interest legislation aimed at selectively crippling commercial fisheries.

The only restrictions or closures of economic impact on the Mat-Su economy have occurred on the June run of northern chinook stocks. These stocks have not seen a commercial harvest by the drift fishery since 1953. Harvests of these stocks have been allowed - and also severely curtailed in recent years - by a small number of setnetters in the Northern District. ADF&G has repeatedly informed the Board of Fisheries that this limited harvest of mixed northern chinook stocks has not necessitated the sport restrictions or closures.

UCIDA

April 30, 1997

Page 2 of 2

Simply put, the harvest capacity in the northern chinook sport fishery far exceeds the total return of those stocks and bag limit restrictions were, and will continue to be, necessary. Further, as already noted, the closures on certain streams during the June chinook fishery are not the result of any commercial harvest.

UCIDA categorically rejects attempts to use the sport fishery's potential to overharvest June chinook as a pretext to selectively target stocks of salmon anywhere in Cook Inlet for 100% exploitation by sport fishermen based on their harvest "potential" (Sec. 16.05.740 (c)(3)). We respectfully request that this legislation not be moved from committee.

UCIDA appreciates this opportunity to comment and requests that you share its comments with the rest of your committee.

Sincerely,

*Philip Squires P.M.*

Philip Squires, President

cc Senator Torgerson  
Senator Ward  
Representative Davis  
Representative Phillips  
Kenai Peninsula Borough Assembly  
Mayor Mike Navarre, Kenai Peninsula Borough  
Frank Rue, ADF&G Commissioner  
UFA





United Southeast Alaska Gillnetters  
PO Box 22427  
Juneau, Alaska 99802  
(907) 586-5860 Fax (907) 780-6621

#### Testimony on HB 149

United Southeast Alaska Gillnetters Association (USAG) **opposes HB 149**. The Legislature should leave allocating of fishery resources to the present Board of Fish system. Our current healthy and abundant salmon runs are a result of management plans developed by the Alaska Board of Fish and AK Dept of Fish and Game within a public process system. HB 149 allocates 5% statewide and not by region or by stock. This allows the AK Board of Fisheries no management flexibility to deal with the differences in a region or a community's dependence on commercial fishing. AK Dept of Fish under HB 149 basically is mandated to make sure that 5% of the harvest is reserved to satisfy the needs for personal use and sport fisheries, but how can they determine per area and species how much fish to leave available. We must remember that overescapement of a fishery is as damaging to the long-term productivity as underescapement.

The 5% allocation would be based on projected harvests each year statewide, including the projections for enhanced fish. The commercial fishermen pay an assessment tax on their commercial catch to raise these enhanced fish. Some hatcheries do projects for the sports fishermen and consider their needs in placement of the release sites. I ask you if it is fair to include enhanced fish in the projected surplus harvest numbers? The commercial fisheries in priority areas would be restricted while CFMD tries to manage a statewide 5% priority goal for consumptive users.

Two priority areas, Southeast Alaska and Cook Inlet would have commercial fisheries curtailed to allow 5% priority of the statewide harvest to be caught by sports fishermen and personal use fishermen. These areas would face more than a 5% loss in their commercial fishery, they would be losing within their region up to the 5% priority of the projected statewide harvest. These regions would be impacted by the loss of revenue from the fish tax revenue shared with the state and municipalities when you restrict the commercial harvests. The towns in the region would be affected by the loss of revenue the commercial fishermen would spend. The state would be affected by the loss of general fund revenues generated by the commercial fishermen.

*Salmon for Alaska's Future (SFAF)* conducted a poll in August of 1996 regarding the F.I.S. H. Initiative. USAG would like to quote part of the conclusion. "Nearly 60% of the respondents (Alaskan residents) indicated that they are satisfied or very satisfied with the current status of salmon sport fishing in Alaska. Moreover, by a 3-1 margin, Alaskans rated the "quality" of the sport fishing experience more important than the "quantity" of the catch. "74% said Alaska's sport fishing areas were overcrowded and 63% said they would not support any priority for sport fishing if it resulted in more overcrowding. Alaskans place a high value on not only protecting our salmon runs, but also on preserving the commercial fishing jobs and economic benefit rural Alaskan communities derive from commercial fishing."

We must remember that the commercial fishery in Alaska is the number one private employer and the second largest source of State tax revenues behind the oil industry. Who will truly benefit from this priority consumptive use? The guided sport fisheries will

and this fishery contributes very little to the State general fund. Alaskan resident sports fishermen feel that the guided sport fisheries is really a commercial entity at this point. The number of guides and nonresident fishermen has been increasing at an incredible rate. The number of Alaskan resident sport fishing licenses has been at a very steady level since the late '80's while the nonresident sport fishing licenses have been steadily rising. In Southeast Alaska, the complaints we hear is that the resident sport fishermen of Ketchikan and Sitka are being crowded out of the opportunities to fish in the traditional areas due to the increase in guided sport fishing boats using the area. This type of legislation will just encourage a greater influx of nonresident fishermen in Southeast Alaska elbowing out the resident commercial and sport fishermen.

Please do not pass HB 149 out of the committee. Leave the management and allocation to the Board of Fish. Thank you very much for your time and consideration of this written testimony.

Kathy Hansen  
Executive Director  
United Southeast Alaska Gillnetters



# Petersburg Vessel Owners Association

P.O. Box 232  
Petersburg, Alaska 99833  
Phone (907) 772-9323 Voice and Fax

April 25, 1997

Representative Alan Austerman  
Chairman  
House Special Committee on Fisheries  
Alaska State Legislature  
Juneau, AK 99802

Dear Chairman Austerman and members of the committee:

On behalf of the Petersburg Vessel Owners Association, I would like to express our opposition to HB 149. HB 149 jeopardizes the successful management practices of our state's most abundant renewable resource and poses a direct threat to the viability of the Alaska seafood industry.

If this legislation were to pass, 5% of the total state-wide salmon prediction would be reserved to satisfy the harvest need for sport and personal-use. Last year, the total statewide prediction for all species of salmon was 204 million. This would grant up to 10 million fish for sport and personal-use. It is unlikely that sport and personal use harvesters would be interested in catching 10 million pink salmon. Last year's total commercial harvest of king and coho salmon was around 4.5 million fish. In other words, sport fishermen could demand 100% of the statewide commercial harvest of king and coho and still not be anywhere the 5% cap.

Under the provisions of HB 149, the Board of Fish would be obligated to provide for the harvest needs of sport and personal-use fishermen before a commercial fishery could occur. If applied in Southeast, it could delay commercial openings until the only salmon available to harvest were dark and unmarketable. The result is simple: Alaskan salmon would not be able to compete on the world market and our coastal communities, thousands of family-run fishing businesses, and tens of thousands of employees in the processing sector would be devastated. Our organization is very concerned about the effects this legislation could have on our industry and the state's economy. Economic losses to the fishing industry would translate into losses for both local and state government. Currently, the seafood industry is Alaska's largest private employer and contributes over \$120 million in taxes to the state and local communities.

Lastly, the State of Alaska has achieved record returns of salmon based on management by the Alaska Board of Fisheries and the Department of Fish and Game. We believe the authority to manage our fisheries should stay with the Board and allocation disputes resolved within that forum.

**Sincerely,**

Liz Cabrera

**Liz Cabrera**  
**Director**



**Testimony of Dale Kelley on HB 149 for  
Alaska Trollers Association and Salmon for Alaska's Future  
Alaska House Special Committee on Fisheries  
April 30, 1997**

Good evening. I'm Dale Kelley, executive director of the Alaska Trollers Association, and chairman of Salmon for Alaska's Future. ATA represents the interests of the Southeast troll fleet. Salmon for Alaska is a group dedicated to public education about Alaska's commercial fishing industry. Salmon for Alaska formed in response to the FISH Initiative, which was defeated in Supreme Court last year. **Both ATA and Salmon for Alaska oppose HB 149, which mirrors the FISH initiative.**

HB 149 is a dangerous, deceptive bill. The sponsor statement highlights the its deceptive nature by pointing out that anglers get only 1% of the statewide salmon harvest. I ask you to carefully consider this question: 1% of what?

Each year, the entire statewide salmon harvest is well over 200 million fish. It's true, anglers only catch about 1%. In 1995, pink, chum and sockeye made up 97% of the statewide harvest, 68%, were pink and chum – how many of these fish would sport anglers like to harvest? There are plenty to share. But HB149 isn't about reallocating pink and chum, is it? **All of the chinook and all of the coho harvested in all of Alaska make up less than 5% of the statewide harvest, and totaled only 3% in 1995.** I believe HB 149 is focused on these species with a few sockeye thrown in. If that's the case, it is deceiving to discuss sport harvest as a percent of the statewide salmon catch. Instead, how about the fact that anglers harvest over 80 percent of the chinook and 30% of the coho in Cook Inlet? Or that anglers harvest 20% of the chinook in Southeast?

Not only is HB 149 deceptive, it totally disregards regional differences with respect to harvest dependence. This could have a chilling impact on communities throughout Alaska.

Under HB149, Southeast is considered *an area of intense common use*, as angler effort exceeds half a million hours per year. The troll fleet targets chinook and coho, but this bill will prevent trollers from fishing until the harvest needs of every other user group are satisfied. As a practical matter, trollers wouldn't get fish until the fall, when very few fish are available to meet our fleet's harvest needs. The trollers represent the largest salmon fleet in the state, there are 2600 permits and about 1500 are fished each year. This doesn't account for employment from deckhands, processing and the support sector. The fleet is 85% resident, with 40% residing in rural communities.

The Board of Fisheries will be mandated to provide up to 5% of the statewide harvest to *"consumptive users"*, without regard to region or species. *Remember,*

*all the kings and cohos make up less than 5% of the statewide salmon harvest.* So, it's conceivable that all of the chinook and coho in Southeast could be allocated away from commercial fishermen and the consumers they serve.

With all the talk of *consumptive users*, I feel compelled to remind you that commercial fishermen provide a service for folks who don't have the opportunity or inclination to go fishing, but enjoy eating salmon. Why is this considered less important than providing salmon for tourism? That's primarily what this bill does. It feeds the growth of the guided sportfishing industry at the expense of residents – both sport and commercial. One look at the sport license numbers will show that angler growth is occurring mostly in the non-resident sector.

Have you been to the Kenai River lately? It's elbows to armpits fishing. Guides and lodges rule the Kenai drainage, which is not to say tourist opportunity shouldn't be made available, because it's very important too, but at what level and what cost to the people who live in this state?

Last summer, Salmon for Alaska polled 1000 people statewide. First, we found that 70% of the people polled knew nothing about the FISH initiative. Those who knew about the FISH initiative were confused about its ramifications. After all, "it's only 5%" sounds more than fair. Once people were given a few documented facts, only 36% of those responding said they would vote for the initiative.

On a scale of 1-10 :

- The future of rural communities that depend on commercial fishing rated a 5, second only to the health of salmon at 9.0
- At 8.2, the importance of jobs for the commercial fishing industry tied with resident sportfishing.
- 87% favored commercial fishing, though 64% had no ties to the industry
- 84% believe Alaska needs to maintain a viable commercial fishing industry
- Only 22% think it's important to catch lots of salmon when they sport fish – compared to 62% who said QUALITY of their experience rates higher than quantity.
- 92% sport fish. 67% of them sportfish for recreation – only 30% do so for food.
- 74% think Alaska's sportfishing areas are overcrowded. In fact, 60% of those people think the areas are HIGHLY overcrowded.



- **63% said they wouldn't support ANY priority for sport fishing if the result was more crowding in sportfishing areas. [Have you noticed how many guides supported the FISH initiative?]**

Since 1986, charterboat registrations in Southeast have gone through the roof -- from 225 to over 900 in 1996. In 1991, when chinook were first allocated between trollers and anglers, there were only 400 charterboats -- the fleet has more than doubled in six years. I believe the numbers are nearly as impressive in the Kenai. The same state that imposed limited entry to protect salmon and fishermen, has refused to curtail the explosive growth of the guided industry. The failure to limit this growth is taking its toll on Alaska, as residents lose commercial fishing jobs and favorite fishing holes.

That any one group or region can drive the allocation agenda of this entire state is beyond belief. As Salmon for Alaska's poll revealed, most people aren't even familiar enough with issues like the FISH initiative to weigh in, but most are supportive of all resource users and their communities. It's a few loud militants, out to pad their own pockets, that are attempting to splinter the state into angry factions. They ought to be ashamed.

Robert Fulghum wrote that everything he needs to know about how to live his life he learned in kindergarten. I'd like to leave you with a few of items he learned. Maybe the wisdom of our grade school teachers can carry us through this and other state struggles:

Share everything.

Play fair.

Don't hit people.

Clean up your own mess.

Don't take things that aren't yours.

Flush.

And,

When you go out into the world, watch out for traffic, hold hands and stick together.

**Please, let's let the Board of Fish and ADF&G do the jobs they've been delegated and strike FISH allocation from the legislative agenda. Vote no on HB149!**



# UCIDA

**UNITED COOK INLET DRIFT ASSOCIATION**

P.O. Box 389 • Kenai, Alaska 99611 • 0389

(907) 283-3600 • FAX (907) 283-3306 e-mail: [ucida@kenai.net](mailto:ucida@kenai.net)

May 7, 1997

SENT BY TELEFAX (907) 465-4956

**TO:** Representative Alan Austerman  
Chair, House Special Fisheries Committee  
State Capitol  
Juneau, AK 99801-1182

**SUBJECT:** UCIDA comments in opposition to HB 149

- 1) Comfish represents Kenai Peninsula Borough's largest private sector employer with 3,500 harvesters and 3,000 processing workers.
  - Over 1,300 small businessmen hold Cook Inlet permits.
  - In 1991, ADNR noted that commercial fishing represented "1,789 year-round jobs - or 13% of the Kenai Peninsula Borough's employment in 1990." This compared with 12% for the oil and gas industry. (Final Finding, Sale 74, 6/18/91)
- 2) Unless the legislature contemplates 6,000 more guides in Cook Inlet, HB 149 should suffer the same fate as legislation that would threaten the viability of Cook Inlet's guided and non-guided sport fisheries. We request that this bill NOT be moved from committee.
- 3) Rep. Kohring either does NOT understand or misrepresents the 5% harvest priority provision of this bill.
  - If it really is the intent to allow comfish to harvest 95% of Cook Inlet stocks we would be falling all over ourselves to sign up.
- 4) Rep. Mulder has misrepresented the results of the ISER study.
  - It did NOT evaluate the status quo and say it was "a wash"
  - ISER evaluated putting 200,000 MORE sockeye in the Kenai River AND concluded that with the increased sport allocation:
    - A) Commercial losses would be larger than sport gains,
    - B) The Alaska economy would lose more jobs than would be created,
    - C) The net economic value increase for residents in non-monetary, and
    - D) Most of the loss in net economic value for comfish is monetary.



UCIDA  
May 7, 1997  
Page 2 of 2

- 5) Robert Hall has misrepresented the F.I.S.H. survey results.
  - Respondents were misinformed about current allocations in C.I.
  - Respondents were not informed of impact on commercial fisheries.
  - Respondents, OF COURSE, replied to support their self interests because they were not informed of the consequences.
- 6) Robert Hall has misrepresented the make-up of the Board of Fisheries.
  - The current sport priority until July 1 and after Aug. 15th was created by the "mythical" comfish dominated Board of Fisheries.
  - ONLY 2 of 7 current BOF members are involved in salt water mixed stock fisheries.
- 7) The myth of a constitutional preference for "consumptive users" over limited entry permit holders underlies many of the arguments for HB 149.
  - The Alaska Supreme Court totally rejected similar arguments in Tongass Sport Fishing Assoc. v. State (1994).
  - The court noted that "differential treatment of such diverse groups as commercial, sports and subsistence fishermen" is necessary.
  - The court noted that "to conclude that, because a certain species is made available for sport fishing in a given area, commercial fishing of the same species in the same area must also be allowed, would be to go far beyond the purpose of (section 15)."
  - The opposite argument also holds - i.e. sport fishing need not be allowed on a given species in every area when commercial fishing is allowed, and
  - Finally, we respectfully submit that, while recognizing the importance of consumptive uses, Alaskans' need not be given a priority over every stock in every area to satisfy their entire consumptive "need" with each stock as demanded by HB 149.

Sincerely,



Theo Matthews  
Executive Director

CC Senator Torgerson  
Senator Ward  
Representative Davis  
Representative Phillips  
Kenai Peninsula Borough Assembly  
Mayor Mike Navarre, Kenai Peninsula Borough  
Frank Rue, ADF&G Commissioner  
UFA

## *Economic and Social Importance of Alaska's Seafood Industry*

### *Did you know.....*

Alaska produces more fish than the rest of the United States combined. If Alaska were a nation, it would rank among the top ten seafood producers in the world, ahead of Canada, Norway, Iceland and other fishing nations.

The seafood industry is Alaska's largest private employer (47% of jobs are seafood related) and it generates revenues second only to oil.

According to the State Department of Commerce & Economic Development, each year nearly 6 billion pounds of seafood is harvested in Alaska waters worth more than \$3 billion annually. Salmon accounts for more than 40% of the total volume.

More than 700 processing facilities of all sizes operate in Alaska, employing nearly 70,000 workers.

A total of 50,638 people harvested fish commercially in Alaska in 1995.

According to the Commercial Fisheries Entry Commission, more than 12,000 permits are held by commercial salmon fishermen, of which 80% are Alaska residents. They in turn employ thousands of crew and create jobs in processing and support services.

For many coastal communities, commercial fishing is the major source of cash. For example, in Pelican the seafood industry accounted for 32% of the total city budget in FY96.

More than 50 different commercial fisheries occur throughout the year in Alaska, from Ketchikan to Kotzebue and far out into the Bering Sea.

The 1995 ex-vessel (dock side) value of Alaska's seafood was \$1.26 billion. The value of the fisheries include:

- |             |               |              |               |
|-------------|---------------|--------------|---------------|
| • salmon    | \$461 million | • groundfish | \$434 million |
| • shellfish | \$265 million | • halibut    | \$ 65 million |
| • herring   | \$ 42 million |              |               |

#### Revenues Generated for the State from Commercial Fishing, 1995

|                      |                |                               |               |
|----------------------|----------------|-------------------------------|---------------|
| Raw Fish Tax:        | \$39.0 million | Salmon Enhancement Tax:       | \$5.7 million |
| Marine Fuel Tax:     | \$ 3.9 million | Seafood Marketing Tax:        | \$4.7 million |
| Licensing Fees:      | \$ 4.7 million | Seafood Marketing Assessment: | \$3.2 million |
| Fishery Landing Tax: | \$ 7.3 million |                               |               |

*"In many ways, fish are Alaska's first Permanent Fund. This renewable resource is a well managed portfolio with diversified accounts that include groundfish, salmon, shellfish, herring, halibut and many undeveloped species. The interest from this fund (harvest) has supported Alaskan's for years."*

--ADF&G statement

This information provided courtesy of  
*Salmon for Alaska's Future* • P.O. Box 92149 • Anchorage, AK 99509  
Phone (907) 562-8825 • Fax (907) 562-8826



# The Myth-Buster

"Separating Fact from Fiction in Alaska's Fishing Politics"

October 3, 1996

**MYTH:** 70% of Alaska voters would have supported Ballot Measure 2 in November.

**MYTH:** Most commercial fishing limited entry permits are owned by non-residents.

**MYTH:** Not catching enough fish is the main concern of sport anglers.

**MYTH:** Resident anglers are dissatisfied with their sport fishing experience.

**MYTH:** Alaska sport anglers want to catch more fish regardless of the consequences.

**MYTH:** More Alaskans hold sport fishing licenses than non-residents.

**MYTH:** Anchorage is not a "fishing town."

This format will be used to document and correct misinformation regarding Alaska's seafood industry. It will be published and distributed as necessary. For additional industry information, or to be placed on the mailing list, please contact:

*Salmon for Alaska's Future*  
PO Box 92149 • Anchorage, AK 99509-2149  
(907) 562-8825 • Fax (907) 562-8826

**FACT:** In a comprehensive statewide poll of 1,000 randomly selected voters\*, 70% said they knew nothing about BM2, and 64% said they would support it. But following a 20-minute review of arguments for and against BM2, only 37% of voters said they would support it.

**FACT:** According to state records, nearly 80% of the state's 13,000 fishing permits are owned by Alaskans. Of those, 56% reside in the State's rural areas.

**FACT:** According to the previously mentioned state wide poll, quality of the sportfishing experience was most important to 62% of those surveyed. Catching fish finished a distant second at 22%.

**FACT:** In the same poll, 60% said they were satisfied with their sport fishing experience; only 23% were dissatisfied.

**FACT:** The same poll also found that 74% say Alaska's sport fishing areas are overcrowded, and over 60% said they would not support a guaranteed percentage of the salmon catch if it led to more overcrowding, or if out-of-state tourists would benefit most.

**FACT:** According to ADF&G/Sport-fish, non-resident sport fishing licenses now outnumber resident licenses by more than 50,000!

**FACT:** Anchorage is Alaska's largest "fishing village." According to a UAA Marine Advisory Study, nearly 850 permit holders and 2,100 crew reside in the municipality of Anchorage, with a gross income averaging almost \$50 million. Another 1,025 permit holders live in the surrounding area, including Wasilla and Palmer.

\*August 5-17, 1996 • Ridder/Braden, Inc. - Randomly selected, demographic conforming voter poll. 100 question, 33 minute poll of 1,000 voters. Commissioned by Salmon for Alaska's Future.

## RESULTS OF STATEWIDE SALMON INDUSTRY POLL

*Salmon for Alaska's Future* (SFAF), a group founded by former Governor Jay Hammond and the United Fishermen of Alaska, commissioned a 1000 sample statewide voter opinion poll as part of its preparation to oppose Ballot Measure 2. The 30-33 minute long telephone interviews were conducted August 5-17, 1996 by the professional polling firm Ridder/Branden of Denver, Colorado. Voters were asked their opinion on more than one hundred questions. The poll was balanced regionally and demographically and split almost evenly between males and females.

Since the poll was to be used in planning a sophisticated statewide campaign, the results had to be accurate. The statistically valid margin of error was  $\pm 3\%$ . The poll was carefully designed to present balanced arguments on both sides of the issue to minimize any potential bias. In reporting the results here, no attempt has been made to manipulate the numbers.

With the Supreme Court's decision removing Ballot Measure 2 from the November ballot, SFAF felt sharing the information with the public would be the best use of the poll to help further a deeper understanding of fisheries allocation decisions among the public, decision makers and opinion leaders. The following is a capsulation of the poll results.

---

56% of the respondents believe things in Alaska are "going in the right direction", as opposed to "seriously off track." This response reflects significant movement in overall voter satisfaction with conditions in Alaska compared to responses to the same question over the past few years, where Alaskans were at best mixed on this issue.

59% said they were "somewhat" or "very" satisfied with "the quality of sport fishing for salmon in Alaska right now."

Only 21% indicated they were "somewhat" or "very" dissatisfied with "the quality of sport fishing for salmon in Alaska right now."

70% had not heard anything about Ballot Measure 2 or the FISH Initiative.

Initially 65% indicated that they would likely support Ballot Measure 2, when the issue was explained in the following question: "There will be a question on the November ballot, known as Ballot Measure 2, that would set aside up to five percent of the statewide salmon harvest for sport fisheries and personal use. If the election were held today, would you vote YES to approve or NO to disapprove this measure?"

After learning more about the issue through the course of the interview, however, support for Ballot Measure 2 dropped dramatically to only 36%. Undecided voters rose slightly (11% to 17%) while opposition to the Ballot Measure doubled from 21% at the beginning of the survey to 42% once the issues were explained.



87% said they had a favorable opinion of resident commercial fishermen.

95% had a favorable opinion of resident sport fishermen.

75% considered sport fishing guides and charter operators to be "commercial entities."

75% had an unfavorable opinion of non-resident sport fishing guides.

78% had an unfavorable opinion of non-resident commercial fishermen.

84% agreed that "Alaska needs to maintain a viable Alaskan commercial fishing industry that can compete with foreign fishing interests."

Respondents were asked to rate, on a scale of 1-10, the importance of various issues the Alaska Board of Fish should consider when developing fishing regulations for the state. In priority order are the responses, with 10 being "very important" and 1 "not important."

|                                                                                         |     |
|-----------------------------------------------------------------------------------------|-----|
| A. The health of our salmon runs                                                        | 9.0 |
| B. The future of rural communities which depend on commercial fishing for their economy | 8.5 |
| C. The jobs of Alaskans involved with the commercial fishing industry                   | 8.2 |
| D. The sport fishing interests of resident Alaskans                                     | 8.2 |
| E. The environmental impact of both commercial and sport fishing                        | 8.1 |
| F. The income brought into Alaska by commercial fishing                                 | 7.6 |
| G. The availability of sport fishing for tourists                                       | 6.3 |

63% disagreed with the statement that "Sport fishermen should be guaranteed a percentage of the salmon catch even if it leads to more overcrowding on the rivers."

74% said they think Alaska's sport fishing areas are overcrowded.

60% of those who thought sport fishing areas were overcrowded, characterized the situation as "highly overcrowded."

62% of the respondents indicated that the "QUALITY" of their sport fishing experience was more important than the "QUANTITY" of their catch. Only 22% indicated that "QUANTITY" was more important.

67% said they went sport fishing for "RECREATION," while only 30% indicated they go sport fishing for "FOOD."

52% said they were frequent sport fishers, while 40% said they went sport fishing a few times a year, and 7% said they sport fished less than once a year.

79% said they, or someone in their household sportfishes.

68% said they never used paid guides for sport fishing.

Less than 5% said they regularly sport fish with paid guides.

64% said neither they nor anyone in their family had worked in the commercial fishing industry.

On the question of whether Alaska's wild salmon stocks are "in better or worse shape than they were ten years ago," responses were divided evenly 37% BETTER; 37% WORSE; 10% SAME.

### Conclusions:

Clearly the myth of the "frustrated" angler is just that – at least in the context of sport vs. commercial fishing. Nearly 60% of the respondents indicated that they are satisfied or very satisfied with the current status of salmon sport fishing in Alaska. Moreover, by a 3-1 margin, Alaskans rated the "quality" of the sport fishing experience more important than the "quantity" of the catch.

Frustration clearly exists, however, with the overcrowded nature of Alaska's sport fishing areas. 74% said Alaska's sport fishing areas were overcrowded and 63% said they would not support any priority for sport fishing if it resulted in more overcrowding. Non-resident sport fishing guides had one of the lowest favorability ratings of any group. Alaskans also overwhelmingly view sport fishing guides as "commercial entities."

Alaskans place a high value on not only protecting our salmon runs, but also on preserving the commercial fishing jobs and economic benefit rural Alaskan communities derive from commercial fishing.

Considering that most Alaskans are satisfied with their current salmon sport fishing experience, it is not surprising that there has been little or no public reaction to the Supreme Court's decision to remove the issue from the ballot.



In addition, considering that Alaskans have a highly favorable opinion of the Alaskan commercial fishing industry, it is also not surprising that support for the FISH Initiative dropped off dramatically once the potential impact of the issue was explained. Voters made it clear that they would not support a sport priority if the result was a loss of Alaskan jobs or loss of economic benefit to rural communities who depend on commercial fishing.

The poll demonstrates that Alaska's policy makers and opinion leaders can do more to improve public satisfaction with sport fishing by focusing more on issues like overcrowding that affect the "quality" of the Alaska sport fishing experience than by arbitrarily increasing the "quantity" of the sport fishing catch.

For more information about this poll, contact:

*Salmon for Alaska's Future*  
PO Box 92149 Anchorage, AK 99509  
(907) 562-8825 fAX (907) 562-8826

## *The Anchorage Connection to Alaska's Commercial Fishing Industry*

*Did you know.....*

**Anchorage is home for more fishermen than any other community in the state, including such fishing hot spots as Kodiak, Cordova and Petersburg!**

*According to a 1994 report by the University of Alaska at Anchorage/Marine Advisory Program, nearly 850 permit holders live in the municipality of Anchorage, and nearly 1,025 in the Anchorage bowl (including Wasilla and Palmer). Anchorage is also home to an estimated 1,600 crew members. Total gross income for Anchorage bowl fishermen averaged nearly \$60 million since 1988.*

**Fisheries management, administration and education for the Southcentral and Western regions are centered in Anchorage. More than a dozen government, university and private organizations employ nearly 200 residents to deal with fishing issues. Salaries and operating expenditures for this group total more than \$12 million annually. The seafood industry draws another \$2 million each year into Anchorage hotels, food service, and transportation sectors.**

*Anchorage is the major transportation hub for the seafood industry. Seafood is flown here from fishing ports throughout the state to be shipped to markets around the world. The volume of seafood shipped means lower freight rates for all Alaskans. The UAA report also said:*

- an estimated 40 million pounds of seafood flies in and out of Anchorage each year, generating nearly \$20 million in freight and handling revenues by 500 resident employees;*
- seafood provides an estimated \$2 million to local trucking firms and helps pay wages for about 100 employees;*
- SeaLand and TOTE move about 2,000 vans of canned and frozen seafood across city docks for transport to the Pacific Northwest and Asia. The vans produce docking and wharfage income for the port of over \$50,000 each year;*
- twenty-two processing companies are licensed to operate in the Anchorage bowl. As a group they employ 500 people at peak periods. The wholesale value of their production has varied from \$12 million to \$42 million in recent years.*

**Figures from the State Commerce Department show that the seafood industry is a \$100 million industry in Anchorage, taking into account only the harvesting, processing, transportation and agency support sectors. Nearly 4,000 area residents are employed in these and related sectors.**

**Fishing and processing expenditures are distributed broadly and deeply through the Anchorage business community and add significantly to the economic well-being of the region.**

*This information provided courtesy of  
Salmon for Alaska's Future • P.O. Box 92149 • Anchorage, AK 99509  
Phone (907) 562-8825 • Fax (907) 562-8826*



## Why is the Fish Initiative **Bad** for Alaska?

Prioritizing five percent of the statewide projected salmon catch exclusively for sport fishing sounds reasonable and harmless enough. Why, in recent years the total prediction has topped 200 million fish and runs are expected to remain strong long into the future! So why were so many Alaskans up in arms about the FISH initiative? Here's what those who analyzed the impacts of FISH found:

### BECAUSE—

*FISH would cause the loss of thousands of jobs, especially for rural Alaskans.. FISH would cost the state millions of dollars in lost fish taxes...FISH would lead to dramatic overcrowding of rivers, mostly by non-resident sport users...FISH would cause more damage to fragile habitat... FISH would grant 10 million fish to sport and personal use groups, a 1000 percent increase...FISH would doom the state to long, costly court battles and tie up resource decisions for years.*

### HERE'S PROOF—

It's important to note that the five percent can be allocated in any location, for any species. Any commercial fishery targeting the same fish as the sport users could be closed until the "priority" fisheries get all they want.

The Department of Law called FISH "vague and ambiguous," saying "only a court could be the final arbiter of its meaning." ADF&G staff found FISH to be "overly broad and confusing" in its application, and said the Board of Fish would have a "very difficult time implementing it—even more so than they had with implementing the subsistence law."

The new management plan would pretty much bypass the Board of Fish process and the public input that accompanies it. It would force the state to revamp the management plans for every region of the state to reflect the special harvest priority.

### FOR EXAMPLE—

Last year, the total commercial harvest of kings (chinook) and silvers (coho) was a little over 4 million fish. Priority users could demand 100 percent of the statewide harvestable surplus of these two prized species and still not reach the five percent cap!

- For Southeast Alaska's troll chinook fishery, five percent means 100 percent of that region's catch.
- It could preclude Bristol Bay fishermen from harvesting sockeye salmon while sport users target kings in that area.
- It could eliminate traditional fisheries in more populous areas like the Kenai Peninsula, largely to benefit a fast growing, largely unregulated sport fishing industry that requires ever-increasing numbers of non-resident anglers.
- Restrictions could even cross over to trawlers who often catch small numbers of king salmon while targeting cod or pollock!

More than 100 towns, boroughs, municipalities, fishing groups, processors and businesses came out against regulating the state's salmon resource by initiative. The measure was opposed by the Alaska Federation of Natives. Governor Tony Knowles also criticized the FISH initiative saying that salmon allocation issues should remain with the Fish Board and ADF&G managers.

For more information on the effects of the FISH Initiative to Alaskans, contact:  
*Salmon for Alaska's Future* • P.O. Box 92149 • Anchorage, AK 99509  
Phone (907) 562-8825 • Fax (907) 562-8826

# Thank You, Alaska!



**T**his August, the Alaska Supreme Court ruled *unanimously* that the F.I.S.H. Initiative was unconstitutional and could not be placed on the November election ballot. The Initiative would have circumvented Alaska's proven fisheries management system and established a special salmon harvest priority for some Alaskans at the expense of all others.

The initiative would have cost Alaska thousands of jobs, bankrupted Alaskan fishing families and devastated the economies of many rural Alaskan communities that depend on commercial fishing.

The initiative was not only unconstitutional—it was bad public policy. Governor Tony Knowles took a stand against the initiative as the wrong approach to fisheries management.

In recent years Alaska has enjoyed near record salmon runs, and we have the strongest wild salmon stocks in the world. This is not the time to make risky changes to the way we manage our fisheries.

## THE BATTLE IS NOT OVER . . .

Some legislators now say they will introduce new legislation to enact the F.I.S.H. Initiative.

*Please join Salmon for Alaska's Future and the groups listed here in the fight to protect Alaskan jobs and the viability of Alaska's greatest renewable resource industry!*

Contact the governor and your legislators, and tell them you support Alaska's seafood industry.

Contribute to *Salmon for Alaska's Future* today, and volunteer your time to help get the message out!

Send your contribution to:

*Salmon for Alaska's Future*

P.O. Box 92149, Anchorage, AK 99509 Phone (907) 562-8825

## ...for supporting Alaska's Seafood Industry:

- ★ Alaska's Largest Private Sector Employer, Providing 35,000 Jobs
- ★ Second Largest Source of State Tax Revenues Behind Oil
- ★ 47% of Alaska's Private Sector Employment is Related to Seafood
- ★ Generates \$1.2 Billion in Annual Economic Activity for Alaska
- ★ 77% of Commercial Salmon Permits are Owned by Alaskans

*Salmon for Alaska's Future, a group founded by former Governor Jay Hammond and others to fight the F.I.S.H. Initiative, wants to thank its contributors and the more than 100 Alaskan municipalities, groups and businesses that passed resolutions opposing the F.I.S.H. Initiative.*

**Boroughs/Municipalities**  
Aleutians East Borough  
City & Borough of Juneau  
City & Borough of Sitka  
City of Bethel  
City of Cordova  
City of Craig  
City of Dillingham  
City of Homer  
City of Hoonah  
City of Kenai  
City of Ketchikan  
City of King Cove  
City of Kodiak  
City of Kupreanof  
City of Pelican  
City of Petersburg  
City of Port Alexander  
City of Sand Point  
City of Unalaska  
City of Valdez  
City of Wrangell  
Edna Bay Community  
Kenai Peninsula Borough  
Ketchikan Gateway Borough  
Kodiak Island Borough

**Chambers of Commerce**  
Cordova Chamber of Commerce  
Greater Ketchikan Chamber of Commerce  
Greater Sitka Chamber of Commerce  
Kodiak Chamber of Commerce  
North Peninsula Chamber of Commerce  
Petersburg Chamber of Commerce

**Municipal Organizations**  
Southwest Alaska Municipal Conference

**Commercial Fishing Organizations**  
Alaska Trappers Association  
Pacific Seafood Processors Assn. Members  
North Pacific Fisheries Association  
United Fishermen of Alaska  
(representing 17 Alaska commercial fishing organizations and 4 aquaculture associations)

**Native Corporations & Associations**  
Alaska Federation of Natives  
Eyak Corporation  
Eyak Tribal Council  
False Pass Tribal Council  
Kenaitze Indian Tribe, IRA  
Salamatof Native Association, Inc.  
Shumagin Corporation  
Tatishlak Corporation

**Regional Aquaculture Associations**  
Southern SE Regional Aquaculture Association

**Alaskan Businesses**  
Adams Enterprises  
Alaska Commercial Fishing & Agriculture Bank  
Alaska Power  
Alaska Ship Supply  
Alaskan Bar  
Anderson Electronics  
Arc 'n' Spark Welding  
Babic Fisheries  
Club Bottle Shop  
Copper Highway Heating  
Copper River Delta Smokery  
Cordova Air Service

Cordova Airporth  
Cordova Commercial Company  
Cordova Dive Salvage & Recovery  
Cordova Drug Company, Inc.  
Cordova House Restaurant  
Cordova Outboard  
Cordova Realty  
Davis Super Foods  
Espresso to Go  
Finn's  
Harbor Hydraulics  
Hoover's Movers, Inc.  
Killer Whale Cafe  
Laura's Liquor Shoppe  
Lost Coast Engineering  
Ocean Beauty Seafoods  
Orca Book  
Orca Oil Company, Inc.  
Performance Power Sports  
Platt Enterprises  
Plumbline Plumbing & Heating  
Porter House Apartments  
Prince William Motel  
Redden Net  
R&P Marine  
R&R Enterprises  
Remy's Florist  
Rhonda's Hair Flair  
Ronald O. Goodrich Company  
Samuelson Rentals  
Sound Investor Fisheries  
St. Elias Seafoods  
Tongass Trading Company  
Uptown Business Organization  
Webber Marine & Manufacturing, Inc.





# UNITED FISHERMEN OF ALASKA

211 Fourth Street, Suite 112  
Juneau, Alaska 99801  
907/586-2820  
Fax: 907/463-2545

## The Truth about the F.I.S.H. Initiative

### ***What is the F.I.S.H. Initiative all about?***

- \* The F.I.S.H. Initiative seeks to give absolute priority to sport and personal use fishing over commercial fishing, by allocating 5% of the total statewide salmon harvest to sport and personal use fishing and by giving priority to sport and personal use fishing over commercial fishing.
- \* A 5% allocation of the statewide salmon harvest is equal to a 1,000 percent increase compared to existing statewide sport and personal use harvest levels.
- \* The F.I.S.H. Initiative allocates 5% statewide, not by region or by stock. This leaves the Board of Fisheries no management latitude to deal with fishery reliance or patterns of use, which differ by area.

### ***The 5% Allocation is Unrealistic and Deceptive.***

- \* The allocation would be based on projected "harvest capability" each year, or how much the Board of Fisheries thinks the sport fishery may be able to catch, not what is needed to maintain quality sport fishing experiences, food for Alaskan residents and viable commercial fisheries.
- \* The F.I.S.H. Initiative allocates five percent statewide, not by region or stock. In some areas, the priority sport and personal use fisheries could take *all* of the harvest as long as the statewide total does not exceed five percent -- which on average could be six to ten million fish.
- \* In many regions, angler catches of sport target species already far exceed 5% of the area harvest of some salmon stocks. For example, in Upper Cook Inlet 93% of the chinook and 46% of the coho were caught in the recreational fisheries in 1993. During that same year in Upper Cook Inlet, sport anglers also caught 7% of sockeye, 42% of pink and 15% of chum salmon.

### ***If the F.I.S.H. Initiative passes -- Alaska loses!***

#### **\* Fish Lose.**

The healthy and abundant salmon runs Alaska enjoys today are a result of successful management plans developed by the Alaska Board of Fisheries and implemented by the Alaska Department of Fish & Game. When it comes to maintaining salmon production levels necessary to meet Alaska's goal of conservation and fair sharing, too many fish on the spawning grounds can be just as disruptive to the balance as too few.

#### **MEMBER ORGANIZATIONS**

Alaska Longline Fishermen's Association • Alaska Trollers Association • Bristol Bay Driftnetters Association • Concerned Area "M" Fishermen  
Cook Inlet Aquaculture Association • Cordova District Fishermen United • Kenai Peninsula Fishermen's Association • Kodiak Regional Aquaculture Association  
Kodiak Seiners Association • North Pacific Fisheries Association • Northern Southeast Regional Aquaculture Association • Peninsula Marketing Association  
Petersburg Vessel Owners Association • Prince William Sound Aquaculture Corporation • Purse Seine Vessel Owners Association • Seafood Producers Cooperative  
Southeast Alaska Seiners Association • Southern Southeast Regional Aquaculture Association • United Cook Inlet Drift Association • United Southeast Alaska Gillnetters

Management decisions that could lead to additional in-river effort should be carefully assessed with an eye toward habitat protection. The preservation of our fragile fisheries resources is an important responsibility that shouldn't be driven by the vagaries of politics and misinformation.

### **• Resident anglers lose.**

The F.I.S.H. Initiative creates an incentive for commercialization of Alaska's sport fisheries. As the number of non-resident anglers increases, their "harvest capability" will climb at the expense of our residents.

### **• Commercial Fishermen lose.**

Since the allocation will be reserve based on projected harvest capability, not actual need, commercial fisheries will be restricted if there is a chance of affecting the success rate (harvest capability) of a priority fishery.

Any commercial fishery that harvests even a small portion of fish destined for sport or personal use areas could be closed until the priority users get all they want.

### **• The Public loses.**

Many people in Alaska and elsewhere enjoy eating salmon, but not all of them can or want to catch their own. Taking fish from commercial fishermen deprives the consumers they serve.

The public benefits from commercial fishing contributions to the state general fund, as well as business opportunities provided by the seafood industry.

The seafood industry is Alaska's biggest private employer and is second only to oil in the revenue generated for the state.

From gear suppliers to grocery stores, thousand of Alaska small businesses thrive on a healthy seafood industry.

### **• The State of Alaska loses.**

Granting a resource priority which benefits a special interest is contrary to Alaska's commitment to multiple use principles. The F.I.S.H. Initiative discourages investment in an existing industry, will displace resident fishermen of all types and could negatively impact tourism. Jobs could be lost statewide.

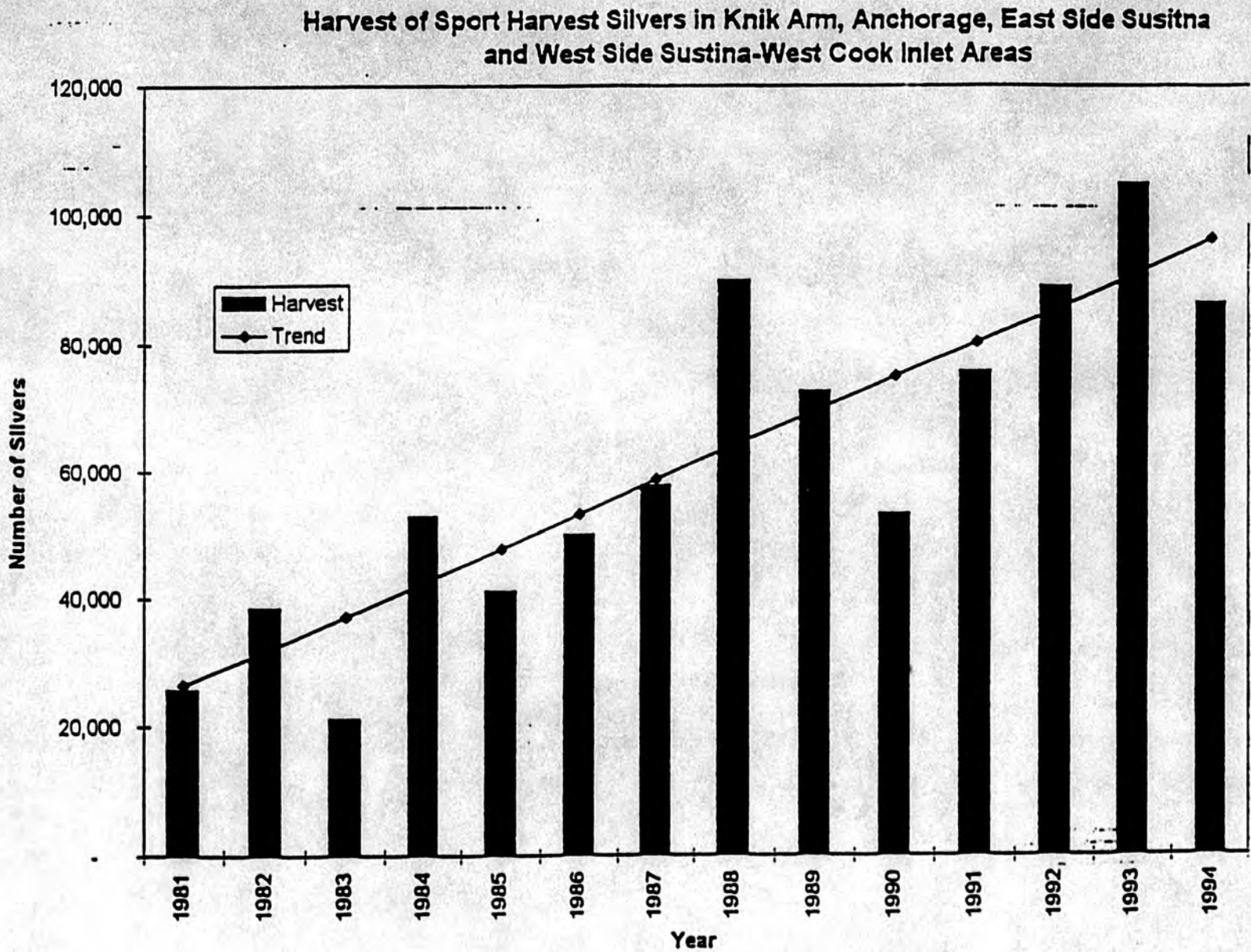
The seafood industry is the state's largest employer with a labor force of nearly 35,000 each year. The seafood industry fuels much of Alaska's rural economy. Eighty percent of Alaska's salmon permit holders are residents. Some fisheries are as much as 86% resident Alaskans. These fishermen hire thousand of residents each year and thousands more are employed in the processing and support sector. The Initiative places a significant number of those jobs at risk.

The F.I.S.H. Initiative discourages investment in the salmon industry at a time when value-added processing and new marketing methods are increasing the number of Alaskans directly benefiting from this vital industry.

Alaska has been marketed to tourists as a unique place to get high quality fishing experience. Packing our rivers with people is sure to diminish the quality of the experience and kill the Alaska mystique.



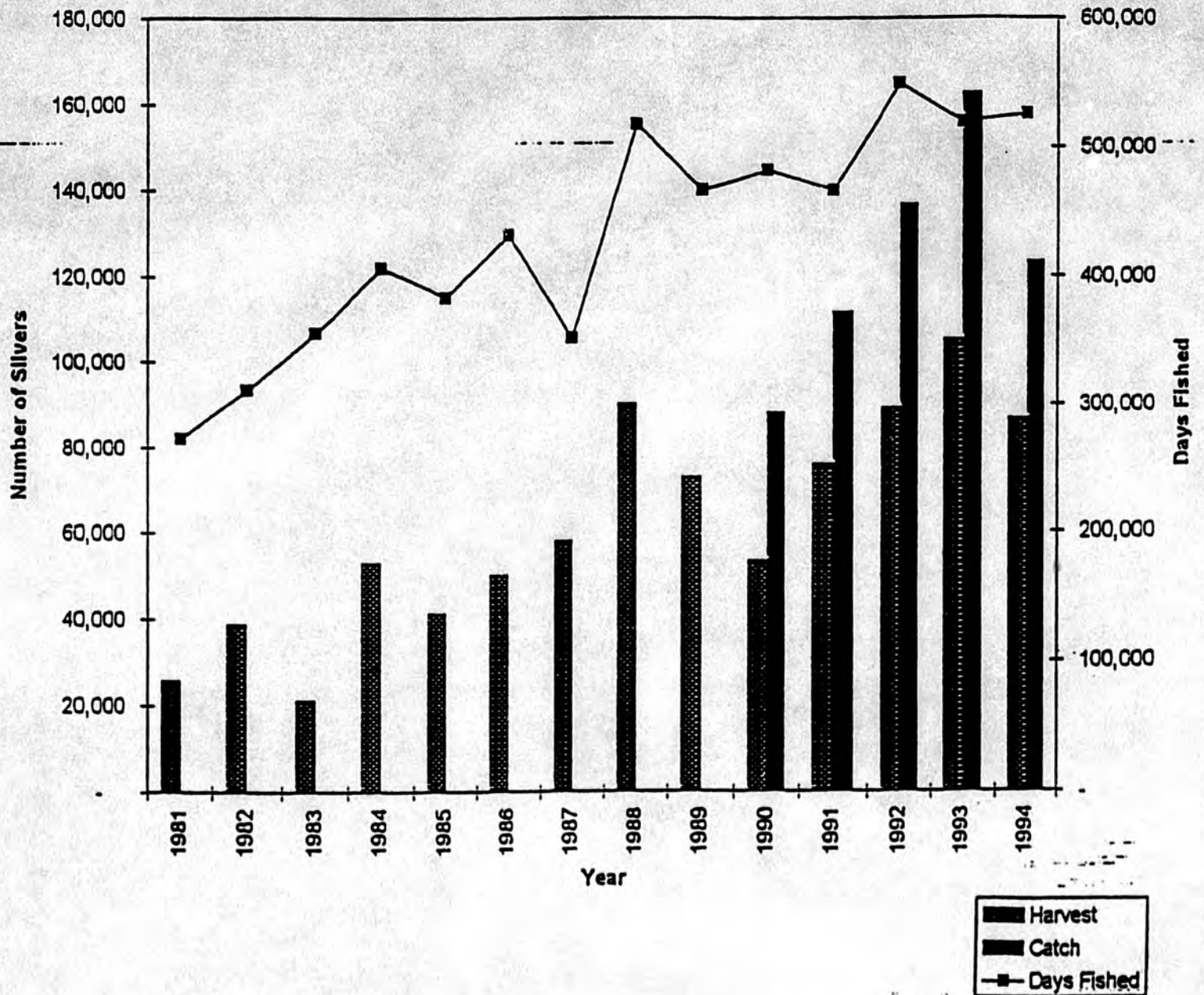
Figure 5



This chart shows the number of sport caught silvers in Knik Arm, Anchorage, East Side Susitna, West Side Susitna-West Cook Inlet drainages. It is evident from the trend line that the silver harvest has increased substantially over that time period.

Figure 6

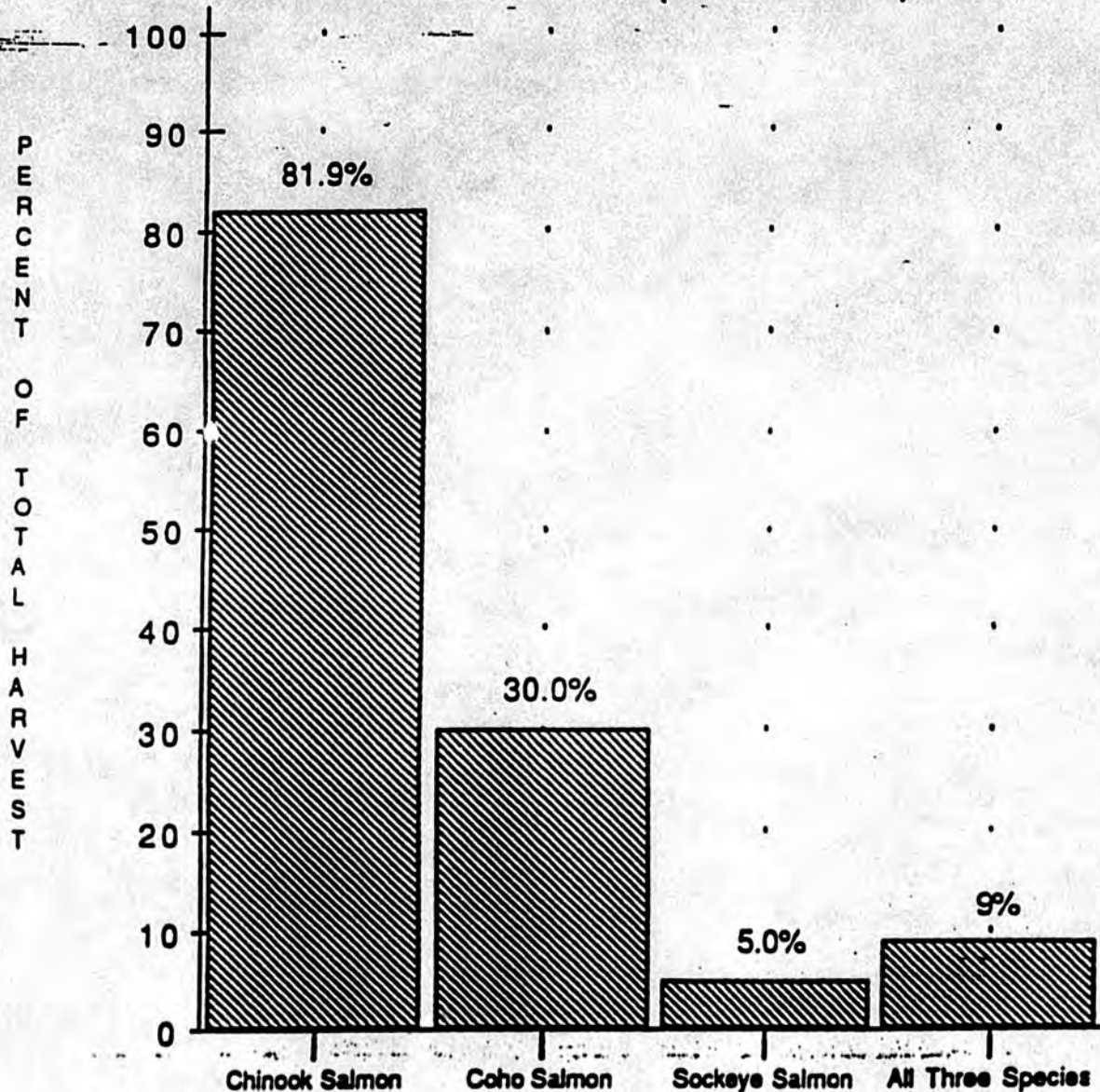
**Sport Harvest of Silvers in Knik Arm, Anchorage, East Susitna River, and West Cook Inlet  
West Susitna River Drainages**



This chart compares the number of sport-fishing days in Knik Arm, Anchorage, East Side Susitna, West Side Susitna-West Cook Inlet drainages with the catch and harvest of silvers in those systems. The number of total fishing days has about doubled since statistics have been kept while the harvest has increased almost four-fold.



# Upper Cook Inlet - Percent Of Total Salmon Harvest Taken By Recreational Fishermen (1990 - 1995)



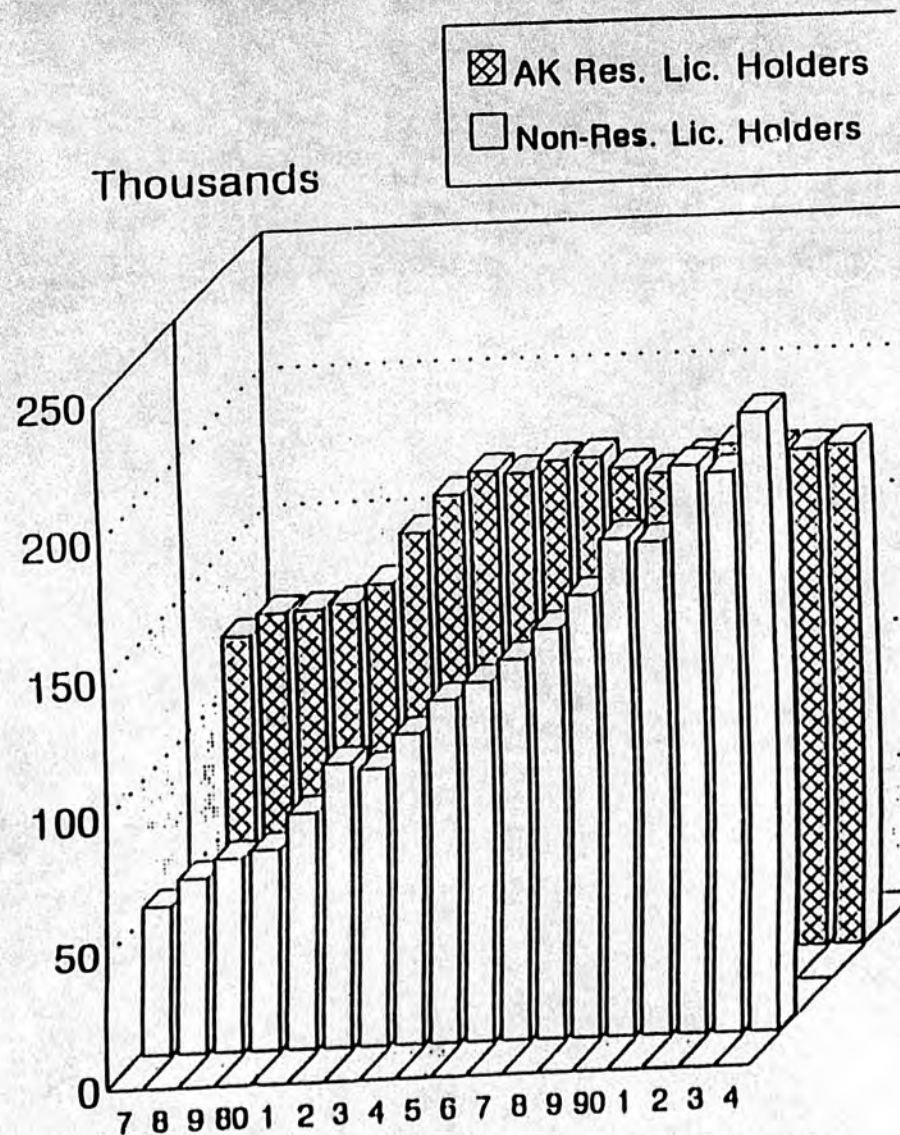
- \* Recreational harvest does not include Resurrection Bay or Lower Cook Inlet
- \* Recreational harvest does not include any dipnet, personal use or subsistence fisheries.

Source: (1) "Harvest, Catch and Participation in Alaska Sport Fisheries" Reports for 1990 - 1995, ADF&G  
 (2) "Upper Cook Inlet Annual Management Report, 1994", ADF&G

PERCENT TAKEN

# Resident and Non-Resident Alaska Fishing License Holders (1977 - 1994)

Recreational Fisheries Participation in a Statewide Context

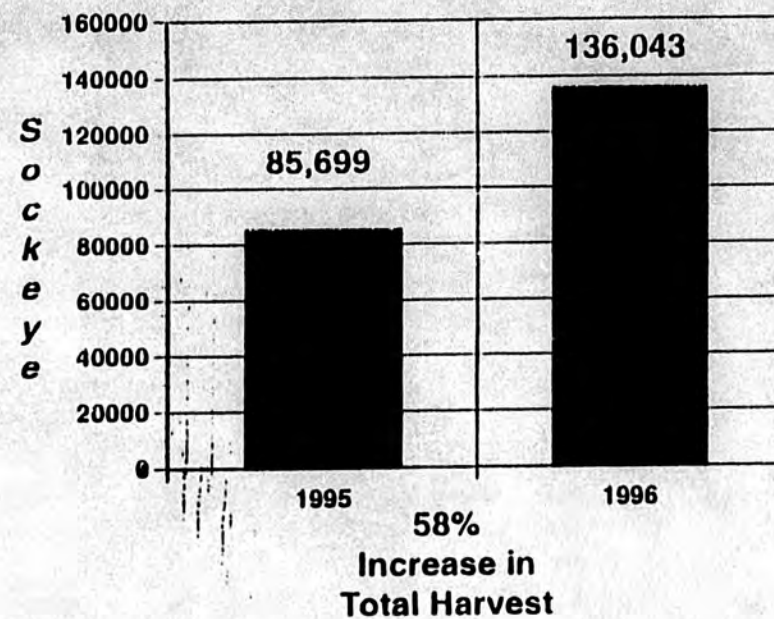


The Only Growing Sport Fishery  
Is The Non-Resident Sport Fisherv!

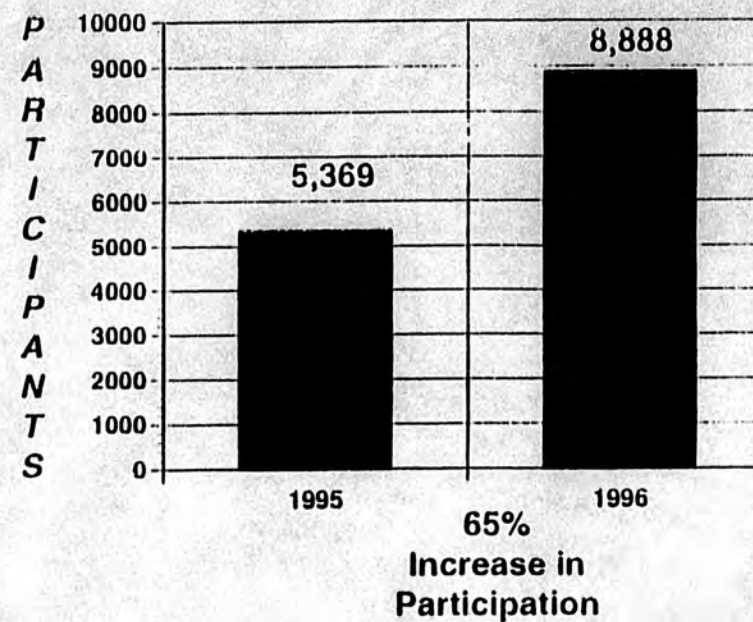


## 1995 & 1996 Personal Use Sockeye Fishery

**HARVEST 1995 & 1996**



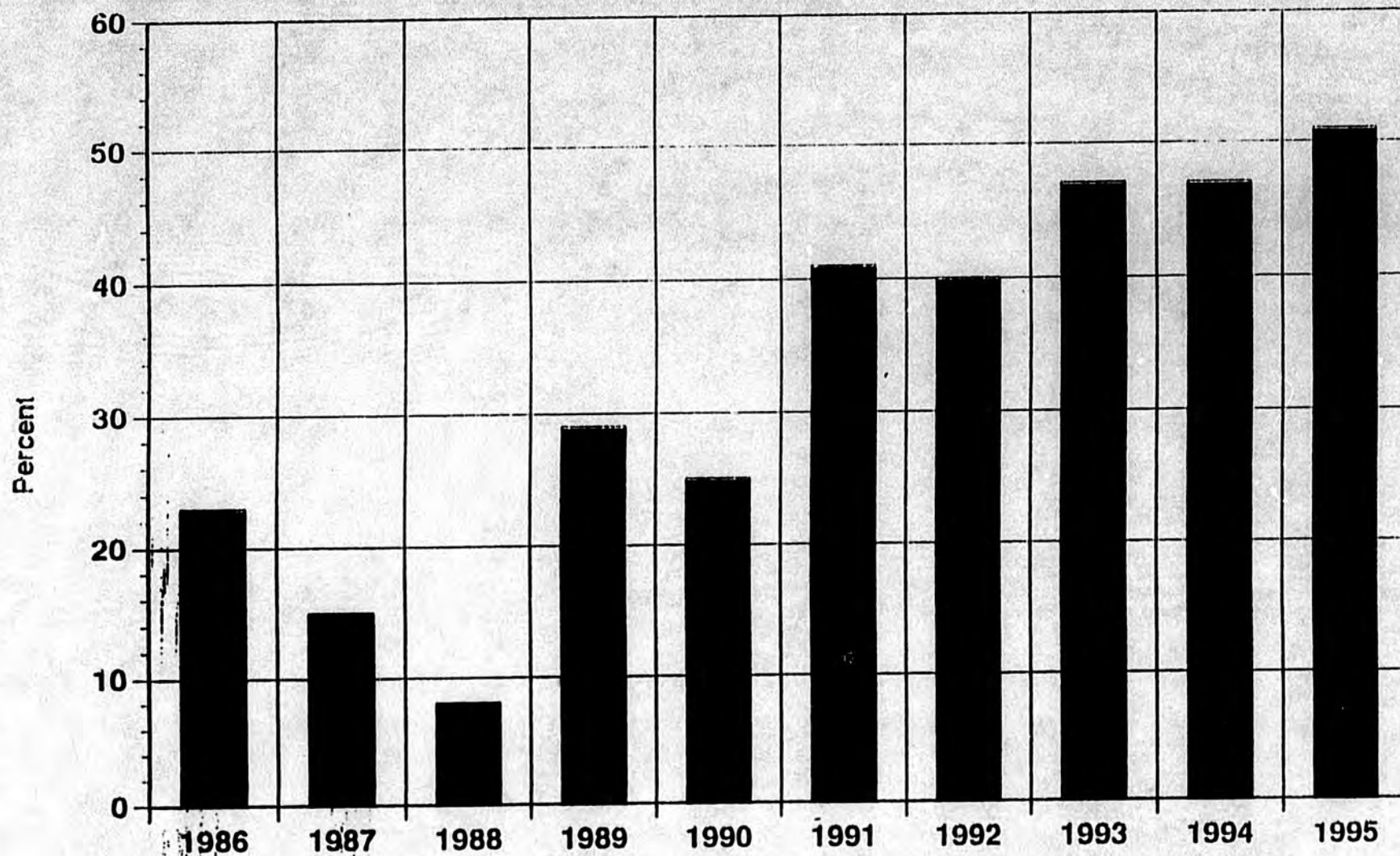
**Participation 1995 & 1996**



\*Includes *ONLY* permits returned with reported harvest.

**"It would be prudent to stabilize the harvest of Kenai River coho."  
(ADF&G Proposal H problem statement)**

***Guided Percentage of Kenai River Coho Sport Harvest  
1986 - 1995***

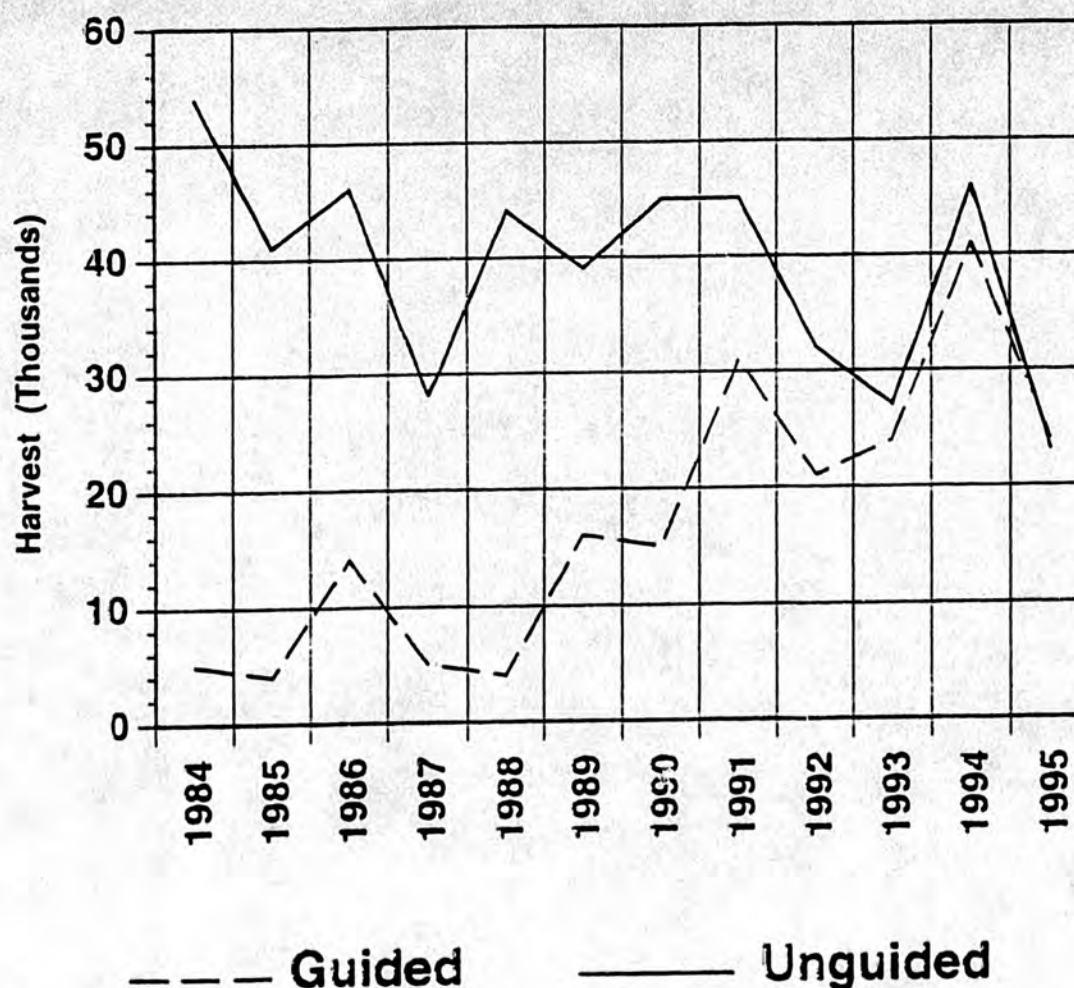


**Guided angler harvest percentage has shown steady growth since 1989.**



**"In recent years the harvest by guided anglers has increased and now equals that of non-guided anglers"  
(ADF&G Proposal H problem statement)**

***Kenai River Sport Harvest of Coho Salmon  
Guided & Unguided 1984 - 1995***



**Commercialization of in-river sport fisheries  
has dramatically increased Kenai River coho harvests.**



# UCIDA

**UNITED COOK INLET DRIFT ASSOCIATION**

P.O. Box 389 • Kenai, Alaska 99611 - 0389

(907) 283-3600 • FAX (907) 283-3306 e-mail: ucida@kenai.net

November 5, 1997

**To:** House Special Committee on Fisheries

**Subject:** Documentation in support of our opposition to HB 149

Dear Committee Members,

UCIDA appreciates this opportunity to meet with you in Soldotna and discuss issues surrounding Upper Cook Inlet salmon fisheries. UCIDA is adamantly opposed to the allocative legislation known as HB 149 which was spawned from the F.I.S.H. Initiative. In these comments we have limited our remarks to what we term the **THREE MYTHS**:

- The Myth of the dissatisfied angler
- The Myth of the greater value of a sport caught fish, and
- The Myth of a 99% commercial harvest

As supporting materials we would like to submit the following enclosures:

- 1) Results of a public opinion poll conducted in Southcentral Alaska for Salmon Producers Alliance, Feb. 23, 1996 (Pages 1-7)
  - \*25.6% of households have no fishers
  - \*74.7% of respondents were satisfied or sometimes satisfied with their family catch over the last 3 years
  - \*83.3% felt paid guided trips should be limited when river becomes too crowded
  - \*61.3% had no opinion about the Board of Fisheries and any commercial domination, and
  - \*79.0% felt that the right of commercial fishers to make a living should be an important consideration when allocating fish.



November 5, 1997

Page Two

- 2) The Executive Summary of the "ISER" Report - Economic Effects of Management Changes for Kenai River Late-Run Sockeye, Feb., 1996 (Pages 8-19)

ISER did not study the status quo. It studied the consequences of increasing the sockeye escapement into the Kenai River to benefit sport anglers.

The most general findings of the ISER Report (please see pg. 10 enclosures) were:

- \*Most of the increase in net economic value of the sport fishery for residents is non-monetary, and
- \*Most of the net loss in net economic value for the commercial fishery is monetary, and
- \*As measured by economic impacts, reducing commercial harvest would probably cost the economy more jobs and payroll than would be created by the improved sport fishery

- 3) Catch and harvest data compiled from 1977-1994 ADF&G's Statewide Harvest mail surveys indicate (Pages 20-25):

\*ADF&G data shows that for 1994, Upper Cook Inlet anglers harvested 9.0% of all salmon, 81.2% of all chinook salmon, 25.4% of all coho salmon, 5.0% of all sockeye salmon, 3.3% of all pink salmon, and 1.1% of all chum salmon.

UCIDA appreciates the opportunity to meet with you.

Sincerely,



Theo Matthews  
Executive Director  
UCIDA

TM/ra

Enclosures

Applied Marketing Research  
400 D Street, Suite 200, Anchorage, Alaska 99501 • (907) 279-3982 • FAX (907) 279-0321  
Internet: jcraciun@craciun.alaska.net

---

# CRACIUN & ASSOCIATES

*A Marketing Research Report*

*conducted for*

---

## **Salmon Producers Alliance**

---

by  
**CRACIUN & ASSOCIATES**  
**February 23, 1996**



## **CONTENTS**

---

|                                     | <b>PAGE</b> |
|-------------------------------------|-------------|
| <b>I. INTRODUCTION</b>              | <b>3</b>    |
| <b>II. RESEARCH METHODS</b>         | <b>3</b>    |
| ♦ <b>NOTE TO READER</b>             | <b>4</b>    |
| <b>III. RESEARCH RESULTS</b>        | <b>5</b>    |
| <b>A. FISHING PRACTICES</b>         | <b>5</b>    |
| <b>B. ISSUES RELATED TO FISHING</b> | <b>7</b>    |

## **I. INTRODUCTION**

---

The Salmon Producers Alliance sponsored a telephone survey of four hundred residents of the Anchorage, Kenai Peninsula, and Mat-Su Valley areas to determine public opinion about the fishing industry. This study was conducted as part of an ongoing effort by the Salmon Producers Alliance to develop pro-active strategies for promoting the commercial fishing industry to government policy-makers and to the Alaskan people.

## **II. RESEARCH METHODS**

---

### ***Survey Instrument***

The Craciun team collaborated with representatives of the Salmon Producers Alliance to develop the survey instrument, using information from two focus groups Craciun & Associates conducted for the client in November of 1995. Craciun interviewers conducted a pre-test with the draft questionnaire and the team recommended modifications to the survey instrument before the study began.

### ***Sample***

A random sample of telephone numbers was drawn from current voter registration lists in the Anchorage, Mat-Su, and Kenai areas. The number of interviews completed from the three geographic areas were n=271 in Anchorage (68%), n=74 in the Mat-Su Valley (19%), and n=53 in the Kenai Peninsula (13%). The percentages approximately represent the proportionate numbers of voters from these locations. The ratio of women to men interviewed was 1:1, and more than half of the respondents (54%) were 35 to 54 years old.

The final survey sample was four hundred (N=400). The margin of error for statistics derived from a sample of N=400 is  $\pm 5$  percent. In other words, the odds are 19 out of 20 that if researchers sought to survey all voters from the specified geographic areas, the findings would differ from the actual results by no more than 5 percentage points in either direction. Standard screening procedures ensured that each respondent was at least 18 years of age.

### ***Interviews***

Respondents were personally contacted by professional interviewers employed by Craciun & Associates from November 28, 1995 through December 11, 1995 from a centralized and supervised phone bank. Interviewers are trained in skills needed to keep non-response to a minimum, answer frequently-asked questions, use vocabulary relevant to the study, and record verbatim responses to open-ended questions accurately. Interviewers used a data sheet to record both the results of the initial call and the eligibility for call backs (up to five callbacks were made). All information gathered was considered strictly confidential.



All Craciun interviewers must participate in on-going training sessions and are constantly supervised. The importance of these measures was highlighted when a recent Alaska Pacific University focus group project concluded that the interviewer's professionalism is a primary reason that people ultimately decide to participate in surveys and continue through till their completion.<sup>1</sup> We believe that our attention to detail and commitment to quality underlie the success of this survey.

Craciun & Associates conducts extensive tracking and internal monitoring of all completed surveys. All staff members complete Confidentiality Forms prior to the start of all research projects and Certification Forms at the end of a project. We are committed to the highest ethical and professional standards in every phase of the research process, from our concern for "human participants" to our expert training and experience in gathering data.<sup>2</sup>

### ***Analysis***

Once the data was collected from the respondents, the answers from each survey instrument were coded and entered into SPSS<sup>3</sup>, a computer software program used for data analysis. Data was recorded, as necessary, to include unanticipated answers to single questions and to create new variables based on combinations of answers given by survey respondents. Survey data presented in this report include tables showing frequency distributions of answers to survey questions and cross tabulations of relevant variables.

### ***Note to Reader***

Research results are presented below. Included in the presentation of each question's response is a short narrative that analyzes some of the significant findings in the accompanying tables. Except where specifically noted, only tables and narratives that represent statistically significant findings are included in this report. All percentages in the narrative are rounded to the nearest whole percentage point.

For ease of reference, all tables within the body of the report are numbered according to the question number on the survey instrument. For instance: the table entitled "Table A4-2" would be the second table presented in reference to Question #2, and would be found in Section A of this report.

Frequency tables list categories of response by the actual number of responses and include the percentage of the total responses in each category. Often a few respondents fail to answer a question. Unless the percentage of those who failed to answer is significant, these people are not included in the totals on which the percentages are based.

---

<sup>1</sup> Alaska Pacific University, Anchorage. Department of Business Administration. MS 641 Marketing Research and Strategy, Winter, 1996. Syllabus. Instructor: Jean Craciun

<sup>2</sup> See Committee for the Protection of Human Participants in Research. (1982) *Ethical principles in the conduct of research with human participants*. Washington D.C.: American Psychological Association.

<sup>3</sup> Trademark Registered.

## II. RESEARCH RESULTS

### A. FISHING PRACTICES

**Question:**

*Does anyone else in your household go fishing?*

This series of questions were aimed at revealing the level of familiarity that individuals in the general public feel with fishing in Alaska, and the level of satisfaction they feel with their fishing experiences.

When those 383 respondents (not commercial fishers or paid guides) were asked if anyone else in their household fishes, three-quarters (74%) responded that at least one person in their household currently does some type of fishing.

**TABLE A2-1: Households of Respondents who are not Commercial Fishers or Guides**

|                                       | Count | Percent |
|---------------------------------------|-------|---------|
| At least one fisher in household .... | 285   | 74.4%   |
| No fishers in household.....          | 98    | 25.6%   |
| TOTAL.....                            | 383   | 100.0%  |

Note: Only the 383 people who are not now commercial fishermen or guides were asked this question.



**Question:**

***In the last three years have you or your family been catching enough fish to satisfy your needs?***

Two hundred fourteen of the respondents were satisfied or somewhat satisfied with their experience catching fish. Fourteen percent refused to answer or answered "Don't Know".

**TABLE A2-2: Satisfaction with Recent Catch**

|                              | Percent of<br>those who<br>answered |        | Percent of<br>all respondents |        |
|------------------------------|-------------------------------------|--------|-------------------------------|--------|
| In the last 3 years:         |                                     |        |                               |        |
| Family catch satisfactory... | 174                                 | 60.8%  | 174                           | 52.3%  |
| Sometimes satisfactory.....  | 40                                  | 13.9%  | 40                            | 12.0%  |
| Not satisfactory.....        | 72                                  | 25.2%  | 72                            | 21.6%  |
| No answer.....               |                                     |        | 47                            | 14.1%  |
| TOTAL.....                   | 286                                 | 100.0% | 333*                          | 100.0% |

\*This question was asked only of those who are not currently commercial fishermen or paid guides and have some experience of fishing.

## B. ISSUES RELATED TO FISHING

### Question:

*Here are some statements about the salmon fishers in Cook Inlet.*

*Please tell me for each whether you strongly disagree, somewhat disagree, somewhat agree, or strongly agree?*

In the question above several statements were addressed to the respondents regarding issues of concern for the Salmon Producers Alliance. The respondents were asked to indicate their strong or moderate agreement or disagreement with each declaration.

One statement with which a large majority of respondents agree, strongly or somewhat, is "Paid guided trips should be limited when a river becomes too crowded" (83%).

Especially telling is the response to the question concerning the key issue of control and ownership in the fishing industry sixty-one percent did not respond at all to the statement: "The fisheries board is dominated by commercial fishing members". Although respondents gave the least amount of approval for this statement, they also indicated a very significant lack of information.

**TABLE B4-1: Comparison of Attitudes by Area Polled**  
(Percentage of those who Agree Strongly or Somewhat)

|                                                                           | Agree     | No opinion * | Disagree |
|---------------------------------------------------------------------------|-----------|--------------|----------|
| Paid guided trips should be limited when a river becomes too crowded..... | 333 83.3% | 26 6.5%      | 41 10.3% |
| The fisheries board is dominated by commercial fishing members.....       | 113 28.3% | 245 61.3%    | 42 10.5% |

Each of these percentages represents the proportion of respondents in that category who agreed, either strongly or somewhat, with the statement on that row.

*The right of commercial fishers to make a living should be an important consideration when allotting fish*

|     |       |    |      |    |       |
|-----|-------|----|------|----|-------|
| 316 | 79.2% | 23 | 5.8% | 61 | 15.3% |
|-----|-------|----|------|----|-------|



# UPPER COOK INLET FISHERIES INFORMATION

| RECREATIONAL FISHERY<br>(does not include fish<br>taken in Resurrection<br>Bay or Lower Cook Inlet,<br>nor does it include any<br>dipter, personal use or<br>subsistence fisheries) |                          | COMMERCIAL FISHERY<br>(includes only Upper<br>Cook Inlet catch) | Of The Total Anadromous<br>Salmon Of ALL SPECIES<br>CAUGHT in Upper Cook Inlet<br>In These Two Fisheries,<br>The Recreational Fishery<br>CAUGHT | Of The Total Anadromous<br>Salmon Of ALL SPECIES<br>HARVESTED in Upper Cook<br>Inlet In These Two Fisher:<br>The Recreational Fishery<br>HARVESTED |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------|-----------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------|
| 1977                                                                                                                                                                                | 174,864                  | 4,047,257                                                       |                                                                                                                                                 | 4.1%                                                                                                                                               |
| 1978                                                                                                                                                                                | 283,685                  | 5,118,134                                                       |                                                                                                                                                 | 5.3%                                                                                                                                               |
| 1979                                                                                                                                                                                | 161,541                  | 1,926,658                                                       |                                                                                                                                                 | 7.7%                                                                                                                                               |
| 1980                                                                                                                                                                                | 276,444                  | 4,035,918                                                       |                                                                                                                                                 | 6.4%                                                                                                                                               |
| 1981                                                                                                                                                                                | 167,546                  | 2,896,634                                                       |                                                                                                                                                 | 5.5%                                                                                                                                               |
| 1982                                                                                                                                                                                | 286,824                  | 6,299,185                                                       |                                                                                                                                                 | 4.4%                                                                                                                                               |
| 1983                                                                                                                                                                                | 235,004                  | 6,771,874                                                       |                                                                                                                                                 | 3.4%                                                                                                                                               |
| 1984                                                                                                                                                                                | 323,066                  | 3,864,947                                                       |                                                                                                                                                 | 7.7%                                                                                                                                               |
| 1985                                                                                                                                                                                | 301,915                  | 5,612,407                                                       |                                                                                                                                                 | 5.1%                                                                                                                                               |
| 1986                                                                                                                                                                                | 401,030                  | 8,017,585                                                       |                                                                                                                                                 | 4.8%                                                                                                                                               |
| 1987                                                                                                                                                                                | 633,027                  | 10,450,191                                                      |                                                                                                                                                 | 5.7%                                                                                                                                               |
| 1988                                                                                                                                                                                | 541,941                  | 8,601,969                                                       |                                                                                                                                                 | 5.9%                                                                                                                                               |
| 1989                                                                                                                                                                                | 610,491                  | 5,566,098                                                       |                                                                                                                                                 | 9.9%                                                                                                                                               |
| 1990                                                                                                                                                                                | C 889,856<br>H 423,581   | 5,075,630<br>5,075,630                                          | 14.9%                                                                                                                                           | 7.7%                                                                                                                                               |
| 1991                                                                                                                                                                                | C 795,375<br>H 529,222   | 2,911,721<br>2,911,721                                          | 21.5%                                                                                                                                           | 15.4%                                                                                                                                              |
| 1992                                                                                                                                                                                | C 1,098,405<br>H 601,567 | 10,564,584<br>10,564,584                                        | 9.4%                                                                                                                                            | 5.4%                                                                                                                                               |
| 1993                                                                                                                                                                                | C 968,530<br>H 522,693   | 5,303,924<br>5,303,924                                          | 15.4%                                                                                                                                           | 9.0%                                                                                                                                               |
| 1994                                                                                                                                                                                | C 814,850<br>H 493,690   | 4,988,000<br>4,988,000                                          | 14.0%                                                                                                                                           | 9.0%                                                                                                                                               |

C = catch H = harvest

# UPPER COOK INLET FISHERIES INFORMATION

RECREATIONAL FISHERY  
(does not include fish  
taken in Resurrection  
Bay or Lower Cook Inlet,  
nor does it include any  
dipnet, personal use or  
subsistence fisheries)

COMMERCIAL FISHERY  
(includes only Upper  
Cook Inlet catch)

Of The Total Anadromous  
KING SALMON  
CAUGHT In Upper Cook Inlet  
In These Two Fisheries,  
The Recreational Fishery  
CAUGHT

Of The Total Anadromous  
KING SALMON  
HARVESTED In Upper Cook  
Inlet In These Two Fisheri  
The Recreational Fishery  
HARVESTED

|      |   |         |  |        |       |       |
|------|---|---------|--|--------|-------|-------|
| 1977 |   | 19,807  |  | 14,790 |       | 57.3% |
| 1978 |   | 20,583  |  | 17,299 |       | 54.3% |
| 1979 |   | 25,913  |  | 13,738 |       | 65.4% |
| 1980 |   | 16,829  |  | 13,798 |       | 54.9% |
| 1981 |   | 27,684  |  | 12,240 |       | 69.3% |
| 1982 |   | 33,356  |  | 20,870 |       | 61.5% |
| 1983 |   | 42,008  |  | 20,634 |       | 67.1% |
| 1984 |   | 46,298  |  | 10,062 |       | 82.1% |
| 1985 |   | 50,273  |  | 24,088 |       | 67.6% |
| 1986 |   | 60,872  |  | 39,240 |       | 60.8% |
| 1987 |   | 66,010  |  | 39,661 |       | 62.5% |
| 1988 |   | 78,978  |  | 29,060 |       | 73.1% |
| 1989 |   | 67,064  |  | 26,742 |       | 71.5% |
| 1990 | C | 129,684 |  | 16,105 | 88.8% | 76.7% |
|      | H | 52,938  |  | 16,105 |       |       |
| 1991 | C | 111,665 |  | 13,535 | 89.2% | 82.5% |
|      | H | 63,853  |  | 13,535 |       |       |
| 1992 | C | 158,953 |  | 17,171 | 90.3% | 82.8% |
|      | H | 82,648  |  | 17,171 |       |       |
| 1993 | C | 246,347 |  | 18,719 | 92.9% | 86.0% |
|      | H | 114,941 |  | 18,719 |       |       |
| 1994 | C | 138,369 |  | 20,260 | 87.2% | 81.2% |
|      | H | 87,255  |  | 20,260 |       |       |

C = catch H = harvest

114



# UPPER COOK INLET FISHERIES INFORMATION

|      |   | RECREATIONAL FISHERY<br>(does not include fish<br>taken in Resurrection<br>Bay or Lower Cook Inlet,<br>nor does it include any<br>dipnet, personal use or<br>subsistence fisheries) | COMMERCIAL FISHERY<br>(includes only Upper<br>Cook Inlet catch) | Of The Total Anadromous<br>COWO SALMON<br>CAUGHT In Upper Cook Inlet<br>In These Two Fisheries,<br>The Recreational Fishery<br>CAUGHT | Of The Total Anadromous<br>COWO SALMON<br>HARVESTED In Upper Cook<br>Inlet In These Two Fisheries<br>The Recreational Fishery<br>HARVESTED |
|------|---|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------|
| 1977 |   | 33,756                                                                                                                                                                              | 192,599                                                         |                                                                                                                                       | 14.9%                                                                                                                                      |
| 1978 |   | 46,701                                                                                                                                                                              | 219,193                                                         |                                                                                                                                       | 17.6%                                                                                                                                      |
| 1979 |   | 49,063                                                                                                                                                                              | 265,166                                                         |                                                                                                                                       | 15.6%                                                                                                                                      |
| 1980 |   | 74,834                                                                                                                                                                              | 271,418                                                         |                                                                                                                                       | 21.6%                                                                                                                                      |
| 1981 |   | 56,159                                                                                                                                                                              | 484,411                                                         |                                                                                                                                       | 10.4%                                                                                                                                      |
| 1982 |   | 86,229                                                                                                                                                                              | 793,937                                                         |                                                                                                                                       | 9.8%                                                                                                                                       |
| 1983 |   | 50,833                                                                                                                                                                              | 516,322                                                         |                                                                                                                                       | 9.0%                                                                                                                                       |
| 1984 |   | 122,761                                                                                                                                                                             | 449,993                                                         |                                                                                                                                       | 21.4%                                                                                                                                      |
| 1985 |   | 95,596                                                                                                                                                                              | 667,213                                                         |                                                                                                                                       | 12.5%                                                                                                                                      |
| 1986 |   | 120,299                                                                                                                                                                             | 756,830                                                         |                                                                                                                                       | 13.7%                                                                                                                                      |
| 1987 |   | 107,762                                                                                                                                                                             | 451,404                                                         |                                                                                                                                       | 19.3%                                                                                                                                      |
| 1988 |   | 157,981                                                                                                                                                                             | 560,022                                                         |                                                                                                                                       | 22.0%                                                                                                                                      |
| 1989 |   | 154,188                                                                                                                                                                             | 339,201                                                         |                                                                                                                                       | 31.3%                                                                                                                                      |
| 1990 | C | 200,812                                                                                                                                                                             | 500,634                                                         | 28.6%                                                                                                                                 |                                                                                                                                            |
|      | H | 127,251                                                                                                                                                                             | 500,634                                                         |                                                                                                                                       | 20.3%                                                                                                                                      |
| 1991 | C | 227,805                                                                                                                                                                             | 425,724                                                         | 34.9%                                                                                                                                 |                                                                                                                                            |
|      | H | 170,497                                                                                                                                                                             | 425,724                                                         |                                                                                                                                       | 28.6%                                                                                                                                      |
| 1992 | C | 226,866                                                                                                                                                                             | 468,911                                                         | 32.6%                                                                                                                                 |                                                                                                                                            |
|      | H | 157,722                                                                                                                                                                             | 468,911                                                         |                                                                                                                                       | 25.2%                                                                                                                                      |
| 1993 | C | 258,661                                                                                                                                                                             | 306,822                                                         | 45.7%                                                                                                                                 |                                                                                                                                            |
|      | H | 177,273                                                                                                                                                                             | 306,822                                                         |                                                                                                                                       | 36.6%                                                                                                                                      |
| 1994 | C | 262,436                                                                                                                                                                             | 580,567                                                         | 31.1%                                                                                                                                 |                                                                                                                                            |
|      | H | 197,775                                                                                                                                                                             | 580,567                                                         |                                                                                                                                       | 25.4%                                                                                                                                      |

C = catch H = harvest

# UPPER COOK INLET FISHERIES INFORMATION

| RECREATIONAL FISHERY<br>(does not include fish<br>taken in Resurrection<br>Bay or Lower Cook Inlet,<br>nor does it include any<br>dipnet, personal use or<br>subsistence fisheries) |                        | COMMERCIAL FISHERY<br>(includes only Upper<br>Cook Inlet catch) | Of The Total Anadromous<br>SOCKEYE SALMON<br>CAUGHT IN Upper Cook Inlet<br>In These Two Fisheries,<br>The Recreational Fishery<br>CAUGHT | Of The Total Anadromous<br>SOCKEYE SALMON<br>HARVESTED IN Upper Cook<br>Inlet In These Two Fisher-<br>ies The Recreational Fishery<br>HARVESTED |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------|-----------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------|
| 1977                                                                                                                                                                                | 82,235                 | 2,052,291                                                       |                                                                                                                                          | 3.9%                                                                                                                                            |
| 1978                                                                                                                                                                                | 105,462                | 2,621,421                                                       |                                                                                                                                          | 3.9%                                                                                                                                            |
| 1979                                                                                                                                                                                | 63,479                 | 924,415                                                         |                                                                                                                                          | 6.4%                                                                                                                                            |
| 1980                                                                                                                                                                                | 92,621                 | 1,573,597                                                       |                                                                                                                                          | 5.6%                                                                                                                                            |
| 1981                                                                                                                                                                                | 64,424                 | 1,439,277                                                       |                                                                                                                                          | 4.3%                                                                                                                                            |
| 1982                                                                                                                                                                                | 109,054                | 3,259,864                                                       |                                                                                                                                          | 3.2%                                                                                                                                            |
| 1983                                                                                                                                                                                | 124,520                | 5,049,733                                                       |                                                                                                                                          | 2.4%                                                                                                                                            |
| 1984                                                                                                                                                                                | 94,263                 | 2,106,714                                                       |                                                                                                                                          | 4.3%                                                                                                                                            |
| 1985                                                                                                                                                                                | 140,758                | 4,060,429                                                       |                                                                                                                                          | 3.4%                                                                                                                                            |
| 1986                                                                                                                                                                                | 158,803                | 4,787,982                                                       |                                                                                                                                          | 3.2%                                                                                                                                            |
| 1987                                                                                                                                                                                | 441,876                | 9,500,186                                                       |                                                                                                                                          | 4.4%                                                                                                                                            |
| 1988                                                                                                                                                                                | 256,528                | 6,834,342                                                       |                                                                                                                                          | 3.6%                                                                                                                                            |
| 1989                                                                                                                                                                                | 368,197                | 5,010,698                                                       |                                                                                                                                          | 6.8%                                                                                                                                            |
| 1990                                                                                                                                                                                | C 355,993<br>H 196,852 | 3,604,064<br>3,604,064                                          | 9.0%                                                                                                                                     | 5.2%                                                                                                                                            |
| 1991                                                                                                                                                                                | C 409,113<br>H 281,100 | 2,177,576<br>2,177,576                                          | 15.8%                                                                                                                                    | 11.4%                                                                                                                                           |
| 1992                                                                                                                                                                                | C 510,613<br>H 323,549 | 9,108,340<br>9,108,340                                          | 5.3%                                                                                                                                     | 3.4%                                                                                                                                            |
| 1993                                                                                                                                                                                | C 370,390<br>H 216,201 | 4,754,698<br>4,754,698                                          | 7.2%                                                                                                                                     | 4.3%                                                                                                                                            |
| 1994                                                                                                                                                                                | C 309,503<br>H 187,643 | 3,567,392<br>3,567,392                                          | 8.0%                                                                                                                                     | 5.0%                                                                                                                                            |

C = catch H = harvest



# UPPER COOK INLET FISHERIES INFORMATION

|      |   | RECREATIONAL FISHERY<br>(does not include fish<br>taken in Resurrection<br>Bay or Lower Cook Inlet,<br>nor does it include any<br>dipnet, personal use or<br>subsistence fisheries) | COMMERCIAL FISHERY<br>(includes only Upper<br>Cook Inlet catch) | Of The Total Anadromous<br>PINK SALMON<br>CAUGHT in Upper Cook Inlet<br>In These Two Fisheries,<br>The Recreational Fishery<br>CAUGHT | Of The Total Anadromous<br>PINK SALMON<br>HARVESTED in Upper Cook<br>Inlet in These Two Fisheries<br>The Recreational Fishery<br>HARVESTED |
|------|---|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------|
| 1977 |   | 36,968                                                                                                                                                                              | 553,851                                                         |                                                                                                                                       | 6.3%                                                                                                                                       |
| 1978 |   | 92,598                                                                                                                                                                              | 1,688,442                                                       |                                                                                                                                       | 5.2%                                                                                                                                       |
| 1979 |   | 17,378                                                                                                                                                                              | 72,982                                                          |                                                                                                                                       | 19.2%                                                                                                                                      |
| 1980 |   | 86,377                                                                                                                                                                              | 1,786,430                                                       |                                                                                                                                       | 4.6%                                                                                                                                       |
| 1981 |   | 14,191                                                                                                                                                                              | 127,164                                                         |                                                                                                                                       | 10.0%                                                                                                                                      |
| 1982 |   | 49,738                                                                                                                                                                              | 790,648                                                         |                                                                                                                                       | 5.9%                                                                                                                                       |
| 1983 |   | 10,981                                                                                                                                                                              | 70,327                                                          |                                                                                                                                       | 13.5%                                                                                                                                      |
| 1984 |   | 51,343                                                                                                                                                                              | 617,452                                                         |                                                                                                                                       | 7.7%                                                                                                                                       |
| 1985 |   | 11,142                                                                                                                                                                              | 87,828                                                          |                                                                                                                                       | 11.3%                                                                                                                                      |
| 1986 |   | 50,116                                                                                                                                                                              | 1,299,360                                                       |                                                                                                                                       | 3.7%                                                                                                                                       |
| 1987 |   | 10,064                                                                                                                                                                              | 109,801                                                         |                                                                                                                                       | 8.4%                                                                                                                                       |
| 1988 |   | 33,144                                                                                                                                                                              | 469,972                                                         |                                                                                                                                       | 6.6%                                                                                                                                       |
| 1989 |   | 9,931                                                                                                                                                                               | 67,430                                                          |                                                                                                                                       | 12.8%                                                                                                                                      |
| 1990 | C | 183,185                                                                                                                                                                             | 603,630                                                         | 23.3%                                                                                                                                 | 6.7%                                                                                                                                       |
|      | H | 43,004                                                                                                                                                                              | 603,630                                                         |                                                                                                                                       |                                                                                                                                            |
| 1991 | C | 31,612                                                                                                                                                                              | 14,663                                                          | 68.3%                                                                                                                                 | 40.2%                                                                                                                                      |
|      | H | 9,868                                                                                                                                                                               | 14,663                                                          |                                                                                                                                       |                                                                                                                                            |
| 1992 | C | 178,491                                                                                                                                                                             | 695,859                                                         | 20.4%                                                                                                                                 | 4.6%                                                                                                                                       |
|      | H | 33,831                                                                                                                                                                              | 695,859                                                         |                                                                                                                                       |                                                                                                                                            |
| 1993 | C | 72,166                                                                                                                                                                              | 100,918                                                         | 41.7%                                                                                                                                 | 7.0%                                                                                                                                       |
|      | H | 7,654                                                                                                                                                                               | 100,918                                                         |                                                                                                                                       |                                                                                                                                            |
| 1994 | C | 92,431                                                                                                                                                                              | 520,481                                                         | 15.1%                                                                                                                                 | 3.3%                                                                                                                                       |
|      | H | 17,613                                                                                                                                                                              | 520,481                                                         |                                                                                                                                       |                                                                                                                                            |

C = catch H = harvest

# UPPER COOK INLET FISHERIES INFORMATION

RECREATIONAL FISHERY  
(does not include fish  
taken in Resurrection  
Bay or Lower Cook Inlet,  
nor does it include any  
dipnet, personal use or  
subsistence fisheries)

COMMERCIAL FISHERY  
(includes only Upper  
Cook Inlet catch)

Of The Total Anadromous  
CHUM SALMON  
CAUGHT In Upper Cook Inlet  
In These Two Fisheries,  
The Recreational Fishery  
CAUGHT

Of The Total Anadromous  
CHUM SALMON  
HARVESTED In Upper Cook  
Inlet In These Two Fisheries,  
The Recreational Fishery  
HARVESTED

|      |   |        |           |       |      |
|------|---|--------|-----------|-------|------|
| 1977 |   | 2,098  | 1,233,722 |       | 0.2% |
| 1978 |   | 18,341 | 571,779   |       | 3.1% |
| 1979 |   | 5,708  | 650,357   |       | 0.9% |
| 1980 |   | 5,783  | 390,673   |       | 1.5% |
| 1981 |   | 5,088  | 833,542   |       | 0.6% |
| 1982 |   | 8,447  | 1,433,866 |       | 0.6% |
| 1983 |   | 6,662  | 1,114,858 |       | 0.6% |
| 1984 |   | 8,401  | 680,726   |       | 1.2% |
| 1985 |   | 4,146  | 772,849   |       | 0.5% |
| 1986 |   | 10,940 | 1,134,173 |       | 1.0% |
| 1987 |   | 7,315  | 349,139   |       | 2.1% |
| 1988 |   | 15,310 | 708,573   |       | 2.1% |
| 1989 |   | 11,111 | 122,027   |       | 8.3% |
| 1990 | C | 20,182 | 331,197   | 5.4%  | 1.0% |
|      | N | 3,536  | 331,197   |       |      |
| 1991 | C | 15,180 | 280,223   | 5.1%  | 1.4% |
|      | N | 3,904  | 280,223   |       |      |
| 1992 | C | 23,482 | 274,303   | 7.9%  | 1.4% |
|      | N | 3,817  | 274,303   |       |      |
| 1993 | C | 20,966 | 122,767   | 14.6% | 2.6% |
|      | N | 3,241  | 122,767   |       |      |
| 1994 | C | 22,894 | 299,300   | 7.1%  | 1.1% |
|      | N | 3,384  | 299,300   |       |      |

C = catch N = harvest

118



Appendix A13.-Number of angler-days fished in Alaska and percentage by region and area, 1985-1995.

| Area Fished                                  | 1985             |             | 1986             |             | 1987             |             | 1988             |             | 1989             |             | 1990             |             |
|----------------------------------------------|------------------|-------------|------------------|-------------|------------------|-------------|------------------|-------------|------------------|-------------|------------------|-------------|
|                                              | Number           | Percent     | Number           | Percent     | Number           | Percent     | Number           | Percent     | Number           | Percent     | Number           | Percent     |
| <b>Southeast</b>                             |                  |             |                  |             |                  |             |                  |             |                  |             |                  |             |
| Ketchikan                                    | 81,303           | 4.2         | 82,914           | 4           | 83,697           | 3.9         | 98,166           | 4.2         | 92,647           | 4.1         | 91,127           | 3.7         |
| Prince of Wales Island                       | 24,208           | 1.2         | 25,002           | 1.2         | 30,845           | 1.4         | 35,571           | 1.5         | 50,659           | 2.2         | 50,214           | 2           |
| Kake, Petersburg, Wrangell, Stikine          | 29,849           | 1.5         | 30,502           | 1.5         | 37,181           | 1.7         | 39,004           | 1.7         | 53,955           | 2.4         | 59,965           | 2.4         |
| Sitka                                        | 36,615           | 1.9         | 39,760           | 1.9         | 45,583           | 2.1         | 48,680           | 2.1         | 59,230           | 2.6         | 61,906           | 2.5         |
| Juneau                                       | 122,781          | 6.3         | 121,055          | 5.8         | 114,756          | 5.3         | 108,860          | 4.7         | 115,360          | 5.1         | 122,045          | 5           |
| Haines-Skagway                               | 40,412           | 2.1         | 43,870           | 2.1         | 46,011           | 2.1         | 40,169           | 1.7         | 48,018           | 2.1         | 56,746           | 2.3         |
| Glacier Bay                                  | 3,901            | 0.2         | 3,864            | 0.2         | 7,178            | 0.3         | 9,276            | 0.4         | 8,895            | 0.4         | 7,857            | 0.3         |
| Yakutat                                      | 10,698           | 0.6         | 11,020           | 0.5         | 14,476           | 0.7         | 18,067           | 0.8         | 12,142           | 0.5         | 12,685           | 0.5         |
| <b>Total<sup>a</sup></b>                     | <b>349,767</b>   | <b>18</b>   | <b>357,987</b>   | <b>17.3</b> | <b>379,727</b>   | <b>17.6</b> | <b>397,793</b>   | <b>17.2</b> | <b>440,906</b>   | <b>19.5</b> | <b>462,545</b>   | <b>18.9</b> |
| <b>Southcentral</b>                          |                  |             |                  |             |                  |             |                  |             |                  |             |                  |             |
| Glennallen                                   | 48,707           | 2.5         | 51,563           | 2.5         | 52,324           | 2.4         | 45,867           | 2           | 52,262           | 2.3         | 50,791           | 2.1         |
| Prince William Sound                         | 72,662           | 3.7         | 64,280           | 3.1         | 81,221           | 3.8         | 84,971           | 3.7         | 95,295           | 4.2         | 105,739          | 4.3         |
| Knik Arm Drainage                            | 122,626          | 6.3         | 131,606          | 6.4         | 140,167          | 6.5         | 183,029          | 7.9         | 146,912          | 6.5         | 142,884          | 5.8         |
| Anchorage                                    | 96,760           | 5           | 103,152          | 5           | 115,145          | 5.3         | 114,823          | 5           | 107,613          | 4.8         | 125,849          | 5.1         |
| East Susitna River Drainage                  | 67,764           | 3.5         | 92,289           | 4.5         | 77,817           | 3.6         | 107,977          | 4.7         | 96,864           | 4.3         | 101,917          | 4.2         |
| West Cook Inlet-West Susitna River Drainages | 95,887           | 4.9         | 104,768          | 5.1         | 103,350          | 4.8         | 111,585          | 4.8         | 115,054          | 5.1         | 110,927          | 4.5         |
| Kenai Peninsula                              | 743,455          | 38.3        | 808,450          | 39          | 829,267          | 38.5        | 878,292          | 38          | 799,409          | 35.3        | 896,360          | 36.5        |
| Kodiak                                       | 84,841           | 4.4         | 77,166           | 3.7         | 75,650           | 3.5         | 69,325           | 3           | 86,342           | 3.8         | 81,603           | 3.3         |
| Naknek River Drainage-Alaska Peninsula       | 34,731           | 1.8         | 46,611           | 2.3         | 47,961           | 2.2         | 52,505           | 2.3         | 45,114           | 2           | 67,192           | 2.7         |
| Kvichak River Drainage                       | 25,459           | 1.3         | 25,426           | 1.2         | 18,578           | 0.9         | 10,788           | 0.5         | 17,854           | 0.8         | 30,857           | 1.3         |
| Nushagak                                     | 13,527           | 0.7         | 13,401           | 0.6         | 14,570           | 0.7         | 20,777           | 0.9         | 20,828           | 0.9         | 30,991           | 1.3         |
| <b>Total<sup>a</sup></b>                     | <b>1,406,419</b> | <b>72.4</b> | <b>1,518,712</b> | <b>73.3</b> | <b>1,556,050</b> | <b>72.3</b> | <b>1,679,939</b> | <b>72.7</b> | <b>1,583,547</b> | <b>69.9</b> | <b>1,745,110</b> | <b>71.1</b> |
| <b>Arctic-Yukon-Kuskokwim</b>                |                  |             |                  |             |                  |             |                  |             |                  |             |                  |             |
| Tanana River Drainage                        | 135,745          | 7           | 144,814          | 7           | 155,346          | 7.2         | 173,706          | 7.5         | 185,715          | 8.2         | 184,887          | 7.5         |
| Kuskokwim River Drainage                     | 11,358           | 0.6         | 11,319           | 0.5         | 17,856           | 0.8         | 23,494           | 1           | 16,457           | 0.7         | 15,858           | 0.6         |
| Seward Peninsula-Norton Sound                | 19,919           | 1           | 18,107           | 0.9         | 21,413           | 1           | 20,278           | 0.9         | 17,692           | 0.8         | 21,799           | 0.9         |
| Northwest Alaska                             | 6,701            | 0.3         | 6,313            | 0.3         | 10,221           | 0.5         | 5,279            | 0.2         | 4,932            | 0.2         | 3,782            | 0.2         |
| Yukon River Drainage                         | 8,670            | 0.4         | 9,381            | 0.5         | 7,017            | 0.3         | 8,261            | 0.4         | 10,712           | 0.5         | 15,539           | 0.6         |
| North Slope Brooks Range                     | 4,490            | 0.2         | 4,779            | 0.2         | 5,256            | 0.2         | 2,541            | 0.1         | 4,118            | 0.2         | 3,764            | 0.2         |
| <b>Total<sup>a</sup></b>                     | <b>186,883</b>   | <b>9.6</b>  | <b>194,713</b>   | <b>9.4</b>  | <b>217,109</b>   | <b>10.1</b> | <b>233,559</b>   | <b>10.1</b> | <b>239,626</b>   | <b>10.6</b> | <b>245,629</b>   | <b>10</b>   |
| <b>Alaska Total<sup>a</sup></b>              | <b>1,943,069</b> | <b>100</b>  | <b>2,071,412</b> | <b>100</b>  | <b>2,152,886</b> | <b>100</b>  | <b>2,311,291</b> | <b>100</b>  | <b>2,264,079</b> | <b>100</b>  | <b>2,453,284</b> | <b>100</b>  |

-continued-

# Appendix A13.-Page 2 of 2.

| Area Fished                                  | 1991             |             | 1992             |             | 1993             |             | 1994             |             | 1995             |             |
|----------------------------------------------|------------------|-------------|------------------|-------------|------------------|-------------|------------------|-------------|------------------|-------------|
|                                              | Number           | Percent     | Number           | Percent     | Number           | Percent     | Number           | Percent     | Number           | Percent     |
| <b>Southeast</b>                             |                  |             |                  |             |                  |             |                  |             |                  |             |
| Ketchikan                                    | 98,284           | 4           | 84,482           | 3.3         | 77,145           | 3           | 90,363           | 3.3         | 76,580           | 2.7         |
| Prince of Wales Island                       | 47,297           | 1.9         | 44,470           | 1.8         | 62,544           | 2.4         | 69,572           | 2.6         | 60,552           | 2.2         |
| Kake, Petersburg, Wrangell, Stikine          | 48,013           | 2           | 56,306           | 2.2         | 47,382           | 1.9         | 63,584           | 2.3         | 52,755           | 1.9         |
| Sitka                                        | 68,193           | 2.8         | 78,281           | 3.1         | 74,944           | 2.9         | 107,993          | 4           | 101,138          | 3.6         |
| Juneau                                       | 113,913          | 4.6         | 149,382          | 5.9         | 133,896          | 5.2         | 137,856          | 5.1         | 161,241          | 5.8         |
| Haines-Skagway                               | 39,624           | 1.6         | 25,896           | 1           | 41,655           | 1.6         | 32,592           | 1.2         | 34,484           | 1.2         |
| Glacier Bay                                  | 21,965           | 0.9         | 15,279           | 0.6         | 15,054           | 0.6         | 18,219           | 0.7         | 25,314           | 0.9         |
| Yakutat                                      | 17,062           | 0.7         | 14,496           | 0.6         | 18,583           | 0.7         | 22,760           | 0.8         | 19,926           | 0.7         |
| <b>Total<sup>a</sup></b>                     | <b>454,351</b>   | <b>18.5</b> | <b>468,592</b>   | <b>18.4</b> | <b>471,203</b>   | <b>18.4</b> | <b>542,939</b>   | <b>20</b>   | <b>531,990</b>   | <b>19.1</b> |
| <b>Southcentral</b>                          |                  |             |                  |             |                  |             |                  |             |                  |             |
| Glennallen                                   | 64,207           | 2.6         | 72,052           | 2.8         | 77,870           | 3           | 85,520           | 3.1         | 102,951          | 3.7         |
| Prince William Sound                         | 113,115          | 4.6         | 113,443          | 4.5         | 104,601          | 4.1         | 122,330          | 4.5         | 138,194          | 5           |
| Knik Arm Drainage                            | 146,605          | 6           | 141,825          | 5.6         | 118,214          | 4.6         | 143,372          | 5.3         | 126,154          | 4.5         |
| Anchorage                                    | 117,780          | 4.8         | 141,571          | 5.6         | 143,492          | 5.6         | 142,277          | 5.2         | 176,401          | 6.3         |
| East Susitna River Drainage                  | 113,178          | 4.6         | 149,484          | 5.9         | 128,382          | 5           | 114,533          | 4.2         | 102,686          | 3.7         |
| West Cook Inlet-West Susitna River Drainages | 121,505          | 4.9         | 116,360          | 4.6         | 129,165          | 5           | 125,529          | 4.6         | 79,134           | 2.8         |
| Kenai Peninsula                              | 869,715          | 35.4        | 945,272          | 37.2        | 946,252          | 37          | 1,003,847        | 36.9        | 1,043,493        | 37.4        |
| Kodiak                                       | 96,481           | 3.9         | 84,777           | 3.3         | 93,320           | 3.6         | 99,132           | 3.6         | 85,529           | 3.1         |
| Naknek River Drainage-Alaska Peninsula       | 69,010           | 2.8         | 61,415           | 2.4         | 51,132           | 2           | 45,920           | 1.7         | 44,119           | 1.6         |
| Kvichak River Drainage                       | 28,553           | 1.2         | 34,876           | 1.4         | 41,697           | 1.6         | 39,141           | 1.4         | 44,463           | 1.6         |
| Nushagak                                     | 41,906           | 1.7         | 28,855           | 1.1         | 33,108           | 1.3         | 45,384           | 1.7         | 42,415           | 1.5         |
| <b>Total<sup>a</sup></b>                     | <b>1,782,055</b> | <b>72.5</b> | <b>1,889,930</b> | <b>74.4</b> | <b>1,867,233</b> | <b>73</b>   | <b>1,966,985</b> | <b>72.3</b> | <b>1,985,539</b> | <b>71.2</b> |
| <b>Arctic-Yukon-Kuskokwim</b>                |                  |             |                  |             |                  |             |                  |             |                  |             |
| Tanana River Drainage                        | 155,662          | 6.3         | 120,848          | 4.8         | 160,117          | 6.3         | 148,633          | 5.5         | 201,389          | 7.2         |
| Kuskokwim River Drainage                     | 13,055           | 0.5         | 14,404           | 0.6         | 14,505           | 0.6         | 18,117           | 0.7         | 16,289           | 0.6         |
| Seward Peninsula-Norton Sound                | 23,622           | 1           | 22,684           | 0.9         | 18,930           | 0.7         | 18,922           | 0.7         | 19,647           | 0.7         |
| Northwest Alaska                             | 9,543            | 0.4         | 6,145            | 0.2         | 7,809            | 0.3         | 6,036            | 0.2         | 8,495            | 0.3         |
| Yukon River Drainage                         | 10,749           | 0.4         | 12,831           | 0.5         | 14,011           | 0.5         | 12,872           | 0.5         | 18,677           | 0.7         |
| North Slope Brooks Range                     | 7,291            | 0.3         | 4,940            | 0.2         | 5,600            | 0.2         | 5,407            | 0.2         | 5,644            | 0.2         |
| <b>Total<sup>a</sup></b>                     | <b>219,922</b>   | <b>9</b>    | <b>181,852</b>   | <b>7.2</b>  | <b>220,972</b>   | <b>8.6</b>  | <b>209,987</b>   | <b>7.7</b>  | <b>270,141</b>   | <b>9.7</b>  |
| <b>Alaska Total<sup>a</sup></b>              | <b>2,456,328</b> | <b>100</b>  | <b>2,540,374</b> | <b>100</b>  | <b>2,559,408</b> | <b>100</b>  | <b>2,719,911</b> | <b>100</b>  | <b>2,787,670</b> | <b>100</b>  |

<sup>a</sup> Statewide and regional angler totals do not equal regional or area sums because some anglers fished in more than one area and in more than one region.



COMMERCIAL FISHING; WHILE SUBSISTENCE, PERSONAL USE AND SPORTS FISHING ARE CALLED COMMON CONSUMPTIVE USES. AT THE PRESENT TIME, THE COMMON CONSUMPTIVE USERS ARE ALLOCATED APPROXIMATELY 1% OF THE STATEWIDE SALMON HARVEST WHILE COMMERCIAL FISHING RECEIVES NEARLY 99%. IF THERE WERE AN INITIATIVE ON THE BALLOT THAT PROVIDED COMMON CONSUMPTIVE USERS A HARVEST PRIORITY OF UP TO 5% OF ALASKA'S STATEWIDE SALMON HARVEST, DO YOU FEEL YOU WOULD BE MOST LIKELY TO VOTE FOR OR AGAINST THAT INITIATIVE?

| DEMOGRAPHICS     | UNSURE | FOR | AGAINST |
|------------------|--------|-----|---------|
| TOTAL.....       | 11%    | 70% | 20%     |
| GENDER           |        |     |         |
| MALE.....        | 8%     | 70% | 22%     |
| FEMALE.....      | 14%    | 70% | 17%     |
| AGE              |        |     |         |
| 18-29 YRS OF AGE | 6%     | 64% | 30%     |
| 30-44 YRS.....   | 8%     | 75% | 17%     |
| 45-59 YRS.....   | 10%    | 67% | 23%     |
| 60+ YEARS OF AGE | 24%    | 65% | 11%     |
| VOTER            |        |     |         |
| REGISTRATION     |        |     |         |
| REFUSED.....     | 40%    | 60% | 0%      |
| DEMOCRAT.....    | 18%    | 61% | 21%     |
| REPUBLICAN.....  | 7%     | 77% | 16%     |
| NON-PARTISAN.... | 8%     | 70% | 22%     |
| OTHER.....       | 3%     | 74% | 22%     |
| NOT REGISTERED.. | 19%    | 61% | 20%     |
| TIME IN          |        |     |         |
| COMMUNITY        |        |     |         |
| 0-4 YEARS.....   | 11%    | 73% | 16%     |
| 5-9 YEARS.....   | 6%     | 78% | 16%     |
| 10-14 YEARS..... | 7%     | 74% | 20%     |
| 15+ YEARS.....   | 13%    | 65% | 22%     |
| LOCATION         |        |     |         |
| RURAL.....       | 12%    | 67% | 21%     |
| CENTRAL.....     | 15%    | 71% | 14%     |
| SOUTHCENTRAL.... | 4%     | 77% | 18%     |
| ANCHORAGE.....   | 9%     | 72% | 19%     |
| SOUTHEAST.....   | 19%    | 52% | 29%     |
| EMPLOYER         |        |     |         |
| FEDERAL GOVT.... | 2%     | 78% | 20%     |
| STATE GOVT.....  | 7%     | 71% | 21%     |
| LOCAL GOVT.....  | 11%    | 76% | 13%     |
| PRIVATE SECTOR.. | 8%     | 67% | 25%     |
| NOT IN WORKFORCE | 20%    | 70% | 10%     |

# STATE OF ALASKA

DEPARTMENT OF FISH AND GAME

TONY KNOWLES, GOVERNOR

1900 GLENN HWY., SUITE 4  
PALMER, ALASKA 99645  
PHONE: (907) 746-6300  
FAX: (907) 746-6305

## FAX TRANSMITTAL FORM

DATE: \_\_\_\_\_

TO: Renee

Vic Kohring

FROM: Dave Rutz

ADF & G

Palmer

MESSAGE: HB 149 FISH Initiative

No. of pages: \_\_\_\_\_  
(including this page)



POST SURVEY

WATKIN (Bakersburg Cr. Roads)  
LOCATION Palmer - Butts area

- 1/ A=Arctic, N=Subtropical, P=pole, T=tropical, W=Well
- 2/ Weather: L=Clear, O=Overcast, T=Turbulent Stream, L=Low, N=Normal, M=High, C=Clean, S=Dirty
- 3/ Visibility: E=Excellent, N=Normal, P=Poor
- 2/ Indicate type of aircraft, etc.

THE  
FOLLOWING  
DOCUMENT(S)  
ARE  
POOR  
ORIGINAL  
COPIES



**Table 38. Eastside and westside Susitna River drainage coho salmon escapement index counts, 1981-1996.**

| Year | Westside Susitna River Drainage |                  |        | Eastside Susitna River Drainage <sup>a</sup> |                 |                 |                 | Susitna River <sup>b</sup> | Grand Total |
|------|---------------------------------|------------------|--------|----------------------------------------------|-----------------|-----------------|-----------------|----------------------------|-------------|
|      | Yertna River <sup>c</sup>       | Rabideux Cr.     | Total  | Birch Cr.                                    | Question Cr.    | Answer Cr.      | Total           |                            |             |
| 1981 | 17,017 <sup>e</sup>             | 18 <sup>d</sup>  | 17,035 | ns <sup>d</sup>                              | ns <sup>d</sup> | ns <sup>d</sup> | ns <sup>d</sup> | 87,000                     | 54,037      |
| 1982 | 34,086                          | ns <sup>d</sup>  | 34,086 | ns <sup>d</sup>                              | ns <sup>e</sup> | ns <sup>d</sup> | ns <sup>d</sup> | 80,000                     | 114,086     |
| 1983 | 8,567                           | ns <sup>d</sup>  | 8,567  | ns <sup>d</sup>                              | ns <sup>d</sup> | ns <sup>d</sup> | ns <sup>d</sup> | 74,000                     | 82,567      |
| 1984 | 16,567                          | 489              | 16,487 | 236                                          | 60              | 57              | 353             | ns <sup>d</sup>            | 16,840      |
| 1985 | 9,181                           | 52               | 9,262  | 93                                           | 59              | 32              | 184             | ns <sup>d</sup>            | 9,446       |
| 1986 | 24,451                          | ns <sup>d</sup>  | 24,451 | 28                                           | ns <sup>d</sup> | ns <sup>d</sup> | 28              | ns <sup>d</sup>            | 24,479      |
| 1987 | 6,210                           | 215 <sup>e</sup> | 6,326  | 46                                           | 140             | 11              | 205             | ns <sup>d</sup>            | 6,531       |
| 1988 | 2,153                           | 239              | 12,405 | 62                                           | 347             | 160             | 569             | ns <sup>d</sup>            | 12,974      |
| 1989 | 23,615                          | 20               | 25,711 | 180                                          | 31              | 66              | 277             | ns <sup>d</sup>            | 25,988      |
| 1990 | 21,340                          | 36               | 21,386 | 36                                           | 4               | 5               | 45              | ns <sup>d</sup>            | 21,431      |
| 1991 | 57,375                          | 95               | 57,470 | 305                                          | 432             | 51              | 788             | ns <sup>d</sup>            | 58,258      |
| 1992 | 26,073                          | ns <sup>d</sup>  | 26,073 | 167                                          | 227             | 131             | 525             | ns <sup>d</sup>            | 26,598      |
| 1993 | 17,742                          | ns <sup>e</sup>  | 17,742 | 178                                          | 370             | 34              | 582             | ns <sup>d</sup>            | 18,324      |
| 1994 | 25,173                          | 05               | 25,218 | 712                                          | 379             | 0 <sup>f</sup>  | 1,091           | ns <sup>d</sup>            | 26,309      |
| 1995 | 74,364                          | 39               | 74,385 | 127                                          | 155             | 35              | 317             | ns <sup>d</sup>            | 74,702      |
| 1996 | 34,464                          | ns <sup>d</sup>  | 34,464 | 458                                          | 231             | 42              | 731             | ns <sup>d</sup>            | 35,195      |

<sup>a</sup> Survey conducted by walking portions of the creek.

<sup>b</sup> Sonar counts upstream of river mile 80.

<sup>c</sup> Sonar counts, dates of assessment may vary.

<sup>d</sup> No survey conducted.

<sup>e</sup> Poor survey conditions.

<sup>f</sup> Beaver dam blocking passage of fish downstream of index area.

36  
Table 39. Fish Creek weir sockeye and coho salmon escapements, 1968-1996.

| Year              | Coho <sup>a</sup> | Sockeye <sup>b</sup> | Dates of Operation |
|-------------------|-------------------|----------------------|--------------------|
| 1968              | 2,088             | 19,616 <sup>c</sup>  | 1 Jul-31 Jul       |
| 1969              | 4,253             | 12,456               | 4 Jul-2 Sep        |
| 1970              | 1,048             | 25,000               | 19 Jul-8 Aug       |
| 1971              | 583               | 31,470               | 8 Jul-7 Aug        |
| 1972              | 716               | 6,981                | 24 Jul-10 Sep      |
| 1973              | 210               | 2,705                | 18 Jul-6 Sep       |
| 1974              | 1,154             | 16,225               | 8 Jul-6 Sep        |
| 1975              | 1,601             | 29,882               | 3 Jul-8 Sep        |
| 1976              | 765               | 14,032               | 5 Jul-10 Sep       |
| 1977              | 970               | 5,183                | 7 Jul-15 Aug       |
| 1978              | 3,184             | 3,555                | 7 Jul-30 Sep       |
| 1979              | 2,511             | 68,739 <sup>c</sup>  | 9 Jul-29 Aug       |
| 1980              | 8,924             | 62,828 <sup>c</sup>  | 4 Jul-1 Sep        |
| 1981              | 2,330             | 50,479 <sup>d</sup>  | 9 Jul-7 Sep        |
| 1982              | 5,201             | 28,164               | 12 Jul-8 Sep       |
| 1983              | 2,342             | 118,797 <sup>c</sup> | 12 Jul-30 Aug      |
| 1984              | 4,510             | 192,352 <sup>c</sup> | 1 Jul-19 Sep       |
| 1985              | 5,089             | 68,577 <sup>c</sup>  | 8 Jul-20 Aug       |
| 1986              | 2,166             | 29,800 <sup>c</sup>  | 14 Jul-26 Aug      |
| 1987              | 3,871             | 91,215 <sup>c</sup>  | 8 Jul-27 Aug       |
| 1988              | 2,162             | 71,603 <sup>c</sup>  | 7 Jul-9 Sep        |
| 1989              | 3,478             | 67,224 <sup>c</sup>  | 6 Jul-8 Sep        |
| 1990              | 2,673             | 48,717 <sup>c</sup>  | 5 Jul-14 Sep       |
| 1991              | 1,297             | 50,500 <sup>c</sup>  | 9 Jul-12 Sep       |
| 1992              | 1,705             | 72,108 <sup>c</sup>  | 10 Jul-10 Sep      |
| 1993              | 2,378             | 117,619 <sup>d</sup> | 7 Jul-20 Aug       |
| 1994              | 350               | 100,638 <sup>d</sup> | 8 Jul-15 Aug       |
| 1995              | 390               | 115,101 <sup>d</sup> | 7 Jul-15 Aug       |
| 1996              | 582               | 63,164 <sup>d</sup>  | 9 Jul-15 Aug       |
| Mean <sup>e</sup> |                   | 54,646               |                    |

<sup>a</sup> Measured by weir (1968 excepted). Years 1980-1993 include downstream foot surveys upon removing weir.

<sup>b</sup> Weir count.

<sup>c</sup> A counting screen was used instead of a weir.

<sup>d</sup> Years hatchery sockeye salmon contributed to the escapement.

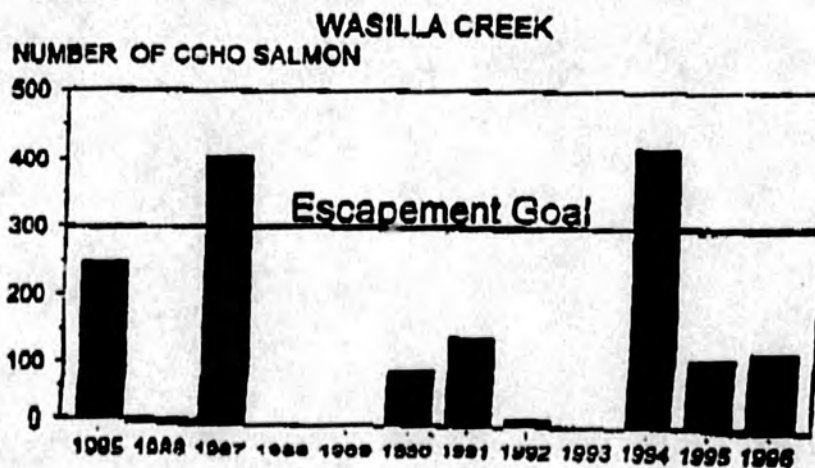
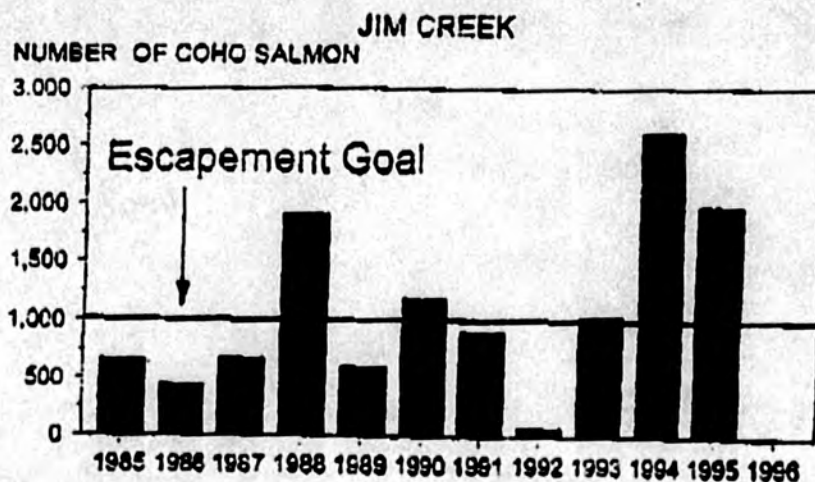
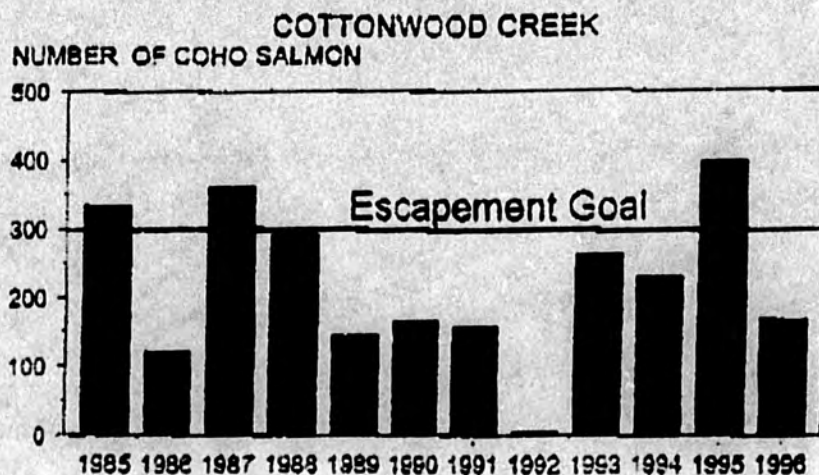
<sup>e</sup> The mean coho salmon escapement is not estimated because in many years of record the weir was removed before the run was complete.

In mid-August,  
weir taken  
out  
(thus good)

Barrel of  
fisher's



# 6 KNIK ARM COHO SALMON ESCAPEMENT



A DIGEST OF KEY STORIES ESPECIALLY FOR DECISION-MAKERS



# ANCHORAGE DAILY NEWS FAX

WEDNESDAY,  
JANUARY 31,  
1996

ALL CONTENTS COPYRIGHT © 1996 ANCHORAGE DAILY NEWS. DO NOT PHOTOCOPY. TO SUBSCRIBE, CALL 257-4284.

## Fishing study stirs new furor

Foes quarrel over  
impact of sport  
angling on Kenai

By NATALIE PHILLIPS

Daily News reporter

If Kenai sport fishermen were allowed to take a larger share of Cook Inlet red salmon at the expense of the commercial harvest, would the anglers pump more money into the local economy?

The answer is no, according to a University of Alaska Anchorage study released Tuesday.

Despite what sport-fishing advocates have been asserting for years, divvying up the fish differently would probably be a financial wash and might actually cost the area economy jobs and money, according to the much-anticipated study by the University's Institute of Social and Economic Research.

Representatives of the commercial fishing industry were quick to praise the report, while sport-fishing advocates wasted no time condemning it.

"The report states the obvious," said Theo Matthews, executive director of United Cook Inlet Drift Association. "In some ways it totally destroys the most cherished myth in the sport-fishing world, that sport-caught fish is worth more and that they need the priority all the time."

"I just hope this will, once and for all, stop these claims that 'our fishery is so much more economically valuable than yours,'" Matthews said. "The only ones who are going to be real upset with the report are the ones who wanted a predetermined outcome."

Bob Penney, chairman of Kenai Sportfishing Inc., challenged the report's conclusions.

"We know it is flawed," Penney said. "We're saying something is wrong somewhere. Either all the other studies we've seen for the past 10 years are flawed or this one is. And we are going to get to the bottom of this because in our opinion (this) study is a waste of the taxpayers and state's money."

Penney said his organization will hire its own experts to evaluate the report's findings.

The \$300,000 study was authorized by the Legislature in 1993 at the urging of sport-fishing groups. ISER was selected to conduct the study by the Alaska Department of Fish and Game through competitive bid. ISER economists conducted extensive telephone surveys of commercial fishing permit holders, deck

hands, crew members and Alaska households for the study. They also mailed surveys to out-of-state tourists who had fished in Alaska.

The final 500-page report was sent to peer reviewers at the University of California at Davis.

The complete document is expected to be available through Fish and Game later this week. A 12-page executive summary of the report — with many disclaimers about how difficult it is to account for all the variables in fisheries management — was released Tuesday. ISER officials have scheduled a public meeting to discuss the report's findings on Feb. 12 at 2:30 p.m. at the Loussac Library. And the report is sure to play a

See STUDY, Page 6

## Tests wronged Natives

Report urges feds  
to admit errors

By DAVID WHITNEY

Daily News reporter

WASHINGTON — A National Research Council report released Tuesday concluded that no harm was done to Alaska Natives tested with radioactive iodine during Cold War experiments four decades ago.

But the 102 Native men, women and children who were subjects of the experiments were "wronged" because they were not adequately informed before they were given oral doses of Iodine-131, the report concluded. Nineteen white military personnel also were given the radioactive pills.

The report recommended the federal government and the Air Force, which conducted the tests, acknowledge their

wrongs.

The report also urged the Air Force to contact all participants and give them records of the experiments. It recommended follow-up examinations on anyone younger than 20 at the time because they have the longest sustained risk of contracting thyroid cancer. More than 30 of the subjects are still living.

The Air Force did not return a call asking for comment. Alaska Sen. Frank Murkowski, who asked for the report, had no immediate reaction.

The experiments were conducted between 1953 and 1957 when there was fear that Alaska would be a major battleground in a nuclear war between the United States and the Soviet Union.

To prepare troops for deployment, the Air Force wanted to know whether the thyroid gland played any role in adjusting to cold weather. Researchers

See IODINE, Page 6

Introducing...

Anchorage Daily News E-Mail edition

Available daily by subscription.

- Stories about Alaska
- Alaska Business stories
- Daily News editorials
- Voice of the Times

Use this convenient, inexpensive way to see what's going on in Alaska.

The E-mail edition will be sent to your e-mail address early each morning.

Call 907-257-4400 to subscribe or fax the attached order form to: 907-257-4523



**Draft Press Release**  
**Kenai River Economic Study to be Released by**  
**the University of Alaska**

The results of a study of the economic value of Kenai River sockeye salmon fisheries will be released by the Institute of Social and Economic Research (ISER) of the University of Alaska on January 30, 1996.

The study is titled "Economic Effects of Management Changes for Kenai River Late-Run Sockeye." The study looked at the economic effects of alternative Kenai River sockeye management scenarios on Alaskan sport and commercial fishers, jobs, payroll, purchases, and personal income. The study estimated changes in economic values, including measures of monetary value (like commercial fishers' and sport fishing guides' profits) and non-market value (like job satisfaction of commercial fishing and enjoyment of sport fishing).

The scenarios assessed the economic effects of putting more or less fish into the Kenai River. Scenarios included managing the fishery for 200,000 more sockeye at the sonar counter, 100,000 more sockeye at the sonar counter, or 100,000 fewer sockeye at the sonar counter. The scenarios also looked at conditions such as low, medium, or high fish prices and low, medium, or high fish run sizes which might affect relative gains and losses for sport and commercial fishermen.

The Alaska legislature appropriated \$300,000 for the study in 1993. The Alaska Department of Fish and Game awarded the study to ISER through a competitive bid process. The ISER study team included Matt Berman, Sharman Haley, Scott Goldsmith, Gunnar Knapp, and Jack Kruse. The findings were independently reviewed by two noted experts in resource economics -- James Wilen and Doug Larson of the University of California at Davis.

An executive summary of the study will be available from the Alaska Department of Fish and Game in Anchorage at (907) 267-2353. A limited number of copies of the full report will also be available. ISER will hold a public meeting in Anchorage at the Loussac Public Library's Wilda Marston Theater on Monday, February 12th, 2:30-4:30 to discuss the findings of the study.

# Executive Summary

## Economic Effects of Management Changes for Kenai River Late-Run Sockeye



Institute of Social and Economic Research  
University of Alaska Anchorage

January 1996

If fishery managers allowed more late-run sockeye salmon into the Kenai River in July, what would be the economic gains for the sport fishery and the losses for the Upper Cook Inlet commercial fishery?

The Institute of Social and Economic Research at the University of Alaska Anchorage examined that question, under a contract with the Alaska Department of Fish and Game (ADF&G). We looked mainly at the effects of increasing the management target for late-run sockeye by 200,000.

Managers could make that change in a number of ways—but for this study, ADF&G provided us with specific assumptions about what they would do. Different assumptions could change our results. To assess the effects of the management changes we studied, it helps to think about three questions:

- (1) What creates the economic effects?
- (2) How do we measure those effects?
- (3) How do different conditions affect the results?

If 200,000 more sockeye were in the Kenai River, resident sport anglers would take more trips to the Kenai, spend more for those trips, and catch more fish. But while fishing more on the Kenai, they would take fewer fishing trips elsewhere (as Figure 1 shows). Better fishing would also encourage visiting anglers to take more trips to the Kenai and spend more in the economy.

Commercial fishermen would lose some of their harvest and their incomes. Fishermen and processors would work fewer hours, and the fishing and processing industries would buy less from other businesses.

We measured the effects of those changes in two ways: changes in net economic value and economic impacts.

Net economic value is a measure of benefits minus costs: we add up all the benefits and costs of a change, then subtract the costs. What's left is the net gain or loss in value.

Economic impacts are changes in payroll, jobs, or sales. Impacts are aggregate rather than net measures of change.

Figure 1 shows our estimates of economic effects, when Kenai River sockeye runs and prices paid fishermen are at medium levels.

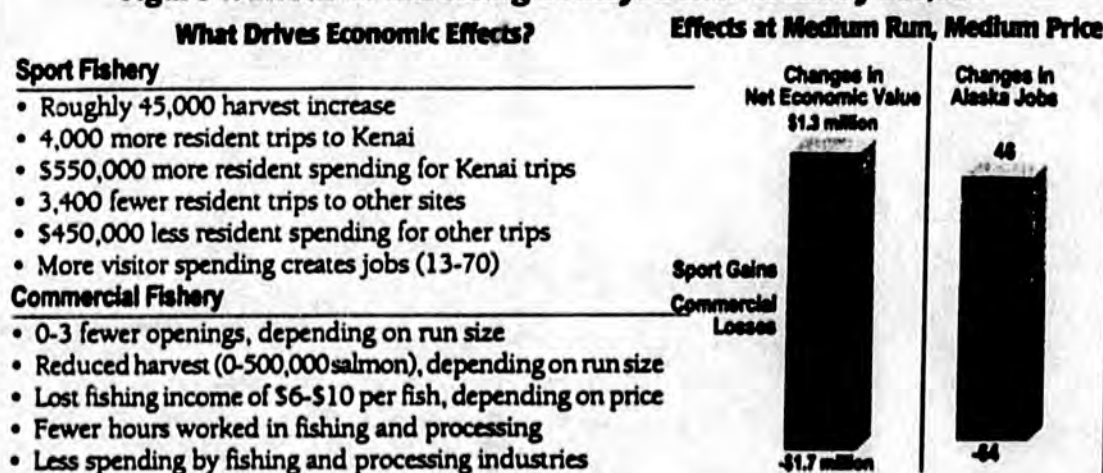
- Estimated commercial losses appear somewhat larger than sport gains—a gain of \$1.3 million for the sport side and a loss of \$1.7 million for the commercial side. But given the range of uncertainty in our estimates, we can't definitely conclude that actual commercial losses would be larger than sport gains.

- The Alaska economy would probably lose slightly more jobs than would be created. A rough estimate is that increased spending for sport fishing would create about 46 jobs, but lost commercial harvests would cost the economy 64 jobs. But given the uncertainty about the future level of visitor spending, the actual number of jobs created on the sport side could range from 13 to 70.

Our results would vary in years of different run sizes and prices. During high runs, managers wouldn't need to make any changes to put 200,000 more sockeye in the river—so there would be no gains or losses.

During low runs, managers would eliminate more commercial fishing time, to make sure extra sockeye reached the Kenai River. Then commercial losses would be larger than sport gains—and the higher the price of sockeye, the larger the losses. When prices were low and runs were medium, sport gains would probably exceed commercial losses.

**Figure 1. Effects of Increasing Sockeye Sonar Count by 200,000**





## Background

The study originated when the Alaska Legislature appropriated money to ADF&G in 1994 for an economic analysis of "management alternatives for Cook Inlet salmon."

ADF&G decided, based on public interest and other factors, to focus the study on the economic effects of increasing the management target for late-run Kenai River sockeye. The current management target for late-run sockeye is 450,000 to 700,000 sockeye (as measured at the sonar counter below the Soldotna bridge). Increasing the target by 200,000 would raise the range to 650,000 to 900,000. Making such a change would require reducing the Upper Cook Inlet commercial salmon harvest, except in years of high runs. The Alaska Board of Fisheries, which regulates the fisheries, establishes the management target and decides if it will be changed.

Both the sport fishery and the commercial fishery in the Central District of Upper Cook Inlet highly value late-run Kenai River sockeye, which generally begin moving into the river in late June and peak toward the end of July. This run alone makes up about half the total commercial salmon harvest in Upper Cook Inlet. And about three-quarters of the statewide harvest of sockeye is taken from the Kenai River and its tributary, the Russian River.

Sport anglers want more sockeye; commercial fishermen want to keep what they have.

## What ISER Studied

We mainly studied the effects of increasing the Kenai River management target by 200,000 late-run sockeye. To help define a range of variation, we also looked at the effects of increasing the sonar count by just 100,000, and of decreasing the sonar count by 100,000.

Specifically, we estimated economic effects on the Kenai River sport fishery, including the Russian River (Map 1, page 5); and on the commercial fishery in the Central District of the Upper Cook Inlet management area (Map 2, page 6).

There are other potential effects of such a change—effects we were asked to recognize but not to quantify. Those include:

- Potential increased damage to riverbanks and fish habitat. Any change that attracts more anglers to the Kenai River—which already

sees 100,000 sport anglers in a season—has the potential to increase bank trampling and damage to vegetation and fish habitat.

- Potential overescapement of sockeye. Fishery managers believe that having too many spawning salmon return to a river has the potential to damage future runs, by taxing spawning and rearing areas and food supplies. Biologists haven't established an overescapement estimate for Kenai River late-run sockeye.

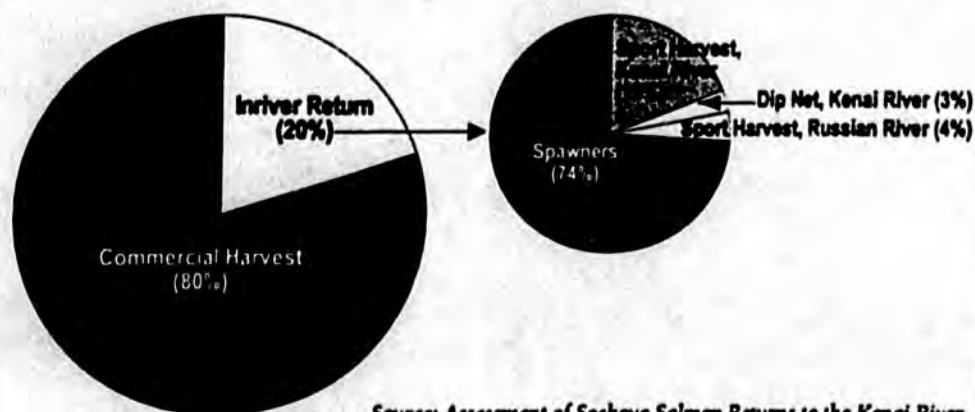
- Potential benefits for commercial setnetters in the Northern District of Upper Cook Inlet and Susitna River sport anglers and personal use dipnetters. Managers assume that during low Kenai River runs they would have to eliminate a regular districtwide opening in the Central District to make sure 200,000 additional sockeye reached the Kenai River. In those circumstances, more salmon would move past the Central District drift fleet and into the Northern District, where some would be harvested. We don't have estimates of how many.

## Current Allocation

Figure 2 shows how the late run of Kenai River sockeye has been divided in the 1990s. Commercial drift and setnetters in the Central District of Upper Cook Inlet harvested about 80 percent. Of the sockeye that returned to the river, about 74 percent spawned. Sport anglers on the Kenai River mainstem took about 19 percent and anglers on the Russian River took 4 percent. Dipnetters (who harvested fish under both personal use and subsistence regulations during that period) took about 3 percent.

Since 1990, annual commercial harvests of Kenai River sockeye have varied from just over 1 million to nearly 7 million. Annual sockeye sport harvests on the Kenai and Russian rivers varied between about 120,000 and 270,000.

**Figure 2. Allocation of Kenai River Late-Run Sockeye, 1990-1994**



Source: Assessment of Sockeye Salmon Returns to the Kenai River, Doug McBride and Steve Hammarstrom, ADF&G, 1995

## Measuring Economic Effects

On the front page we defined net economic value as benefits minus costs: the gain or loss after all benefits are added and all costs are subtracted. Changes in net economic value are difficult to calculate, because this measure takes into account not only monetary costs and benefits (like the market price of fish or costs of fishing tackle) but also assigns a dollar value to intangibles (like the pleasure of fishing). On page 8 we describe how we assigned a dollar value to improved Kenai River fishing. Here we just want to point out that net economic value takes into account the substantial non-monetary value in the sport fishery.

## General Findings

To assess how changes in run sizes, prices, sport bag limits, and other conditions would affect our results, we developed 10 study scenarios. Assumptions that went into those scenarios, and our findings by scenario, are described on pages 8-12. Here we present general findings not tied to specific scenarios. We found if the Kenai River management target for late-run sockeye were increased by 200,000:

- *The net increase in resident trips to all Alaska sites would be about 650, and the net increase in resident spending for fishing trips would be about \$108,000.* Southcentral resident households with sport anglers would make 4,000 additional trips to Kenai River sites and spend \$550,000 more in late July. But our analysis showed that in order to make more trips to the Kenai, resident anglers would make fewer trips and spend less elsewhere in Alaska—about 3,400 fewer trips and \$450,000 less spending.
- *Most of the increase in the net economic value of the sport fishery for residents is non-monetary: the value of improved sport fishing.* Some is savings—because residents substitute less expensive trips to the Kenai River for more expensive fishing trips to other Alaska sites.
- *Most of the loss in net economic value for the commercial fishery is monetary: reduced harvest revenue.* Some is reduced job satisfaction.
- *As measured by economic impacts, reducing the commercial harvest would probably cost the economy more jobs and payroll than would be created by the improved sport fishery.* One reason is that the commercial fishery creates jobs and payroll in two ways—from the market value of the harvest itself, and from fishery-related spending in other industries. The sport fishery creates jobs only through fishery-related spending. Unlike commercial fishermen, sport anglers don't earn money while they're fishing—although they enjoy a great deal of non-monetary value.

- *How many jobs and how much payroll an improved sport fishery would create statewide would depend mostly on how much more non-resident anglers spent.* As we said earlier, Alaskans would certainly take more trips and spend more for Kenai River fishing, if the fishing were improved—but they would also take fewer trips to other Alaska sites. So most of the additional resident spending would simply be shifted from one place to another within the state. But if better fishing induced non-residents to stay longer and spend more than they otherwise would have, that spending would represent additional money in the economy.

- *Non-residents visiting Alaska might extend their visits to fish more on the Kenai—and spend more in the economy.* That additional spending could be anywhere from \$630,000 to \$3.3 million more in a season, generating between 13 and 70 jobs. These are rough, order-of-magnitude estimates based on survey responses of the small percentage of non-resident anglers who said they would have stayed longer in Alaska if the fishing were better. We do think this change would probably be much larger than the change in resident spending for sport fishing.

- *A reduction in Cook Inlet sockeye harvests is unlikely to affect Alaska consumers much—because most Cook Inlet sockeye is sold outside the state.*

- *By reducing the supply of sockeye, the proposed reduction in Cook Inlet commercial sockeye harvests could increase prices paid fishermen for Cook Inlet sockeye by as much as 1 cent per pound.* But we think that even such a small price increase is unlikely—because Cook Inlet sockeye make up a relatively small share of all Alaska sockeye, and because the growing supply of farmed salmon worldwide would offset the effects of a smaller Cook Inlet harvest.

### Assumptions

#### Size of Kenai River late sockeye run

Low run: Fewer than 2 million

Medium run: 2-5 million

High run: More than 5 million

#### Ex-Vessel Price (price paid fishermen) for Cook Inlet sockeye

Low price: \$1.00/lb.

Medium price: \$1.43/lb.

High price: \$1.75/lb.

### Definitions

**Southcentral Alaska:** the Municipality of Anchorage, the Kenai Peninsula Borough, and the Matanuska-Susitna Borough

**Kenai River system (study sites):** all fishing on Kenai River mainstem from the mouth at Cook Inlet to Kenai Lake and including the Russian River



## Organization of the Summary

Pages 4-7: Profiles of the Fisheries

Pages 6-7: Methods, Sources, and Assumptions

Pages 11-12: Summary of Findings

## Profile of the Sport Fishery

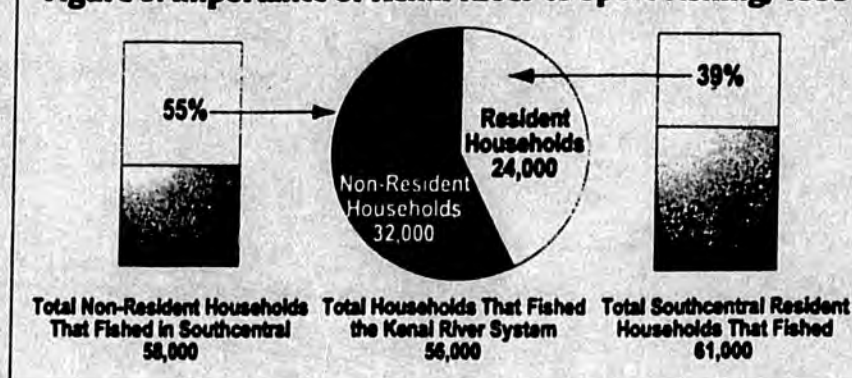
The Kenai River system sport fishery (including the Russian River) is easily accessible and immensely popular with Alaskans and tourists. In 1993, 39 percent of all the Southcentral households with anglers fished on the Kenai or Russian rivers, and 55 percent of the visiting households that fished in Southcentral Alaska traveled to the Kenai or Russian rivers (Figure 3). Southcentral Alaska includes the Kenai Peninsula Borough, the Municipality of Anchorage, and the Matanuska-Susitna Borough.

The Kenai River has long been known for its king salmon fishing, but in recent times growing numbers of anglers have been going after sockeye. Significant numbers of coho salmon are also harvested in the river.

About three-quarters of the statewide sport harvest of sockeye is taken in the Kenai mainstem and the Russian River. This study look at the economic effects of a change in management of the late-run of sockeye, which generally begins moving into the river in late June and peaks toward the end of July. (The early run is much smaller and is mostly harvested in the Russian River.)

Figures 4 and 5 show the importance of the Kenai and Russian rivers to Southcentral anglers. Half of all households in Southcentral Alaska—61,000 of an estimated 122,000 households—had sport anglers in 1993. Those sport fishing households made nearly 626,000 fishing trips. An estimated 25 percent of those trips were to the Kenai and Russian rivers, by far the most popular sport fishing sites in the region. The average fishing trip by residents to all

**Figure 3. Importance of Kenai River to Sport Fishing, 1993**



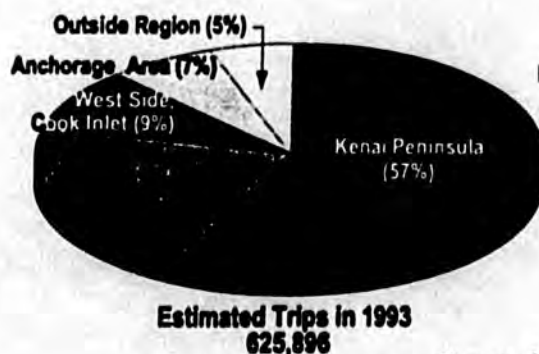
Southcentral sites lasted 1.8 days and cost \$155. Trips to the Kenai River cost residents less—averaging 1.6 days and \$105 per trip (Table 1).

Visiting anglers also fish the Kenai heavily. About 58,000 non-resident households made 98,000 sport fishing trips while visiting Southcentral Alaska in 1993. Around 54,000 of those trips were to the Kenai River system. Visitors spent more per trip than residents—an average of \$400 for all Southcentral trips and \$460 for trips to the Kenai. Their trips were also longer, averaging close to 3 days (Table 1).

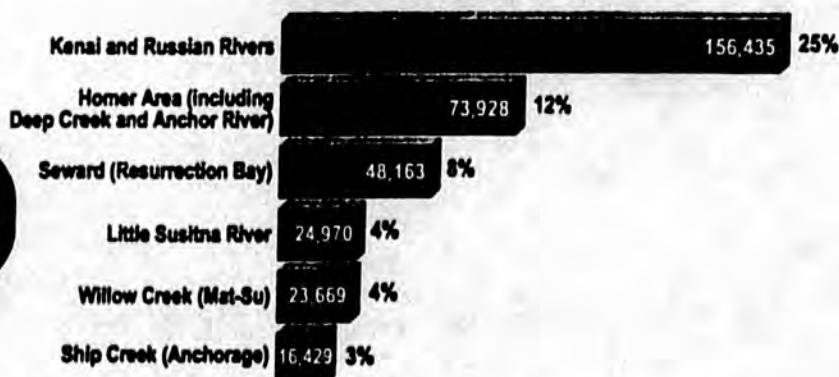
Altogether, residents and visitors spent \$136 million for 1993 sport fishing trips in Southcentral Alaska, with \$34 million of that for trips to the Kenai and Russian rivers (Figure 6). The biggest expense for residents on fishing trips to the Kenai was transportation (including the costs of fuel and other vehicle expenses). Resident anglers on average spent little for guide and charter services; by contrast, non-resident households spent an average of \$160 per trip for guides and charters (Figure 7).

How many late-run sockeye do anglers take from the Kenai and Russian rivers? Figure 8 shows that the sport harvest of late-run sockeye in the past decade has varied from less than 40,000 to more than 330,000.

**Figure 4. Southcentral Resident Trips by Region, 1993**

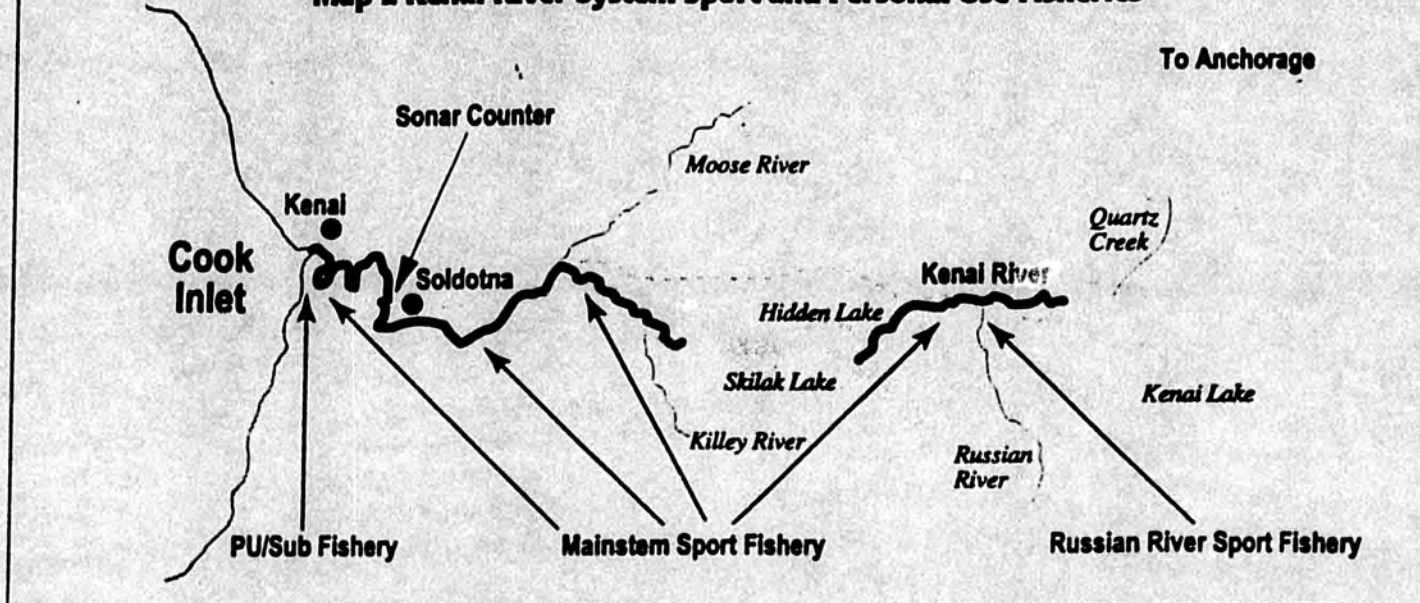


**Figure 5. Most Popular Fishing Sites for Southcentral Residents, 1993**

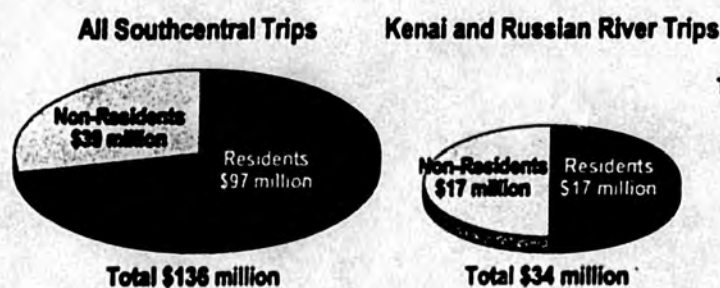


\*Sources of Table 1, Figures 2-4 and 6 and 7: ISER Surveys

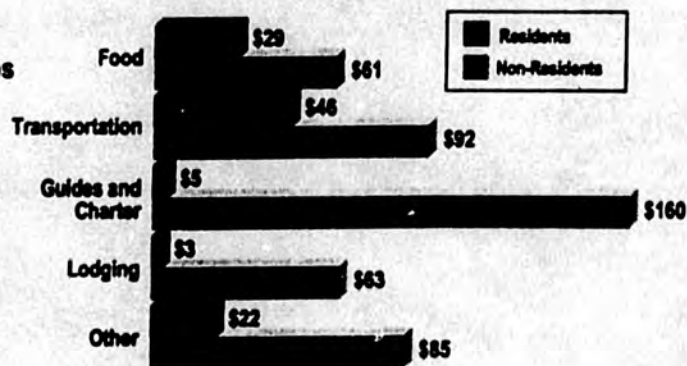
**Map I. Kenai River System Sport and Personal Use Fisheries**



**Figure 6. Resident and Non-Resident Spending for Fishing Trips, 1993**



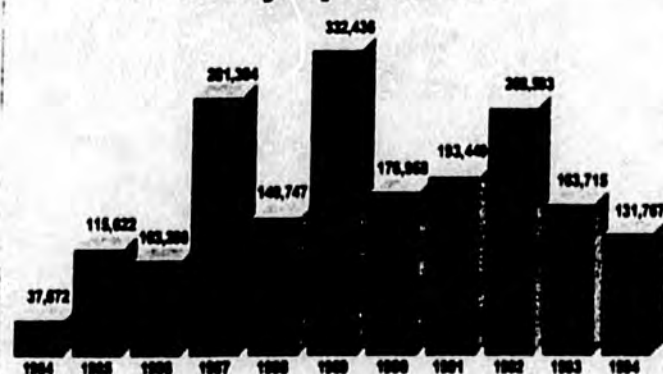
**Figure 7. Per Trip Spending for Kenai River Trips**



**Table 1. Cost and Length of Sport Fishing Trips, 1993**

|                                          | Resident Households | Non-Resident Households |
|------------------------------------------|---------------------|-------------------------|
| <b>All Southcentral Trips</b>            |                     |                         |
| Average Per Trip Spending                | \$155               | \$400                   |
| Average Number of Trips per Household    | 10                  | 1.7                     |
| Average Length of Trip                   | 1.8 days            | 2.9 days                |
| <b>Trips to Kenai and Russian Rivers</b> |                     |                         |
| Average Per Trip Spending                | \$105               | \$460                   |
| Average Number of Trips per Household    | 6.7                 | 0.7                     |
| Average Length of Trips                  | 1.6 days            | 2.7 days                |

**Figure 8. Kenai and Russian River Sockeye Sport Harvests**



Source: Assessment of Sockeye Salmon Returns to the Kenai River, Doug McBride and Steve Hammarstrom, ADF&G, 1995



## Profile of the Commercial Fishery

Cook Inlet is divided into two commercial fisheries management areas—Upper and Lower Cook Inlet. Anchor Point is the boundary between the two regions. Upper Cook Inlet is in turn divided into two districts—the Central District (from Anchor Point north to Boulder Point) and the Northern District (from Boulder Point north).

The Upper Cook Inlet salmon harvest is taken with drift and set gillnets. The drift fleet is restricted to the Central District. Setnetters fish in both the Central and the Northern Districts, but about 70 percent of setnetters are concentrated on the east side of the Central District.

Both the size of the Upper Cook Inlet harvest and its value can change sharply from year to year, depending on the size of salmon runs and the price paid fishermen. The harvest was as small as 3 million and as large as 10 million in the past five years, and the ex-vessel value ranged from less than \$20 million to more than \$100 million (Figures 9 and 10).

Sockeye make up about 80 percent of the harvest. Kenai River sockeye alone make up about 50 percent of the Upper Cook Inlet commercial harvest (Figure 11). Other sockeye in the harvest include stocks of the Kaslof, the Susitna, and other rivers along Upper Cook Inlet. Those stocks of sockeye—as well as runs of king, coho, and chum salmon—mingle in Upper Cook Inlet, complicating management.

Driftnetters and eastside setnetters in the Central District took about 95 percent of the Upper Cook Inlet sockeye harvest in the 1990s (Figure 12). It is those fishermen who would lose salmon (mostly sockeye but also including other species) if a management change allowed more sockeye into the Kenai River.

Table 2 shows 1994 employment and earnings of drifters and eastside setnetters in the Central District. About 2,900 people worked either as heads of operations (permit holders) or crew members. Harvest revenues totaled \$33 million; crew members were paid about 20 percent of that total, mostly through shares.

Table 3 estimates 1994 harvesting costs for Central district permit holders. Variable costs (like food and fuel) totalled \$4.2 million for the drifters and \$2 million for the setnetters. Fixed costs (like insurance and taxes) totalled \$5 million for the drifters and \$2 million for the setnetters. Crew payments for drift crews amounted to \$2.7 million and set net crews \$3.9 million.

Boats and equipment for the drift fleet were valued at \$76 million and at \$56 million for east side setnetters in 1994. Drift permits had an estimated value of about \$38 million and setnet permits close to \$15 million (Table 4).

Map 2. Upper Cook Inlet Management Districts

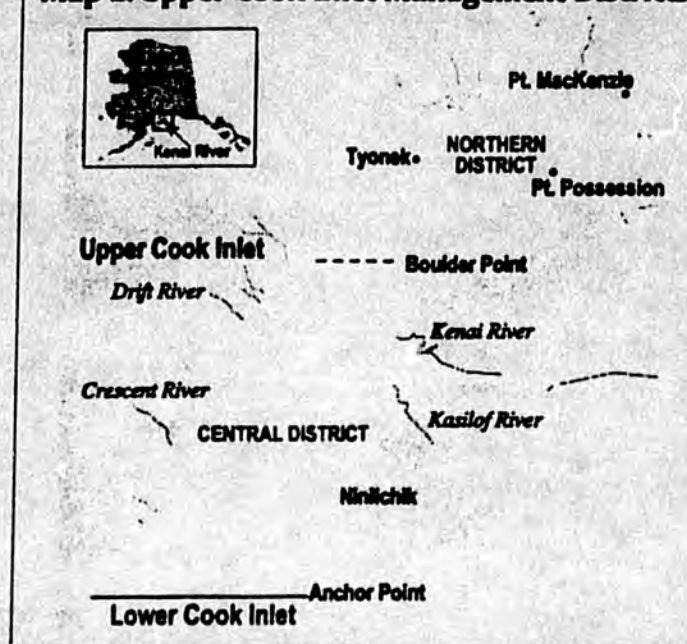


Figure 9. Upper Cook Inlet Commercial Salmon Harvests (In Millions of Fish)

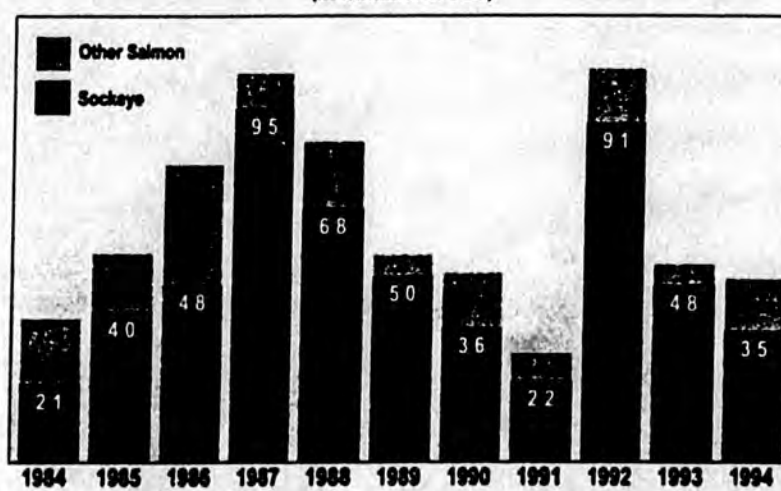


Figure 10. Ex-Vessel Value, Upper Cook Inlet Salmon

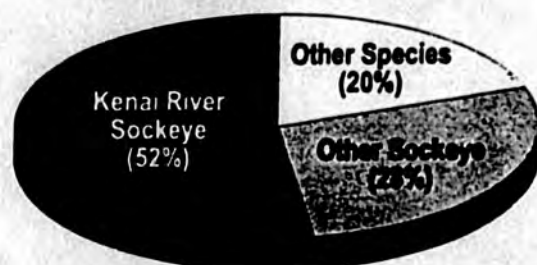
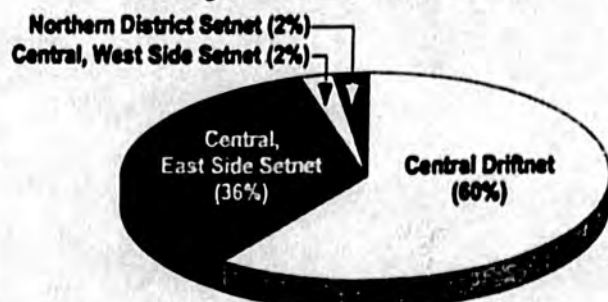


**Table 2. Employment and Earnings in Central District, Upper Cook Inlet, 1994**

|                                                                | Driftnet     | Eastside Setnet | Total        |
|----------------------------------------------------------------|--------------|-----------------|--------------|
| ESTIMATED NUMBER OF PERMITS FISHED IN 1994                     | 580          | 514             | 1,094        |
| ESTIMATED TOTAL OPERATIONS                                     | 567          | 258             | 825          |
| AVERAGE NUMBER OF FISHERMEN PER OPERATION                      |              |                 |              |
| Heads of operations                                            | 1.0          | 1.0             | 1.0          |
| Crew*                                                          | 1.6          | 4.6             | 2.6          |
| TOTAL                                                          | 2.6          | 5.6             | 3.5          |
| ESTIMATED TOTAL FISHERMEN                                      |              |                 |              |
| Heads of operations                                            | 567          | 258             | 825          |
| Crew                                                           | 884          | 1,183           | 2,068        |
| TOTAL                                                          | 1,451        | 1,442           | 2,893        |
| METHOD OF PAYMENT (FOR PERSONS OTHER THAN HEADS OF OPERATIONS) |              |                 |              |
| Owner                                                          | 6.1%         | 13.1%           | 10.1%        |
| Share                                                          | 73.3%        | 62.5%           | 67.1%        |
| Fixed rate                                                     | 5.4%         | 12.7%           | 9.6%         |
| Family member                                                  | 6.6%         | 3.5%            | 4.8%         |
| Other                                                          | 5.3%         | 4.0%            | 4.5%         |
| Not available                                                  | 3.3%         | 4.2%            | 3.8%         |
| TOTAL                                                          | 100%         | 100%            | 100%         |
| ESTIMATED TOTAL CREW EARNINGS                                  | \$2,709,000  | \$3,941,000     | \$6,649,000  |
| ESTIMATED TOTAL REVENUES                                       | \$19,548,000 | \$13,508,000    | \$33,057,000 |
| TOTAL CREW EARNINGS AS % OF TOTAL REVENUES                     | 13.9%        | 29.2%           | 20.1%        |

Source: Estimates based on ISER permit holder and crew surveys.

\*Includes a few permit holders other than heads of operations paid as owners.

**Figure 11. Composition of Upper Cook Inlet Salmon Harvest, 1990-1994****Figure 12. Division of Upper Cook Inlet Sockeye Harvest, 1990-1994****Table 3. Salmon Harvesting Costs for Limited Entry Permit Holders, Central District, 1994**

|                  | Drifters      | East Side Setnetters |
|------------------|---------------|----------------------|
| Payments to Crew | \$2.7 million | \$3.9 million        |
| Variable Costs   | \$4.2 million | \$2.0 million        |
| Fixed Costs      | \$5.2 million | \$2.1 million        |

**Table 4. Value of Limited Entry Permits and Property in Central District, 1994**

|                               | Drifters       | East Side Setnetters |
|-------------------------------|----------------|----------------------|
| Boats, Equipment and Property | \$76.2 million | \$56.3 million       |
| Value of Permits              | \$37.7 million | \$14.6 million       |

Sources for Tables 2-4: ISER Surveys; CFEC permit price data

Sources for Figures 8-11: Upper Cook Inlet Commercial Fisheries, Annual Management Report, 1993 and 1994, Paul Ruesch, and Jeff Fox, ADF&G Commercial Fisheries Management and Development Division



## Methods of Estimating Effects

### Changes in Net Economic Value

For both the sport and the commercial fisheries, we used several standard methods to assess changes in net economic value. Our most reliable results use statistical analysis to assess the net benefits people derive from fishing, based on their actual past choices among different options with different costs. Although sport fishermen don't pay for the fish they harvest, they do spend money on food, fuel, bait, and other expenses. The behavior analysis estimates whether people would still go fishing, if it cost them more. Then, the net value of the fishery is what they would be willing to pay, minus their actual costs.

For the sport fishery, we relied heavily on the results of large surveys of sport anglers (Table 5 on page 9). We asked Southcentral anglers where they fished, how often they went, how far they traveled, how much they spent, and other information about fishing trips in 1993. From that information, and from ADF&G data and other sources of information about fishing conditions at different Alaska sites, we built a computer model that estimates how much Southcentral anglers would value improved fishing at the Kenai River. The model works through equations that (1) use information about what people actually spent for fishing trips to different sites under different conditions; (2) relate anglers' choices of where and when to fish to the cost and the quality of fishing (as measured by variables like the sonar fish count, the catch rate, and the weather); and (3) estimate how much anglers would value improved fishing conditions at the Kenai River.

To assess changes in net value for permit holders, we used observations about past landings and participation to develop a model that assesses potential changes in the profitability of fishing, if commercial fishing opportunities were reduced. We relied mainly on ADF&G management information and landings data for 1990 through 1993. To

assess changes in net value for crew members, we used responses from a crew survey that asked how they would rank different jobs that paid different amounts to assess how they would value reduced fishing opportunities.

### Changes in Economic Impacts

Economic impacts are jobs, income, sales, or other measures associated with some economic activity. Economic impact analysis provides familiar, concrete measures of change—but it doesn't include any intangible value.

To assess changes in economic impacts, we estimated how spending by sport and commercial fishermen would change, and how these changes in spending translate into changes in jobs and income in Alaska. We also estimated direct changes in jobs and income of commercial fishing and processing workers as a result of harvesting and processing fewer fish.

### Data Sources

We used three main sources of information for our analysis:

- 1993-95 surveys of commercial fishermen (both permit holders and crew members) and sport anglers, including residents and non-residents. Table 5 shows numbers of respondents, dates, response rates, and estimated margins of error for our surveys.
- ADF&G fisheries data
- ADF&G assumptions about how management changes would be put into effect and the resulting changes in sport and commercial harvests.

### Assumptions and Scenarios

For Kenai River sockeye, no two years are alike: the size and timing of the run; the management regulations; sport and commercial fishing activities; prices paid commercial fishermen; and many other factors can vary. So how can we

### What About Late-Run Kenai River Kings?

**O**ur contract with ADF&G asked us to look specifically at the economic effects of changing the management target for Kenai River late-run sockeye. Reducing commercial openings to allow more sockeye into the river would also have the effect of increasing the number of late-run king salmon returning to the river. There is no targeted commercial fishery in the Central District for late-run kings, but commercial fishermen catch kings while fishing for sockeye, because the runs overlap.

Our analysis includes the economic effects of extra kings returning to the river, but we did not measure those effects separately. ADF&G biologists estimate that under the management alternatives we studied, increasing the number of sockeye by 200,000 would increase the king return by about 1,600. Part of the reason why the increase in the number of kings wouldn't be larger is the timing of the commercial closures. ADF&G told us to assume that managers would let extra sockeye into the river by eliminating one or more commercial openings during the peak of the sockeye run in late July. Because the king run is more spread out than the sockeye run, eliminating one or two openings wouldn't sharply reduce the incidental commercial catch of kings.

assess the potential economic effects of a management change, when conditions in the fishery change so much and so frequently?

To try to capture the range of likely effects, we chose—in consultation with ADF&G—a set of 10 hypothetical scenarios with different assumptions about run sizes, ex-vessel prices, sport bag limits, and other factors.

Most of the scenarios assume an increase of 200,000 sockeye at the Kenai River sonar counter.

To help define a range of variation, we also included one scenario that would increase the sonar count by just 100,000, and one scenario that would decrease the sonar count by 100,000. The economic effects of adding 100,000 sockeye were about half those of adding 200,000. Subtracting 100,000 sockeye from the sonar count had roughly equal results in the opposite direction.

Table 6 shows the study scenarios and major assumptions about changes in prices, run sizes, and sport bag limits.

**Table 5. ISER Sport and Commercial Fishing Surveys, 1993-1995**

| Survey Respondents                                    | When             | Method                                   | Number of Responses | Response Rate | Margin of Error |
|-------------------------------------------------------|------------------|------------------------------------------|---------------------|---------------|-----------------|
| Sport Anglers<br>Alaska Statewide                     | June 1993        | phone                                    | 1,355               | 83%           | ±4%             |
| Sport Anglers<br>Alaska Statewide*                    | Fall 1993        | phone/panel                              | 918                 | 68%           | ±5%             |
| Southcentral Alaska Sport                             | Winter 1994/1995 | phone (panel sample of 1993 respondents) | 160                 | 57%           | ±11%            |
| Southcentral Alaska Sport (new sample)                | Winter 1994/1995 | phone                                    | 491                 | 76%           | ±6%             |
| Non-resident sport anglers                            | Winter 1993/1994 | mail                                     | 4,278               | 61%           | ±2%             |
| Non-resident sport anglers (follow-up of 1994 survey) | Winter 1994/1995 | mail/panel                               | 972                 | 45%           | ±4%             |
| Cook Inlet permit holders (pre-season)                | May 1994         | phone                                    | 487                 | 85%           | ±4%             |
| Cook Inlet permit holders (post season)               | Fall 1994        | phone                                    | 320                 | 90%           | ±6%             |
| Cook Inlet crew                                       | Fall 1994        | phone                                    | 213                 | 84%           | ±10%            |

\*ADF&G conducted follow-up interviews with the same respondents interviewed in June.

**Table 6. Study Scenarios and Assumptions**

SCENARIO NAME AND CODE

|                                     | +200K at sonar<br>A | Higher sport bag limit<br>B | Higher sport and dip net bag limits<br>C | +100K at sonar<br>D | -100K at sonar<br>E | Low run, Low price<br>A1 | High price<br>A2 | Low run<br>A3 | High run<br>A4 | low price<br>A5 |
|-------------------------------------|---------------------|-----------------------------|------------------------------------------|---------------------|---------------------|--------------------------|------------------|---------------|----------------|-----------------|
| <b>ASSUMPTIONS ABOUT MANAGEMENT</b> |                     |                             |                                          |                     |                     |                          |                  |               |                |                 |
| Change in sonar target              | +200,000            | +197,189*                   | +152,576*                                | +100,000            | -100,000            | +200,000                 | +200,000         | +200,000      | +200,000       | +200,000        |
| Change in sport bag limit           | no change           | higher                      | higher                                   | no change           | no change           | no change                | no change        | no change     | no change      | no change       |
| Change in personal use bag limit    | no change           | no change                   | higher                                   | no change           | no change           | no change                | no change        | no change     | no change      | no change       |
| <b>ASSUMPTIONS ABOUT CONDITIONS</b> |                     |                             |                                          |                     |                     |                          |                  |               |                |                 |
| Run size                            | medium              | medium                      | medium                                   | medium              | medium              | medium                   | medium           | low           | high           | low             |
| Ex-vessel price                     | medium              | medium                      | medium                                   | medium              | medium              | low                      | high             | medium        | medium         | low             |
| Number of anglers                   | medium              | medium                      | medium                                   | medium              | medium              | medium                   | medium           | medium        | medium         | medium          |

\*Scenario is based on the same reduction in commercial harvests and increase in return to the river mouth as Scenario A. The increase in the sonar count target is less than 200,000 because sport harvests (Scenarios B and C, and dip net harvests (Scenario C) below the sonar are higher.

Note: Bold type indicates change from Scenario A. ISER file: Scenario Assumptions.

Low Run: Less than 2 million  
Low Ex-Vessel Price: \$1.00/lb.

Medium Run: 2-5 million  
Medium Ex-Vessel Price: \$1.43/lb.

High Run: More than 5 million  
High Ex-Vessel Price: \$1.75/lb.



**Table 7. Comparison of Scenario Assumptions and Historical Run Sizes and Ex-Vessel Prices**

| Run Size and Price       | Scenario Assumptions | Historical 1984-1994 |
|--------------------------|----------------------|----------------------|
| Medium run, medium price | 5                    | 3                    |
| Medium run, low price    | 1                    | 1                    |
| Medium run, high price   | 1                    | 0                    |
| Low run, medium price    | 1                    | 0                    |
| High run, medium price   | 1                    | 3                    |
| Low run, low price       | 1                    | 2                    |
| High run, low price      | 0                    | 1                    |
| High run, high price     | 0                    | 1                    |

Note: See Table 6 for definitions.

None of those scenarios is intended as a prediction of what will actually happen in future years; they're intended to help us look at the range of possibilities. But it helps put the scenarios in context to look at how the assumptions about run size and price compare with actual run and price conditions over the past decade. As Table 7 shows, 5 scenarios assume medium run, medium price; those conditions occurred 3 times in the past 11 years. High runs and medium prices also occurred 3 times; one scenario assumes those conditions. The scenarios don't reflect historical conditions in two instances—when runs were high and prices were either high or low.

### ADF&G Estimates of Harvest Changes and Commercial Closures

Critical to assessing economic effects are estimates of how sport and commercial harvests might change under different conditions, and how managers would alter commercial fishing time to allow more sockeye into the Kenai River. ADF&G provided assumptions about harvest and management changes. These assumptions are at the foundation of the analysis: how many fish commercial fishermen lose, and how many the sport anglers gain, are very important for determining economic gains and losses. On the sport side, changes in the quality of fishing (as measured not only by harvests but by the time it takes to catch a fish) are also important.

Table 8 shows assumed changes in sport harvests, if 200,000 more sockeye came past the sonar counter. Table 9 shows how managers would adjust regular and emergency commercial fishing openings to make that change, and how many fish Central District fishermen would give up, assuming different run sizes.

No management change would be required in years of high runs, and so there would be no change in sport

harvests. In years of medium or low runs, ADF&G estimates that under current bag limits (3 sockeye per day, 3 in possession) sport anglers would catch about 1 in 5 of the additional sockeye.

In high run years, commercial fishermen in the Central District wouldn't lose any salmon. In medium run years, they would lose an estimated 245,000, mostly sockeye but including other species. In a low run year, they would lose 500,000—because managers would eliminate a regular, districtwide opening. During regular openings, the drift fleet is typically allowed to operate throughout the Central District, harvesting fish bound for all the rivers and streams along Upper Cook Inlet. During emergency openings (which managers use to augment regular openings during the peak of the run), the drifters are typically confined to an area close to shore, known as the corridor, where they harvest mainly sockeye bound for the Kenai River.

The eastside setnetters would give up more harvest in medium runs (when just emergency openings would be eliminated), and the drifters give up more catch during low runs (when a regular opening would be eliminated). ADF&G estimates that in a medium run, the setnetters would face 75 percent of the loss and in a low run the drifters would face about 75 percent of the loss.

**Table 8. ADF&G Assumptions About Changes in Sockeye Sport Harvest (Scenario A)**

|         | Low Run | Medium Run        |                  | High Run  |
|---------|---------|-------------------|------------------|-----------|
|         |         | Current Bag Limit | Double Bag Limit |           |
| Sockeye | +45,000 | +45,000           | +50,800          | No change |
| King    | +500    | +500              | +500             | No change |

**Table 9. ADF&G Assumptions About Changes in Commercial Harvests (Scenario A)**

|                                                            | Low Run                | Medium Run    | High Run              |
|------------------------------------------------------------|------------------------|---------------|-----------------------|
|                                                            | (fewer than 2 million) | (2-5 million) | (More than 5 million) |
| <b>Changes in Commercial Openings</b>                      |                        |               |                       |
| Regular                                                    | 1 fewer                | No change     | No change             |
| Emergency                                                  | 1-2 fewer              | 2-3 fewer     | No change             |
| <b>Change in Drift or Setnet Harvest, Central District</b> |                        |               |                       |
| Sockeye                                                    | -417,000               | -245,000      | No change             |
| King                                                       | -1,800                 | -1,600        |                       |
| Other                                                      | 97,500                 | 0             |                       |
| <b>Change in Return to Mouth of Kenai</b>                  |                        |               |                       |
| Sockeye                                                    | +221,000               | +221,000      | No change             |
| King                                                       | +1,800                 | +1,600        |                       |
| Other                                                      | 0                      | 0             |                       |

## Summary of Findings

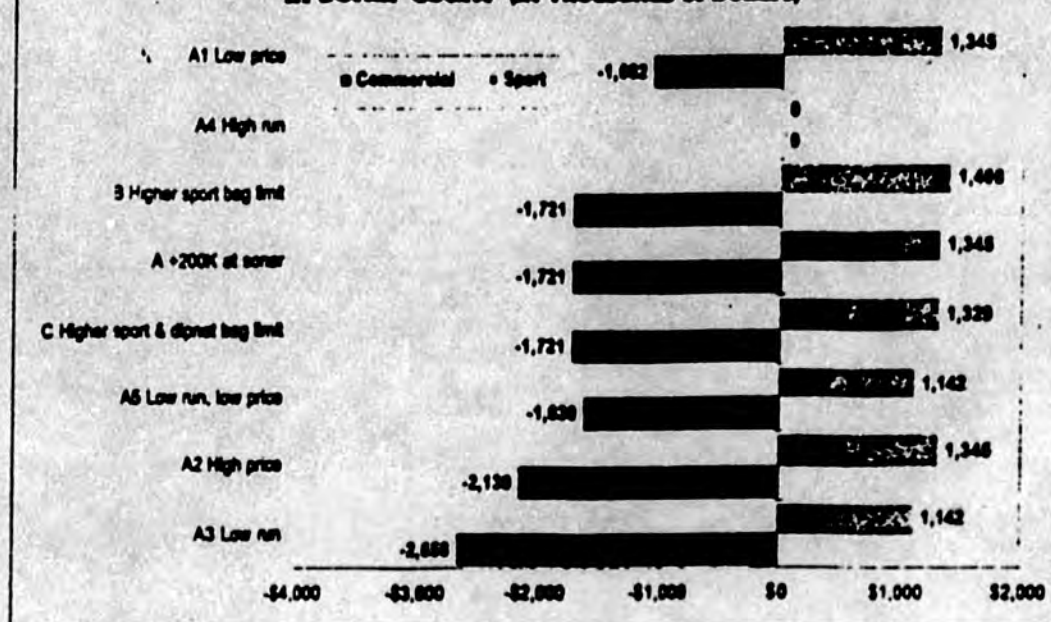
Figure 12 shows changes in net economic value under the scenarios, and Figure 13 shows changes in jobs under the scenarios. We found:

- In more than half the scenarios, we can't say with certainty whether there would be gains or losses in net value, given the range of uncertainty in our results. Those include Scenario A (medium runs and prices); Scenario B (higher sport bag limits); Scenario C (higher sport and personal use dip net bag limits); Scenario A1 (medium run, low ex-vessel price); and A4 (high run).

- The biggest gain in net economic value for the sport fishery—roughly \$1.4 million—would be from the combination of adding 200,000 sockeye and doubling the bag limit. Most of the gain for sport anglers would be non-monetary: enhanced enjoyment of fishing. Some would be savings, from substituting less expensive fishing trips to the Kenai for more expensive trips elsewhere in Alaska.

- Commercial losses would probably exceed sport gains when sockeye runs were low (Scenarios A3 and A5). That's

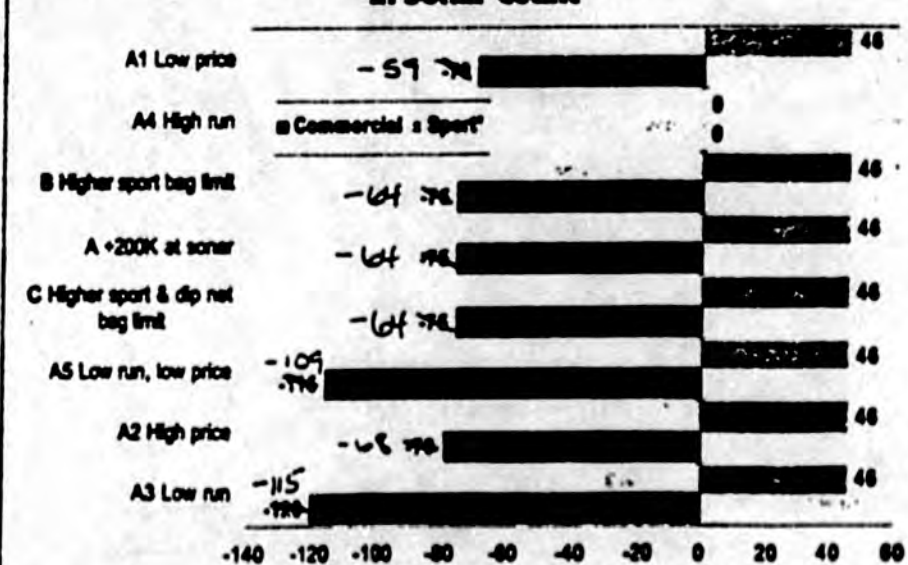
**Figure 12. Changes in Net Economic Value With 200,000 Increase in Sockeye Count (in Thousands of Dollars)**



because ADF&G managers assume that in a low-run year, fishermen would have to give up a lot more fish to allow 200,000 more sockeye into the Kenai River. The higher the ex-vessel price, the more valuable each fish would be. At high prices, commercial losses would likely exceed sport gains, in years of medium as well as low runs.

- The Alaska economy would probably experience a net loss of jobs and payroll in years when the run size and ex-vessel price were both medium. The reduction in the commercial harvest would cost the economy the equivalent—in work hours—of about 64 jobs and \$1.9 million in payroll. Of those jobs, 24 would be among fishermen, 10 among processing workers, and 30 in other Alaska industries. Our rough "medium estimate" is that improved sport fishing would create about 45 new jobs and \$990,00 in payroll in industries that supply goods and services to sport anglers. However, this estimate is based on limited data from our survey of non-residents, and the actual effects might be significantly smaller or larger.

**Figure 14. Changes in Alaska Jobs With 200,000 Increase in Sockeye Count**



\*Medium estimate, based on medium estimate of changes in non-resident expenditures.



### Sources of Uncertainty In Results

**G**iven how important Kenai River sockeye are to Alaskans, it's reasonable to ask how confident we are in our results. Our general answer is that we believe our results give us a good but not a precise picture of the likely effects of reallocating a share of Kenai River sockeye. There are many sources of uncertainty that we have tried to minimize but can't eliminate.

- **Uncertainty about Future Conditions**—Neither we nor anyone else can predict future run sizes and prices (which will make a very substantial difference in effects on the commercial fishery) or the future level of non-resident sport fishing on the Kenai River (which makes a great deal of difference in our conclusions about changes in economic impacts of the sport fishery). We attempted to take potential run and price differences into account by looking at three levels of run size and price, based on historical data. We attempted to deal with uncertainty about growth in non-resident spending by making low, medium, and high estimates of how much non-resident anglers might increase their spending because of improved fishing on the Kenai. These are the best estimates we could make with available data, but they are still just rough, order-of-magnitude estimates.
- **Data Collection**—Our analyses are largely based on surveys of resident and non-resident sport anglers, commercial permit holders, and commercial fishing crews. Our survey designs were reviewed by independent experts. Overall we believe our survey results are sound, with good response rates and reasonable margins of error. The biggest shortcomings are in the mail-out survey of non-resident anglers who had previously fished in Alaska. We asked non-residents how much they would be likely to extend visits to Alaska, if there were better sockeye fishing on the Kenai River. Their answers about how much longer they would stay didn't vary with differences in the amount of improvement in fishing. We think many respondents may have given quick answers based on partial understanding of the questions—so their answers may not provide a reliable indication of how non-resident anglers' trips might be affected by better Kenai sockeye fishing. We attempted to deal with that problem, as described above, by making low, medium, and high estimates of changes in non-resident spending.
- **Choice and Design of Models**—We used several methods to estimate changes in net economic value. We think our best results for both the sport and the commercial fisheries are from computer simulation models that project change by doing statistical analysis of what people did in the past under various conditions. Our results are only as good as the computer models. Our model designs and results were reviewed by independent experts in fisheries economics. The reviewers called our analysis "well-conceived" and "carefully and thoroughly executed."

### Projected and Actual Changes

**I**n this study we have assumed managers could make precise changes in numbers of sockeye coming into the Kenai River. But in the complex real world of Cook Inlet salmon fisheries, precise management is impossible. Salmon runs are brief but intense, with hundreds of thousands or even millions of fish moving within very short periods. Also, several stocks of sockeye and other salmon mingle in Upper Cook Inlet, complicating the management of any given run. Weather, timing of runs, and other factors affect harvests.

That's why the Kenai River management target for sockeye is a range rather than a single number. As the adjacent table shows, in the past 15 years, managers have been within (or very close to) the target range seven times, exceeded it seven times, and were below once. Raising the management target by any given amount would not make fisheries management any more precise. As in the past, in some years the return would be near the low end of the range and sometimes near the high end.

We also know that if fisheries management isn't precise, neither are our results: in any given year the actual economic effects would be greater or smaller than we project, depending on how close managers come to their targets. Still, the economic effects we project under different run sizes, prices, and other factors provide a reasonable picture of how increasing the management target for late-run Kenai River sockeye could affect the sport and commercial fisheries.

### Management Targets and Sonar Counts of Kenai River Sockeye

|      | Management Target | Sonar Count | Level  |
|------|-------------------|-------------|--------|
| 1981 | 350,000-500,000   | 408,000     | within |
| 1982 |                   | 620,000     | above  |
| 1983 |                   | 630,000     | above  |
| 1984 |                   | 345,000     | below  |
| 1985 |                   | 501,000     | within |
| 1986 |                   | 501,000     | within |
| 1987 | 400,000-700,000   | 1,597,000   | above  |
| 1988 |                   | 1,021,000   | above  |
| 1989 |                   | 1,599,000   | above  |
| 1990 |                   | 659,000     | within |
| 1991 |                   | 645,000     | within |
| 1992 |                   | 995,000     | above  |
| 1993 |                   | 814,000     | above  |
| 1994 |                   | 1,004,000   | above  |
| 1995 |                   | 630,447     | within |

# METRO

WEDNESDAY, September 3, 1997 ★

ANCHORAGE DAILY NEWS

SECTION B

## Warming seas lure California fish north

The Associated Press

**KODIAK** — Kodiak fishermen caught tuna about a month ago. A tropical fish called a pelagic armorhead — normally found in the central Pacific — was pulled in recently. And there have also been reported finds of California anchovies.

The reason? Water temperatures are unusually warm, whether the result of an unusually warm Alaska summer or the harbinger of El Nino, a vast pool of tropical Pacific water that is bulging north and west. One El Nino effect forecast-

ers predict is the appearance of tropical fish far to the north of their usual range.

In the Gulf of Alaska, surface temperature readings have been about 10 degrees higher than normal, according to meteorologist Russ Page, who tracks sea temperatures for the National Weather Service in Anchorage.

Temperatures in the gulf usually average 54 to 55 degrees. Last month, he said, the readings went as high as 64 degrees. Tuna swim in seas with temperatures of about 59

*In the Gulf of Alaska, surface temperature readings have been about 10 degrees higher than normal.*

degrees, Page said.

Jim Blackburn, a fish biologist, said the pelagic armorhead probably thought Kodiak was part of its natural territory.

Joel Curtis, a technician for the National Weather Service, said he

found California anchovies in the stomachs of salmon he caught in Yakutat Bay last month.

At the time, Curtis said, he recorded a surface temperature of 63 degrees. The normal range is in the mid-50s.

Although summer is fading, exotic fish sightings could continue well into fall.

Water takes longer to warm and is slower to cool than air, so the ocean should be at its warmest in August and September, biologist Blackburn said.

Surface temperatures in the Bering Sea in July were about 7 degrees warmer than normal, Page said. Fishermen and researchers in Bristol Bay also reported unusually warm water temperatures during the red salmon run.





# UCIDA

**UNITED COOK INLET DRIFT ASSOCIATION**

P.O. Box 389 • Kenai, Alaska 99611 - 0389

(907) 283-3600 • FAX (907) 283-3306 e-mail: [ucida@kenai.net](mailto:ucida@kenai.net)

November 5, 1997

TO: House Special Committee on Fisheries  
SUBJECT: Comments on Upper Cook Inlet salmon allocation issues

Dear Committee Members,

As president of UCIDA, I would like to briefly comment on facts that we feel should be kept in mind when dealing with Cook Inlet salmon allocation issues. UCIDA fully appreciates the social and economic values of sport fisheries in South Central Alaska. We are very concerned, however, that the issues be objectively presented, lest an unwarranted bias be created against the commercial fisheries of Cook Inlet.

UCIDA would like to comment upon four areas where anti- commercial sport advocates often clearly mis-represent the issues.

Please consider the following:

1. The \$127 million value of the sport fisheries often cited is for the entire sport fishery in South Central Alaska. This figure is cited from the 1987 "Jones & Stokes" study. (Please see Table 4-1, Stokes, enclosed).

This figure covers year round activities, from burbot winter fishing at Lake Louise to halibut and razor clams. None of these fisheries have any relevance what so ever to allocation issues between sport and commercial fisheries. Indeed 96% of the value of sport fisheries would remain even if there were no late run Kenai sockeye sport fishery.

2. Prior to July 1 and after August 15 of each year, for all practical purposes all salmon fisheries are exclusively non-commercial, and are not affected by commercial fisheries of the Central District.

3. A major allocation issue revolves around late run Kenai River sockeye salmon. To compare apples with apples, a glance at the 1987 Jones & Stokes Study of the 1986 season shows an economic value for the sport fishery of only \$5.23 million for late run Kenai sockeye. (\$4.184 million Kenai Mainstream plus \$1.046 million Russian River late run). This number (\$5.23 million), which is relevant to the issue at hand, pales in comparison to the \$107.5 million wholesale value of the 1986 commercial salmon fishery.

Our point in this discussion is not that one fishery is more valuable than another. Rather we would like to stress that they both co-existed in 1986 and they continue to do so. Their true values to the state are ADDITIVE.

4. Finally, we would like to note that the non-commercial fisheries on late run Kenai sockeye have harvested between 4 and 27% of the commercial harvest of Kenai sockeye since 1987, when large overescapements first began.

We caution against use of percentages as a measure of angler success since the sport fishery is simply incapable of harvesting large numbers of fish. For example, the largest Kenai return was in 1987 when non-commercial fisheries harvested 4.2% (305,484) of the commercial harvest. This compares to the small return year of 1991, when the non-commercial harvest was 27% of the commercial harvest (but only 292,306 sockeye). Clearly the 1991 season was not 6 1/2 times more productive for the non-commercial fisheries as the "percentage game" would suggest.

We appreciate this opportunity to comment. UCIDA feels that Cook Inlet can sustain both viable sport and commercial fisheries. We encourage this committee to look beyond the deceptive number and percentage "games" often employed by anti-commercial advocates as you attempt to assess the status of our already world class fisheries.

Sincerely,



Philip Squires,  
President



Table 4-1. Angler Expenditures and Net Willingness to Pay (WTP) Associated with Sport Fishing in Southcentral Alaska, by Activity and Fishery (Thousands of Dollars)

|                                                                             | Resident Anglers |           | Nonresident Anglers |          | Total        |           |
|-----------------------------------------------------------------------------|------------------|-----------|---------------------|----------|--------------|-----------|
|                                                                             | Expenditures     | Net WTP   | Expenditures        | Net WTP  | Expenditures | Net WTP   |
| ALL SOUTHCENTRAL SPORT FISHING                                              | \$74,163         | \$246,391 | \$52,892            | \$30,385 | \$127,055    | \$276,776 |
| King salmon - all sites                                                     | 16,606           | 17,862    | 21,451              | 8,812    | 38,057       | 26,674    |
| Halibut - all sites                                                         | 12,615           | 21,626    | 6,031               | 3,526    | 18,646       | 25,152    |
| Razor clams - all sites                                                     | 1,025            | 1,757     | 945                 | 268      | 1,970        | 2,025     |
| By Fishery:                                                                 |                  |           |                     |          |              |           |
| Kenai River                                                                 |                  |           |                     |          |              |           |
| All sport fishing                                                           | 18,932           | 15,241    | 19,029              | 8,011    | 37,961       | 23,252    |
| King salmon fishing (early run)                                             | 4,186            | 4,038     | 6,148               | 2,916    | 10,334       | 6,954     |
| King salmon fishing (late run)                                              | 3,184            | 2,477     | 5,142               | 2,444    | 8,326        | 4,921     |
| Silver salmon fishing (early run)                                           | 2,848            | 2,541     | 1,068               | 466      | 3,916        | 3,007     |
| Silver salmon fishing (late run)                                            | 2,020            | 1,645     | 2,619               | 1,139    | 4,639        | 2,784     |
| Red salmon fishing                                                          | 1,613            | 1,711     | 2,571               | 418      | 4,184        | 2,129     |
| Rainbow trout fishing                                                       | 1,989            | 688       | 486                 | 125      | 2,475        | 813       |
| Russian River                                                               |                  |           |                     |          |              |           |
| Red salmon fishing (early run)                                              | 2,804            | 2,130     | 1,361               | 640      | 4,165        | 2,770     |
| Red salmon fishing (late run)                                               | 480              | 211       | 566                 | 267      | 1,046        | 478       |
| Lower Streams in the Kenai Peninsula <sup>1</sup>                           |                  |           |                     |          |              |           |
| All fishing                                                                 | 3,551            | 1,970     | 2,363               | 496      | 5,914        | 2,466     |
| King salmon fishing                                                         | 1,338            | 503       | 797                 | 207      | 2,135        | 710       |
| Deep Creek Marine                                                           |                  |           |                     |          |              |           |
| King salmon fishing                                                         | 1,427            | 1,253     | 929                 | 404      | 2,356        | 1,657     |
| Halibut fishing                                                             | 1,840            | 2,357     | 2,192               | 269      | 4,032        | 2,626     |
| Kachemak Bay - Halibut fishing                                              | 5,818            | 5,364     | 2,902               | 2,709    | 8,720        | 8,073     |
| Resurrection Bay - Silver salmon fishing                                    | 1,118            | 902       | 775                 | 450      | 1,893        | 1,352     |
| Little Susitna River                                                        |                  |           |                     |          |              |           |
| King salmon fishing                                                         | 794              | 1,323     | 666                 | 360      | 1,460        | 1,683     |
| Silver salmon fishing                                                       | 312              | 583       | 397                 | 90       | 709          | 673       |
| West Side Cook Inlet/West Side Susitna Streams <sup>2</sup>                 |                  |           |                     |          |              |           |
| King salmon fishing                                                         | 2,480            | 1,180     | 2,569               | 585      | 5,049        | 1,765     |
| Silver salmon fishing                                                       | 278              | 458       | 363                 | 269      | 641          | 727       |
| East Side Susitna Roadside Streams <sup>3</sup>                             |                  |           |                     |          |              |           |
| King salmon fishing                                                         | 435              | 576       | 507                 | 134      | 942          | 710       |
| Silver salmon fishing                                                       | 161              | 726       | 195                 | 45       | 356          | 771       |
| Gulkana River                                                               |                  |           |                     |          |              |           |
| All fishing                                                                 | 1,102            | 1,834     | 412                 | 107      | 1,514        | 1,941     |
| Grayling fishing                                                            | 370              | 346       | 81                  | 5        | 451          | 351       |
| Lake Creek - all fishing                                                    | 541              | 852       | 322                 | N/A      | 863          | 852       |
| Kepler Lake Complex - Rainbow trout fishing                                 | 162              | 1,700     | 2                   | N/A      | 164          | 1,700     |
| Lake Louise, Susitna, Tyone - Lake trout and burbot winter fishing          | 66               | 186       | N/A                 | N/A      | 66           | 186       |
| Anchorage Area Stocked Lakes - Rainbow trout and land-locked salmon fishing | 1,395            | 2,335     | 316                 | 90       | 1,711        | 2,425     |
| Big Lake - Rainbow trout fishing                                            | 214              | 1,431     | 40                  | N/A      | 254          | 1,431     |

<sup>1</sup> Includes Ninilchik River, Anchor River, and Deep Creek.

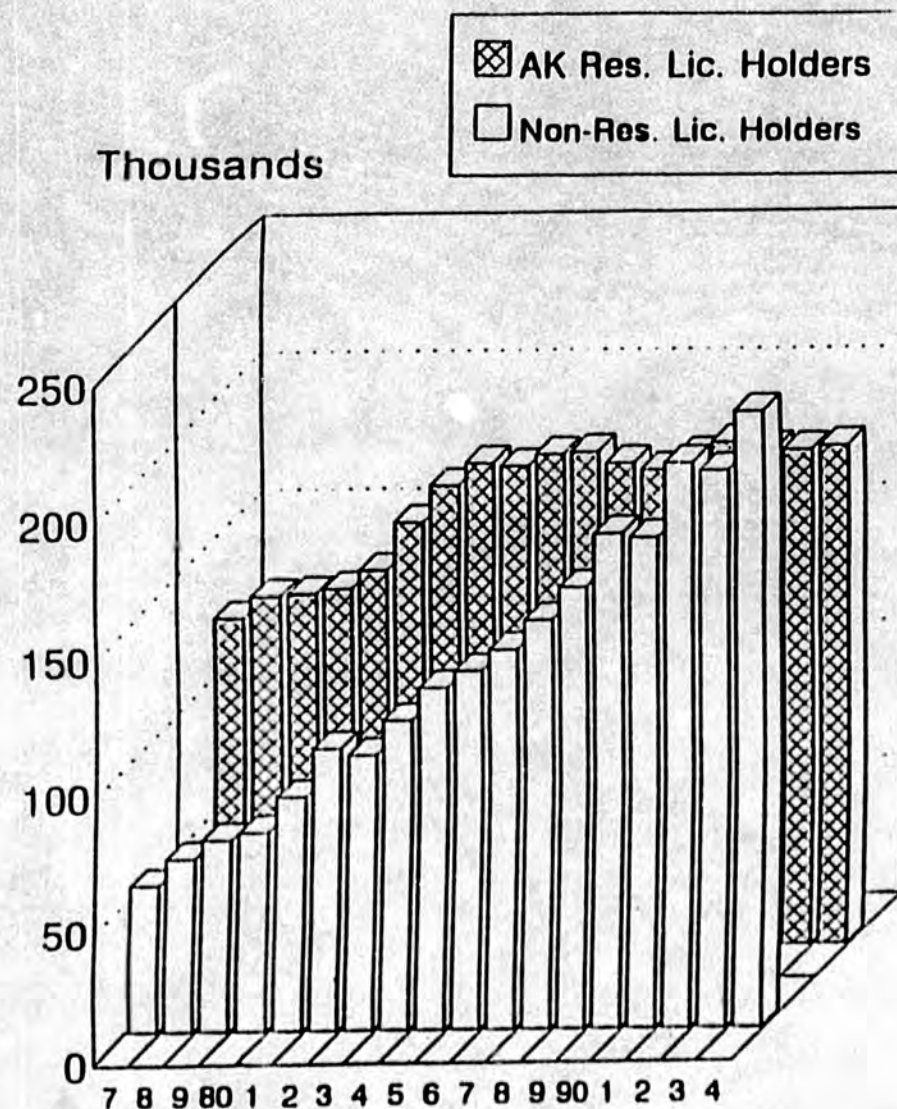
<sup>2</sup> Includes Doshka River/Kroto Creek, Alexander Creek, Talachulitna River, Chaitna River, and Theodore, Lewis, and Ivan Rivers.

<sup>3</sup> Includes Montana Creek, Caswell Creek, Willow and Little Willow Creeks.

N/A = No data available.

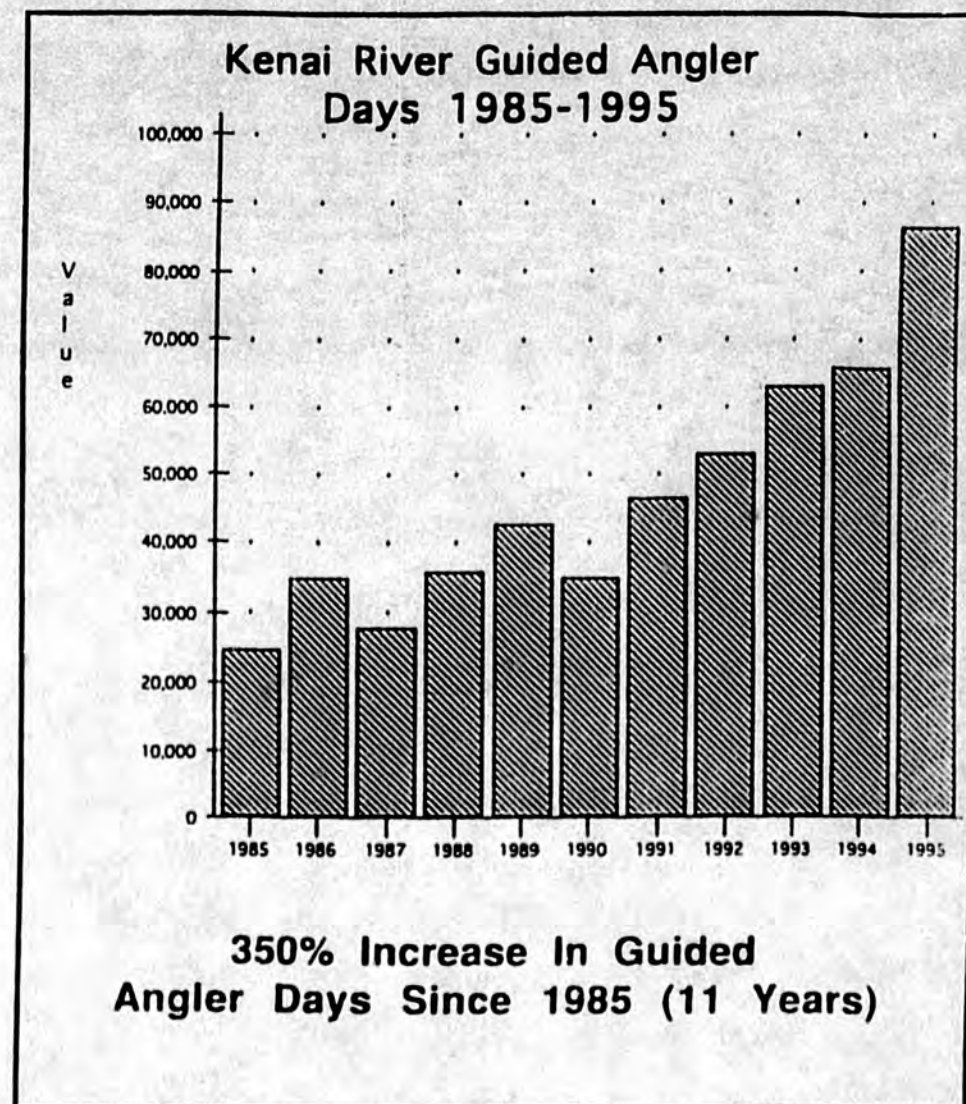
## Resident and Non-Resident Alaska Fishing License Holders (1977 - 1994)

Recreational Fisheries Participation in a Statewide Context



**The Only Growing Sport Fishery  
Is The Non-Resident Sport Fishery!**

## Kenai River Guided Angler Days Fished (Total All Species)







# Alaska State Legislature

Please enter into the record my testimony to the HFSH  
committee name

committee on HB 145 , dated 11-5-97  
bill/subject  
Speaker  
Against

Mark Please excuse that I had to go to work & could not attend.

Point 1 The Restrictions are presently to the point that many commercial fishers cannot support their families through the year and need to work other jobs to live here in Alaska while some fishers do have large incomes there are many who presently are only able to make 5,000 to 25,000 for the season

Point 2 if we were talking Alaska sport fisherman the bills would be understandable but I do not feel that I should be denied the ability to live up here at the expense of providing fish for those who don't.

Point 3 The increase of additional competition from many new Bed & Breakfasts, more motels, ect. Have taken up a limited # of visiting tourists and from this are blaming another source for this Problem

Signed:

Testifier

Representing (Optional)

Address

Phone No.



# Alaska State Legislature

Please enter into the record my testimony to the Special Fisheries  
committee name  
HB 149 Subsistence, personal use  
committee on + Sport Fishing, dated 11-5-97  
bill/subject

I would like to go on record in support of HB 149. We are a large family & we depend on personal use fishing to feed our family throughout the year. We would be seriously affected if this was taken from us. When net fishing was shut down on the Kachik for personal use & all we had was the Kachik. We went out a month early to check it out & every spot was already taken. So obviously other people are in need also. I'm not interested in the political end of things. I'm a realist - facts

Signed:

Marie J. Penrod

Testifier

MARIE J. PENROD

Representing (Optional)

P.O. Box 4016 Soldotna, AK 99669  
Address

907-262-6795  
Phone No.



THE  
FOLLOWING  
DOCUMENT(S)  
ARE  
POOR  
ORIGINAL  
COPIES



# Alaska State Legislature

Please enter into the record my testimony to the HFSH  
committee name

committee on HB 145 , dated 11-5-97  
bill/subject  
Speaker  
Against

Mark Please excuse that I had to go to work & could not attend.

Point 1 The Restrictions are presently to the point that many commercial fishers cannot support their families through the year and need to work other jobs to live here in Alaska while some fishers do have large incomes there are many who presently are only able to make 5,000 to 25,000 for the season

Point 2 if we were talking Alaska sport fisherman the bills would be understandable but I do not feel that I should be denied the ability to live up here at the expense of providing fish for those who don't.

Point 3 The increase of additional competition from many new Bed & Breakfast, & more motels, ect. Have taken up a limited # of visiting tourist and from this are blaming another source for this Problem

Signed:

Testifier

Representing (Optional)

Address

Phone No.



Point 4 The figures of "a miniscule 1% of the state Resource" needs to reflect the taking of sport fish caps over the state. NO is one area where population access is the easiest.

Point 5 my understanding is that there are additional environmental problems of flooding, overfishing in spawning areas & streams, and a growing population of Northern pike and these items should be addressed before attacking another user group.

Point 6 The genetics of the streams have been altered due to sports take with trophy harvest & letting smaller fish going back. Now the stream is not natural any more and we all have an obligation to insure genetics by inhancing the larger fish, as is being done for genetics with the moose restrictions.



# Alaska State Legislature

Please enter into the record my testimony to the Special Fisheries  
committee name  
HB 149 Subsistence, personal use  
committee on + Sport Fishing, dated 11-5-97  
bill/subject

I would like to go on record in support of HB 149. We are a large family & we depend on personal use fishing to feed our family throughout the year. We would be seriously affected if this was taken from us. When net fishing was shut down on the Kenai for personal use & all we had was the Kachikof. We went out a month early to check it out & ~~at~~ every spot was already taken, so obviously other people are in need also. I'm not interested in the political end of things. I'm a realist - facts

Signed: Marie J. Penrod

Testifier

MARIE J. PENROD

Representing (Optional)

P.O. Box 4016 Soldotna, AK 99669

Address

907-262-6795

Phone No.



are facts. The fish belong to the people. In  
the Hoga. In land here the rivers have  
suffered ~~severely~~ greatly.

# STATE OF ALASKA

TONY KNOWLES, GOVERNOR

## KENAI/SOLDOTNA FISH AND GAME ADVISORY COMMITTEE

### **House Special Commission On Fisheries**

Rep. Alan Austerman  
Chairman

The Kenai Soldotna Fish and Game Advisory Committee would like to thank you and your commission for taking the time to come to Soldotna to accept testimony on these very important Fisheries Legislative issues.

The Kenai Soldotna Fish and Game Advisory Committee does not support Management of our Fish and Game Resources by the Legislature or at the Ballot Box.

The accepted process for the management of these resources for the last 30 years or more has been the Board of Fisheries and the Board of Game making decisions after department of Fish and Game and Public input.

In view of the fact that this process may seem cumbersome, time consuming and frustrating at times it has elevated the State of Alaska to a position envied by most other States. It has brought our resources back to current levels after Federal bureaucratic management had nearly destroyed the fisheries resources of the Territory.

If the Legislature decides to adopt any legislation such as HB149 to tell the Boards of Fisheries and Game how to vote on any issue it should also (in the same vote) abolish the Board of Fisheries and Game and all of the Advisory Committees and the Public process from Fish and Game management.



The Legislature should be more aggressive in funding and finding new ,better, and more ways to support an already successful Department of Fish and Game including the Boards and their process.

The one tool that is missing from the equation that would be very beneficial to the management that only the Legislature and the people can provide is Limited Entry into a developing and ever expanding Commercial Fishery (Commercial Guides)that continually claims to be a Sport Fishery but would not exist if it were not for the MONEY.

We realize that the resources in question are not inexhaustible and if enough people come and enough development occurs we will someday find ourselves in the same dilemma as many other places on the Pacific Coast.

Kenai Soldotna Fish and Game Advisory Committee

A handwritten signature in dark ink, appearing to read "Edward N. Krohn", written in a cursive style.

Edward N. Krohn  
Chairman

ENK/lak

**Comments of Jim Butler to:  
House Special Committee on Fisheries**

*JB*  
203 7167

November 5, 1997  
Kenai Peninsula Borough Assembly Chambers  
Soldotna, Alaska

**Purpose of Testimony**

- to review Greater Kenai Chamber of Commerce Resolution 96-02  
Regarding Consistency in Cook Inlet Fishery's Management

- Local business person for over 20 years
- Member of Board of Directors Greater Chamber of Commerce

- see highlighted copy attached

**Concerns with HB 149**

- ⇒ removes management of salmon fisheries from Board of Fish
- ⇒ premised on asserting one economic activity over another which has been a substantial portion of Kenai's diversified business community for decades
- ⇒ ignores critical issues such as habitat preservation and scientifically based salmon run management
- ⇒ perpetuates conflict between two distinct industries (commercial and recreational salmon harvesting)
- ⇒ ignores successful ADF&G management of salmon runs in Cook Inlet which has resulted in viable commercial fishing industry while at the same time allowing for rapidly growing recreational fishing industry

**NOTES:**



**GREATER KENAI CHAMBER OF COMMERCE****RESOLUTION 96-02****A RESOLUTION OF THE GREATER KENAI CHAMBER OF COMMERCE  
BOARD OF DIRECTORS REGARDING CONSISTENCY IN  
COOK INLET FISHERY'S MANAGEMENT**

**WHEREAS**, the Kenai Chamber of Commerce is the 3rd largest Chamber in the State of Alaska and represents the interests of 440 business members, and

**WHEREAS**, the commercial salmon fishing industry in the Kenai area employs several thousand people in the salmon processing and harvest sectors of our local economy which provides a significant tax-base and economic activity for our community, and

**WHEREAS**, our local sport fishing industry has grown into a vibrant industry in Kenai, however, the recreational fishing experience is threatened by overcrowding and subsequent habitat damage along the Kenai River, and

**WHEREAS**, the University of Alaska Anchorage Institute of Social and Economic Research recently reported that the current Cook Inlet Fisheries Management Plan has achieved an economic balance among several sectors of our local economy, and

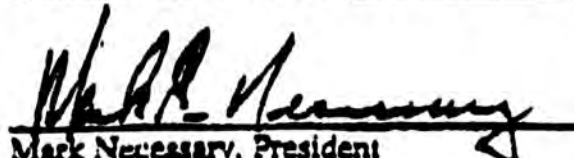
**WHEREAS**, numerous studies commissioned by State fish and land managers continue to report that increasing salmon escapement into the Kenai River will lead to degradation of critical river habitat and as well as a decrease in the fishing enjoyment of resident fishermen, and

**NOW THEREFORE BE IT RESOLVED** that the Kenai Chamber of Commerce Board of Directors believes the Board of Fisheries should maintain the existing Cook Inlet Fisheries Management Plan since it has successfully struck a balance between allocating salmon runs between competing economic interests while maintaining a maximum sustained yield, and

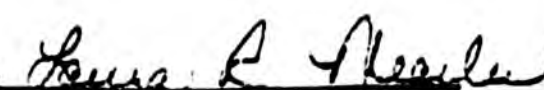
**BE IT FURTHER RESOLVED** that the existing Cook Inlet Fisheries Management Plan has allowed for sufficient flexibility for fishery managers to effectively maintain healthy salmon runs and should the Board of Fish consider changes to the existing Cook Inlet fisheries Management Plan that such changes should be carefully considered:

1. The biological risk to future salmon runs which result from increased Kenai River habitat damage resulting from an increase in river sport fishing pressure, and
2. Potential impacts on various parts of the local Kenai economy which currently depend on the existing Cook Inlet Fisheries Management Plan's proven success.

**PASSED BY THE GREATER KENAI CHAMBER OF COMMERCE BOARD OF DIRECTORS THIS 14th DAY OF February 1996.**

  
Mark Necessary, President  
Kenai Chamber of Commerce  
Board of Directors

ATTEST:

  
Anna R. Meade  
Treasurer

**Board of Fish, Wild Stock Genocide : HB 149**

To: Board of Fish  
From: Don Johnson <ccpwow@ptialaska.net>  
Subject: Wild Stock Genocide : HB 149  
Cc:  
Bcc:  
X-Attachments:

>>Dear Sirs:

>>

>>The following is the reason there are so many upset fishermen in the CookInlet Fishery, the CISM P builds one stock by destroying another. This letter describes the concept .

>>Thank you.

>>

>>Donald Johnson

>>PO Box 876

>>Soldotna Ak 99669

>>907 262 7893

>>\*\*\*\*\*

>> CISM P - Wild Stock Genocide

>>

>>>> When the Cook Inlet Salmon Management Plan, [CISM P] started we had, more or less, natural wild mixed fish stock ratios.

The state and fishermen then thought they had a better idea, they decided to upset the natural ratios and force artificial ratios.

Theoretical stock ratios of 40 red salmon, 20 king salmon and 40 >silver salmon are used in this example. Stock enhancement and the CISM P upset our natural stock ratios and increased the red run by around a factor of 10.

This caused the red stocks to go to 400 fish and wild stocks remained unchanged.

>>

>>>> In July commercial gillnets take about a 90 percent bite out of all stocks. Unfortunately a 90 percent bite out of the enhanced reds means a 90 percent bite out of all natural wild stocks also.

>> Before stock enhancement, a 90 percent bite out of all stocks leaves 4 reds, 2 kings and 4 silvers.

Now comes the magic, the reds only are enhanced to 400 fish and we let the kings and silvers reproduce on their own.

Fish managers can now sit back and watch these 2 kings and 4 silvers attempt to survive an annual gillnet attack tuned to a massive 400 red salmon return.

The 2 kings and 4 silvers will at best produce around 6 kings and 12 silvers.

These reduced wild stocks must now return to another 90 percent



**Board of Fish, Wild Stock Genocide : HB 149**

gillnet attack which will result in even fewer returns the next season. Each season these wild stock numbers must get smaller and smaller while the reds are artificially maintained at 400 fish.

>>

>>It doesn't take a fish manager to see the trends in this plan, these stocks have been separated into two distinctive groups, [sustained yeild] and [nonsustained yeild].

>>

>>>You can change the numbers around to attempt to disprove this pattern but you will still be left with the same fundamental concept. Single stock enhancements, gillnets and mixed stocks spells trouble for the resource.>

>>

>>>>Cook Inlets red salmon run has been expanded by reducing the wild stocks migrating with them. With only a single user [commerical gillnetting] it is easy to see how this 90 percent gill net bite cannot be sustained on wild stocks; eventually the wild stock must collapse.

>>

I support any Bill which will give all fish stocks equal sustained yeild status, it is painfully clear the state is not currently implementing [equal] sustained yeild status on all fish stocks, that is why I support HB 149.

>Don Johnson

>ccpwow@ptialaska.net

>

>

>

NOVEMBER 5, 1997

SUBJECT: COMMENTS RE: HB 149

FROM: STEVEN PERRIZO

DUE TO ALL THE RECENT STUDIES AND INFORMATION ON THE KENAI RIVER OF OVERCROWDING, ETC., WHY WOULD ANYONE SUPPORT A BILL LIKE THIS THAT WOULD FURTHER COMPROMISE THE ECOSYSTEM AND NATURAL BALANCE OF THE RIVER? THE WAY THIS BILL IS WRITTEN, IT APPLIES ONLY TO THE STOCKS WHICH HAVE 500,000 ANGLER DAYS OF ANNUAL EFFORT/ I.E. ONLY COOK INLET. AS IT STANDS NOW, 5% OF THE TOTAL SALMON HARVEST IN THE STATE COULD AMOUNT TO AS HIGH AS 10 MILLION, AND COOK INLET, THE ONLY AREA AFFECTED BY THIS BILL, TRADITIONALLY AVERAGES FAR BELOW THAT NUMBER.

DUE TO THE FACT THAT THE COMMERCIAL FISHING INDUSTRY IS THE SECOND LARGEST EMPLOYER IN THE STATE, AND THE CITY OF KENAI AND SURROUNDING BOROUGH RELY HEAVILY ON THE REVENUES GENERATED FROM THIS INDUSTRY, IT SEEMS VERY INAPPROPRIATE TO PUT THIS INDUSTRY AT RISK TO BENEFIT NON-RESIDENT SPORT FISHERMEN.

AS A LOCAL RESIDENT, AND LOCAL TAXPAYER, AND ONE WHO LIVES IN CLOSE PROXIMITY TO THE KENAI RIVER, I PERSONALLY HAVE NOT FISHED THE RIVER IN THE LAST 10 YEARS BECAUSE OF OVERCROWDING, THEREFORE, I WOULD APPRECIATE SOME CONSIDERATION FOR THE LOCAL RESIDENTS AND AREAS DIRECTLY AFFECTED, WHEN DECIDING THE FATE OF THIS BILL.



11/5/97

I Donna Schouweiler age 38 a commercial Fisherman all my life. A way of making a living in which was proudly passed down to me by my father. My brothers and I were raised on chisik Island on a fish sight, but gradually moved forward to drifting. I am writing this letter to let you know how strongly I am against this Fish Initiative H B 149. I can't believe that our politicians who say they love our state could become so blinded by power that they seem to forget how we struggle with mother nature to survive. You are quit clearly trying to destory my lively hood. So sports fisherman and with great emphasis on the word Sports, can have time to play there recreational games.

I myself have witnessed these so called subsistence fisherman sale thier fish in which they claime they were using to feed their family's.

H B 149 is quiet clearly an effort to allow sports fisherman to put the entire responsibility of conservation and gauranteed sport harvests on the commercial fisherman's shoulders.

H B 149 is nothing more than an econmic monster to feed the tourisum and Mat-Su tourism industry at our ( commercial fisherman ) exspense.

I have a younger sister who has her own business as a Bed& Breakfast reservation's service and my mother has even run a bed& Breakfast buisness of her own. But even they can see how one sided this action will be. Further more this catch & release buisness is a big JOKE, did'nt your parents teach you not to play with your food!

It is quit clearl that the current board of Fisheries is vary obviously a one sided affair. For only 2 of the 7 board member's are involved in commercial salt waters fisheries. Even a child could see how one sided the situation is.

You must vote NO on H B 149 if any of us true Alaskan's who have fed our families by liveing off the land (moose & Fish) all our lives: it is'nt a tradition you just forget about. It is called survival in my life. You must let us continue to allow us to live up to our standards of living. Being a fisherman all my life and considering the way in which we were raised these people who think we are in for a get rich scam should come and spend a few day's with my familie. Futher more I would like to know how much money time and effort the sports fisherman have put toword preserving our fisherie. I know for a fact that commercial fisherman have been paying 2% of our income for at least 23 years, to support the aguiculture program and other fish iniitive programs to make sure we do not make the same mistakes that california and Oregan fisherman have made. After all this is our lively hood. Can you show me proof as to how much effort and money Sports fisherman have donated. You can't because they are just another group of people full of Greed.

Sincerty :

Donna Schouweiler

*Donna L Schouweiler*



# Alaska State Legislature

Please enter into the record my testimony to the House Special Committee  
OU committee name Resources  
committee on HB #149 dated 11-5-92  
bill/subject

I support HB #149. It helps  
me feed my family during the  
long winter. I work in construction  
as a result, I do not work in  
the winter, so this bill would  
help me, and I vote

Signed: E Russell Penrod Testifier

Self

Representing (Optional)

PO Box 4016 Soldotna, Alaska 99669  
Address

262-6795  
Phone No.



To: **Members of the House Special committee on Fisheries**  
From: **Sylvia Guild Beaudoin, P.O. Box 75, Kasilof, AK 99610**  
Date: **Nov. 5, 1997**

Dear Committee Members,

I am writing to you to alert the committee to my opposition to House bill 149. I have been an Alaskan resident since 1984. My husband and I have built our home here, and have developed a small export seafood business, in addition, we both fish commercially in Upper Cook Inlet. This bill places our livelihoods in jeopardy.

House Bill 149 is simply a rehashed version of the F.I.S.H. Initiative, which has already been found to be unconstitutional. In submitting this bill, Representative Kohring is wasting both the tax payers time and money.

We have in place a management system which is not only fair and equitable, but the envy of every other state in the union. Through the Board of Fish process, Alaskan residents have been given priority consumptive use of our state's salmon resources through subsistence and personal use harvests. Let me remind the committee of current management practices: The Kasilof River personal use gillnet fishery takes place prior to any commercial fishing. Kenai and Kasilof River dipnet fisheries open by date, regardless of escapement levels in these rivers. Personal use dipnet fisheries take place down-stream of the snar counters. Personal use dipnet fisheries run 24 hours a day, seven days per week. In the 1995 personal use fishery, 85,699 sockeye were harvested by 5,369 Alaskan residents, in the Kasilof and Kenai River areas alone. In 1996, the personal use fishery harvest 136,043 sockeye, and participation was up to 8,888 Alaskan residents. This is a 58% increase. At this time, 1997 records are not yet available from the Department of Fish and Game, but it is fair to assume from the recent success of the personal use fishery, that the 1997 numbers will have increased, yet again.

House Bill 149 seeks to bypasses the Board of Fish process regarding allocation; and irrationally places the commercial guide industry into the same consumptive use category as individual Alaskans in their subsistence and personal use harvest. In so doing, the result of this bill will be that commercial salmon fishing in Cook Inlet or any other area in the state desired by the commercial guide industry, will no longer be viable and will cease.

Presently, non-resident sport fishing licenses outnumber resident licenses. Since the majority of the commercial sport industry's clients are non-residents, one could make the argument that this bill will give priority to non-residents. I ask you, why should the state of Alaska give priority to non-residents, and the commercial guide industry? This unregulated group's numbers are burgeoning, and the sheer volume of sportfishers have already stressed the fragile balance of many of our states most accessible waterways. This bill allows for the unlimited expansion of the commercial sport fishing industry.

Representative Kohring's states that "Bill 149 is not a reflection of any opposition to the commercial fishing industry." Of course it is. House Bill 149 is not about supplying fish for local residents, it is about giving priority to the commercial sport fishing industry and their ever expanding needs through the elimination of the commercial salmon industry. Please do not pass House Bill 149. Thank you for your consideration of my opinion.

Sincerely,  
*Sylvia J. Beaudoin*  
Sylvia Guild Beaudoin  
Owner, North Star Seafoods

Nov 05 1997

I'm writing to protest House Bill # 149. I don't agree that our fish and game management should be done by ballot or be a political matter.

The Cook Inlet management needs change to give more fish to resident anglers and to curb the number of guides for both salmon and halibut. These guides are commercial fishermen and should be regulated by law to limit their numbers before they wipe out the fish stocks they target.

My wife and I own a B & B located in Kodiak. We do business with guides and sport fishermen but also with folks that come to Alaska

Wm. Deed letter  
(407) 262-2643



to see commercial set net fishing,  
right in front of our home and  
they visit with the fisherman  
and learn about their life and the  
history of the fishery. This is unique  
in Alaska and should continue as  
an attraction for Tourism.

There is a place for our sockeye  
salmon set net fishermen. They have  
given up a lot and love their lifestyle.  
Don't take away their last shot at  
living in our great state. The guide  
industry should be working to control  
themselves rather than go after the  
whole pie for themselves.

Thank you  
William Deal  
Margaret A. Deal  
Deals Den TB+TB  
HC2 Box 525A  
KASIKOF AK  
99610

907 262 2643

**To: Legislative Representatives Attending Hearing for HB 149**  
**From: Jeff Beaudoin. P.O. Box 545, Clam Gulch, AK 99568**  
**Date: Nov. 5, 1997**

First of all, I would like to thank the committee for the opportunity to participate in the public comment process. My name is Jeff Beaudoin, and I am a KPFA Board member and have commercially salmon fished in Cook Inlet for fourteen years. I oppose House Bill 149. This bill allows for the unlimited expansion to the commercial sport fishing industry. It seeks to bypasses the Board of Fish process regarding allocation, and the result of this bill, is that commercial salmon fishing in Cook Inlet will no longer be viable and will cease.

The other point I would like to make, is that this is a resident versus non-resident issue. Non-resident sport fishing licenses now out number resident licenses. And since the majority of the sport industry's clients are non-residents, one could make the argument that this bill will give priority to non-residents.

I oppose House Bill 149 because the "consumptive users" have already been accommodated by the Alaska Board of Fish. In the 1995 personal use fishery, 85,699 sockeye were harvested by 5,369 Alaskan residents, in the Kasilof and Kenai River areas alone. In 1996, the personal use fishery harvest 136,043 sockeye, and participation was up to 8,888 Alaskan residents. This is a 58% increase. At this time, 1997 records are not yet available from the Department of Fish and Game, but it is fair to assume from the recent success of the personal use fishery, that the 1997 numbers will have increased, yet again. KPFA and its members, have supported the personal use fisheries, and the Board of Fish has addressed this issue of consumptive use for its residents, as evidenced by the personal use harvest and participation.

The personal use preference already exists in current management practise. The Kasilof River personal use gillnet fishery takes place prior to any commercial fishing. Kenai and Kasilof River dipnet fisheries open by date, regardless of escapement levels in these rivers. Personal use dipnet fisheries take place downstream of the sonar counters. Personal use dipnet fisheries run 24 hours a day, seven days per week.

Representative Kohring's statement that "Bill 149 is not a reflection of any opposition to the commercial fishing industry." This is ridiculous. Of course it is. House Bill 149 is **not** about supplying fish for **local** residents, it is about giving priority to the commercial sport fishing industry and their ever expanding needs through the **elimination** of the the commercial salmon industry.

*Finally please address the ADF 96 Budget  
to help secure the fisheries through the state.*





# Alaska State Legislature

Please enter into the record my testimony to the House Fisheries Committee  
committee name

committee on HB - 149 , dated 11-5-97  
bill/subject

One only needs to read the paragraph stating the purpose of this bill to see that it is unconstitutional. These legislators have sworn an oath to uphold the constitution of the State of Alaska and presentation of this bill is a violation of this oath, therefore, these legislators and this bill are a danger to the constitution and the people it protects.

Signed: LINDA WRIGHT  
Testifier

Myself

Representing (Optional)

Box 108, Kasilo, AK 99610  
Address

262-9694  
Phone No.

November 5, 1997

Mr. Don Ostling  
P. O. Box 1781  
Kenai, AK 99611

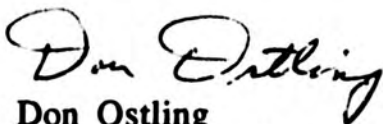
Dear Committee Members:

As a commercial fishermen in the Cook Inlet, I would like to submit my testimony opposing the passage of House Bill 149. I have been a drift-gill net fishermen since 1967 in the Cook Inlet. That is well over 30 years of consecutive seasons.

In this time period I have witnessed many other user groups coming into the area and claiming they have priority for the fish. I do not think anyone owns the fish, but I do see that recognition needs to be given to those of us who have fished the area for years and have raised our families to do like wise.

As a committee addressing HB149 "sport priority legislation" you need to recognize the history of the fishery. I respectfully request that you do not pass any legislation that would give a priority to any particular user group.

Sincerely,

A handwritten signature in cursive script that reads "Don Ostling".

Don Ostling  
Cook Inlet Drift Fisherman





# Alaska State Legislature

Please enter into the record my testimony to the House Special Comm. on Fisheries  
committee name

committee on House Bill #149 , dated November 5, 1997 .  
bill/subject

I support house bill #149. We have five children and are soon to have six. Being able to get large amounts of fish is very helpful to us. It makes supporting a large family a little easier on the food expense.

Signed:

Donella M. Reed  
Testifier

Representing (Optional)

PO Box 926, Kasilof, AK 99610

Address

262-1693

Phone No.

November 5, 1997

To: House Special Committee on Fisheries

Dear Mr. Chairman and Committee Members,

HB 149, as well as, the unconstitutional F.I.S.H initiative before it, was written to specifically apply to Cook Inlet salmon stocks, and further, written to bring about the end of commercial fishing in Cook Inlet.

It is my opinion that HB 149 was written to address the commonly held belief that the Cook Inlet Salmon management plan has failed to satisfy the needs of the in river commercial sport, recreational, and personal use fisheries, as well as, the ever expanding numbers of non-resident users.

It was also written to nullify the decision making powers of the Board of Fisheries. If the Legislature adopts HB 149 the first proposal the Board of Fisheries will address for Cook Inlet will be that the entire stocks of King salmon and Silver salmon in Cook Inlet are required by the sport fishery to meet the needs of in river users. Since these uses are the priority no decision is necessary for the Board to make. The Board will have no choice except to close all commercial fisheries to prevent the incidental take of these two species.

Any Bill which is designed to create exclusive uses of Alaska's natural resources cannot be good for the future of our State and, most probably are unconstitutional under the present wording of the Alaska State Constitution.

HB 149 is a bad Bill and should be defeated.

Respectfully yours



Bob Merchant

HC2 Box 9506

Soldotna, AK. 99669

Comm. Drifter CI



**To: Legislative Representatives Attending Hearing for HB 149**

**From: Sylvia Guild Beaudoin. P.O. Box 75, Kasilof Ak <sup>610</sup>99160**

**Date: Nov. 5, 1997**

To whom it may concern,

I am writing my opposition to House Bill 149, as I am unable to attend today's hearings. I hope that you will read and accept my testimony. I have been a resident of Alaska since 1984. My husband and I have built our home here, and developed a small export seafood business, and this bill places our livelihood in jeopardy.

House Bill 149 is simply a rehashed form of the F.I.S.H. Initiative, which has already been found to be unconstitutional. Therefore, the legislator proposing it is effectively wasting tax payer time and money by resubmitting this bill.

We have in place a management system which is not only fair and equitable, but the envy of every other state in the union. Our salmon stocks under careful balanced management have grown from low levels in the 1950's to the bountiful levels we all enjoy today. Currently Alaskan residents have priority use of these salmon resources through subsistence and personal use harvests. This is as it should be. House Bill 149 irrationally seeks to place the commercial guide industry into the same consumptive use category, as individual Alaskans in their subsistence or personal use harvest. This is wrong and unfair.

I ask you, why should the state of Alaska give priority to the commercial guide industry and guarantee unlimited numbers of salmon to their clients, when 80% of their clients are from out of state? Why should the state of Alaska give priority to the commercial guide industry when this unregulated group has burgeoned in the last ten years, with no limits on their numbers, and as a result they have already over stressed the fragile balance of many of our most accessible waterways? Why should the state of Alaska give priority to the commercial guide industry when the result of this bill would in effect put the commercial fish industry out of business in those areas desired by the commercial guide industry for their clients? The answer is the state of Alaska should not give the commercial guide industry such priority.

**Please do not pass House Bill 149.** Thank you for your time and consideration of my opinion.

Best regards,

  
Sylvia Guild Beaudoin

| Year | Total Kodiak Commercial<br>Chinook Catch | Commercial Chinook Salmon Harvest<br>from the Ayakulik and Karluk Terminal<br>Harvest Areas | Kodiak Island escapement |
|------|------------------------------------------|---------------------------------------------------------------------------------------------|--------------------------|
|------|------------------------------------------|---------------------------------------------------------------------------------------------|--------------------------|

|      |       |      |       |
|------|-------|------|-------|
| 1985 | 1942  | 1684 |       |
| 1986 | 1604  | 1488 |       |
| 1987 | 1295  | 798  |       |
| 1988 | 4017  | 2550 | 22511 |
| 1989 | 10    | 0    | 17288 |
| 1990 | 3757  | 3138 | 20083 |
| 1991 | 5404  | 3844 | 19301 |
| 1992 | 6544  | 4246 | 13291 |
| 1993 | 10225 | 3952 | 16158 |
| 1994 | 10574 | 2966 | 14184 |
| 1995 | 8225  | 2602 | 19784 |
| 1996 | 6731  | 4295 | 14643 |
| 1997 | 728   |      | 19076 |

**Notes:**

- a) The above figures are annual catches and escapements through June 22 only.
- b) During June 5-June 22 management of the Kodiak area commercial salmon fisheries are directed for sockeye salmon destined to Karluk, Ayakulik, Alitak and Chignik;
- c) The majority of the commercial chinook catch occurs along the west-side of Kodiak Island during directed fisheries harvesting sockeye salmon returning to Ayakulik and Karluk;
- d) During the 1997 commercial salmon season the majority of Kodiak's commercial salmon fleet was on strike until June 22.



J. Jeffrey Bailey  
1413 Sunrise Dr.  
Anchorage, Alaska 99508  
272-1067

  
January 30, 1996

RECEIVED  
FEB 06 1996  
Ans'd.....

Dear Representative Austerman,

As a commercial fishermen and seafood buyer in Cordova I feel that it is essential to the welfare of all Alaskans, especially those living in coastal communities who rely on commercial fishing for their livelihood, that the real motive behind the FISH initiative be addressed. It is obvious that the sponsors of this initiative are trying to re-allocate the salmon resource away from the commercial net fishery and allocate it to the commercial sport guide fishery. Many of the cosponsors are themselves commercial sport guide operators who use this resource for economic gain. The commercial sport guide operators have never been classified or regulated as commercial and now with the FISH initiative the time has come for this to change. Anyone using the salmon resource for economic gain is operating commercially and should be regulated as such.

At present the focus of this initiative seems to be directed at the Cook inlet and Kenai peninsula. If this initiative is passed it will be only a matter of time before all commercial fisheries in the state are targeted. This would jeopardize the livelihood of all commercial fishermen and the economic welfare of coastal communities.

Legislation needs to be passed to classify the sport guide operators as commercial fishermen. With all the commercial interests considered together it will then be possible to fairly allocate the salmon resource for the resident recreational sport fishermen. Before we can fairly allocate this resource between commercial and sport, we need to define what constitutes commercial use.

As the representative of a major coastal community I would like to see you address the issue of commercial use by supporting legislation to classify sport guide operators as commercial fishermen. This bill would require sport guide operators to submit daily fish tickets to ADF&G, and require them to pay raw fish tax and salmon enhancement taxes as already required of all other commercial fishermen in Alaska. With this change in classification a more accurate count of commercial sport guide fish will be available to ADF&G for better management of this vital resource. The added tax revenue will benefit all who are involved in this commercial salmon resource.

In closing I would like to applaud you for your efforts in helping to combat the FISH initiative.

Sincerely,

  
Jeff Bailey

## FORUM / LETTERS

# Unspoken truth: Sport guides are cor

By JEFF BAILEY

The ballot initiative to give sport fishermen a harvest preference over commercial fishermen on the surface seems like a reasonable approach to satisfy the needs of Alaska anglers who want fresh salmon for their dinner tables. Bruce Knowles, a co-sponsor of this initiative, was quoted in the Daily News (Oct. 13) as saying, "We're only asking enough to feed the people."

With such a noble reason, how could anyone resist running to the nearest petition to sign?

Before you sign, though, you need to understand that you will be supporting another, under-publicized and very much under-regulated Alaska commercial fishery: the commercial sport-guide salmon fishery. Anyone who uses the catch of fish for economic gain is operating commercially and should be subject to commercial regulation.

Contrary to what we are being led to believe, Bruce Knowles and other commercial guides have a vested commercial interest in our state's salmon fisheries. Their primary goal is to fill

### COMPASS

FOR THE COMMUNITY

their commercial sport-guide boats with as many tourists as possible. The best way to promote their business is to fill the rivers with fish, virtually guaranteeing a limit for all on board. The proposed initiative undoubtedly assists commercial guide operators in this goal.

Before we vote to add more regulations to the already heavily regulated commercial net fishery, we need to ask some important questions:

1. Why is there no limited-entry system based on historical precedence for the commercial sport-guide salmon fishery, as there is for all other commercial salmon fisheries in the state? Presently, the number of commercial sport-guide operators is unregulated.

2. Why is it that commercial sport-guide operators aren't required by law to fill out commercial fish tickets to report their

daily catch and the value of that catch, as are all other commercial salmon fisheries? At present, they are required only to fill out a yearly estimate of catch with no value attached.

3. Why don't commercial sport-guide operators pay raw-fish tax and salmon-enhancement tax on the value of their catch, as do all other commercial salmon fishermen? Raw-fish tax is returned to the communities where these fisheries take place, and the enhancement tax goes toward habitat restoration, which is sorely needed on the Kenai and other rivers near Anchorage.

If every Alaskan is to get a fair share of our salmon resource, then the commercial sport-guide salmon fishery needs to be regulated and restricted as well. Alaska needs a limited-entry permit system for commercial salmon sport-guide operators in order to reduce the number of guides utilizing this resource commercially. Guides should be required to submit daily commercial fish tickets and to pay raw-fish and enhancement taxes on the value of their catch as



---

**ERS**

---

## **Commercial fishermen, too**

---

*If every Alaskan is to get a fair share of our salmon resource, then the commercial sport-guide salmon fishery needs to be regulated and restricted as well. Alaska needs a limited-entry permit system for commercial salmon sport-guide operators in order to reduce the number of guides utilizing this resource commercially.*

---

their contribution to the resource they rely on for commercial gain.

Also, if escapement goals fall behind and the commercial nets must stop fishing, then the commercial sport guides need to get off the rivers. With equity in the management of all commercial salmon fisheries, there will be more opportunity for the Alaska angler who is truly "just trying to put food on the table."

For years, I've read the letters and opinions about how the com-

mercial fisheries take all the fish, leaving little for the subsistence, personal-use and sports fisheries. In most cases, the people who shout the loudest about the commercial fishermen are in fact commercial fishermen themselves. They're just hiding in sport-anglers' clothing.

---

☐ Jeff Bailey is a commercial fisherman and president of Prime Select Seafoods in Cordova.

---



# Alaska State Legislature

Please enter into the record my testimony to the HOUSE FISHERIES COMMITTEE  
committee name  
committee on HB 149 , dated 5/7/97  
bill/subject

I AM OPPOSED TO THIS BILL FOR MANY REASONS. AS A ~~CHARTER~~ BOAT GUIDE SINCE '83 I HAVE SEEN IN P.W.S. AREA, THE FISHING FOR ALL SPECIES IMPROVE GREATLY. TO SUBJECT ALL COASTAL COMMUNITIES TO THIS LEGISLATION WOULD BE A SLAP IN THE FACE TO ALASKANS, COMMERCIAL, AND SPORT, NOT TO MENTION THE BOARD OF FISH WHO DO AN EXCELLENT JOB OF ALLOCATION.

FURTHERMORE ANYONE WHO MAKES A DOLLAR OFF OF ANY FISH IN ALASKA IS INVOLVED IN A COMMERCIAL ENTERPRISE AND SHOULD BE CLASSIFIED AS SUCH, ITS NOT SPORT IF YOUR GETTING PAID FOR IT.

THE INTENT OF THIS BILL TARGETS THE WRONG USERS. I DONT THINK ITS FAIR TO ALLOCATE FISH TO SO CALLED SPORT INTERESTS AT THE EXPENSE OF SOMEONE WHO MAKES A LIVING USING A NET. THANKS FOR THE OPPORTUNITY TO VOICE MY OPINION.

Signed: Mike E. Bucher  
Testifier

Representing (Optional)  
P.O. Box 1103 VALDEZ 99686  
Address  
835-4435  
Phone No.



Fax re-submitted from Ketchikan Legislative Information Office  
Phone: 225-9675 Fax: 225-8546

Address Ketchikan AK 99901  
PO Box 9533  
Representing (Original)

Phone: 247-9533

Signed:

Black Goose

Thank you

Board.

In regard to the 5% of the total statewide harvest of salmon being reserved for this preference use, this seems like it would result in a very high number of fish being reserved. I doubt this number can be just filed. Management of fish should be by the Fisheries Board.

I do not believe the state law should be giving preference to anyone in regard to state game and fish.

I am against HR 149.

Please enter into the record my testimony to the  
House Resources Committee  
HR 149  
Committee on  
Bill/Subject:  
dated 4/30/97

Alaska State Legislature

P. O. Box 324  
Kenai, Alaska 99611-0324  
7 May 1997

Rep. Austerman, Chairman  
House Fisheries Committee

Re: HB 149

Representative Austerman and Committee Members:

I am strongly opposed to HB 149.

This legislation is based on two assumptions and they are both wrong.

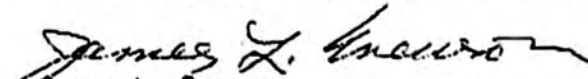
First, commercial salmon fishing in the central district has not caused the diminished runs in the Susitna River drainage and the Mat-Su area. The problem lies within the sport fishing areas themselves. Both over fishing and habitat degradation are the problems.

Second, there is nothing unfair about the commercial fisheries taking millions of salmon while the sport fishing takes relatively few.

The commercial fishing is an efficient, high volume business that provides food for millions of consumers throughout the world. Sport fishing is a one-man one-fish activity with an emphasis on recreation.

It is totally meaningless, in fact misleading, to compare the number of sport fishermen with commercial fishermen. If a comparison is made, the numbers of sport fishermen should be compared to the millions of consumers who purchase and enjoy the commercially caught salmon.

The arguments supporting HB 149 are misleading and dishonest. Commercial fishing is a time honored Alaskan industry and deserves respect, not lies and deception.

  
James L. Evenson



**Bruce J. & Theresa M Gabrys  
10229 Baffin Street  
Eagle River, Ak 99577**

**May 8, 1997**

**Amy Daugherty  
Rep. Austerman's Office  
Alaska State Legislature  
State Capitol (MN3100)  
Juneau, Alaska 99801-1182**

**Sent By Fax: (907) 465-4956**

**SUBJECT: Public Comment on HB-149**

**Dear Amy,**

During the teleconference on HB-149 held on May 7, 1997 I testified in opposition to HB-149 by teleconference from Anchorage. During the course of the teleconference I was contacted by Tom Lee and he said my testimony was lost due to a technical problem and asked if I could provide my comments in writing to you at Representative Austerman's Office. My testimony was given from notes. I will keep as close to the public testimony as I am able:

Thank you Mr. Chairman for the opportunity to testify. My name is Bruce Gabrys, I live in Eagle River Alaska, and am opposed to HB 149. I am a sport fisherman as well as a Cook Inlet Drift fisherman for the past 15 years.

I was here for the last teleconference and was not able to testify due to the lack of time. I did have the opportunity to hear Representative Kohring's explanation as to the purpose of this legislation. In his own words Representative Kohring said this bill is to help the Susitna river and the impact would be limited to Cook Inlet due to the 500,000 angler-day trigger.

If we cut directly to the issue. HB-149 is just a rehash of the Fish Initiative. If the issue is Cook Inlet, I fail to see the logic of computing the allocation on state wide totals. What does salmon returns from Ketchikan to Kotzebue have to do with

south central salmon returns? The 5<sup>th</sup> was a good marketing gimmick to get the 28,000 signatures on the Fish Initiative but it insults the intelligence of the people of Alaska and this committee!

The other issue I would like to address is the biology of the Mat-Su river systems. Few resources have been committed to understanding the biology of the system. Representative Kohring has stated that he nor his constituents "are not seeing the fish come thru the central district." Who says the fish are coming to the Susitna at all? To the best of my knowledge there has not been a fish counter in the Susitna since it was washed out in the 1986 flooding. We must understand the biology of what is happening in the river before we argue about allocation.

What about the exploding Pike population in the Mat-Su river systems? Pike are voracious feeders. They eat other fish. The Pike are predators on the salmon smolt. Since the flooding of the Susitna in 1986, Pike have spread through-out the river system. I believe it was on channel 2 television there was a short news clip a few months ago on fishermen catching 12 to 15 pound pike in the valley.

We must work together and spend the time and money it will take to understand the biology of the Mat-Su river system. Then sound management of the resource can be implemented. Thank you for the opportunity to testify today. (end of testimony)

If you have questions please call me at 428-6575 during the day or leave message at my home number which is 694-3874. I can be contacted by fax at 696-3874. Thanks!

Sincerely,



Bruce J. Gabrys



**John & Anne Herschleb**

P.O. Box 447  
Girdwood, AK 99587  
soundedv@outomopu.com

Telephone (907) 783-3153  
Fax (907) 783-1223

May 6, 1997

Representative Alan Austerman  
House Special Committee on Fisheries  
Alaska State House of Representatives  
Juneau AK 99801

Dear Representative Austerman,

As commercial fishers my husband and I are patently opposed to HB 149 - the FISH Initiative bill.

Our opposition lies with the provision that consumptive users may take more than five per cent of a particular salmon species or stock of the total harvest of salmon in any area. If consumptive users wanted to take five per cent of all runs statewide I would not have a problem with this, but to give them the ability to pick and choose species and areas to target is unfair and virtually shuts down commercial fishing on targeted salmon runs such as those on the Kenai.

This bill is an attempt by members of the Legislature to perform the duties the Board of Fisheries is charged with. It is micro-management by the Legislature and does not address all the complex issues the board has to take into account when making decisions of this nature.

If passed, this bill will decrease the amount of commercial fish taxes that the state, boroughs and municipalities collect. Commercial fishing is a large industrial employer in this state and this bill will decrease the number of jobs available in the industry, not to mention the impact on the income of the permit holders.

House Bill 149 is bad business for the state and for the commercial fishing industry. I trust you will convey my opinion to the House Special Committee on Fisheries at your public hearing tomorrow.

Thank you.

Sincerely,

*Anne*  
Anne L. Herschleb

Beulah & Don Luhr  
P.O. Box 141  
Petersburg, Ak. 99833

August 21, 1997

House Special Committee on Fisheries  
Alaska State House of Representatives  
Chairman Alan Austerman  
Fax 907/465-4956

Dear Chairman Austerman,

We are writing you in opposition to HB 149 by Rep. Vic Kohring of Wasilla. This bill would subvert the Alaska State Board of Fish and politicize the allocation of the fisheries resource, which in turn would be extremely detrimental to the commercial fishing industry of our State.

This industry is important to our State and to the economical health of the majority of the communities in Alaska. We feel the Board of Fish does a commendable job of managing the States fisheries resource, and should not have it's integrity jeopardized by politics within the State Legislature.

This bill would be devastating to our livelihood and to that of our fellow fisherman. It is bad enough to be plagued with poor fishing seasons and low prices without having to worry about what our own legislature is trying to do to us.

Thank you for taking the time to read this and we urge you and the other committee members to vote no on HB 149.

Sincerely,



Don & Beulah Luhr  
Fax #907/772-4239



**Bob Martinson Cordova District Fishermen United  
Co-Chair Gillnet Division  
HB 149**

RECEIVED  
MAY 5 1997  
Ans'd.....

**900 Iroquois Drive  
Wasilla, AK 99654**



Dear Honorable Members of the House;

My name is Bob Martinson. Currently, I am Co-Chair of the Gillnet Division of Cordova District Fishermen United. I have lived in the Mat-Su Valley for nearly a decade.

First, I would like to point out to my representatives, I live in House District 27, but also to Vic Kohring and Beverly Masek, that they're not representing myself or my fellow limited entry permit holders of the Mat-Su.

There are more than 200 limited entry permit holders, and more than 2000 crew license holders residing in the Valley. Anchorage, last I read, had more than 1200 permit holders, with about 5500 crew members. These figures alone don't reflect all those they affect when they restrict commercial fisheries.

HB 149 is simply a rewrite Fish Initiative designed to allocate less to commercial fishing and to allocate more to the rivers. The typical sport fishers are not the one's driving this battle.

Lodge owners and river boat service's are the only one's you'll see show up for testimony on these issues. They, the sport business' are unrestricted and don't have to report their catches. They also don't have to report that they took six people to one spot, dropped them off, and went back to take four others somewhere else.

These people are working on the spawners. These are the fish allocated to the river.

We, commercial fishermen have escapement levels which must be met or we don't fish. This is how Alaska's Department of Fish and Game is able to MANAGE the fishery.

With growing populations and growing demands for fish, we must all remember that the bottom line is the health of each fishery and to figure out where there are problems, and why there are

problems. Living in Wasilla, I've had candid conversations with commercial guides that didn't know that I was a commercial fisherman. They all seem to agree among each other, that if you're not the early-bird to a certain fishing hole, then it will be cleaned out by noon.

I suggest more upriver enforcement and some better means of upriver catch reporting.

Finally, while the A.D.F.+G. is MANAGING, the Alaska Board of Fisheries is ALLOCATING.

This system has been in place and is the only fair way, and most important, the only scientific way to determine so many factors.

Allocation is not to be done by ballot box or special legislation, but by those who know. That being, the scientists, fishermen and all those, who feed information to the Board of Fish.

It's an open forum and I just want to say HB 149 is another bad idea.

THANK YOU, for hearing my thoughts.



**NANCY J. PACE**

HC 31, Box 5079P  
Wasilla, Alaska 99654  
(907) 376-2286

April 30, 1997

**TO: House Special Committee on Fisheries, Resource, Finance**

**Re: Management of Salmon Fisheries - HB149**

This is not a management plan. It is a mis-management directive. Current management plans would be negated and destroyed if this **DIRECTIVE** is adopted.

ADFG bag limits for all areas of the state are more than adequate to provide for the needs of Alaska's **CONSUMPTIVE USERS** (key word being consumptive - to consume as in ingest by mouth). alaskans have the best managed wild stocks (actually, nearly the last managed wild stocks) in the world. They provide continuing returns to support a broad economic base for a large segment of the population **AND** enough resource for the residents to enjoy generous personal/sport/subsistence limits - limits which put enough fish away for anyone's **CONSUMPTION**. Limits which also provide for the **CONSUMPTIVE USE** of many thousands of residents of other states and other countries as well. And by admission of these "others", as well as by observation of their activities "outside"; these same "sport limits" provide an economic return as well - financing more than a few "vacations"/"trips abroad", etc. These fish are shipped and sold to many foreign destinations.

Now, you are demanding that as an industry, Alaska's fishermen and the commercial fishing industry - an artery in this state's economy - allocate 5% of their resource by region before it leaves the high seas - Mandate that **NONE** of the resource is touched at any point along it's entire migration path until the terminal user is **GUARANTEED 5%** by numbers of the harvestable surplus. This is not only a ludicrous proposal, but impossible to carry out by any management scheme; other than total elimination of any fishery except the consumptive use fisheries. And you expect the residents of this state who are facing increasingly diminishing personal income (**DISPOSABLE INCOME = CONSUMPTIVE USE OF PERSONAL ECONOMIC RESOURCES**) and increasing employment only in minimum wage jobs to view this as an opportunity - as "a good thing". I say to you that this is nothing more than "A Modest Proposal" - and will be as well received.

ADFG is doing an outstanding management job with regulation and planning as it is. Leave fisheries management to the professionals, the biologists. Politics is no manager. And leave the professionals a resource to manage. Don't propose to mis-manage it at its source.

Thank you for your consideration of these comments.



**WILLIAM PACE**

HC 31, Box 5079P  
Wasilla, Alaska 99654  
(907) 376-2286

April 30, 1997

**TO: House Special Committee on Fisheries, Resource, Finance**

**Re: Management of Salmon Fisheries - HB149**

**My wife and I are commercial fishers in Prince William Sound/Cordova and oppose HB149 as it is not founded on scientific data, but totally politically driven.**

**HB 149 proposes to allocate a mere 5% of our salmon to subsistence , personal use and sport fishing. However, this 5% is not by area, but using statewide totals to arrive at a 5% number for allocation to the Kenai and Mat-Su rivers. This would be devastating to commercial fishermen in False Pass, Kodiak and Cook Inlet because there insufficient numbers of kings and sockeye returning to Cook Inlet to equal 5% of the statewide salmon harvest if the entire runs were taken by these means.**

**In 1995, the total salmon return statewide was 169,160,000. Five percent (5%) of that is 8,458,000 salmon. This number could be allocated to the Kenai and Mat-Su rivers resulting in 100% of the king, sockeye and coho runs being allocated to subsistence, personal use and sport fishing since the estimated harvestable returns for all of Cook Inlet is 5,300,000 salmon.**

**It does not make economic sense to substantially restrict or close an industry vital to the existence of False Pass, Kodiak and Cook Inlet in a time when Alaska is losing its high paying jobs for minimum wage jobs, and our income on a personal level is not keeping pace with inflation. Yet HB 149 will inflict severe economic harm to Alaska's largest private sector employer and second largest revenue generator.**

**We reside in Wasilla and have talked to many sport fishermen who live in Alaska, and the one common complaint I hear is not commercial fishing, but that there are too many guides with tourists on the rivers. So many in fact, that fishing Alaska rivers is no longer a pleasant experience. In fact, competing with guides has made it quite unpleasant. HB149 will do nothing more than promote more guides and more crowding on the rivers. The only people who will benefit will be guides and lodge owners.**

**I have been to many public comment hearings whenever salmon issues come up, and if you will take note, it is usually guides, lodge owners and other financially interested parties who want increased allocations for sport fishing; not alaska resident sport fishermen.**

**Alaska now enjoys some of the largest runs in the history of the state. This is due to the management efforts of Department of Fish and Game and the Fisheries Board. Do not allow politics to interfere and destroy our abundant salmon as was done in the lower 48.**

**Thank you.**

*William Pace*





# Alaska State Legislature

Please enter into the record my testimony to the HFSH  
committee name  
committee on HB 149 . dated 5-5-97  
bill/subject

I attempted to testify on April 28 and April 30 and have decided to write instead. I've been involved in fishing the upper Cook Inlet waters since 1951. I've angled, subsistence fished, personal use fished and commercially fished. I was president of the Northern District Setnetters Organization in territorial days and the early days of statehood. I was appointed to the first Anchorage Fish & Game Advisory Council by Governor Egan and was elected president for four terms. I participated in research activities with U.S. Fish & Wildlife Service and Alaska Department of Fish & Game. So much for qualifications.

As to HB 149, I was dismayed to see a dead horse being beaten again. It appears obvious to me that the public time and money being wasted on this futile effort could be utilized much more effectively on some really constructive activities. The sponsors of this bill would profit their constituents and the rest of us a great deal more if they would help get more knowledge (facts, not opinions) about how that tremendous, volatile, unreliable salmon producer, the Susitna watershed and its neighbors, could be tamed and enhanced. The potential is tremendous. The newly coined buzz word, or phrase, "Alaskan common consumptive user," is a rather pitiful attempt to unite all of the competitors who are not commercial fishermen, and to include in the ranks of the "consumers" the obviously non-consumptive guides and what I call, when I'm being polite, "super sports." I perceive two types of sports fishers. The first being the individual with quite limited time, skill and not always the best equipment. The other might be called a "hobbyist" or "obsessed" or perhaps just "fortunate." These individuals apparently have unlimited time and resources to catch and release salmon over and over again in search of their prize "keeper." They occupy more than their fair share of the precious target areas and contribute, just by being there, more than their fair share to the degradation of the fishery environment. Are they more "consumptive" than the Alaskans who buy their personal fish from me? Let's do something constructive!

Thank you for your time and attention,

A handwritten signature in cursive script that reads "Richard E. Person".

Richard E. Person  
PO Box 25  
Clam Gulch, AK 99568  
ph. 567-3580

**KENAITZE INDIAN TRIBE, IRA  
P.O. BOX 928 KENAI, ALASKA 99611  
TEL: (907)283-3633 FAX: (907)283-3052**

**RESOLUTION NO. 96-05**

**A TRIBAL RESOLUTION STRONGLY OPPOSING THE FAIRNESS IN  
SALMON HARVEST (FISH) INITIATIVE**

**WHEREAS**, the Kenaitze Indian Tribe, IRA is a federally recognized Tribal Government, chartered in 1971 under the statutes of the Indian Reorganization Act of 1934, as amended for Alaska in 1936 with a membership close to 1,000; and,

**WHEREAS**, "Kahnu", the Kenai River, is the life's blood of the Kenaitze Dena'ina, and many for their entire lives have realized its bounty as a natural expression of their inherited cultural way of life; and,

**WHEREAS**, it is the conviction of the Executive Committee/Tribal Council, of the Kenaitze Indian Tribe, IRA that the preservation of our Kenai River habitat is the primary means of promoting our common bond of association, perpetuating our heritage and culture, and maintaining the social integrity of our members and other residents of this community; and,

**WHEREAS**, the Kenaitze Indian Tribe, IRA is very alarmed that the Fairness in Salmon Harvest (FISH) Initiative, if voted in during the November 1996 elections, will create a Sport Fishing Priority over the State's salmon runs and will bring more heavy damage and destruction to the critical shoreline habitat along the Kenai River; and

**WHEREAS**, the Kenaitze Indian Tribe, IRA has experienced total devastation to its vital culture and heritage through apathy, insensitivity, and commercialism, is also very alarmed that the cultural and historical remains of our ancestors who once inhabited the shores of Cook Inlet and its tributaries will be completely destroyed through the explosion of sport fishermen and guides that the Kenai Peninsula will experience if the FISH Initiative is allowed to pass; and

**WHEREAS**, the Kenaitze Indian Tribe, IRA implores the State of Alaska not to allow the FISH Initiative to be considered until answers are found regarding what the impact of more salmon in our rivers and more damage to the vital shoreline will do to our valuable salmon resources; and

**NOW THEREFORE BE IT RESOLVED**, that the Kenaitze Indian Tribe, IRA firmly believes as do our Cree Brothers, that "only when the last tree has been felled, the last river poisoned, and the last fish caught, will you recognize that one cannot eat money".



Page 2 of 2 Pages  
Kenaitze Indian Tribe, IRA  
Resolution No. 96-05

**CERTIFICATION**

VOTING FOR: 5  
VOTING AGAINST: 0  
ABSTAINING: 0  
ABSENT: 1

James Showalter  
JAMES SHOWALTER  
TRIBAL CHAIRPERSON

Bonnie Juliusen  
BONNIE JULIUSSEN  
TRIBAL SECRETARY

Feb 16, 1996  
DATE



## CITY OF HOONAH

P.O. Box 360 • Hoonah, Alaska 99829 • (907) 945-3883 • FAX (907) 945-3445

### RESOLUTION No. 96-02-05

#### A RESOLUTION OF THE CITY OF HOONAH RECOGNIZING THE SOCIAL AND ECONOMIC IMPORTANCE OF THE ALASKA COMMERCIAL SALMON FISHING INDUSTRY AND OPPOSING THE F.I.S.H. INITIATIVE

- WHEREAS:** the commercial fishing industry is comprised of thousands of small, family-run businesses; and,
- WHEREAS:** the commercial fishing industry is the largest private sector employer and the second largest revenue producing industry in the State of Alaska; and,
- WHEREAS:** the commercial seafood industry contributes more than \$40 million annually in raw fish tax and the seafood processing industry pays over \$80 million annually in taxes and cash benefits to the State of Alaska and its communities; and,
- WHEREAS:** the F.I.S.H. Initiative threatens established and successful management practices which have resulted in record returns and salmon and jeopardizes the continued existence of salt-water and in-river commercial fisheries; and,
- WHEREAS:** jobs in the seafood industry and support industries such as transportation, marine fuel, and retail could ultimately be at risk if this initiative passes; and,
- WHEREAS:** it is in the best interest of the State of Alaska to maintain viable recreational and commercial fishing opportunities regulated by the Alaska Board of Fisheries;

**NOW, THEREFORE BE IT RESOLVED** that the City of Hoonah acknowledges the social and economic importance of the Alaska commercial salmon fishing industry to our community and to the State of Alaska and **OPPOSES** the passage of the F.I.S.H. Initiative.

**PASSED AND APPROVED** by a duly constituted quorum this 13th day of February, 1996

**ATTEST:**

Dee Flske  
Dee Flske, CITY CLERK

Albert W. Dick  
Albert W. Dick, Mayor





Introduced by Mayor Selby  
Requested by Kodiak Seniors  
Association  
Drafted Mayor Selby &  
Kodiak Seniors Association  
Introduced 01/04/96  
Adopted 01/04/96

KODIAK ISLAND BOROUGH  
RESOLUTION NO. 96-02

**A RESOLUTION RECOGNIZING THE SOCIAL AND ECONOMIC IMPORTANCE  
OF THE ALASKA COMMERCIAL SALMON FISHING INDUSTRY  
AND OPPOSING THE FAIRNESS IN SALMON HARVESTING (F.I.S.H.) INITIATIVE**

WHEREAS, the commercial fishing industry is comprised of thousands of small, family-run businesses; and

WHEREAS, the commercial fishing industry is the largest private sector employer with the second largest revenue producing industry in the State of Alaska; and

WHEREAS, the F.I.S.H. Initiative threatens established and successful management practices that have resulted in record returns of salmon by jeopardizing the continued existence of salt-water and in river commercial fisheries; and

WHEREAS, it is in the best interest of the State of Alaska to maintain viable recreational and commercial fishing opportunities regulated by the Alaska Board of Fish; and

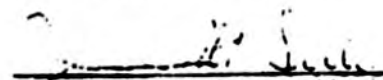
WHEREAS, the Alaska Board of Fish process provides a rational decision-making approach to the allocation of fishery resources based on Alaska Department of Fish and Game fisheries management data and input from all fishing groups;

NOW, THEREFORE, BE IT RESOLVED BY THE ASSEMBLY OF THE KODIAK ISLAND BOROUGH that the Kodiak Island Borough acknowledges the social and economic importance of the Alaska commercial salmon fishing industry to our community and to the State of Alaska and opposes the passage of the F.I.S.H. Initiative.

NOW, THEREFORE, BE IT FURTHER RESOLVED BY THE ASSEMBLY OF THE KODIAK ISLAND BOROUGH that the Kodiak Island Borough supports the Alaska Board of Fish process and urges that fishery allocation issues be decided by that process.

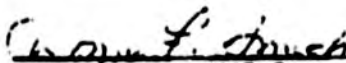
ADOPTED BY THE ASSEMBLY OF THE KODIAK ISLAND BOROUGH  
THIS FOURTH DAY OF JANUARY, 1996

KODIAK ISLAND BOROUGH

  
Jerome M. Selby, Borough Mayor

  
Gary L. Stevens, Presiding Officer

ATTEST:

  
Donna F. Smith, CMC, Borough Clerk

# KETCHIKAN GATEWAY BOROUGH

## RESOLUTION NO. 1335

A RESOLUTION OF THE ASSEMBLY OF THE KETCHIKAN GATEWAY BOROUGH, ALASKA, OPPOSING AND URGING A "NO" VOTE ON HOUSE BILL 149, AN ACT RELATING TO THE MANAGEMENT OF THE SALMON FISHERIES; AND ESTABLISHING AN EFFECTIVE DATE.

### RECITALS

A. The Ketchikan Gateway Borough Assembly has long recognized the commercial fishing industry as an integral part of the economy of Ketchikan and has promoted it as a resource worth protecting, enhancing, and stimulating.

B. Many of the citizens of Ketchikan, including commercial fishermen, are also avid sport fishers. The Alaska sportfishing visitor market is growing at about the same rate as the overall visitor market according to ADF&G license sale data.<sup>1</sup> Tourism is also becoming an integral part of the economy of Ketchikan.

C. Therefore, the Assembly is sensitive to the need to maintain viable and balanced recreational and commercial fisheries in Alaska.

D. The healthy and abundant salmon runs Alaska enjoys today are a result of successful management plans developed by the Alaska Board of Fisheries and implemented by the Alaska Department of Fish and Game.

E. This House Bill changes the way fishery managers allocate salmon among different groups of fishers. It creates a salmon harvest priority for subsistence, personal use, and sport fishers. Under the bill fisheries managers must reserve enough of each stock of salmon for non-commercial fishers to meet their "harvest needs," defined as the total harvesting capability of all non-commercial users based on projected participation. Only after this reservation is made, and assuring enough returning salmon for spawning, may managers allocate salmon to commercial fishers.

F. The initiative limits the salmon harvest for personal use and sport fishers to no more than 5% of the total projected statewide harvest of all species of salmon combined. However, there is no limit to the number of salmon which may be allocated by managers to personal use and sport fishers for any particular species or stock of salmon or in any given geographic region.

---

<sup>1</sup>The Role of Sport Fishing in the Southeast Alaska Tourism Economy.  
McDowell Group, June 1992



NOW, THEREFORE, IN CONSIDERATION OF THE ABOVE FACTS, IT IS RESOLVED BY THE ASSEMBLY OF THE KETCHIKAN GATEWAY BOROUGH, ALASKA, as follows:

Section 1. The Assembly finds that the provisions of House Bill 149 ties the hands of Alaska's fisheries experts who have effectively dealt with allocations issues in the past. The provisions of the bill tend to arbitrarily create an unfair allocation of the salmon resource among fishers and it sets the stage to keep purse seine, gillnet, and troll fishers tied to the docks waiting while the subsistence, personal use and sport fishers exercise their "reasonable opportunity to take enough salmon necessary to satisfy their harvest needs."

Section 2. The Assembly opposes and urges a "no" vote on House Bill 149.

Section 3. The Borough Clerk is directed to send copies of this resolution to Alaska's Governor Tony Knowles; Senate President Mike Miller, Speaker of the House Gail Phillips, Senator Robin Taylor, Representative Bill Williams, House Special Committees on Fisheries, Resources and Finance.

Section 4. This resolution is effective upon adoption.

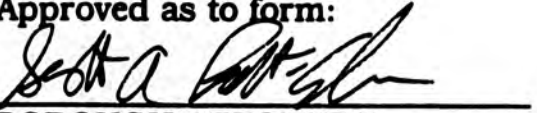
ADOPTED this 5th day of May, 1997.

  
BOROUGH MAYOR

ATTEST:

  
BOROUGH CLERK

Approved as to form:

  
BOROUGH ATTORNEY

| EFFECTIVE DATE: <u>5/5/97</u>            |     |    |        |
|------------------------------------------|-----|----|--------|
| ROLL CALL                                | YES | NO | ABSENT |
| CONLEY                                   | ✓   |    |        |
| COYNE                                    | ✓   |    |        |
| ELKINS                                   | ✓   |    |        |
| MARSHALL                                 | ✓   |    |        |
| MARTIN                                   | ✓   |    |        |
| TIPTON                                   | ✓   |    |        |
| VAN HORN                                 | ✓   |    |        |
| MAYOR (Tie Vote Only)                    |     |    | N/A    |
| 4 AFFIRMATIVE VOTES REQUIRED FOR PASSAGE |     |    |        |

# **SOUTHWEST ALASKA**

## **MUNICIPAL CONFERENCE**



**3300 Arctic Boulevard, Suite 203  
Anchorage, Alaska 99503  
Phone (907) 562-7380  
Fax (907) 562-0438**

### **RESOLUTION 96-2**

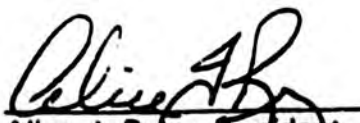
#### **A RESOLUTION RECOGNIZING THE SOCIAL AND ECONOMIC IMPORTANCE OF THE ALASKA COMMERCIAL SALMON FISHING INDUSTRY AND OPPOSING THE FAIRNESS IN SALMON HARVESTING (F.I.S.H.) INITIATIVE**

- WHEREAS,** the commercial fishing industry is comprised of thousands of small, family-run businesses; and
- WHEREAS,** the commercial fishing industry is the largest private sector employer with the second largest revenue producing industry in the State of Alaska; and
- WHEREAS,** the F.I.S.H. initiative threatens established and successful management practices that have resulted in record returns of salmon and jeopardizes the continued existence of salt-water and in-river commercial fisheries; and
- WHEREAS,** it is in the best interest of the State of Alaska to maintain viable recreational and commercial fishing opportunities regulated by the Alaska Board of Fish; and
- WHEREAS,** the Alaska Board of Fish process provides a rational decision-making approach to the allocation of fishery resources based on Alaska Department of Fish and Game fisheries management data and input from all fishing groups; and

**NOW, THEREFORE, BE IT RESOLVED** that the Southwest Alaska Municipal Conference acknowledges the social and economic importance of the Alaska commercial salmon fishing industry to communities and to the State of Alaska and opposes the passage of the F.I.S.H. initiative; and

**BE IT FURTHER RESOLVED** that the Southwest Alaska Municipal Conference supports the Alaska Board of Fish process and urges that fishery allocation issues be decided by that process.

**PASSED AND APPROVED BY THE SOUTHWEST ALASKA MUNICIPAL CONFERENCE THIS**  
13<sup>th</sup> **DAY OF JANUARY, 1996.**

  
Alice J. Ruby, President

  
Mary S. Stadum, Executive Director

g:\winter.96\res962.fsh



Resolution No 96-1

RECOGNIZING THE SOCIAL AND ECONOMIC IMPORTANCE OF  
THE ALASKA COMMERCIAL SALMON FISHING INDUSTRY AND  
OPPOSING THE F.I.S.H. INITIATIVE

WHEREAS, the commercial fishing industry is comprised of thousands of small, family-run businesses; and,

WHEREAS, the commercial fishing industry is the largest private sector employer and the second largest revenue producing industry in the State of Alaska, and,

WHEREAS, the commercial fishing industry contributes more than \$40 million annually in raw fish tax and the seafood processing industry pays over \$80 million annually in taxes and cash benefits to the State of Alaska and its communities; and,

WHEREAS, the F.I.S.H. Initiative threatens established and successful management practices which have resulted in record returns of salmon and jeopardizes the continued existence of salt-water and in-river commercial fisheries; and,

WHEREAS, jobs in the seafood industry and support industries such as transportation, marine fuel and retail, could ultimately be at risk if this initiative passes; and,

WHEREAS, it is in the best interest of the State of Alaska to maintain viable recreational and commercial fishing opportunities regulated by the Alaska Board of Fisheries; and,

NOW, THEREFORE, BE IT RESOLVED that CITY OF KAREANOF ACKNOWLEDGES the social and economic importance of the Alaska commercial salmon fishing industry to our community and to the State of Alaska and OPPOSES the passage of the F.I.S.H. Initiative.

ADOPTED this 17th day of March 19 96.

David M. Book  
Mayor

Emily V. Munson  
City Clerk



# City of Pelican

BOX 737

PELICAN, ALASKA 99832

PHONE 735 2202

FAX 735 2258

CITY OF PELICAN, ALASKA

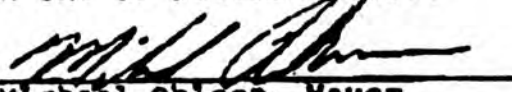
RESOLUTION 1995-24

## A RESOLUTION RECOGNIZING THE SOCIAL AND ECONOMIC IMPORTANCE OF THE ALASKA COMMERCIAL SALMON FISHING INDUSTRY AND OPPOSING THE F.I.S.H. INITIATIVE

- WHEREAS; the commercial fishing industry is comprised of thousands of small, family-run businesses; and,
- WHEREAS; the commercial fishing industry is the largest private sector employer and the second largest revenue producing industry in the State of Alaska; and,
- WHEREAS; the commercial seafoods industry contributes more than \$40 million annually in raw fish tax and the seafood processing industry pays over \$80 million annually in taxes and cash benefits to the State of Alaska and its communities; and,
- WHEREAS; the City of Pelican recieved \$165,808 in Raw Fish Taxes which represents 31.62% of our FY-96 annual operating budget; and,
- WHEREAS; the F.I.S.H. Initiative threatens established and successful management practices which have resulted in record returns of salmon and jeopardizes the continued existence of salt-water and in-river commercial fisheries; and,
- WHEREAS; jobs in the seafood industry and support industries such as transportation, marine fuel, and retail could ultimately be at risk if this initiative passes; and,
- WHEREAS; it is in the best interest of the State of Alaska to maintain viable recreational and commercial fishing opportunities regulated by the Alaska Board of Fisheries;
- NOW THEREFORE BE IT RESOLVED; that the Pelican City Council, of the City of Pelican, Alaska ACKNOWLEDGES the social and economic importance of the Alaska commercial salmon fishing industry to our City and to the State of Alaska and OPPOSES the passage of the F.I.S.H. initiative.

PASSED, APPROVED AND ADOPTED THIS 4th DAY OF December 1995.

Signed:

  
Michael Ohlson, Mayor

Attest:

  
Sheri Paddock,  
City Clerk/Treasurer



A

**Resolution 96-1**

*A resolution opposing the F.I.S.H. Initiative.*

WHEREAS the commercial fishing industry and the sport fishing charter industry are comprised of small, family-run businesses and both are important to the economy of Petersburg and;

WHEREAS it is in the best interest of these industries for the state to maintain viable recreational, consumptive, and commercial fishing opportunities and;

WHEREAS the Alaska Board of Fisheries is committed to balancing the needs of all users of the salmon resource including subsistence, personal-use, sport, and commercial interests and;

WHEREAS the Fairness In Salmon Harvesting, or F.I.S.H. Initiative threatens established and successful management practices which have resulted in record returns of salmon and jeopardizes the continued existence of saltwater and in-river fisheries and;

WHEREAS the F.I.S.H. Initiative represents a direct threat to Petersburg's largest employers, the commercial fishing and seafood processing industries and;

WHEREAS the loss of the commercial seafood industry would result in economic loss and hardship to the businesses and residents of our community;

NOW THEREFORE, BE IT RESOLVED that the Petersburg Chamber of Commerce OPPOSES the passage of the F.I.S.H. Initiative.

ADOPTED this 14th day of May 19 96.

Anna S. Bunk  
DIRECTOR  
Petersburg Chamber of Commerce

B. E. Flinn  
PRESIDENT  
Petersburg Chamber of Commerce

04/20/1995 10:10 001 112 4400

RESOLUTION NO. 1418-R

**A RESOLUTION RECOGNIZING THE SOCIAL AND ECONOMIC IMPORTANCE OF THE ALASKA COMMERCIAL SALMON FISHING INDUSTRY AND OPPOSING THE F.I.S.H INITIATIVE.**

WHEREAS, the commercial fishing industry is comprised of thousands of small, family-run businesses as well as large commercial processors vital to the economies of local communities; and

WHEREAS, the commercial fishing industry is the largest private sector employer and the second largest revenue producing industry in the State of Alaska; and

WHEREAS, the commercial fishing industry contributes more than \$40 million annually in raw fish tax and the seafood processing industry pays over \$80 million annually in taxes and cash benefits to the State of Alaska and its communities; and

WHEREAS, the F.I.S.H. initiative threatens established and successful management practices which have resulted in record returns of salmon and jeopardizes the continued existence of salt water and in-river commercial fisheries; and

WHEREAS, jobs in the seafood industry and support industries such as transportation, marine fuel and retail could ultimately be at risk if this initiative passes; and

WHEREAS, it is in the best interest of the State of Alaska to maintain viable recreational and commercial fishing opportunities regulated by the Alaska Board of Fisheries.

NOW THEREFORE BE IT RESOLVED that the City of Petersburg acknowledges the social and economic importance of the Alaska commercial salmon fishing industry to our community and to the State of Alaska and opposes the passage of the F.I.S.H. initiative.

Passed and Approved by the City Council of the City of Petersburg, Alaska this 4 day of December, 1995.

  
Mayor

ATTEST:

  
City Clerk





THE GREATER SITKA  
**chamber**  
OF COMMERCE  
Box 638 Sitka Alaska 99835  
907 747-8604

March 1, 1996

Representative Ben Grussengdorf  
House of Representatives  
State Capital  
Juneau, AK 99801-1182

RE: Resolution in Opposition of the F.I.S.H. Initiative

Dear Ben.

The Greater Sitka Chamber of Commerce supports the Assembly of the City and Borough of Sitka, Alaska in their recognition of the social and economic importance of the Alaska Commercial Salmon Fishing Industry and opposing the F.I.S.H. initiative. In an unanimous vote by the Chamber Board of Directors we hereby approve the attached resolution

Sincerely,

Dan Keck  
President

**The Greater Sitka Chamber of Commerce**  
**RESOLUTION NO. 96-1**  
**March 1, 1996**

A resolution of the Greater Sitka Chamber of Commerce of Sitka, Alaska recognizing the social and economic importance of the Alaska commercial salmon fishing industry and opposing the F.I.S.H. initiative.

WHEREAS, Alaska's fishing industries comprised of thousands of small, family-run businesses; and

WHEREAS, the fishing industry is the largest private sector employer and the second largest revenue producing industry in the State of Alaska; and

WHEREAS, the commercial seafood industry contributes millions of dollars annually in raw fish tax (of which Sitka received \$733,800 in 1995) and the seafood processing industry pays millions of dollars annually in taxes and cash benefits to the State of Alaska and its communities; and

WHEREAS, the F.I.S.H. initiative threatens established and successful management practices which have resulted in record returns of salmon and jeopardizes the continued existence of salt-water and in-river commercial fisheries; and

WHEREAS, subsistence, recreational and commercial fishers, as well as Sitka's aquaculture industry and Northern Southeast Regional Aquaculture Association, would be directly adversely impacted by the F.I.S.H. Initiative; and

WHEREAS, jobs in the seafood industry and support industries, such as transportation, marine fuel, and retail businesses, could ultimately be at risk if this initiative passes; and

WHEREAS, it is in the best interest of the State of Alaska to maintain viable subsistence, recreational and commercial fishing opportunities regulated by the Alaska Board of Fisheries.

**NOT, THEREFORE, BE IT RESOLVED** that the Greater Sitka Chamber of Commerce acknowledges the social and economic importance of the salmon fisheries industry to our community and to the State of Alaska and opposes the passage of the F.I.S.H. Initiative.

**PASSED AND APPROVED** by the Board of Directors of the Greater Sitka Chamber of Commerce in Sitka, Alaska on this 1<sup>st</sup> day of March, 1996.

  
Dan Keck  
President



**CITY AND BOROUGH OF SITKA**

**RESOLUTION NO. 96-633**

**A RESOLUTION OF THE ASSEMBLY OF THE CITY AND BOROUGH  
OF SITKA, ALASKA RECOGNIZING THE SOCIAL AND ECONOMIC  
IMPORTANCE OF THE ALASKA COMMERCIAL SALMON FISHING  
INDUSTRY AND OPPOSING THE F.I.S.H. INITIATIVE**

**WHEREAS, Alaska's fishing industry is comprised of thousands of small, family-run businesses; and**

**WHEREAS, the fishing industry is the largest private sector employer and the second largest revenue producing industry in the State of Alaska; and**

**WHEREAS, the commercial seafood industry contributes millions of dollars annually in raw fish tax (of which Sitka received \$733,800 in 1995) and the seafood processing industry pays millions of dollars annually in taxes and cash benefits to the State of Alaska and its communities; and**

**WHEREAS, the F.I.S.H. Initiative threatens established and successful management practices which have resulted in record returns of salmon and jeopardizes the continued existence of salt-water and in-river commercial fisheries; and**

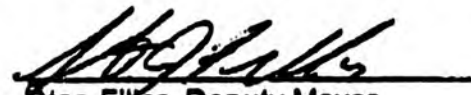
**WHEREAS, subsistence, recreational and commercial fishers, as well as Sitka's aquaculture industry and Northern Southeast Regional Aquaculture Association, would be directly adversely impacted by the F.I.S.H. Initiative; and**

**WHEREAS, jobs in the seafood industry and support industries, such as transportation, marine fuel, and retail businesses, could ultimately be at risk if this initiative passes; and**

**WHEREAS, it is in the best interest of the State of Alaska to maintain viable subsistence, recreational and commercial fishing opportunities regulated by the Alaska Board of Fisheries.**

**NOW, THEREFORE, BE IT RESOLVED that the Assembly of the City and Borough of Sitka, Alaska acknowledges the social and economic importance of the salmon fisheries industry to our community and to the State of Alaska and opposes the passage of the F.I.S.H. Initiative.**

**PASSED AND APPROVED by the Assembly of the City and Borough of Sitka, Alaska on this 20th day of February, 1996.**

  
Stan Flier, Deputy Mayor

ATTEST:

  
Colleen Pallett  
Municipal Clerk



# Alaska State Legislature

## Written Testimony Form

Please enter into the record my testimony to the House Fisheries  
(committee name)

committee on HB 149, dated 4/30/97  
(bill/subject)

I want to go on record in opposition to HB 149. As currently drafted, HB 149 would allocate 5% of the state-wide salmon catch to the sport fisher. Under the current language, all 5% could be taken in Prince William Sound and the Copper River. This would completely destroy Cordova's economy, an economy that has supported this community for nearly 100 years. Direct impacts include the potential loss of \$500,000 in shared fish tax for the City of Cordova (a value equivalent to 5 mils of property tax). It has been estimated that the commercial fishing industry makes up a minimum of 50% of Cordova's economy, and is actually higher. As drafted, HB 149 could bankrupt the community of Cordova. The potential problems

Signed: Scott Janke - City Manager  
Testifier Name

City of Cordova  
Representing (Optional)

Box 1210 Cordova, AK 99574  
Address

907-424-6200  
Phone Number

that HB 149 could cause to coastal communities, could cause a major liability for the state, as economies crash, people become unemployed, and an important industry dies.



7901 E. 130th Avenue  
Anchorage, Alaska 99516  
March 3, 1997

Rep. Alan Austerman  
House Fisheries Committee  
State Capitol Building  
Juneau, Alaska 99801

Dear Rep. Austerman:

Please share this letter with your committee members and the Resource and Finance Committee as appropriate.

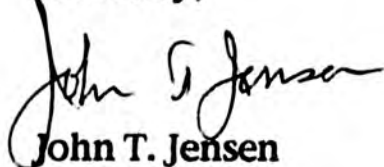
At the Auke Bay weigh-in station for the (Juneau) Golden North Salmon Derby, there is a sign that says: "PINK HUMPBACK SALMON WILL NOT BE ACCEPTED!" That is what most sport fishermen (I started in Alaska in 1949) think of humpies and chums so HB 149 really is deceiving when it asks for an allocation of five percent of the projected *total statewide* harvest when that number is inflated so badly because of the humpie count. We sport fishermen much prefer to catch and eat kings or reds or silvers; that has to be the reason this bill says that personal use and sport fisheries can take *more than five percent* of the total harvest of salmon in the area.

I was not aware that the legislature could allocate natural resources by legislation as this bill proposes.

I also commercial fish; last year my red season was shut down early to protect silvers for the sport fishery in Bristol Bay and I am aware that the Cook Inlet commercial season has been cut back on both ends over the years to allocate more salmon for sport fishing to include the increasingly commercialized (guided) sport fisheries.

Oppose HB 149. Thank you.

Sincerely,

  
John T. Jensen

*Aug*

*file  
HB 149*

*A*  
RECEIVED  
MAR 07 1997  
Ans'd.....

**House Bill 149**

**11/15/97**

**Testimony of Deborah Lyons**

Good Afternoon members of the House Legislature. Thank you for the effort involved in coming to our region to hear testimony on Fisheries' Bills before the 1998 Legislature.

My name is Deborah Lyons. I hold the Crew member seat on the NSRAA Board of Directors. I serve the State of Alaska as a member of the Northern Panel of the Pacific Salmon Commission and I am currently involved in the US / Canada Stake holder negotiations as a representative of power and hand troll fishermen. I am submitting written testimony on HB 149.

HB 149 is an allocation issue which would be more properly handled in the Board of Fisheries process. If you are to pass this bill it will reallocate chinook stocks produced by NSRAA if the definition of salmon (salmon that originate in or return to spawn in the waters of the state) is applied to salmon produced by this Aquaculture Association. Salmon currently harvested in the commercial fisheries would be reallocated to the group of common consumptive users named in the bill.

Before beginning the comments on HB 149 I'd like to make an observation.

You may have read remarks in the press made recently by Prime Minister Glen Clark of British Columbia and Yves Fortier the Canadian Federal Negotiator in the Salmon Commission. They have been saying that "There is no point in conserving or producing the salmon if they are going to be caught by foreigners". We should acknowledge and be proud of the fact that that type of Thinking is foreign to Alaskans. No allocation squabble is ever treated as having a preference over the conservation of our precious fisheries resources. Could you imagine the boys in the Mat-Su saying, "Why bother conserving and producing salmon if those bums in Kodiak are able to catch some of them." Although we're having allocation squabbles between gear types we should compliment our fishermen for always putting conservation first. It is so wonderful that our fishermen don't think like Canadians.

In SE Alaska we have learned that by cooperating with one another and supporting projects which enhance all fishing opportunities in the region we strengthen the total fishing economy we all depend on. On the NSRAA Board, through the projects of the association, we produce Chinook, Coho, Sockeye and Chum salmon that are shared by all common property fishermen. Two years ago more than 40% of all the king salmon taken in the Sitka sound sport fishery were NSRAA produced fish. We are embarking on a project to return an additional 50,000 king salmon to this area in the next five years.

Our organization is also involved in a pilot project with the Sitka Tribe to utilize salmon carcasses and wood chips to produce high quality compost. Southeast fish and chips, if you will. We've begun work with Northwest food banks and we make surplus fish available to the Sitka residents. We provide the fish to feed the birds at the raptor center. We make our large meeting room available as a resource to the community free of charge. It is a popular place for quilters, potluck dinners and informational forums. We have been very responsible in the way we conduct our activities in order to preserve the health of wild stocks in the region as our #1 priority.

We are also a board of tight-fisted, penny-pinching fishermen. Our projects are designed to ensure that 70% of what is produced is taken in the common property fisheries and that there will be stocks available to take for cost recovery. These cost recovery monies in addition to the 3% Aquaculture Tax on the CFEC permit holders not only cover the costs of the projects but generate enough money to pay back our debt to the State. We are very proud of the fact that that debt is virtually eliminated.



We are not here to whine or to ask for special treatment. We are not asking for handouts. We are not here to engage in mortal combat with you, but HB 149 is very threatening to the economic stability of our region and ignores the historical context of the fisheries.

HB 149 would establish a preference for the limitless thousands of cruise ship passengers visiting SEAK who would like to take a few sport fish home. If the harvest needs of these people are to be met, the troll King salmon fishery could be eliminated.

Before you embark on this sweeping reallocation please consider the history of this fishery and be aware of where we are today.

The following excerpt is from a paper by Senator Ted Stevens titled: United States - Canada Salmon Treaty Negotiations: The Alaska Perspective, published in Environmental Law Vol. 16:423. It helps you understand the objectives of the 1985 Treaty and the rebuilding program the State engaged in. It should help explain why there is an expectation that hatchery produced chinook salmon would be made available to harvest by commercial fishermen.

**"During the many long years of negotiations with Canada. Alaskan fishermen made many unilateral sacrifices in conjunction with the State of Alaska's effort to reverse the decline of the chinook salmon."**

This was exemplified by the Alaska Dep't of Fish and Game's actions in 1980-1984 to reduce catch ceilings for Southeast Alaska trollers and the incidental catch rates for other fisheries. During that period, however, Canadian fishermen actually increased their harvest of southbound chinooks, thereby negating Alaska's attempts to enhance escapement for the benefit of all Pacific coast salmon fishermen.

The 1982 agreement did not reflect the conservation efforts already being carried out by Alaska. A two cycle rebuilding period of ten years for chinooks to enhance the Columbia River stocks was contemplated by the 1982 agreement, but there was no reasonable transition for southeast Alaska fishermen. Reductions in catch levels for the southeast troll fishery necessary to sustain such a short rebuilding period, in addition to the limits already imposed by the ADF&G, would have forced almost all southeast Alaska fishermen out of the fishery, resulting in severe economic dislocations for Alaska coastal

---

<sup>1</sup> For example, the Alaska Department of Fish and Game implemented many conservation measures to protect chinook salmon in Southeast Alaska. These measures included: closure of waters west of Cape Suckling to trolling (1974); limited entry for power trollers (1975); restriction on sport fishing bag and possession limits (1975); elimination of directed net fisheries for chinook (1975-1977); closure of terminal areas to trolling (1975-1977); closure of inside areas to protect immature chinook (1975-1977); a 28-inch minimum size limit for chinooks (1977); closure of outside waters to hand trolling (1978-1980); establishment of eight day opening/six-day closure fishing periods (1979); prohibition of sport fishing from commercial vessels (1979); reduced line limits for power and hand troll fisheries (1980); moratorium on entry into the hand troll fishery (1980); and limited entry for hand trollers (1981); establishment of a guideline harvest level of 320,000 chinook (1980) and then a reduction of the guideline harvest level to 285,000 chinook (1981); prohibited use of any other hooks than single hooks (1981); reduced chinook fishing seasons in coastal and offshore waters from April 15-October 30 to May 15-September 20 (1981); closed entire troll fishery from April 15 to May 15 (1981); closed the troll fishery in-season to protect chinook and coho twice during 1980 and three times in 1981; and required fishermen to report catches before transporting out of state (1981). Alaska Dep't of Fish and Game, Commercial Fisheries Div., Conservation Measures Taken by Alaska to Protect Chinook Salmon in Southeast Alaska (unpublished data) (Mar. 12, 1982).

communities.<sup>2</sup>

The 1985 Treaty, in contrast, takes into account the deep Alaskan commitment to conservation. It allows for an extended rebuilding period with protection against a sudden reduction of Alaskan harvests in order to achieve a gradual recovery of the Columbia River Chinook stocks without destroying the troll fishery.

Although the 1982 agreement would have imposed restrictive quotas on all facets of the United States intercepting chinook fisheries, it did not include comprehensive restrictions on the Canadian fishery off the west coast of Vancouver Island. As a practical matter, this loophole from restricted fisheries would have allowed Canadian fishermen to shift their efforts from restricted fisheries to the Vancouver Island fishery. The 1985 Treaty closed this loophole by imposing specific quotas on all significant Canadian intercepting chinook fisheries.

Alaska's continuing effort to bolster the declining chinook stocks was incorporated into the 1985 Treaty. While the 1982 agreement would not have credited Alaskan fishermen for any future gains derived from Alaska's restoration programs, the Treaty as adopted takes into account any demonstrated contributions of enhancement activities. This is particularly relevant to Alaska, because the State has embarked on a comprehensive enhancement program which will provide over 200,000 additional chinooks by 1990.<sup>3</sup> "

The following information is to bring you up to date on where we are today in the rebuilding program. This is information I provided to the Board of Fisheries at the 1997 meeting in Ketchikan. It explains the Letter of Agreement Management in place today and how the Alaska hatchery stocks and Treaty stocks harvests interrelate.

<sup>2</sup> Almost all communities in southeast Alaska rely on salmon for economic sustenance. See, e.g., G Rogers & R. Cooley, *Alaska's Population and Economy: Regional Growth, Development and Future Outlook* 168-72 (Mar. 1982) (salmon account for 80% of total value of commercial fisheries; "southeast Alaska generally produced the largest portion of the total commercial fishery values during the decade...").

<sup>3</sup> See ADF&G, *Pre-Season Management Plan for 1985 Southeast Alaska Chinook Fisheries* 7 (April 1985). See also *Alaska Salmon Catch Report*, *supra* note 12, at 10-14.



# **The 1985 Pacific Salmon Commission Chinook Rebuilding Program and the Chinook Management Plan**

---

**Presentation to the Board of  
Fisheries 1997 Southeast Alaska  
Finfish Meeting**

**Deborah A. Lyons  
Northern Panel, Pacific Salmon Commission**

# **Objectives of the Chinook Rebuilding Program**

---

The 1985 US/Canada Treaty established ceilings which would reduce harvests from historic levels

Chinook salmon escapements would increase

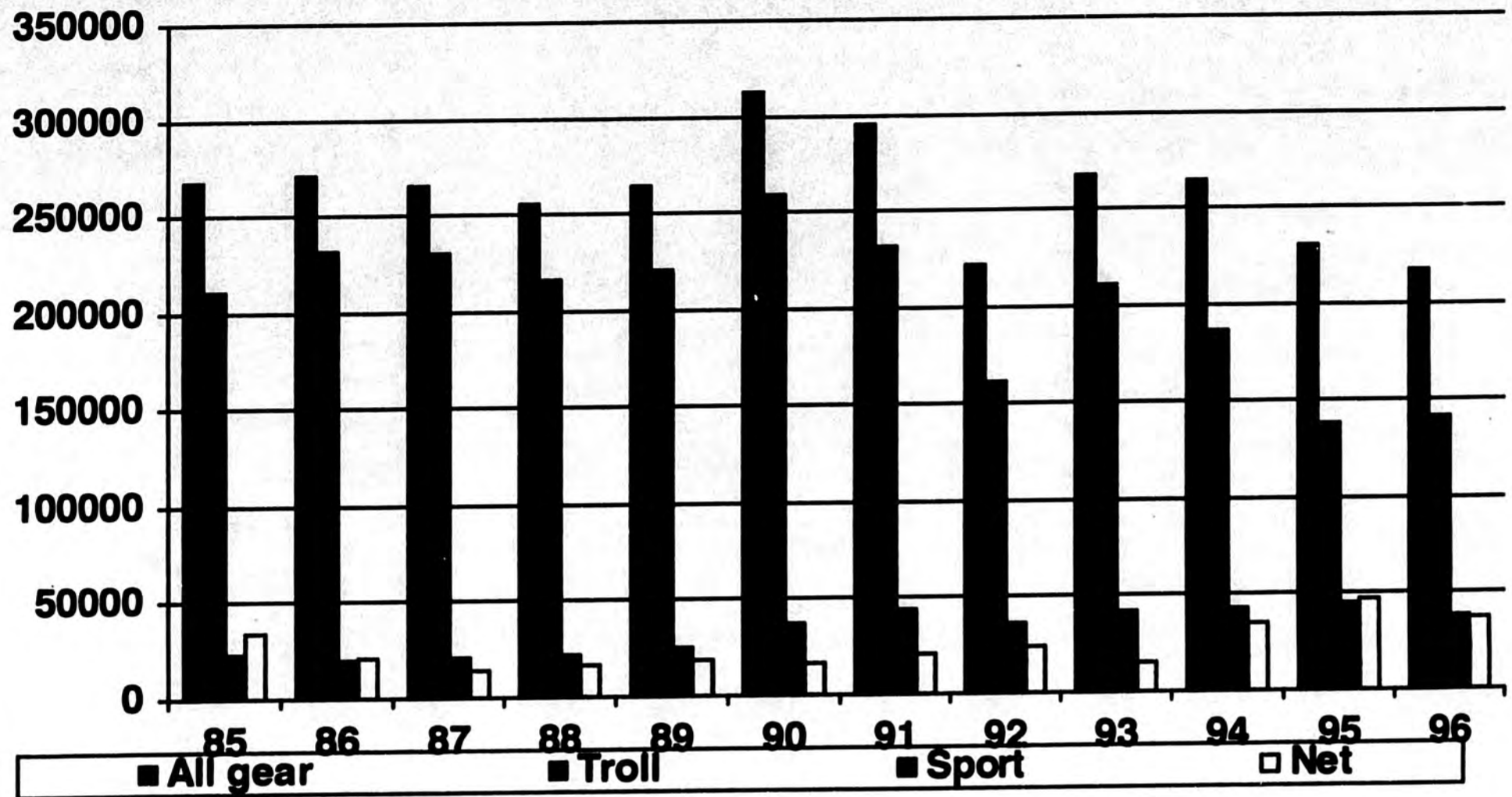
Abundance of Chinook salmon would increase

**Harvest could then increase**



# 1985-1996 Treaty Catches

Since the signing of the Treaty in 1985, Alaska Chinook catches have stayed well below the pre-Treaty average of 333,665



# As the State and Federal Governments contemplated signing the 1985 Treaty Trollers were worried

---

- Are we doing the right thing by agreeing to these Treaty reductions?
- Reducing our catch could rebuild stocks. When stocks rebuild, will we be able to fish again?
- The Treaty also imposed restrictions on the seine and gillnet fisheries
- Would the fishermen be supported by the State of Alaska and the Dept of Fish and Game in future years?





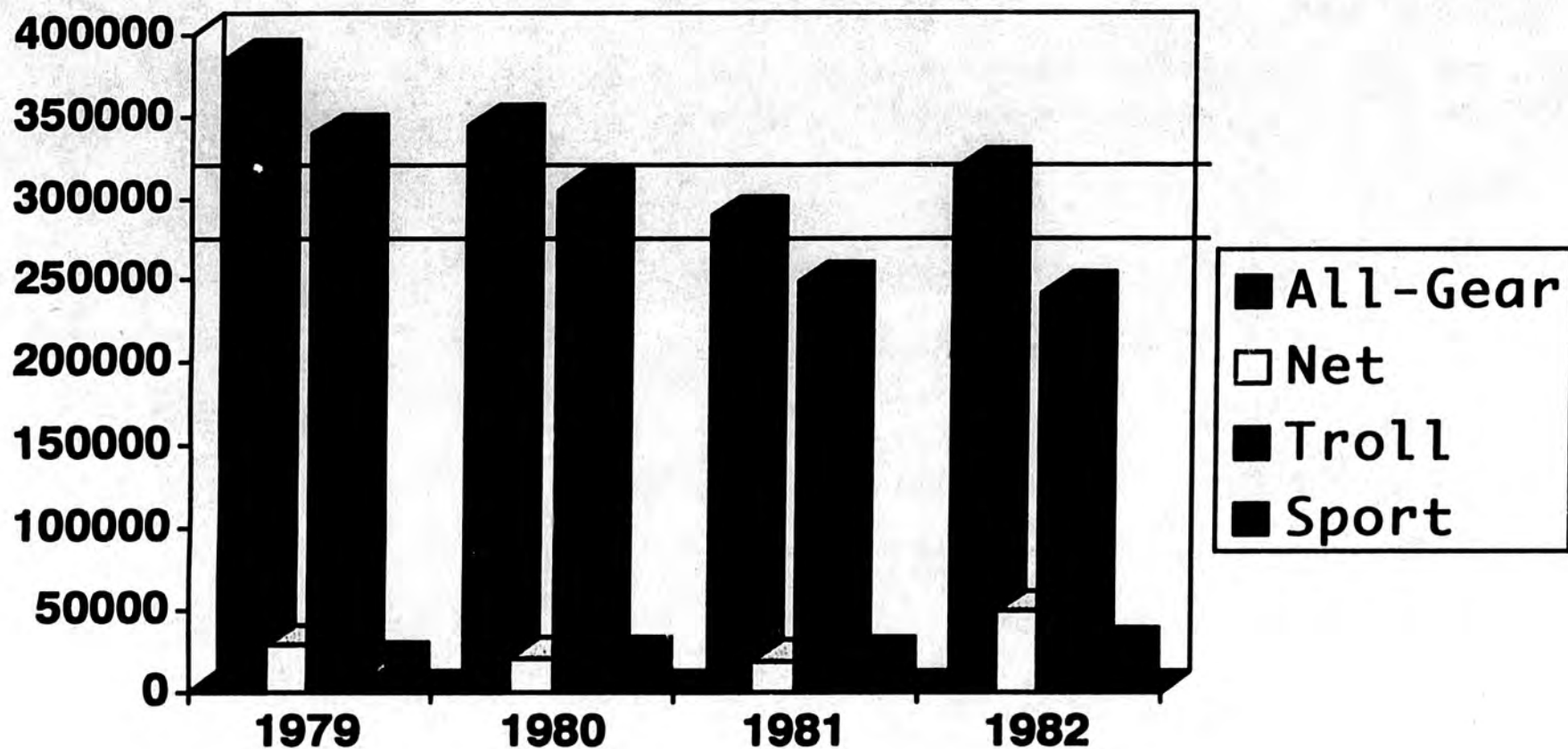
# Trollers trusted the Department of Fish and Game and the State of Alaska

---

- The Department of Fish and Game was very persuasive.
- "Come on Boys, Tighten your belts and by 1994 you will be catching 400,000..."
- The Board of Fisheries also reassured the Trollers that the purpose of the rebuilding program was to restore the troll fishery, as well as to rebuild the stocks.
- 5AAC 33.365. (c) "It is the goal of the Board to restore Chinook salmon stock abundance to a level that will allow a return to the pre-1981 season dates".



The 1985 Treaty recognized the Alaskan average harvest of 333,665 during the 79-82 base period. The negotiated ceiling of 263,000 would hold harvest below this level to help rebuild stocks. The base period abundance equaled 1.





## Average catches by gear type during the 1985-1996 rebuilding program

---

|                 | <b>1979-1982</b><br><b><u>Pre-Treaty</u></b><br><b>Average</b> | <b>1985-1996</b><br><b><u>Treaty</u></b><br><b>Average</b> | <b>%</b><br><b>Change</b> |
|-----------------|----------------------------------------------------------------|------------------------------------------------------------|---------------------------|
| <b>All-Gear</b> | <b>333665</b>                                                  | <b>284997</b>                                              | <b>-15%</b>               |
| <b>Troll</b>    | <b>283535</b>                                                  | <b>221646</b>                                              | <b>-22%</b>               |
| <b>Sport</b>    | <b>21000</b>                                                   | <b>35906</b>                                               | <b>+70%</b>               |
| <b>Net</b>      | <b>29129</b>                                                   | <b>27381</b>                                               | <b>-6%</b>                |

# 1996 change from ceiling management to Abundance based approach

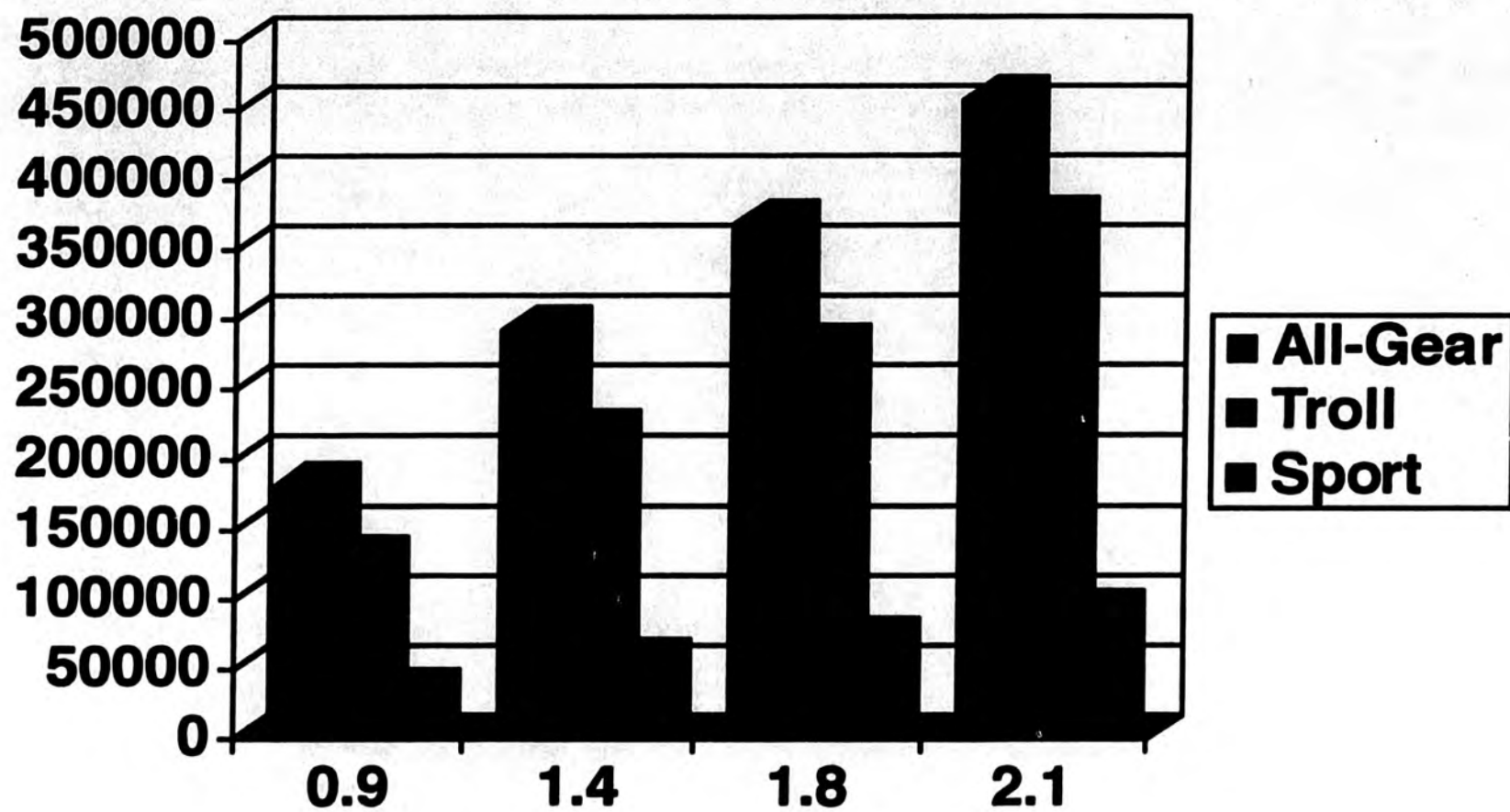
---

---

- The US Treaty commissioners signed a Letter of Agreement which changed the manner in which the level of Alaska harvest is determined.
- The LOA defines a formula that combines a pre-season prediction of chinook abundance with a stepped harvest rate
- In years of lowest abundance, the AK all-gear catch will be 45% lower than in the base period years
- As abundance increases the formula allows the harvest rate to increase gradually.
- In years of strong abundance the AK harvest rate still remains at 30% below the base period levels
- The formula combines response to conservation concerns, historically proportional sharing of stocks in the mid-range and the opportunity to increase harvests as stocks rebuild.
- Canada has not yet reviewed or agreed to this management.



# Abundance based determination of catches allow for increased harvest when stocks are plentiful



# Comparison of Treaty Ceiling Harvests and Abundance Based Harvests to Pre-Treaty levels.

|                      | Pre-Treaty<br>Average | Treaty<br>Average | Abundance Estimate |               |               |               |
|----------------------|-----------------------|-------------------|--------------------|---------------|---------------|---------------|
|                      |                       |                   | .9                 | 1.4           | 1.8           | 2.1           |
| <b>Sport Harvest</b> | <b>21000</b>          | <b>35906</b>      | <b>32113</b>       | <b>54117</b>  | <b>69579</b>  | <b>87419</b>  |
| <b>% Change</b>      |                       | <b>+71%</b>       | <b>+53%</b>        | <b>+158%</b>  | <b>+231%</b>  | <b>+316%</b>  |
| <b>Troll Harvest</b> | <b>283535</b>         | <b>221646</b>     | <b>128566</b>      | <b>216467</b> | <b>278315</b> | <b>369678</b> |
| <b>% Change</b>      |                       | <b>-22%</b>       | <b>-55%</b>        | <b>-24%</b>   | <b>-2%</b>    | <b>+30%</b>   |

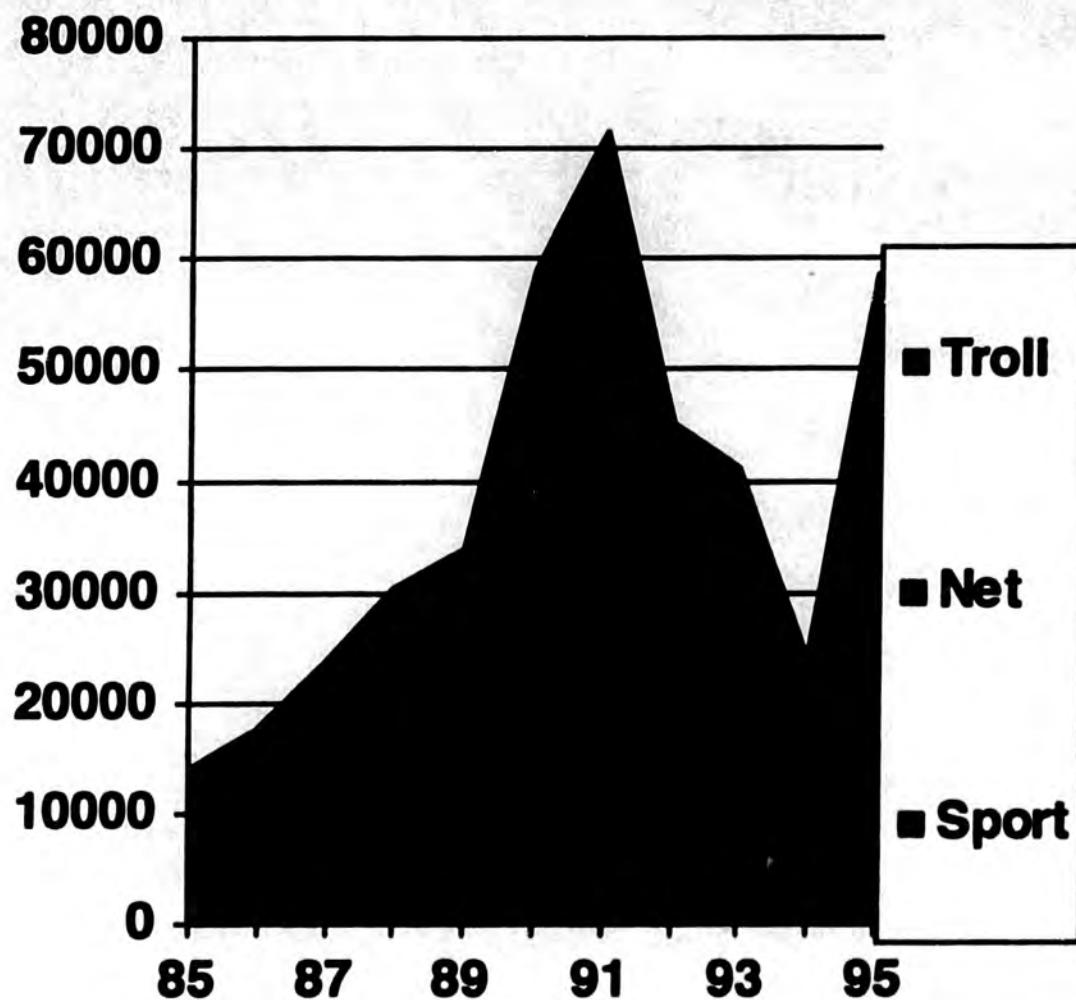


# **The number of Treaty fish available to the Trollers directly affects their ability to access hatchery Chinook**

---

- The Alaska Chinook salmon have an early run timing and are caught primarily before July 1. Alaska hatchery Chinook are produced from broodstock developed from the wild stocks and also follow this pattern
- The spring Troll openings were necessary for this reason: To allow fishermen an opportunity to harvest the hatchery Chinook
- Whenever these Spring hatchery openings occur, some Non-Alaska hatchery Treaty Chinook are inevitably caught.
- Another purpose of the Troll Sport allocation is to allow enough Treaty fish to the Trollers so that the Spring Hatchery openings can occur and that there are enough Treaty fish in the quota to "spend" as the hatchery openings occur.
- Many Chinook hatchery facilities and programs were established with US Canada Treaty funds as part of the rebuilding program

# The 80-20 Split allows access to Alaska Hatchery produced Chinook



- Alaska hatchery produced chinook are available to all gear types
- As production has increased, catches have also increased
- Major hatchery chinook returns to Sitka, Ketchikan, and Juneau have contributed greatly to the success of anglers from the cruise ships who are charter boat clients in those areas
- If access to Chinook produced by the rebuilding program is assured, commercial fishermen will continue to fund these programs through the Aquaculture Associations



For your information I am also providing some recent data which demonstrates that the rebuilding program has worked in Southeast Alaska. The chinook stocks we fish on are largely healthy and rebuilt. That means they are achieving their escapement goals on a regular basis. For your general information as legislators I've included the status of the major intercepting Canadian fisheries. I apologize if I have passed the point where you are hearing more than you want to know on this subject. I am deeply concerned that you may be considering this action in the absence of this information. The Legislature was wise to create the Board of Fisheries as a forum in which these matters could be considered.

This last page of data summarizes how the 1997 SEAK Chinook fishery was distributed under the existing allocation plan.

Please note the 1997 Alaskan hatchery contribution of 54,756 chinook to the SEAK fisheries. We are significantly behind schedule on our goal to produce 200,000 chinooks by 1990 as described in Senator Steven's article.

Please also realize that last year SEAK chinook abundance was at 1.46. That means the rebuilding program is working in that abundance was 50% higher than at the time we signed the Treaty.

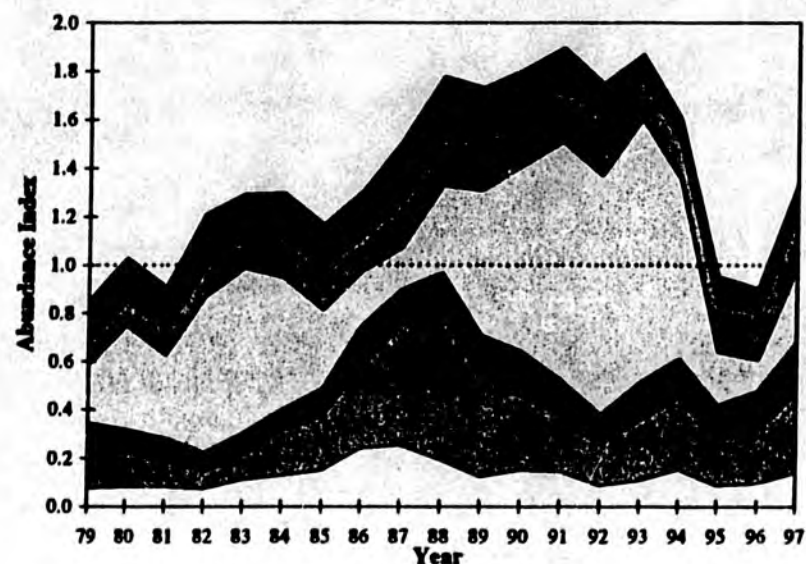
If the 1997 SEAK fishery harvest rate had been the same as it was in the years just before we signed the 1985 Treaty our catch of Treaty chinook in Southeast Alaska this year would have exceeded 500,000 chinook. The current Letter of Agreement signed by Washington, Oregon and Southern US Treaty Tribes allowed us to fish at 302,000 chinook.

Simply put, chinook salmon abundance was up 50% from the Pre-Treaty years. Our negotiated catch was still 13% below the 1979-1982 All gear average catch of 333,655 chinook salmon. This is hardly a great deal for all the Alaskan fishermen who harvest these stocks but it is better than the one we had with the old 263,000 ceiling type management.

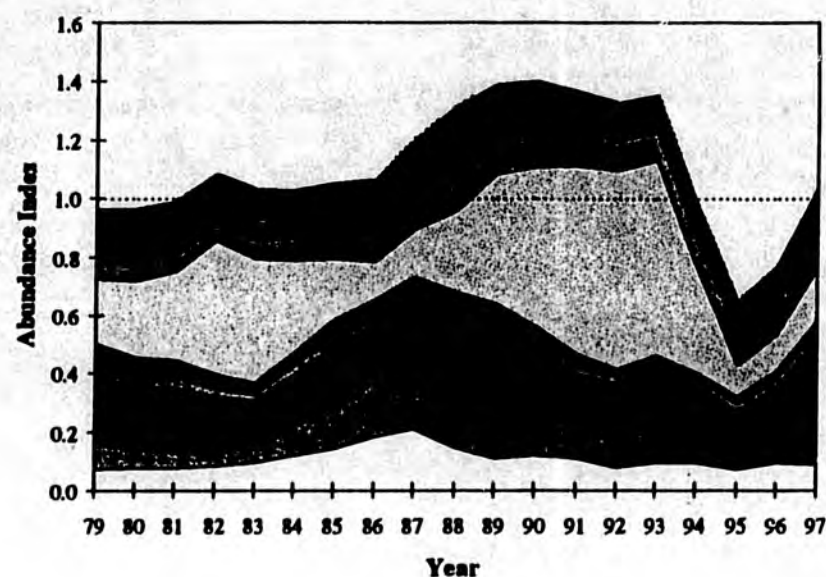
The most necessary thing for you to appreciate is the conservative nature of the current chinook management, the extremely high political cost of hanging on to our access to these stocks and the expectation that hatchery produced chinook would benefit the commercial fishery.

# Chinook Stock Abundance in Major PST Fisheries

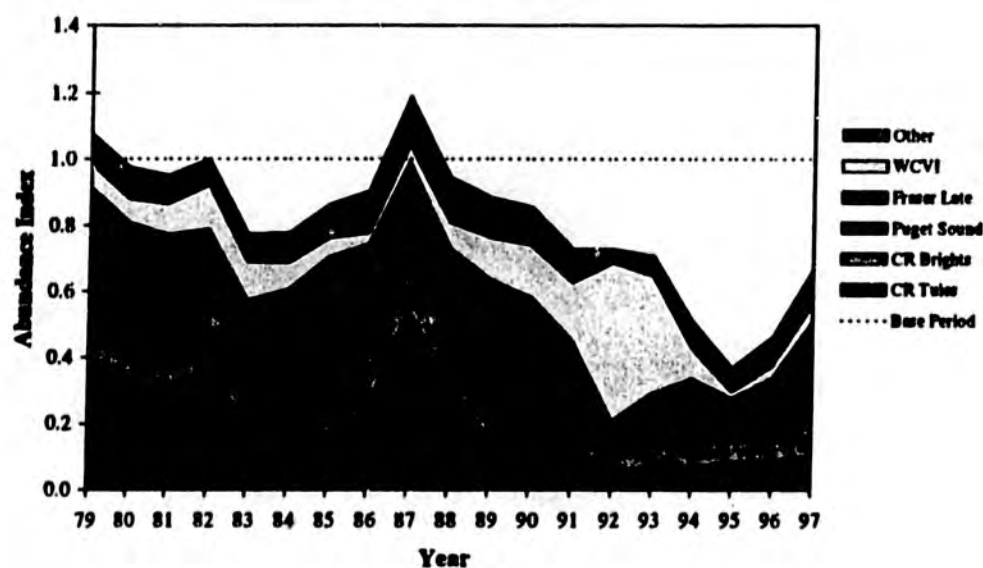
SEAK Troll Fishery



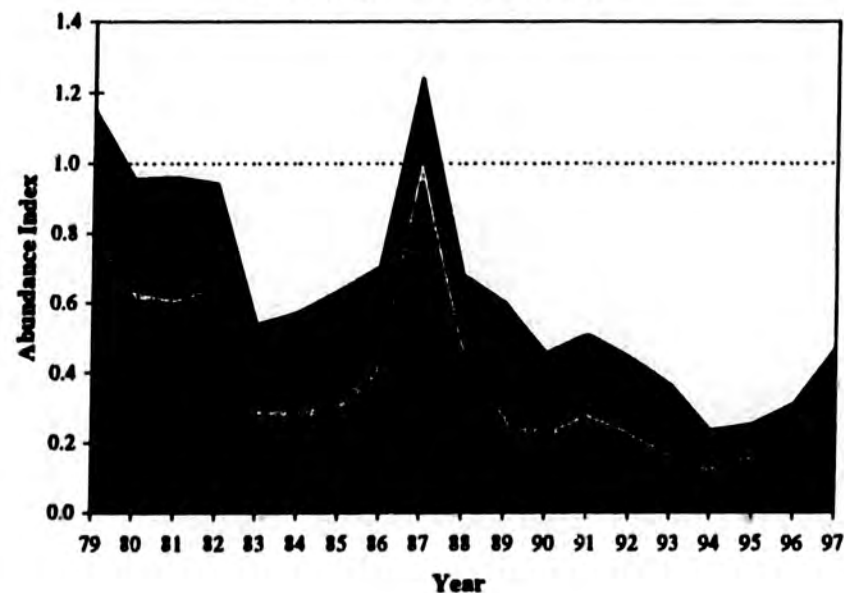
NCBC Troll Fishery



WCVI Troll Fishery



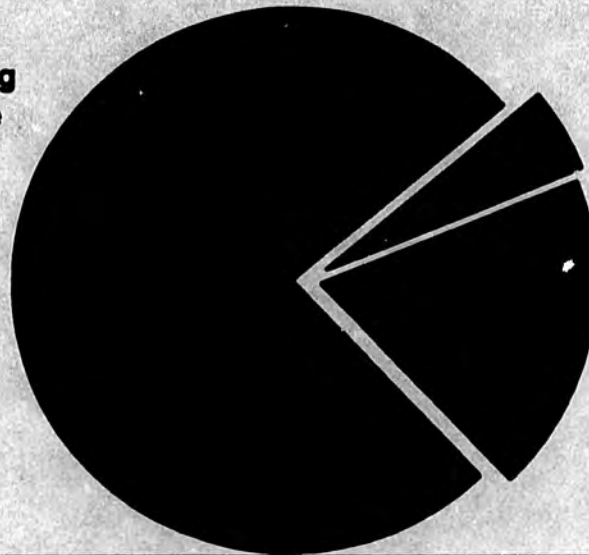
WA/OR Sport & Troll Fishery





### Percent Origin of the Canadian Georgia Strait Treaty Chinook Fishery

Naturally Spawning  
Stocks in Trouble  
(Not Rebuilding)  
76%

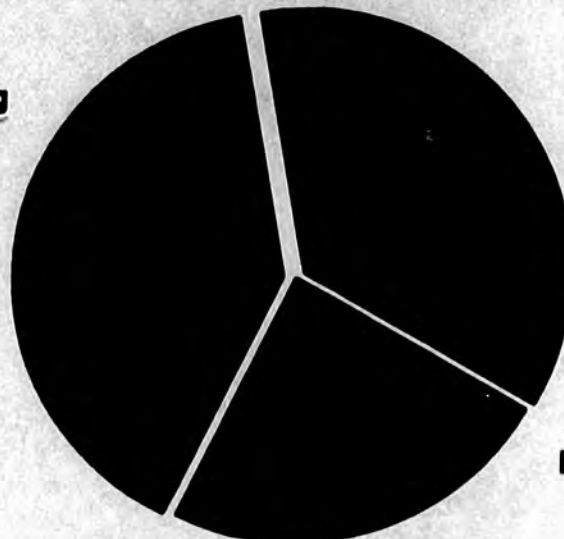


Healthy Naturally  
Spawning Stocks  
(Rebuilt)  
5%

Hatchery  
19%

### Percent Origin of the Canadian West Coast of Vancouver Island Treaty Chinook Fishery \*

Naturally Spawning  
Stocks in Trouble  
(Not Rebuilding)  
40%



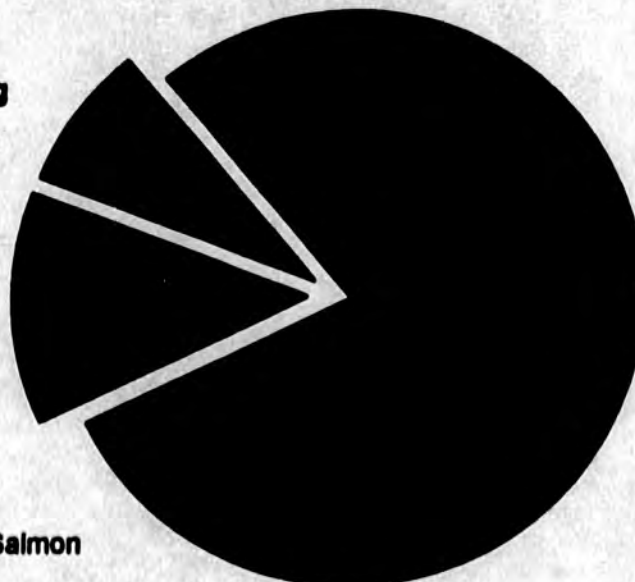
Healthy Naturally  
Spawning Stocks  
(Rebuilt)  
36%

Hatchery  
24%

*\* This fishery  
harvests 1 out of  
every 3 endangered  
Snake River Fall  
chinook caught*

### Percent Origin of the Southeast Alaskan Treaty Chinook Fishery

Naturally Spawning  
Stocks in Trouble  
(Not Rebuilding)  
8%



Healthy Naturally  
Spawning Stocks  
(Rebuilt)  
79%

Hatchery  
13%

Data Source: Pacific Salmon  
Commission

**1997 SEAK Chinook Catch Summary**  
(Preliminary)

**A. Catches by gear type.**

| <b>Gear</b>     | <b>Treaty</b> | <b>Alaska<br/>Hatchery<br/>Add-On</b> | <b>Total</b> | <b>Allocation at<br/>1997 Quota</b> |
|-----------------|---------------|---------------------------------------|--------------|-------------------------------------|
| Seine           | 4,504*        | 5,843                                 | 10,347       | 13,000                              |
| Gillnet         | 9,417*        | 5,308*                                | 14,725       | 7,000                               |
| Subtotal        | 13,921        | 11,151                                | 25,072       | 20,000                              |
| Troll           |               |                                       |              |                                     |
| Winter          | 19,597        | 1,317                                 | 20,914       |                                     |
| Spring          | 22,798        | 19,928                                | 42,726       |                                     |
| Summer          |               |                                       |              |                                     |
| July 1-7        | 119,780       | 2,705                                 | 122,485      |                                     |
| Aug. 18-24      | 42,547        | 454                                   | 43,001       |                                     |
| Aug. 30-Sept. 5 | 17,139        | 139                                   | 17,278       |                                     |
| Subtotal        | 221,876*      | 24,543                                | 246,419      | 225,856                             |
| Sport           | 55,788        | 11,939                                | 67,727       | 56,464                              |
| Harvest Totals  | 291,585       | 47,633                                | 339,218      | 302,320                             |

\*Includes Annette Island and catches (504 chinook).

**B. Alaska hatchery contribution = 54,756 chinook.**



# BUSINESS

997

SEP 30, 1997 ANCHORAGE DAILY NEWS

SECTION F

## Theory runs hot and cold

### Water temperature cycles linked to salmon numbers

By JIM CLARKE  
The Associated Press

If a new meteorological theory about decade-to-decade temperature swings in the Pacific Ocean is right, salmon fishery managers in Alaska and the Pacific Northwest might face identity crises en masse.

The theory, in short, goes like this: It's the temperature of seawater at various depths, more

than local management, that has been the deciding factor in salmon abundance and shortage across the Pacific.

"Fisheries management actions and harvest practices are not the only drivers of salmon production," University of Washington researcher Nathan Mantua said last week. Mantua and his colleagues have been working on the theory for several years.

"It may be that it's easy to manage fisheries when the ocean factors are going your way and it's hard when the ocean's against you," Mantua said. "Maybe you don't want to pat yourself on the back too hard when things are good and you don't want to take all the blame when things are bad."

His paper, "A Pacific Inter-Decadal Climate Oscillation With

Impacts on Salmon Production," isn't going to reach any best-seller lists, but it has been the subject of some head scratching in salmon management circles.

It's particularly timely for two reasons: the mysteriously poor red run in Bristol Bay this summer, and the concern about how the El Nino weather phenomenon

Please see Page F-4, SALMON

# SOLMON: Water temperature linked to fish numbers

Continued from Page F-1

might affect salmon.

Just 12 million of a forecast 25 million reds returned to the bay, and scientists still aren't sure what happened to them. Theories abound, everything from interception by foreign fleets to a die-off because of unusually warm Bristol Bay water, but there isn't enough evidence for experts to pick the most likely reason.

El Nino, the warming of mid-Pacific water off the coasts of Peru and Chile, usually occurs several times a decade and has been blamed for violent weather all across the world. This winter's El Nino is expected to produce a warmer, possibly wetter winter in Alaska.

Mantua's theory is more subtle than El Nino and unrelated. He and his colleagues think a warming and cooling of the Pacific at a depth of several dozen feet, which occurs every decade or two, can affect salmon production

dramatically in Alaska and the Pacific Northwest.

The effects are opposite for the two regions: When Alaska salmon booms, as it has been for much of the past two decades, the Pacific Northwest suffers. Then a "regime shift" occurs, and Alaska production drops while British Columbia, Washington, Oregon and Northern California salmon become more abundant.

That's what was going on in the 1950s and '60s, he said, when Alaska suffered, but southern areas had record catches.

The reason for the swing has to do with the availability of the foods salmon eat while maturing in the ocean.

Here's how David Musgrave, a fisheries professor at the University of Alaska Fairbanks, explains it:

Phytoplankton and zooplankton are the bugs of the ocean, with the former living off nothing but sunlight and then getting eaten by the latter. Salmon, in turn, eat the

zooplankton.

In the North Pacific, where Alaska-bound salmon live, there always are enough nutrients around, but they tend to mix at colder, deeper depths. Warm the water and that "mixing layer" rises toward the surface, giving the salmon more food and as a result more salmon.

It's the opposite off the West Coast. There, warmer temperatures tend to inhibit the availability of food for the salmon at the proper depths, Musgrave said.

He's impressed with Mantua's research, especially the correlation between changes in water temperatures of just a few degrees and wide swings in salmon abundance.

"Things don't come out this nicely, usually. That's why I'm so impressed with it," Musgrave said.

Mantua's conclusions have Doug Eggers a little put out. As chief fisheries scientist for the Alaska Department of Fish and Game, Eggers puts great stock in the ability of

fisheries managers to promote healthy returns and close off fishing when those returns appear threatened.

A combination of factors have affected salmon production over the last century, not just the weather, he said. Dams and other development in the Pacific Northwest have nearly destroyed runs. Alaska's salmon industry and stocks suffered from overfishing in the 1920s, for instance, but have rebounded recently because the state's oil wealth has helped pay for better data collection.

So is the weak Bristol Bay run and spotty returns elsewhere this summer a harbinger of a general downturn in Alaska's salmon industry?

One year of bad returns isn't enough for Mantua or anyone else to say for certain. But Eggers doesn't dismiss the possibility.

"We could be entering a new downturn in productivity, and we need to know that," he said Friday. "That's when you risk overfishing."

## General Mills

SACRAMENTO, Ca. division of its Lodi employees as part of a officials announced 643 employees, minors. The division si of the company's fl popular recently, a specify which ones include both hourly fected employees v placement assistan cause they directly Sanger, chairman: "However, by addi mix, we should str growing ready-to-e in the midst of rest operations in part t that require high-l

## Suiza Foods t

DALLAS — Suiza l buy Morningstar C stock to create the Morningstar make International Deli dairy products unc store brands. The sales of more than \$1.8 billion in annu Foods Co., said an wards & Sons in S at about \$43.77 1/2 f Suiza fell \$2.438 at change, while Mor per share on the N

# YOUR MONEY: Small-company funds perform well

Continued from Page F-1

double-digit returns in back-to-back quarters, according to Lipper Analytical Services, another mutual-fund performance evaluator.

Mutual fund investors have started to notice. In a reversal of the dominant trend early this year, individuals have been pouring less new money into the giant index-tracking funds in recent weeks and accelerating their purchases of mutual funds that pick stocks of

panies, including Fidelity Investments and Franklin Templeton Group, reported on Monday that the amount of cash flowing into their small-stock funds was sharply higher in September than in recent months.

"Over the past six months, the leadership of the market has changed from the largest stocks to those of much smaller companies," said Amy Arnott, editor of Morningstar Mutual Funds, a Morningstar publication. "That has led to a resurgence

Second, Lipper said, the strengthening dollar has dampened Wall Street's expectations for profits at many of the large, multinational companies that dominate the S&P 500 index — such as Coca-Cola, Gillette and General Electric.

"I don't think all of a sudden that fund managers have taken smart pills," Lipper said. "But I think we have had a rotation into a period where active managers will do better because their merchandise is doing better in

Robert Pozen, president of Fidelity Management and Research, attributes the turnaround partly to the broadening appeal of smaller-company stocks.

"In this kind of market, we can really take advantage of our tremendous breadth of research," Pozen said. "When you have 10 to 20 stocks leading the market, it's hard for us to show our stuff."

The improved performance has also revived cash flows at Fidelity, a unit of FMR Corp. It already has

## MEETIN hold line

Continued from Page

than another six mo be doubly shocked. think by next spring will be back to raisin Jones said the mu



# er extension week away

Subsistence Task Force. The force recommendation is a three-part solution, calling for three things simultaneously, in a linked fashion: amending Title VIII of CA;

amending the Alaska Constitution so as to allow the Legislature to provide for rural subsistence; and amending state statutes to facilitate the other changes.

One part of the three-part plan could go into effect unless the others did.

The task force solution, however, has met strong opposition from sport hunting and other interests. Some opponents, notably the Alaska Outdoor Council and Rod Arno, claim the plan would delete equal rights in the state constitution. Arno said, "This isn't a hunting issue, it's all about

civil rights now."

Other stumbling blocks have come from some Native groups who say they would fare better under federal management anyhow.

And Senate President Mike Miller, R-North Pole, a member of the so-called "Subsistence Seven," has stated publicly there does not appear to be nearly enough support in the Legislature to get the plan on to a statewide ballot for voter consideration.

These factors have, so far, apparently stopped the governor from calling a special session of the Legislature to consider the plan — or any alternative plans.

Now, with the federal takeover deadline only a week away, the idea of calling a special session might be moot — unless it were done to give Babbitt the message he indicated he is seeking, that "real progress" is being made.

## Concerned parents to meet Monday

WASILLA — The first meeting of a new task force, "Parents & Youth Against Violence," will meet 7 p.m. Monday, Sept. 29, at Wasilla City Hall. Teen-agers and parents are invited to discuss concerns and fears, and to seek solutions.

The task force was created to "stop teen gangs, violence and victimization," organizer Geri McCann said. Local mayors, legislators, law enforcement officers and school representatives are expected to attend, McCann added.

Among items set for discussion are creation of a teen hotline, changing school policies and changing laws to create stiffer penalties for youthful offenders.

## Palmer hearing slated for salmon priority law

By PAUL STUART

Frontiersman reporter

PALMER — The House Special Committee on Fisheries will hold a public hearing in Palmer next week on a bill that would give first priority in salmon allocation to personal consumptive users. The hearing will be 1-5 p.m. Tuesday, Sept. 30, at the Mat-Su Borough assembly chamber.

House Bill 149, sponsored by Rep. Vic Kohring, R-Wasilla, is intended, Kohring said, "to direct the Board of Fisheries to provide first priority of the salmon resource to the personal consumptive user, that is sports fishermen, personal and subsistence users, following minimum escapement goals ... for sustained yield purposes."

Kohring said last week the issue came sharply to his attention, when a strike by the Kodiak commercial fishing fleet earlier this year was followed by an abundance of salmon in rivers and stream of



Vic Kohring

Kohring said, "despite claims to the contrary." Commercial fishermen denied any correlation, and many biologists said they weren't sure.

At the time Kohring stated his theory that the halt to fishing during the Kodiak strike was a key factor in increasing salmon runs in Mat-Su streams, he was supported by most sportfishers in the Valley.

In addition to next week's hearing in Palmer, Rep. Alan Austerman, R-Kodiak, who chairs the House Special Committee on Fisheries, said other hearings on HB 149 will be held in Kodiak on Oct. 24, Kenai on Nov. 6 and Sitka on Nov. 18.

the Mat-Su Valley.

"There appeared to be a direct correlation between the nets being pulled and the increased salmon runs in the Valley."



is raising money for  
southern Officer Scott  
telephone company  
verb. For \$5 each, a  
bill I and some other

## I'VE LOST 75 POUNDS!

After years of "dieting", I had really slowed down my metabolism. I would eat very little and still gain weight. Thru the "Trim Life" program and self-hypnosis, I have learned how to speed up metabolism. I now truly eat whatever I desire and have maintained my weight loss for 2 years!

I was an emotional eater and I would often "binge eat". I have learned how to only eat when I'm hungry. I no longer use food to stuff my feelings down, or eat because of loneliness or boredom. I've learned to love and approve of myself. I'm beginning a new life and career. I feel great!

Cheryl Miller Mitchell

### TRIM LIFE® WEIGHT-RELEASE PROGRAM

FREE  
INTRODUCTORY  
SESSION



BEFORE

AFTER

Call Today for More Information

**Denali Counseling**  
Cheryl Miller Mitchell L.C.S.W.

# STATE OF ALASKA

TONY KNOWLES, GOVERNOR

## DEPARTMENT OF FISH AND GAME

OFFICE OF THE COMMISSIONER

P.O. BOX 25526  
JUNEAU, ALASKA 99802-5526  
PHONE: (907) 465-4100  
FACSIMILE: (907) 465-2332

August 4, 1997

The Honorable Vic Kohring  
Alaska State Legislature  
600 E. Railroad Avenue  
Wasilla, AK 99654

Dear Representative Kohring:

This letter addresses your comments published in the *Anchorage Daily News* regarding the Kodiak commercial salmon fishery being responsible for affecting realized run strength for several Cook Inlet chinook salmon stocks. I reviewed the issues raised in the article with my staff. I hope the information contained in this letter will assist you in better understanding the issue.

The Department of Fish and Game (department) does not believe that the June Kodiak commercial salmon fishery has a significant impact on adult chinook salmon returning to the streams of the Big Susitna drainage. This conclusion is based on consideration of the run timing of Big Susitna mature chinook salmon stocks, the potential impacts of Kodiak commercial fisheries on immature "feeder" Big Susitna chinook salmon stocks, and historical fishery information.

Run Timing Considerations: Deshka River weir count data for the past three years (back-calculated to River Mile 7) indicate that 25 percent of the escapement is enumerated by June 9, 50 percent by June 15, and 75 percent by June 20. Run timing for Alexander Creek is earlier. Creel data suggest the peak of the run is in Alexander Creek during June 1-5, with about 75 percent of the run entering the river between May 24-June 15. Commercial fishing does not begin in Kodiak until approximately June 9. Travel rate for mature chinook salmon varies from 20 to 30km (13 to 19 miles) per day with an optimum travel speed of 45km (28 miles) per day (based upon published literature). A straight-line measure from the mouth of the Susitna River to the south end of Kodiak Island is about 275 miles or 440km.



| Chinook Salmon Stock | General Run Timing              | Dates of Hypothetical Presence In Kodiak |                            |
|----------------------|---------------------------------|------------------------------------------|----------------------------|
|                      |                                 | Using 25km/d                             | Using 45km/d               |
| Deshka R.            | Peak June 15<br>(June 9-20)     | May 27<br>(May 22-June 2)                | June 5<br>(May 30-June 10) |
| Alexander Creek      | Peak June 5<br>(May 24-June 15) | May 18<br>(May 6-28)                     | May 26<br>(May 14-June 5)  |

From the above information neither the Deshka River nor Alexander Creek adult chinook salmon would be vulnerable to commercial salmon fishing within the Kodiak Management Area. There is a slight probability that the tail end of the Deshka run might be present, assuming this stock travels at 45km per day and the entire run passes by the Kodiak archipelago, both of which are highly improbable. If the Kodiak commercial salmon fishery is harvesting any adult chinook salmon from these stocks, the numbers are low. The department bases this conclusion on the timing of the Kodiak commercial salmon fishery relative to the upstream migration of the Big Susitna stocks. In practice, the potential interception of adult fish may be so low as to be numerically undetectable with existing data.

Immature Rearing Chinook Considerations: There is potential for ocean rearing "feeder" immature Big Susitna River chinook salmon stocks to be taken in Kodiak salmon fisheries. However, we do not believe the catch is large.

The past record of coded wire tagged chinook salmon taken in Kodiak commercial salmon demonstrates that the stock composition of the catch is from a very diverse population of fish from Alaska, British Columbia, and the Pacific Northwest states of Washington and Oregon. We believe the diverse nature of the catch may buffer significant impact of the catch on any single stock, including Big Susitna chinook salmon stocks.

After rigorous technical peer review, a coded-wire-tag-recovery project for the Kodiak commercial salmon fishery was instituted in 1997. This project was designed to detect and estimate the harvest of certain chinook salmon stocks of Cook Inlet origin annually within the Kodiak area from June 9 through August 6, 1997-1999. Once this scientific information is available the department may be better able to evaluate the impact commercial salmon fishing in the waters of the Kodiak archipelago have on Cook Inlet chinook salmon stocks.

August 4, 1997

Historic Fishery Information: During the 1989 oil spill, no commercial fishing took place in Kodiak waters and no measurable increases in Cook Inlet chinook salmon runs were experienced. This is another indication that if there are any adult Cook Inlet bound chinook salmon harvested in the Kodiak commercial fishery, the numbers are small.

Additionally, during 1995-96, an average of 24,000 king salmon entered Kodiak streams while the commercial catches in Kodiak were 18,000 and 13,000, respectively. This would be a relatively low harvest rate even if the Kodiak fishery were catching only local stocks. It is unlikely that this fishery could exact such minimal pressure on local stocks and have a larger impact on chinook salmon stocks originating 275 miles away.

I hope you find the information in this letter helpful. If you have any questions or additional comments please contact my office.

Sincerely,

A handwritten signature in cursive script, appearing to read "Frank Rue", followed by a horizontal line extending to the right.

Frank Rue  
Commissioner

cc: Senator Rick Halford  
Senator Lyda Green



| Year | Total Kodiak Commercial<br>Chinook Catch | Commercial Chinook Salmon Harvest<br>from the Ayakulik and Karluk Terminal<br>Harvest Areas | Kodiak Island escapement |
|------|------------------------------------------|---------------------------------------------------------------------------------------------|--------------------------|
|------|------------------------------------------|---------------------------------------------------------------------------------------------|--------------------------|

|      |       |      |       |
|------|-------|------|-------|
| 1985 | 1942  | 1684 |       |
| 1986 | 1604  | 1488 |       |
| 1987 | 1295  | 798  |       |
| 1988 | 4017  | 2550 | 22511 |
| 1989 | 10    | 0    | 17288 |
| 1990 | 3757  | 3138 | 20083 |
| 1991 | 5404  | 3844 | 19301 |
| 1992 | 6544  | 4246 | 13291 |
| 1993 | 10225 | 3952 | 16158 |
| 1994 | 10574 | 2966 | 14184 |
| 1995 | 8225  | 2602 | 19784 |
| 1996 | 6731  | 4295 | 14643 |
| 1997 | 728   |      | 19076 |

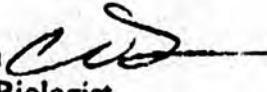
**Notes:**

- a) The above figures are annual catches and escapements through June 22 only.
- b) During June 5-June 22 management of the Kodiak area commercial salmon fisheries are directed for sockeye salmon destined to Karluk, Ayakulik, Alitak and Chignik;
- c) The majority of the commercial chinook catch occurs along the west-side of Kodiak Island during directed fisheries harvesting sockeye salmon returning to Ayakulik and Karluk;
- d) During the 1997 commercial salmon season the majority of Kodiak's commercial salmon fleet was on strike until June 22.

**ALASKA DEPARTMENT OF FISH AND GAME****COMMERCIAL FISHERIES MANAGEMENT AND  
DEVELOPMENT DIVISION****MEMORANDUM**

**TO:** Peter J. Probasco  
Regional Supervisor  
Commercial Fisheries Management  
and Development Division  
Kodiak

**Date:** 25 September, 1997

**FROM:** Charles O. Swanton   
Regional Research Biologist  
Commercial Fisheries Management  
and Development Division  
Kodiak

**SUBJECT:** Preliminary Summary of the 1997 Chinook Salmon Harvest, Escapement, and CWT Recoveries within the Kodiak Management Area.

**1997 Catch and Escapement Summary**

The preliminary Kodiak Management Area (KMA) commercial chinook salmon harvest for 1997 (as of 15 September) is 18,696 fish which compares reasonably well to the recent 10 year average (1987-96; excluding 1989) of ~21,000. During the 1997 season, a price dispute of approximately 11 days during June (11-22 June) and another 12 days in July-August (26 July-7 August) had a depressive effect upon catches; it is likely that commercial catches would have approached or surpassed the 10 yr. average, barring this dispute. The year end harvest distribution by management district was: 5,698 fish NW Kodiak, 4,247 fish from Afognak, 3,405 fish from the Mainland, 2,796 fish SW Kodiak, 1,686 from the Eastside Kodiak District and 290 fish for the Alitak Bay District. The percent of the season's chinook salmon catch by district which occurred prior to 6 August (date when Coded Wire Tag sampling terminated) ranged from 83% (Afognak District) to 100% (Southwest Kodiak District). The catch timing by district during 1997 was similar to previous years, however district catches were lower than the previous five year average (1992-96).

Average weights of commercially caught fish (from fish ticket data) by district, for the season ranged from 6.9 lbs (Afognak District) to 18.2 lbs (Southwest Kodiak District).



Probasco

2

9/25/97

Preliminary total escapements for the Karluk and Ayakulik (Red River) were 13,443 and 14,357 fish respectively, for a total chinook salmon escapement of 27,800. This escapement level is comparable to the 10 year average (1987-96) of ~25,300 fish, both systems combined.

### **Coded Wire Tag Sampling Summary**

Sampling commenced on 9 June and terminated on 6 August and was curtailed by the aforementioned price disputes. During this period, in the areas sampled (Westside Kodiak, Alitak Bay, Eastside Kodiak, and Mainland Districts), there were 16,802 chinook salmon caught which represents ~90% of the KMA year end total. From this catch a total of 6,017 fish were inspected for missing adipose fins (36% scanning rate) and 162 heads retained and shipped to the ADF&G tag lab. There were 26 presumed tagged fish (missing adipose fins) that either had no tag or the tag code was nonsense. Of the 136 recoverable tags, there were 101 British Columbia, 17 Alaska, 10 Washington, and 8 Oregon CWT marked fish. There are 12 samples (representing 457 fish scanned and 10 tag recoveries) that have been purposefully omitted until the actual catch area can be confirmed. Presently, 1997 fish ticket data is still incomplete and editing for accuracy is ongoing.

Of the 17 Alaska fish recovered with tags, 11 were from Cook Inlet (two Kenai R. three Ship Cr., three from Ninilchik R., one Deception Cr., one Crooked Cr., and one from Homer Spit) three from Kodiak (Buskin R.), and three from Southeast Alaska.

A summary of the CWT sampling results by area are presented (Table 1). The sampling crew, much to their individual efforts were successful at meeting, or in many instances exceeding the 20% scanning rate objective. Due largely to availability, numerous samples from the Mainland District were obtained even though this area was not part of operational plan objectives. These samples were collected without compromising targeted, area specific data collection efforts.

### **CWT Summary by Area**

Within the Westside area, composed of the SW Afognak Section, NW Kodiak and SW Kodiak Districts, the overall sampling fraction or scanning rate was 26% of the landed catch (2,977 fish scanned from a catch of 11,386). The sampling fractions for all weeks ranged from a low of <2% (7-13 June) to greater than 70% during the week ending 20 June. Samples were collected from all weeks spanning 9 June through 25 July with low catch levels hampering sample collection during the weeks ending 13 June, 18 July and 8 August. A total of 58 CWT marked fish were recovered with 79% of British Columbia origin (46 tags), 15.5% from Alaska (9 tag recoveries), and about 2% each from Washington and Oregon. A majority of the tag recoveries occurred during July.

For the Alitak Bay District, obtaining samples for all targeted weeks was difficult owing to the limited catch that occurred. This is partially indicated by the overall catch being low compared to previous years and the overall sampling fraction for this area being 57% (129 fish scanned from 225 fish catch). There were only two tagged fish recovered both of BC origin. Within the

Probasco

3

9/25/97

Eastside Kodiak District similar results were found with an overall sampling fraction of 33%. There were 9 tagged fish recovered, five from BC and four of Alaska origin.

The Mainland District was sampled opportunistically from 5-25 July with a resultant overall sampling fraction of 58% (1,938 fish scanned from a catch of 3,340). The sampling fraction ranged from 30% to 68% for the three weeks covered and 57 tagged fish were found: 70% of which were secured during the 5-11 July period. The distribution of tag origin was 79% BC (45 tag recoveries) 10% from both Washington and Oregon and 2% fish of Alaska origin. Interestingly, the largest numbers of tag recoveries from both the Mainland and Westside areas occurred during the 5-11 July period.

As previously mentioned, the price dispute that took place both in June and again in late July was detrimental to meeting the sampling objective of a 20% scanning rate for all areas and weeks. However, sampling coverage and intensity during the majority of this project far surpassed my expectations, with credit due largely to the sampling crew. The preliminary results from 1997 thus far closely mirror those from the 1994 pilot study in terms of the origin of the CWT marked fish harvested within the KMA. During 1994, 83% of the tag recoveries were of BC origin compared to 77% in 1997 and 9.7% versus 11% for Alaska CWT marked fish (See below).

The existence of chinook salmon of Cook Inlet origin was not surprising nor unanticipated and based upon the recommendations of the inter-divisional technical review group, no expansion of these tag recoveries will be performed. This data will be treated as indicating that these chinook salmon stocks were present within the KMA during 1997.

| <b><i>State/Province of Origin for CWT Chinook Recoveries</i></b> |                |                         |               |                   |               |
|-------------------------------------------------------------------|----------------|-------------------------|---------------|-------------------|---------------|
| <b>Year</b>                                                       |                | <b>British Columbia</b> | <b>Alaska</b> | <b>Washington</b> | <b>Oregon</b> |
| <b>1994</b>                                                       | <b>Percent</b> | <b>83%</b>              | <b>9.70%</b>  | <b>4.90%</b>      | <b>2.40%</b>  |
| <b>1997</b>                                                       | <b>Percent</b> | <b>77.8%</b>            | <b>11.1%</b>  | <b>6.3%</b>       | <b>4.8%</b>   |

a Note the overall scanning rate was 10.8% in 1994 and 34% during 1997.

cc: Rue, Clasby, Delaney, Eggers, Geiger, McBride, Donaldson, Clark, Schwarz, Prokopowich, Brennan, Gretsck, Coggins, Hicks

Attachment.



Table 1. Summary of Chinook Salmon Coded Wire Tag Sampling Conducted Within the Kodiak Management Area, 1997.

| Commercial Catch Area                                                    | Statistical Week | Date         | Tag Code                                                                                                                                                              | Coded Wire Tag Origin                                                                                                                                                                                                                                 | State or Province                                                                                                                                                                                                                                                                                                                                | Number of Tags Recovered                                                               | Commercial Catch                                                                                                                     | Number Examined                                                                                                     | Sampling Fraction                                                                                                                    |
|--------------------------------------------------------------------------|------------------|--------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------|
| Southwest Afognak Sec.<br>Northwest Kodiak Isl.<br>Southwest Kodiak Isl. | 24               | 7-13 June    | N/A                                                                                                                                                                   | N/A                                                                                                                                                                                                                                                   | N/A                                                                                                                                                                                                                                                                                                                                              | 0                                                                                      | 769                                                                                                                                  | 13                                                                                                                  | <0.02                                                                                                                                |
| Southwest Afognak Sec.<br>Northwest Kodiak Isl.<br>Southwest Kodiak Isl. | 25               | 14-20 June   | 181422<br>182221<br>181434                                                                                                                                            | R-Tahle R.<br>Robertson Cr.<br>H-Klimet R.                                                                                                                                                                                                            | British Columbia                                                                                                                                                                                                                                                                                                                                 | 1<br>1<br>1                                                                            | 317<br>327<br>327                                                                                                                    | 130<br>130<br>130                                                                                                   | 0.7<br>0.7<br>0.7                                                                                                                    |
| Southwest Afognak Sec.<br>Northwest Kodiak Isl.<br>Southwest Kodiak Isl. | 26               | 21-27 June   | 312431<br>44358<br>182221<br>181542<br>181050<br>182223<br>312509<br>181641<br>312250                                                                                 | Buskh R.<br>Bear Cove<br>Robertson Cr.<br>Robertson Cr.<br>Klumkaum R.<br>Robertson Cr.<br>Buskh R.<br>Shushwap R.<br>Kenai R.                                                                                                                        | Alaska<br>Alaska<br>British Columbia<br>British Columbia<br>British Columbia<br>British Columbia<br>Alaska<br>British Columbia<br>Alaska                                                                                                                                                                                                         | 1<br>1<br>1<br>1<br>1<br>1<br>1<br>1<br>1                                              | 2649<br>2649<br>2649<br>2649<br>2649<br>2649<br>2649<br>2649<br>2649                                                                 | 176<br>176<br>176<br>176<br>176<br>176<br>176<br>176<br>176                                                         | 0.33<br>0.33<br>0.33<br>0.33<br>0.33<br>0.33<br>0.33<br>0.33<br>0.33                                                                 |
| Southwest Afognak Sec.<br>Northwest Kodiak Isl.<br>Southwest Kodiak Isl. | 27               | 28 Jun-4 Jul | 181641<br>182222<br>181422<br>181455<br>181458<br>181458<br>182221<br>181488<br>182221<br>182221<br>180833<br>181457<br>181318                                        | Nitinat R.<br>Robertson Cr.<br>Tahle R.<br>Robertson Cr.<br>Robertson Cr.<br>Robertson Cr.<br>Robertson Cr.<br>Robertson Cr.<br>Robertson Cr.<br>Robertson Cr.<br>Robertson Cr.<br>Conuma R.<br>Kibella Bay                                           | British Columbia<br>British Columbia<br>British Columbia<br>British Columbia<br>British Columbia<br>British Columbia<br>British Columbia<br>British Columbia<br>British Columbia<br>British Columbia<br>British Columbia<br>British Columbia<br>British Columbia                                                                                 | 1<br>1<br>1<br>1<br>1<br>1<br>1<br>1<br>1<br>1<br>1<br>1<br>1                          | 1735<br>1735<br>1735<br>1735<br>1735<br>1735<br>1735<br>1735<br>1735<br>1735<br>1735<br>1735<br>1735                                 | 853<br>853<br>853<br>853<br>853<br>853<br>853<br>853<br>853<br>853<br>853<br>853<br>853                             | 0.49<br>0.49<br>0.49<br>0.49<br>0.49<br>0.49<br>0.49<br>0.49<br>0.49<br>0.49<br>0.49<br>0.49<br>0.49                                 |
| Southwest Afognak Sec.<br>Northwest Kodiak Isl.<br>Southwest Kodiak Isl. | 28               | 5-11 July    | 181457<br>181615<br>181641<br>181639<br>181651<br>182222<br>181334<br>181641<br>181641<br>181661<br>182224<br>181334<br>182403<br>181229<br>182146<br>312431<br>71237 | Robertson Cr.<br>Conuma R.<br>Nitinat R.<br>Nitinat R.<br>Saita R.<br>Robertson Cr.<br>San Juan R.<br>Shushwap R.<br>Nitinat R.<br>Nitinat R.<br>Robertson Cr.<br>San Juan R.<br>Burman R.<br>Amaro Chen.<br>Chuckwaite R.<br>Buskh R.<br>McKenzie R. | British Columbia<br>British Columbia<br>British Columbia<br>British Columbia<br>British Columbia<br>British Columbia<br>British Columbia<br>British Columbia<br>British Columbia<br>British Columbia<br>British Columbia<br>British Columbia<br>British Columbia<br>British Columbia<br>British Columbia<br>British Columbia<br>Alaska<br>Oregon | 1<br>1<br>1<br>1<br>1<br>1<br>1<br>1<br>1<br>1<br>1<br>1<br>1<br>1<br>1<br>1<br>1<br>1 | 1230<br>1230<br>1230<br>1230<br>1230<br>1230<br>1230<br>1230<br>1230<br>1230<br>1230<br>1230<br>1230<br>1230<br>1230<br>1230<br>1230 | 412<br>412<br>412<br>412<br>412<br>412<br>412<br>412<br>412<br>412<br>412<br>412<br>412<br>412<br>412<br>412<br>412 | 0.33<br>0.33<br>0.33<br>0.33<br>0.33<br>0.33<br>0.33<br>0.33<br>0.33<br>0.33<br>0.33<br>0.33<br>0.33<br>0.33<br>0.33<br>0.33<br>0.33 |
| Southwest Afognak Sec.<br>Northwest Kodiak Isl.<br>Southwest Kodiak Isl. | 29               | 12-18 July   | 312648<br>312427<br>312518<br>181900                                                                                                                                  | Kenai R.<br>Crooked Cr.<br>Nitinat R.<br>Nitinat R.                                                                                                                                                                                                   | Alaska<br>Alaska<br>Alaska<br>British Columbia                                                                                                                                                                                                                                                                                                   | 1<br>1<br>1<br>1                                                                       | 2371<br>2371<br>2371<br>2371                                                                                                         | 172<br>172<br>172<br>172                                                                                            | 0.07<br>0.07<br>0.07<br>0.07                                                                                                         |

Continued

Table 1. (page 2 of 3)

| Commercial<br>Catch Area                                                   | Statistical<br>Week | Date          | Tag<br>Code | Coded Wire Tag<br>Origin | State<br>or Province | Number of<br>Tags Reported | Commercial<br>Catch | Number<br>Examined | Sampling<br>Fraction |
|----------------------------------------------------------------------------|---------------------|---------------|-------------|--------------------------|----------------------|----------------------------|---------------------|--------------------|----------------------|
| Southwest Afognak Sec.                                                     | 30                  | 19-25 July    | 181858      | Nitinat R.               | British Columbia     | 1                          | 2,132               | 415                | 0.19                 |
| Northwest Kodiak Dist.                                                     | 30                  | 19-25 July    | 181805      | Nitinat R.               | British Columbia     | 1                          | 2,132               | 415                | 0.19                 |
| Southwest Kodiak Dist.                                                     | 30                  | 19-25 July    | 181480      | Robertson Cr.            | British Columbia     | 1                          | 2,132               | 415                | 0.19                 |
|                                                                            | 30                  | 19-25 July    | 181558      | Snootli Cr.              | British Columbia     | 1                          | 2,132               | 415                | 0.19                 |
|                                                                            | 30                  | 19-25 July    | 312320      | Homer Spit               | Alaska               | 1                          | 2,132               | 415                | 0.19                 |
|                                                                            | 30                  | 19-25 July    | 181346      | Nitinat R.               | British Columbia     | 1                          | 2,132               | 415                | 0.19                 |
|                                                                            | 30                  | 19-25 July    | 181347      | Nitinat R.               | British Columbia     | 1                          | 2,132               | 415                | 0.19                 |
|                                                                            | 30                  | 19-25 July    | 181348      | Nitinat R.               | British Columbia     | 1                          | 2,132               | 415                | 0.19                 |
|                                                                            | 30                  | 19-25 July    | 182481      | Shuswap R.               | British Columbia     | 1                          | 2,132               | 415                | 0.19                 |
|                                                                            | 31                  | 19-25 July    | 5E+08       | Yakima R.                | Washington           | 1                          | 2,132               | 415                | 0.19                 |
|                                                                            | 32                  | 19-25 July    | 636001      | Columbia R.              | Washington           | 1                          | 2,132               | 415                | 0.19                 |
|                                                                            |                     |               |             |                          |                      | 11                         | 2,132               | 415                | 0.19                 |
| Southwest Afognak Sec.<br>Northwest Kodiak Dist.<br>Southwest Kodiak Dist. | 31-32               | 26 July-8 Aug | 181547      | Mahmut R.                | British Columbia     | 1                          | 173                 | 4                  | 0.03                 |
|                                                                            |                     |               |             |                          |                      | 1                          | 173                 | 4                  | 0.03                 |
|                                                                            |                     |               |             |                          |                      |                            |                     |                    |                      |
| Alitak Bay                                                                 | 24                  | 7-13 June     | N/A         | N/A                      | N/A                  | 0                          | 30                  | 25                 | 0.83                 |
|                                                                            |                     |               |             |                          |                      |                            |                     |                    |                      |
| Alitak Bay                                                                 | 25                  | 14-20 June    | 181383      | H-Conuma R.              | British Columbia     | 1                          | 20                  | 20                 | 1                    |
| Alitak Bay                                                                 | 25                  | 14-20 June    | 181860      | H-Nitinat R.             | British Columbia     | 1                          | 20                  | 20                 | 1                    |
|                                                                            |                     |               |             |                          |                      | 2                          | 20                  | 20                 | 1                    |
| Alitak Bay                                                                 | 26                  | 21-27 Jun     | N/A         | No Tag                   | N/A                  | 1                          | 138                 | 82                 | 0.59                 |
|                                                                            |                     |               |             |                          |                      | 2                          | 138                 | 82                 | 0.59                 |
| Alitak Bay                                                                 | 28                  | 5-11 July     | N/A         | N/A                      | N/A                  | 0                          | 36                  | 2                  | 0.06                 |
|                                                                            |                     |               |             |                          |                      | 6                          | 36                  | 2                  | 0.06                 |
|                                                                            |                     |               |             |                          |                      |                            |                     |                    |                      |
| Eastside Kodiak                                                            | 28                  | 5-11 July     | 181383      | Conuma R.                | British Columbia     | 1                          | 703                 | 211                | 0.3                  |
|                                                                            | 28                  | 5-11 July     | 182221      | Robertson Cr.            | British Columbia     | 1                          | 703                 | 211                | 0.3                  |
|                                                                            | 28                  | 5-11 July     | 181858      | Nitinat R.               | British Columbia     | 1                          | 703                 | 211                | 0.3                  |
|                                                                            | 28                  | 5-11 July     | 182221      | Robertson Cr.            | British Columbia     | 1                          | 703                 | 211                | 0.3                  |
|                                                                            | 28                  | 5-11 July     | 182261      | Tranquille Est.          | British Columbia     | 1                          | 703                 | 211                | 0.3                  |
|                                                                            | 28                  | 5-11 July     | 312508      | Ship Cr.                 | Alaska               | 1                          | 703                 | 211                | 0.3                  |
|                                                                            |                     |               |             |                          |                      | 6                          | 703                 | 211                | 0.3                  |
| Eastside Kodiak                                                            | 29                  | 12-18 July    | 312508      | Ship Cr.                 | Alaska               | 1                          | 736                 | 273                | 0.37                 |
|                                                                            |                     |               | 312514      | Deception Cr.            | Alaska               | 1                          | 736                 | 273                | 0.37                 |
|                                                                            |                     |               | 312515      | Ninichuk R.              | Alaska               | 1                          | 736                 | 273                | 0.37                 |
|                                                                            |                     |               |             |                          |                      | 3                          | 736                 | 273                | 0.37                 |
| Eastside Kodiak                                                            | 30                  | 19-25 July    | N/A         | N/A                      | N/A                  | 0                          | 129                 | 32                 | 0.25                 |
|                                                                            |                     |               |             |                          |                      | 6                          | 129                 | 32                 | 0.25                 |

-Continued-



Table 1. (page 3 of 3)

| Commercial<br>Catch Area | Statistical<br>Week | Date       | Tag<br>Code | Codes Wire Tag<br>Origin | State<br>or Province | Number of<br>Tags Recovered | Commercial<br>Catch | Number<br>Estimated | Sampling<br>Fraction |
|--------------------------|---------------------|------------|-------------|--------------------------|----------------------|-----------------------------|---------------------|---------------------|----------------------|
| Mainland District        | 28                  | 5-11 July  | 181434      | Kilmat R.                | British Columbia     | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 181805      | Nitinat R.               | British Columbia     | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 181832      | Nitinat R.               | British Columbia     | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 181859      | Nitinat R.               | British Columbia     | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 181859      | Nitinat R.               | British Columbia     | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 182225      | Robertson Cr.            | British Columbia     | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 181238      | Snootli Cr.              | British Columbia     | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 70854       | Elk R.                   | Oregon               | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 75117       | Umpqua R.                | Oregon               | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 212624      | Salmon R.                | Washington           | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 835517      | Klickitat R.             | Washington           | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 44407       | Herring Cove             | Alaska               | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 181480      | Robertson Cr.            | British Columbia     | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 181815      | Conuma Est.              | British Columbia     | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 181435      | Kilmat R.                | British Columbia     | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 181841      | Nitinat R.               | British Columbia     | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 181841      | Nitinat R.               | British Columbia     | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 181859      | Nitinat R.               | British Columbia     | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 180634      | Nahmint R.               | British Columbia     | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 180634      | Nahmint R.               | British Columbia     | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 181457      | Robertson Cr.            | British Columbia     | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 181548      | Robertson Cr.            | British Columbia     | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 182225      | Robertson Cr.            | British Columbia     | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 181334      | San Juan R.              | British Columbia     | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 181238      | Alnarko Chan.            | British Columbia     | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 70450       | McKenzie R.              | Oregon               | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 70857       | Santiam R.               | Oregon               | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 70956       | Villemette R.            | Oregon               | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 232718      | Columbia R.              | Washington           | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 835149      | Wenatchee R.             | Washington           | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 181457      | Robertson Cr.            | British Columbia     | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 182225      | Robertson Cr.            | British Columbia     | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 182225      | Robertson Cr.            | British Columbia     | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 181318      | Kilbuck Bay              | British Columbia     | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 181229      | Alnarko Chan.            | British Columbia     | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 181824      | Tahsis R.                | British Columbia     | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 835759      | Hanford Reach            | Washington           | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 181816      | Conuma R.                | British Columbia     | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 181954      | Conuma R.                | British Columbia     | 1                           | 2,430               | 1,645               | 0.68                 |
|                          | 28                  | 5-11 July  | 181841      | Nitinat R.               | British Columbia     | 1                           | 2,430               | 1,645               | 0.68                 |
|                          |                     |            |             |                          |                      | 49                          | 2,430               | 1,645               | 0.68                 |
| Mainland District        | 29                  | 12-18 July | 181832      | Nitinat R.               | British Columbia     | 1                           | 790                 | 241                 | 0.3                  |
|                          | 29                  | 12-18 July | 181861      | Nitinat R.               | British Columbia     | 1                           | 790                 | 241                 | 0.3                  |
|                          | 29                  | 12-18 July | 181954      | Conuma R.                | British Columbia     | 1                           | 790                 | 241                 | 0.3                  |
|                          | 29                  | 12-18 July | 181425      | Nitinat R.               | British Columbia     | 1                           | 790                 | 241                 | 0.3                  |
|                          | 29                  | 12-18 July | 181861      | Nitinat R.               | British Columbia     | 1                           | 790                 | 241                 | 0.3                  |
|                          | 29                  | 12-18 July | 181840      | Shuswap R.               | British Columbia     | 1                           | 790                 | 241                 | 0.3                  |
|                          | 29                  | 12-18 July | 212609      | Hoko R.                  | Washington           | 1                           | 790                 | 241                 | 0.3                  |
|                          | 29                  | 12-18 July | 181558      | Conuma R.                | British Columbia     | 1                           | 790                 | 241                 | 0.3                  |
|                          | 29                  | 12-18 July | 181456      | Robertson Cr.            | British Columbia     | 1                           | 790                 | 241                 | 0.3                  |
|                          | 29                  | 12-18 July | 181458      | Robertson Cr.            | British Columbia     | 1                           | 790                 | 241                 | 0.3                  |
|                          | 29                  | 12-18 July | 180633      | Conuma Est.              | British Columbia     | 1                           | 790                 | 241                 | 0.3                  |
|                          | 29                  | 12-18 July | 181434      | Kilmat R.                | British Columbia     | 1                           | 790                 | 241                 | 0.3                  |
|                          | 29                  | 12-18 July | 181861      | Sarika R.                | British Columbia     | 1                           | 790                 | 241                 | 0.3                  |
|                          | 29                  | 12-18 July | 181556      | Chuckwalla R.            | British Columbia     | 1                           | 790                 | 241                 | 0.3                  |
|                          |                     |            |             |                          |                      | 14                          | 790                 | 241                 | 0.3                  |
| Mainland District        | 30                  | 19-25 July | 181861      | Nitinat R.               | British Columbia     | 1                           | 120                 | 12                  | 0.43                 |
|                          | 30                  | 19-25 July | 183147      | Snootli Cr.              | British Columbia     | 1                           | 120                 | 12                  | 0.43                 |
|                          | 30                  | 19-25 July | 182251      | Tranquille Est.          | British Columbia     | 1                           | 120                 | 12                  | 0.43                 |
|                          |                     |            |             |                          |                      | 3                           | 120                 | 12                  | 0.43                 |
|                          |                     |            |             |                          |                      | 14                          | 1,645               | 1,645               | 0.68                 |
|                          |                     |            |             |                          |                      | 72                          | 1,645               | 1,645               | 0.68                 |

1994 Coded-Wire Tag  
Results.

### EXECUTIVE SUMMARY

A coded wire tag (CWT) pilot sampling program was initiated on commercial chinook salmon catches within the Kodiak Management Area (KMA) during 1994. The impetus for this effort centered around conservation concerns for several Cook Inlet chinook stocks, a record 1993 Kodiak area commercial chinook catch of 42,000 fish, coupled with a paucity of stock specific production data for Kodiak chinook systems.

Commercial catch CWT screening was completed for three areas spanning 9 June through 6 August. The commercial chinook catch for these areas during this time period was 16,783 fish, of which 1,806 (10.8%) were inspected for missing adipose fins. A total of 66 fish missing adipose fins were recovered: 41 CWT recoveries were used in analyses; 12 tagged fish were from inordinately large area-catch mixtures (including Afognak, Northwest Kodiak, Southwest Kodiak, and Eastside Districts); nine fish had potentially lost or shed tags, and four fish heads were lost during transport. There were 31 CWT fish recovered from the Westside area and 10 from the Alitak Bay District; none were found from Eastside Kodiak District catches. Tagged fish of Cook Inlet origin were not found, four tag recoveries (9.7%) were of Southeast Alaska origin, 34 (83.0%) from British Columbia, two (4.9%) from Washington, and one (2.4%) from Oregon.

An estimated 5,090 chinook salmon (~ 80% CI 2,927 to 7,253) from marked cohorts were harvested in the catch areas sampled in 1994; 70% of this catch was from the Westside area and 30% from the Alitak Bay District. Several of the Westside area catch contribution estimates although appearing reasonable (1,748 fish 12-18 June, 911 fish 19-25 June, and 785 fish 3-9 July) suffer from low sampling fractions and few tag recoveries which prevent conducting statistical validation given current methods. Additionally, there were three contribution estimates that were larger than the total reported catch, and are obviously overestimates. In light of this being a pilot study and the inherent problems identified with the contribution estimates, caution should be used when citing estimates contained within this report.



# METRO

WEDNESDAY, September 3, 1997 ★

ANCHORAGE DAILY NEWS

SECTION B

## Warming seas lure California fish north

The Associated Press

KODIAK — Kodiak fishermen caught tuna about a month ago. A tropical fish called a pelagic armorhead — normally found in the central Pacific — was pulled in recently. And there have also been reported finds of California anchovies.

The reason? Water temperatures are unusually warm, whether the result of an unusually warm Alaska summer or the harbinger of El Nino, a vast pool of tropical Pacific water that is bulging north and west. One El Nino effect forecast-

ers predict is the appearance of tropical fish far to the north of their usual range.

In the Gulf of Alaska, surface temperature readings have been about 10 degrees higher than normal, according to meteorologist Russ Page, who tracks sea temperatures for the National Weather Service in Anchorage.

Temperatures in the gulf usually average 54 to 55 degrees. Last month, he said, the readings went as high as 64 degrees. Tuna swim in seas with temperatures of about 59

*In the Gulf of Alaska, surface temperature readings have been about 10 degrees higher than normal.*

degrees, Page said.

Jim Blackburn, a fish biologist, said the pelagic armorhead probably thought Kodiak was part of its natural territory.

Joel Curtis, a technician for the National Weather Service, said he

found California anchovies in the stomachs of salmon he caught in Yakutat Bay last month.

At the time, Curtis said, he recorded a surface temperature of 63 degrees. The normal range is in the mid-50s.

Although summer is fading, exotic fish sightings could continue well into fall.

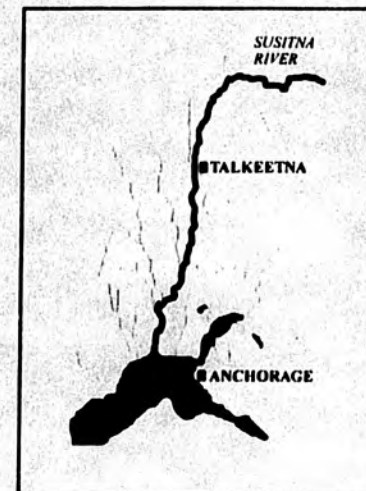
Water takes longer to warm and is slower to cool than air, so the ocean should be at its warmest in August and September, biologist Blackburn said.

Surface temperatures in the Bering Sea in July were about 7 degrees warmer than normal, Page said. Fishermen and researchers in Bristol Bay also reported unusually warm water temperatures during the red salmon run.

# Susitna River Chinook Issues

---

**Alaska Department  
of Fish and Game**





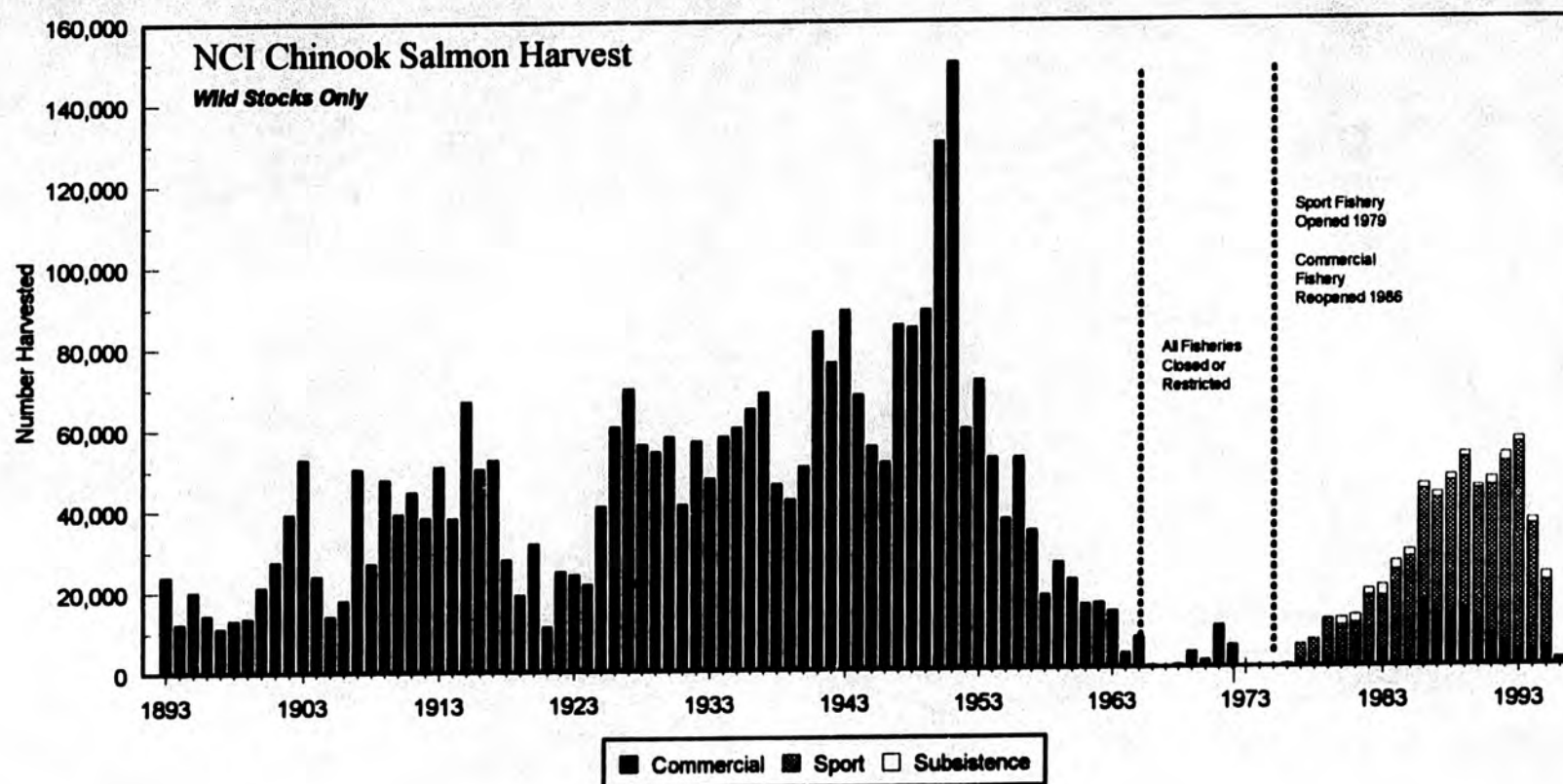
# Historical overview of Northern Cook Inlet chinook salmon harvests

1

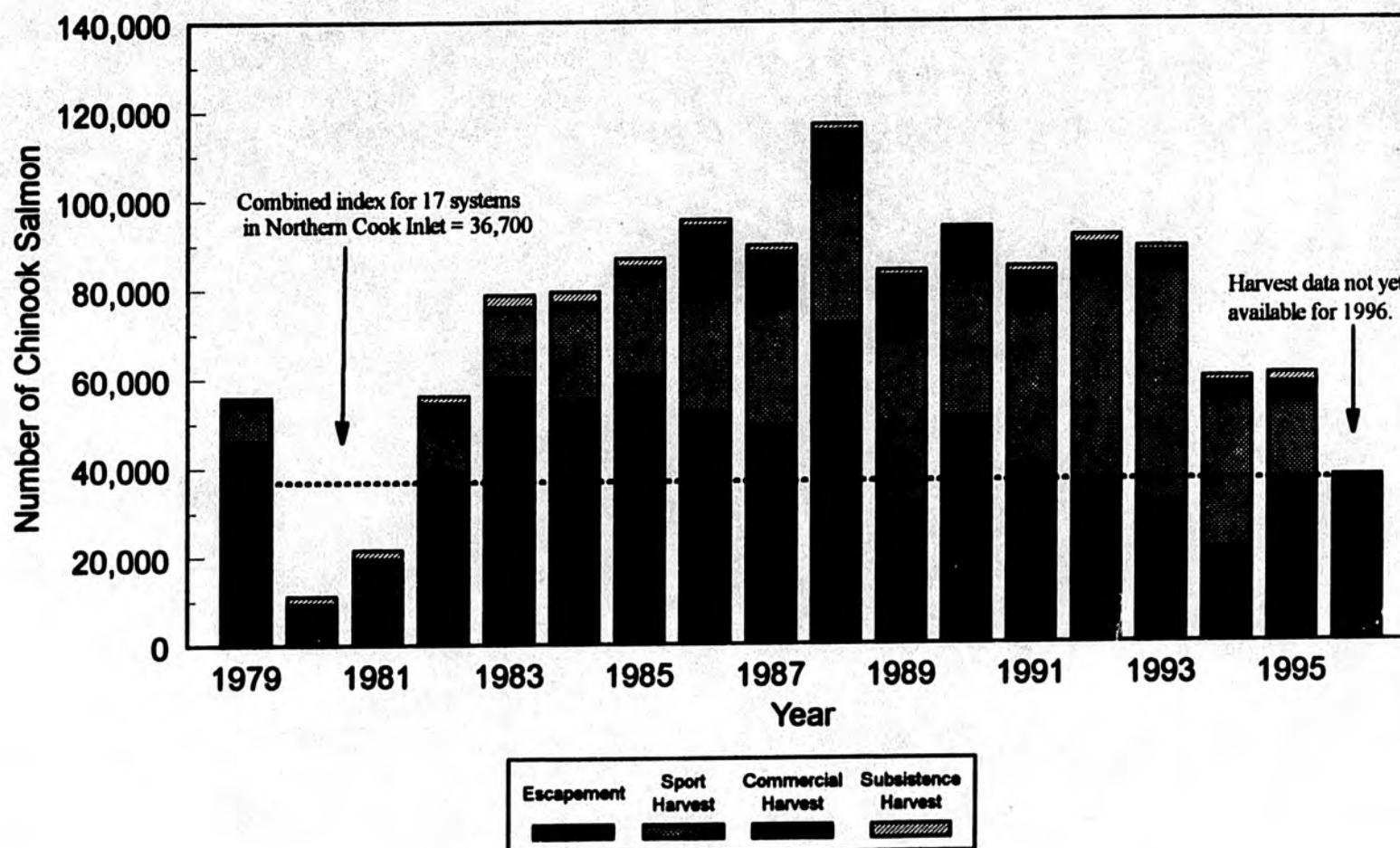
■ Past overharvesting of the chinook runs ruined the fishery by the mid-60s.

■ Conservation actions allowed the chinook runs to rebuild.

■ Recent harvest levels have lead to declining escapements that now require new conservation measures.



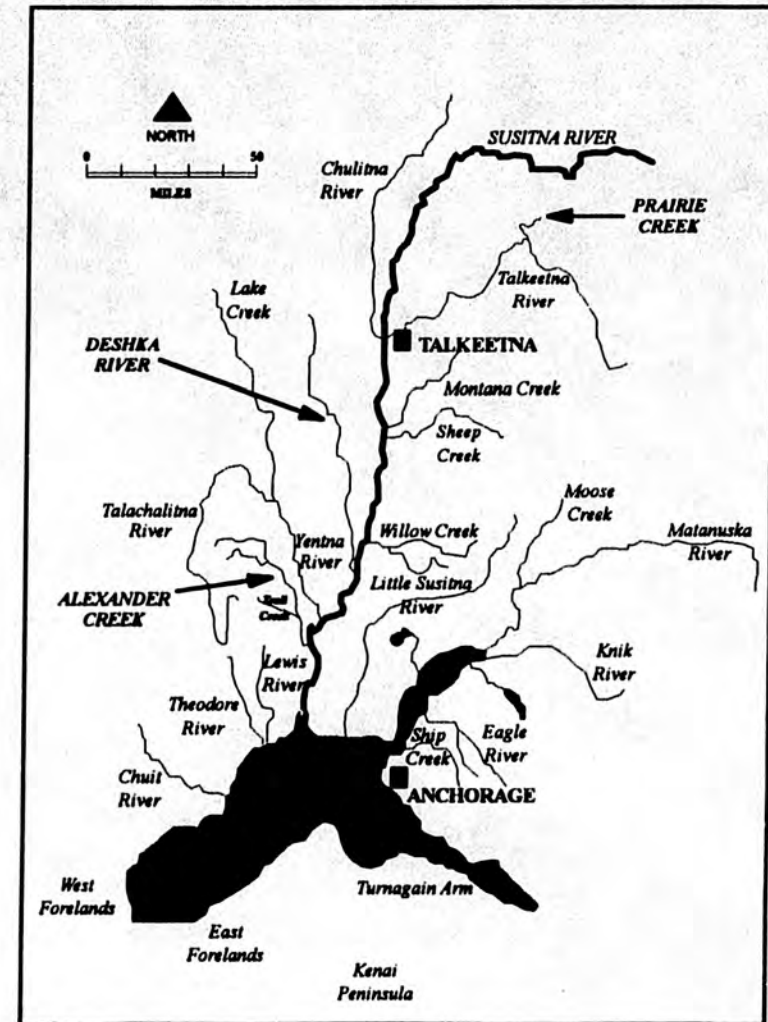
# Total return of Northern Cook Inlet chinook salmon





# Susitna River Drainage (& major tributary systems)

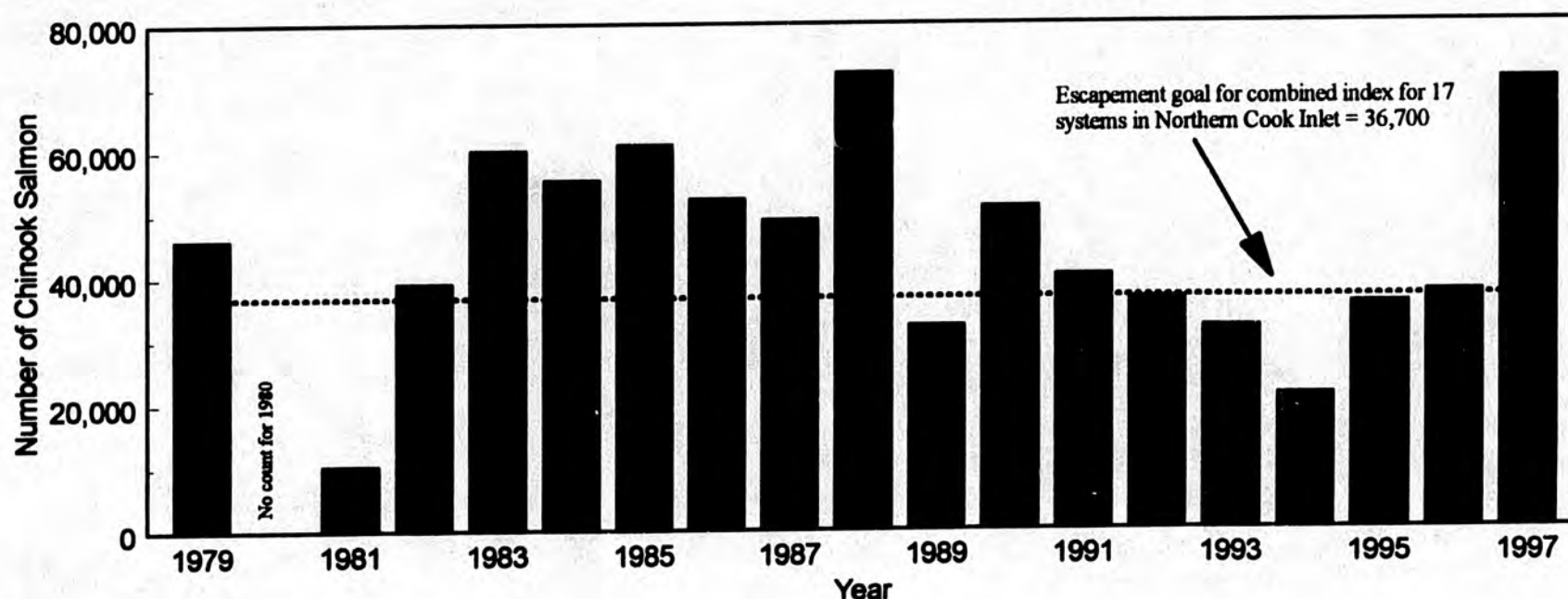
- The 3 chinook populations of greatest concern in 1995 were the Deshka River, Prairie Creek, and Alexander Creek above the confluence of Trail Creek.
- The total return (catch + escapement) has remained reasonably constant at about 90,000 chinook over the last decade.
- The problem appeared to be increasing catches while escapements declined.



# Spawning escapement for chinook salmon in Northern Cook Inlet tributaries

4

- The escapement index is the composite of aerial surveys of 17 chinook systems within and outside the Susitna River drainage.
- The aerial estimate of chinook escapement declined from 1990 through 1994.
- The escapement index was not met in 1993 or 1994, and was only met in 1995 and 1996 after curtailing harvest.



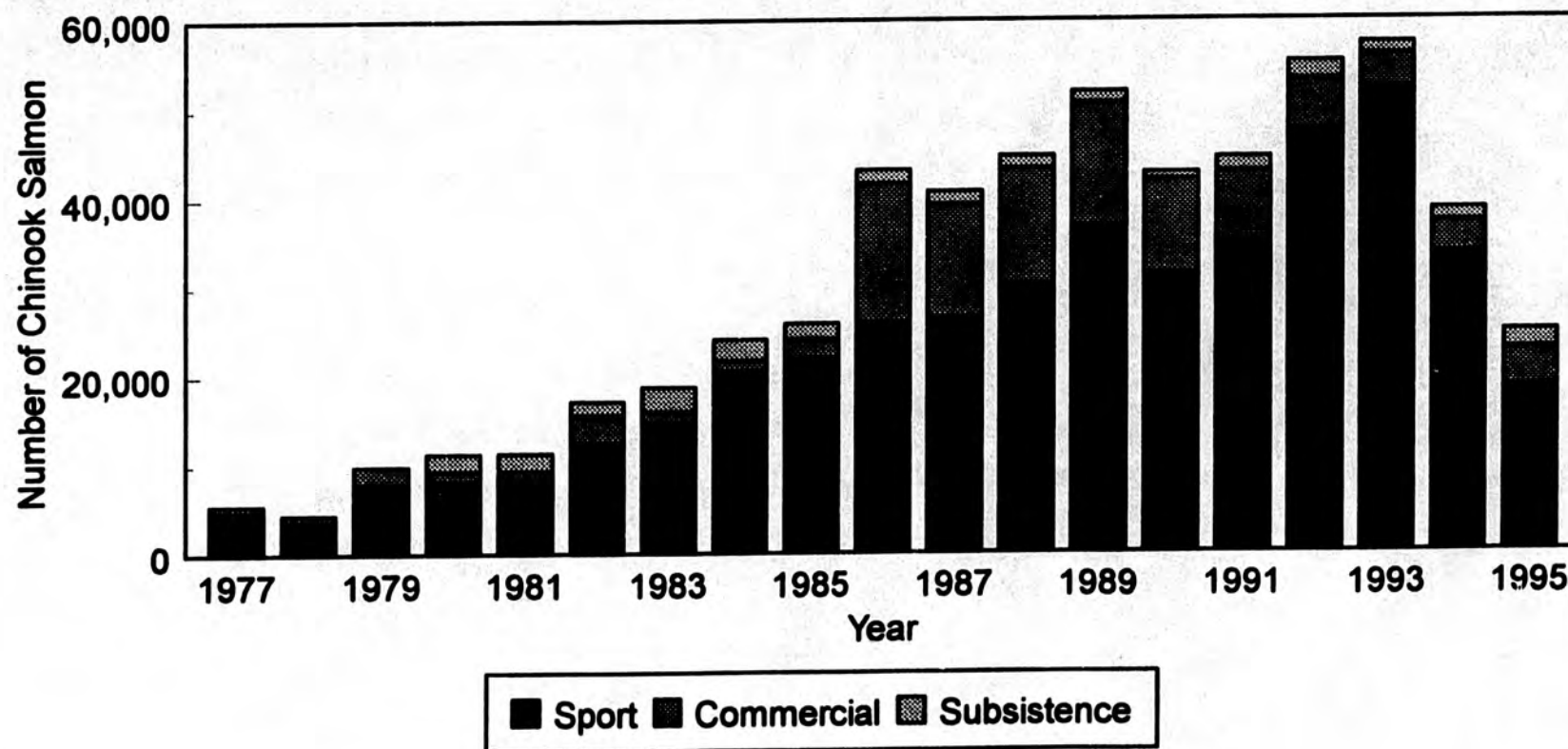


## Trends in chinook salmon harvests

■ Four-fold increase in sport harvest over last decade.

■ In 1993 about 60,000 chinook harvested in freshwater.

■ Recent sport harvests represent about 90% of known harvests.



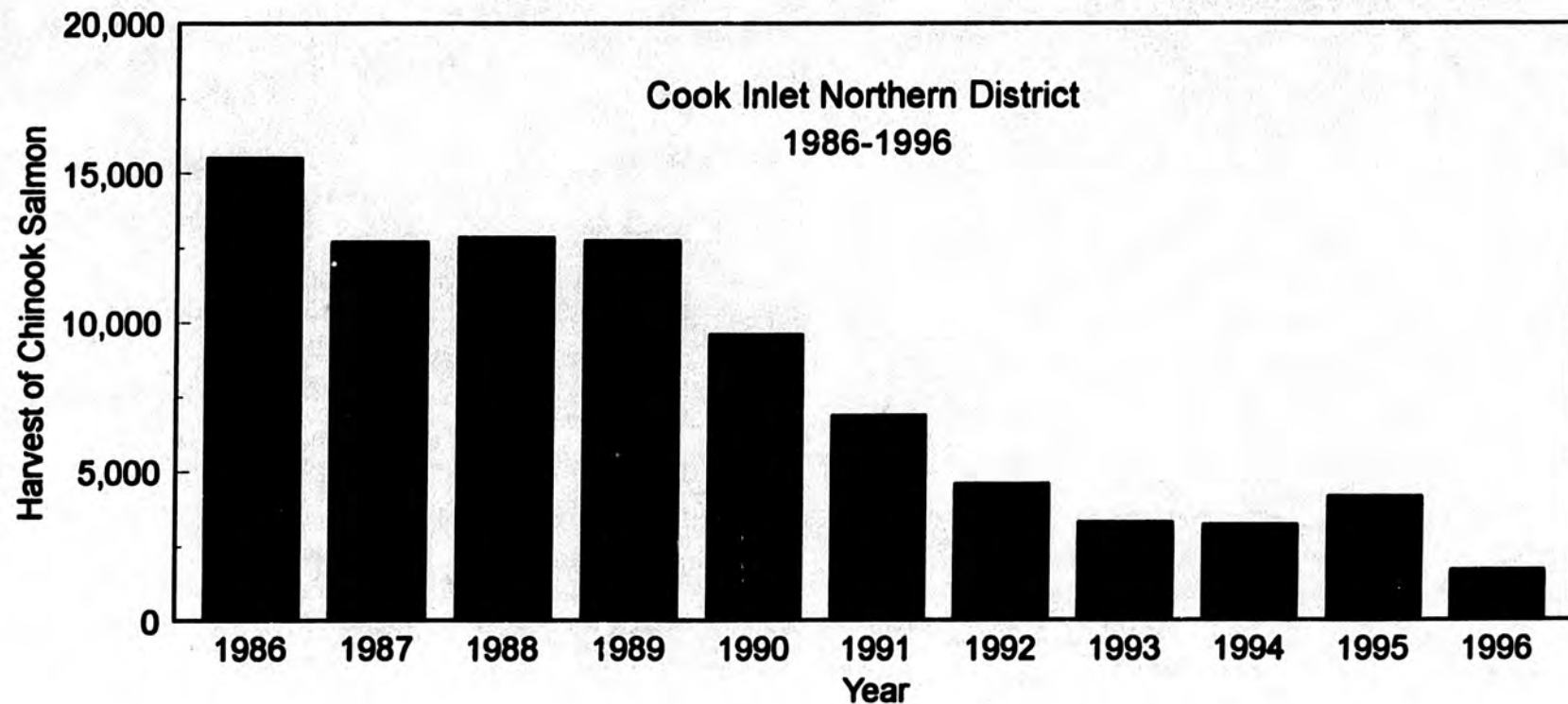
# Trend in commercial harvest of chinook in the Cook Inlet Northern District

6

■ A declining trend in chinook harvest has been observed in recent years.

■ Under 4,000 chinook were commercially harvested in 1994.

■ The level of recent commercial harvest represents less than 10% of the known harvests.

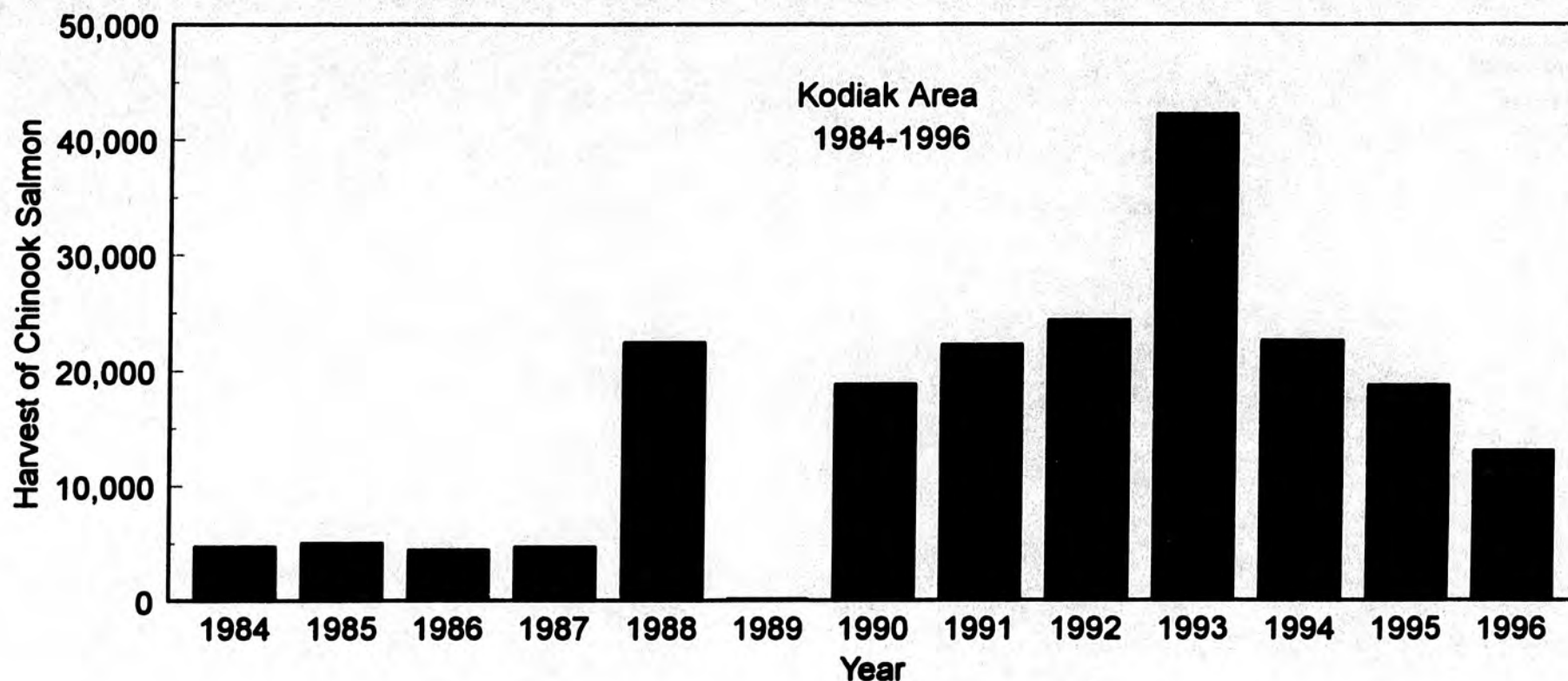




# Trend in commercial harvest of chinook in the Kodiak Area

■ Since 1988 harvests of chinook have been relatively constant (except 1993).

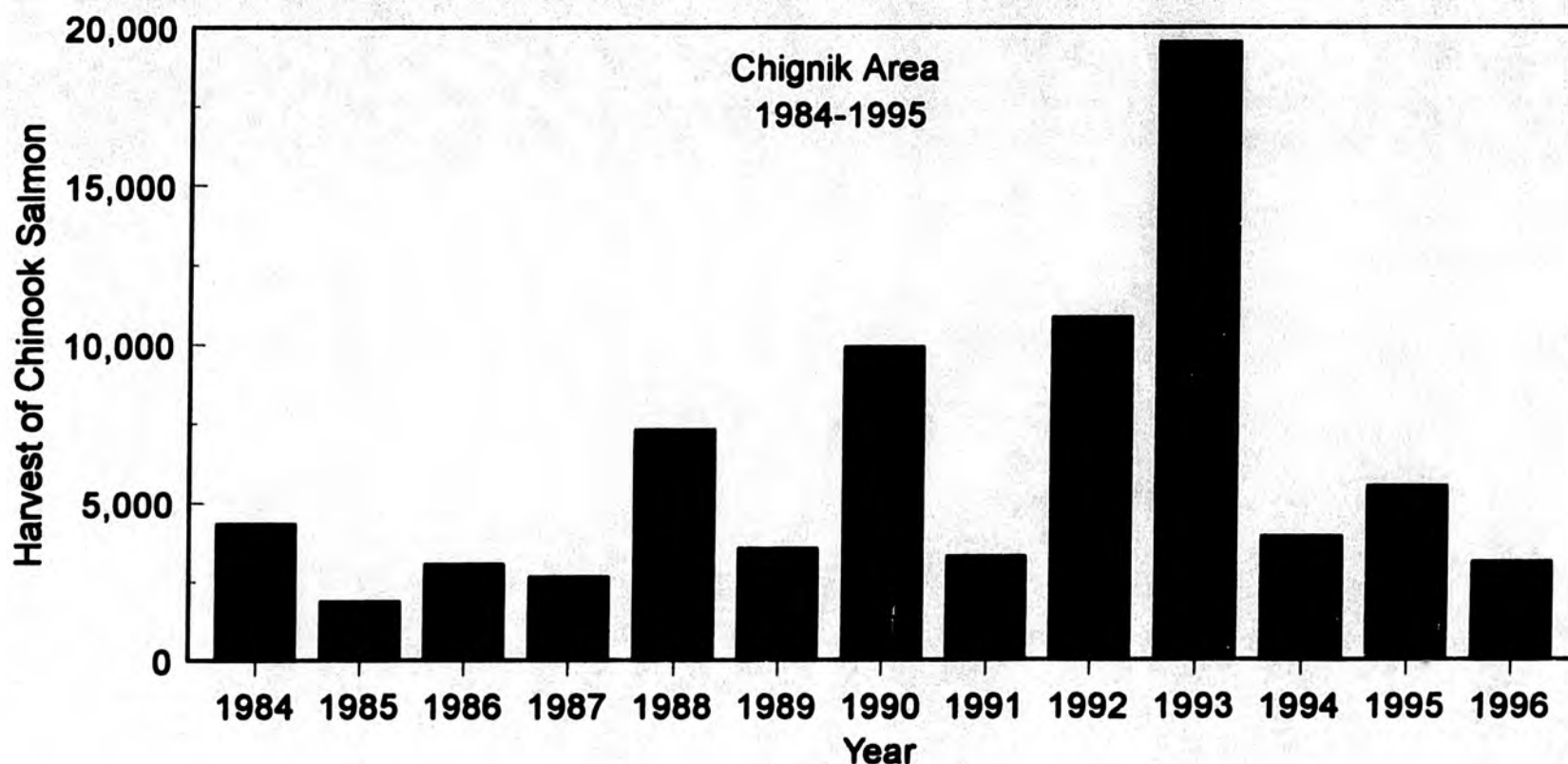
■ In 1994, about 30% of harvest was hatchery fish primarily from the far-north migrating mixed stock aggregate.



## Trend in commercial harvest of chinook in the Chignik Area

■ Catches generally considered to be entirely of Chignik River origin (1993 is probable exception).

■ Excluding the 1993 catch, the harvest has been at or under 10,000 chinook and less than 3,000 in 1994.





# Coded-Wire-Tags

---

- Coded-wire tags are recovered in most significant chinook fisheries throughout the Pacific Northwest and SE Alaska. In 1997 the department recovered coded-wire tags from harvested chinook in the Kodiak fishery. In addition there are increasing numbers of chinook stocks being tagged throughout the range of these fish. As the tagged chinook are harvested in commercial and recreational fisheries across Alaska and the Pacific Northwest, we will more frequently be able to identify their origin.

# **The North Pacific Fisheries Management Council (NPFMC) actions to reduce chinook bycatch in trawl fisheries**

---

10

1. Concerns over recent bycatch levels by the domestic trawl fleet since 1990 (approximately 45,000 chinook salmon bycaught in both 1993 and 1994) has prompted the NPFMC to examine means to reduce chinook salmon bycatch.
2. At present, if a significant number of chinook are harvested in the bycatch between January 1 and April 15, the nine 'blocks' with the highest abundance of chinook are closed to trawling.



# Assessment

---

## ■ Commercial Harvest

- Chinook harvests in Chignik and Kodiak Area commercial fisheries have remained stable after increasing in 1988.
- ADF&G is seeking a 50% reduction in harvest for the Northern Cook Inlet commercial fishery in 1995 compared to recent harvests.

## ■ Sport Harvest and chinook natural production

- The growing sport fishery has been managed without a program to assess inseason river-specific run strength; however, in 1995 (and since) an escapement counting and smolt CWT tagging weir was installed and has been operated on the Deshka River.
- ADF&G is sought a 50% reduction in harvest for Susitna River chinook salmon in 1995 compared to recent harvests, and significant reductions in each year since 1995.
- The effect of recent elevated freshwater temperatures on the viability of chinook eggs is being determined in controlled laboratory conditions at Ft. Richardson Hatchery.
- Efforts to recover coded-wire tags from chinook have increased and now cover Cook Inlet marine sport fisheries.

# **Department Actions (in 1995)**

---

1. Close the Deshka River and Prairie Creek to fishing for chinook salmon;
2. Close Alexander Creek above the confluence of Trail Creek to fishing for chinook salmon;
3. Reduce the possession limit in the Susitna River drainage to one chinook salmon over 16 inches in length;
4. Prohibit the use of bait throughout the Northern Cook Inlet Management Area (except in Willow Creek and the Anchorage management area);
5. Only allow fishing in the Northern Cook Inlet management area (except in the Anchorage management area) between the hours of 6 a.m. and 11 p.m. This time restriction will not apply to that portion of the Susitna River drainage currently opened to weekend-only fishing (e.g., between, but not including, the Deshka River and the Talkeetna River).
6. Only allow the first opening of the Northern District commercial chinook salmon fishery during June. Additional openings of this fishery will be dependent upon inseason indications of run strength.



## **SUMMARY OF RECENT MANAGEMENT ACTIONS IN NORTHERN COOK INLET**

**Fishery Objective:** Reverse declining trend in escapements and meet BEGs.

**Accomplished by:** Reduction in total harvest of 50%; selective closures.

### **Recent Management Actions:**

- Eliminate bait throughout the drainage.
- Restrictions on guided fishing.
- Establish annual limit.
- Fishery closures of Deshka, upper Alexander, Peters, Lewis, Theodore.
- Reductions in bag/possession limit.
- Time/area restrictions in commercial fishery.

## **Northern Cook Inlet Chinook Salmon**

### **1995 Management Actions Prior to the Fishing Season:**

The Deshka River is not open to sport fishing for chinook salmon;  
Prairie Creek is not open to sport fishing for chinook salmon;  
Spawning areas in Alexander Creek are closed to sport fishing for chinook salmon;  
The Northern Cook Inlet Rivers are closed to sport angling for chinook salmon daily from 11 PM through 6 AM;  
The use of bait is prohibited in Northern Cook Inlet chinook fisheries;  
The bag and possession limits for chinook are 1 fish in Northern Cook Inlet chinook fisheries; and,  
Two of the three periods of the traditional Northern Cook Inlet set net fishery have been closed.

### **1995 Research and Assessment Actions:**

We will weir the Deshka River to exactly enumerate returning adult chinook and to examine outmigrant smolts.

We will tag a number of wild smolts from the Deshka as part of a larger tagging project for Cook Inlet chinook salmon. Tagged adults will be recovered in fisheries 3 to 5 years from now.

### **History of Northern Cook Inlet Chinook Salmon**

*(Author's note: One of the last comments Paul Krasnowski made to me about the issue shortly before he retired was basically that we had probably simply allowed the harvest of these Northern Cook Inlet chinook to grow too large, though this had not been our intention. This recollection is now a little unsettling. Since my recent personal history does not include any direct experience with these fish, I have asked numerous Cook Inlet Sport Fish Division staff to "go through the whole thing for me, including your thoughts at the time." -John Burke, Acting Director, Division of Sport Fish, 9 February 1995).*

There is a long history of the harvest of NCI chinook salmon with data going back to the 1890s (attached). In the late 1940s the increasing harvest by the drift fleet, to 120,000-140,000 fish per year, had a dramatic affect on the stocks. They collapsed. The drift net chinook fishery was discontinued, but set netters continued to fish aggressively through 1963 and essentially stopped in 1964. The fleet was restricted to quota fisheries from 1964 through 1979, but none of these were substantial fisheries.

In 1975-1976 there was a dramatic increase in the return of chinook to NCI rivers. In 1977 this return was "phenomenal" and hypothetically could be linked to the Magnuson Act. Sport anglers and department staff went to the Board of Fisheries and attempted to initiate a conservative sport fishery in 1978. This action was confused by controversy



over subsistence at Tyonek. The board chose not to allow any directed fishery in 1978. In 1979, the board authorized a conservative sport fishery in NCI that harvested about 10,000 fish with what was judged as a "huge escapement" of adults into natal rivers. The Tyonek fishery began in 1980 with a 2,000 fish quota.

From 1979 through the late 1980s the sport fishery grew in measured and consistent incremental steps. In 1985 the harvest was only 15 to 25% of the total return. At this time the northern district set netters entered the picture as the sport fish harvest was not great enough to utilize all of the available fish. The Board of Fisheries allowed a limited commercial fishery in 1986 of up to 12,500 fish and allowed the sport fish harvest to increase.

We continued to suspect that though the fishery was not fully utilized, the sport anglers would eventually get better at catching these fish. Basically, we could not control the power of the sport fishery; not so much seen in the increasing numbers of anglers, but more in the individual effectiveness of each angler. From 1979 through 1990 the sport harvest had increased from 10,000 fish to 40,000 fish per year, but the growth throughout this period had been fairly constant and seemed predictable.

It is important to note here that there was a devastating 100-year flood in the area in 1986. This event was potentially very detrimental to chinook in the flooded rivers. The potential run depression for the offspring of these fish, as they began to return as adults in 1990, prompted our first attempt to retard the expansion of this fishery. Our actions displaced some of the effort to streams on the west side of Cook Inlet and escapement in these rivers plummeted.

In 1991 we took fairly drastic action on the west side streams. In 1991 we also noticed that the escapement on the Deshka also fell below what was acceptable. At this point we started looking carefully at Susitna drainage chinook. Sport Fish Division staff looked at the proposals that would come before the Board of Fisheries in November of 1992; a full range of management options were available within those proposals.

Because of considerable pressure from the sport fishery and the presence of fewer fish in some of the Susitna drainage rivers, late in the 1992 season (late June) we closed portions of the Deshka and Alexander Creek and reduced the bag limit. This was the second year the Deshka was short of the appropriate number of adult chinook spawners. But, in 1992 Lake Creek and Prairie Creek also fell short of the desired adult chinook escapement. It is important to note that it is slightly after this time that we got our first look at the actual 1991 fishery through the completed Statewide Harvest Survey. (The survey results are available about 18 months after the fishery is completed.) Despite actions taken to curtail the fishery, the harvest increased by 10% in 1991! This took area staff by surprise. The harvest had increased 10% despite the imposition of regulations designed to halt the increase in harvest.

With staff support, the Board of Fisheries adopted a group of proposals in the fall of 1992 that would give the department the ability to address the apparent problems in NCI. At this time we attempted to reduce the harvest of NCI chinook 10% by reducing

**There are a number of peripheral issues that are important to the history of this fishery:**

- There is a common feeling in the Mat-Su Valley that the primary sport fishery is "at the end of the funnel and as such has gotten the short straw".
- The sport anglers and residents of Mat-Su had a productive and important chinook fishery. Now it has been significantly curtailed. The rest of the year is totally unpredictable for these anglers because of the Cook Inlet Management Plan which calls for a commercial fisheries priority. These people are again at the "end of the funnel".
- We want to offer the opportunity we can make available, but in a sense we have been burned the last several 3 or 4 years when we tried to do that. The power of the sport fishery is much greater than it has been historically, in both numbers and the efficiency of the anglers. We underestimated the power of that fishery. There is a harvestable surplus of chinook at present in the Susitna Drainage. There are about 25,000-30,000 adult chinook that can be harvested in 1995 in parts of the drainage, but it is imperative that we reduce the power of this fishery.
- There is a recollection among some participants of the December 1985 Board of Fish meeting when the directed northern district set net fishery was established on NCI chinook. Most recall the set netters stating that if there was ever a time when the sport fishery on these fish must be restricted that they would stop their fishery.
- There is a perception that the chinook are also harvested in some significant unknown numbers in distant commercial fisheries including trawl bycatch and incidental harvest in seine fisheries off Chignik and Kodiak. While some of these fish may be harvested in these fisheries, tag data from the Kodiak and Chignik fisheries suggests that most chinook harvested as incidental to these fisheries are from elsewhere. Removing the fish of known origin from the catch does not leave nearly enough fish to account for the shortfall in NCI in 1994. And, it is extremely improbable that the total number of these fish of unaccounted origin could have been Susitna bound.
- Some NCI chinook are harvested in the Deep Creek offshore recreational fishery. These fish are harvested proportionate to their abundance, perhaps more from the Kenai River, but there is a good mix. There has been a rapid growth in the fishery the last three years related to concessionaires with tractors able to launch boats to 26' in length during all tides. This was once a fishery for small open boats with very limited access. It is probably important to stabilize the fishery now and determine the stock composition of the harvest. A chinook tagging program is now underway with adults returning to local fisheries in the next 3 to 5 years.
- A large number of Cook inlet sport anglers are quite mobile. When fisheries on the Susitna are limited the anglers simply move to other fisheries such as Deep Creek, where they may be harvesting the fish of concern.



the bag limit to a single fish and instituting the seasonal bag limit of 5 fish. Additionally, guides were no longer allowed to fish while they were working. With these limits in place we prosecuted the 1993 season.

When we did escapement surveys in July we were again surprised. Prairie Creek and the Deshka were both short of the desired number of adult chinook salmon. Shortly after the season, when the Statewide Harvest Survey was complete, staff faced the biggest surprise to date: the harvest for 1991 had been 38,500, but in 1992 despite late season closure of several rivers and reduced bag limits the sport fish harvest had grown to 51,733. The sport harvest that had for a decade predictably increased in even incremental steps had now surged despite our steps toward control. At this point we knew that a 10% reduction would not be enough. So, in 1994 we entered the season with a "no bait" restriction for the Deshka and carefully looked at inseason performance of the fishery. On 17 June, 1994, we realized there were very few fish in the Deshka and closed that fishery. Catch rates in other streams in the Susitna drainage were also below normal. Because of this indication of low run strength, we also prohibited the use of bait in all remote waters of the Susitna drainage.

During spawner escapement surveys in July of 1994, we found the lowest count in the Deshka we had experienced and many other Susitna tributaries were short of the intended escapement. When the 1993 Statewide Harvest Survey came out in the fall of 1994 we found that in 1993 the harvest of NCI chinook had again substantially increased to 58,300 fish. We had wanted to level the harvest at 40,000 fish and the actual harvest had been 20,000 greater. It is probable that despite the very restrictive regulations in 1994 the actual harvest will again be quite large.

What we are faced with today is a powerful sport fishery that is fully capable of harvesting the total harvestable surplus and then some. We feel the system is capable of supporting an average freshwater sport harvest of about 40,000 chinook per year. Some of these fish, in addition to the proposed 40,000 inriver harvest, are captured in the sport fisheries of Deep Creek and some are captured in Cook Inlet commercial fisheries (perhaps another 5,000 to 8,000 annually).

It is important to note that there is evidence elsewhere in the state that there has been a concurrent downturn in the rate of survival of chinook salmon smolts to adults for year classes in the late 1980s which may to some degree have exacerbated the decline of Susitna chinook stocks.

In summary, we were the first exploiter of a relatively unspoiled fishery in the early 1980s through 1990, and were probably somewhat misled in our expectations of unlimited growth. From the perspective of harvest alone, we are probably taking too many fish. On a brighter note, much like the stock market we are going through a somewhat painful "period of correction". Sport fishing opportunity on NCI chinook can still grow but the character of this specific fishery in all probability must change. Opportunity is not necessarily measured in terms of harvest. Opportunity can increase as the focus on killing chinook is diminished. The limit on the fishery is not how many participate; but instead how many fish are killed.

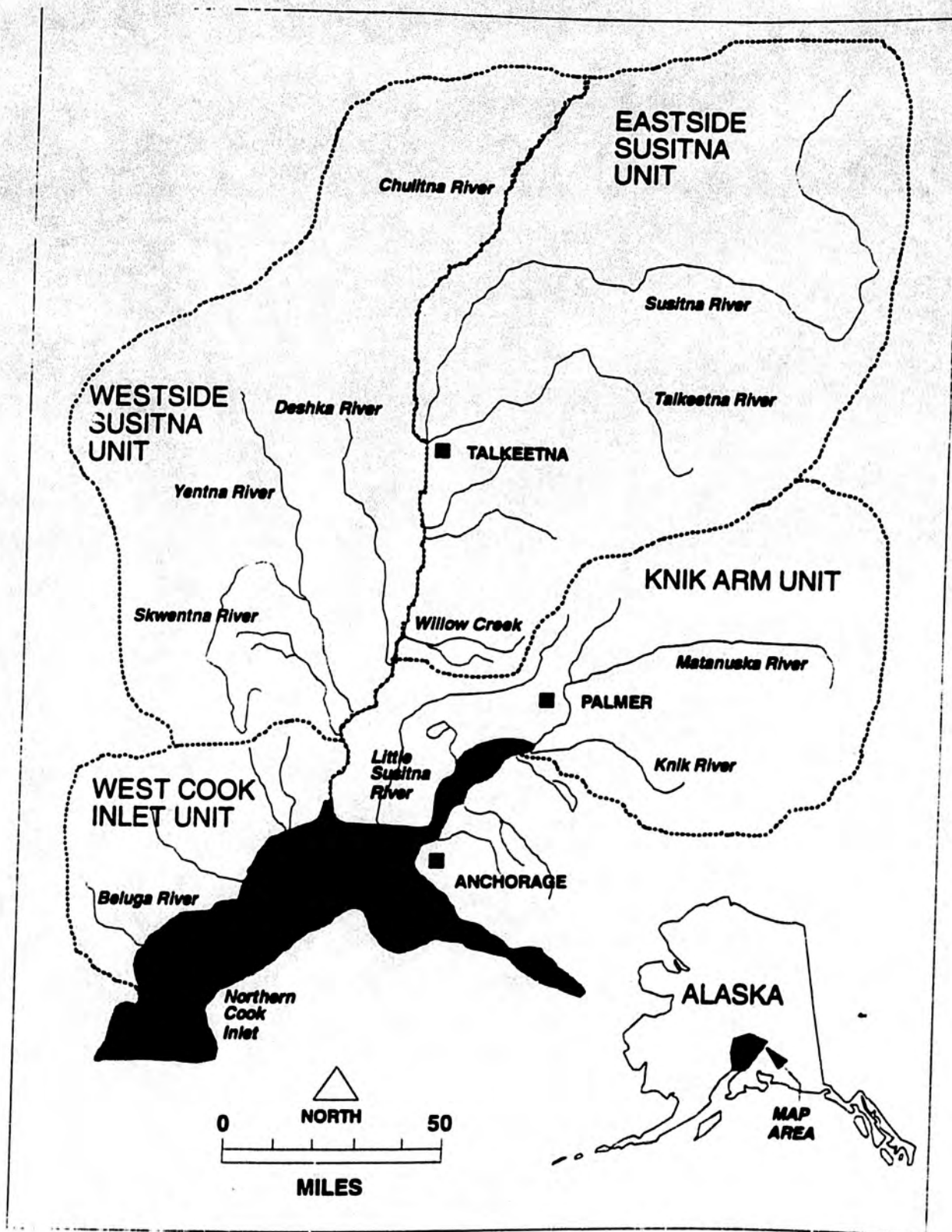
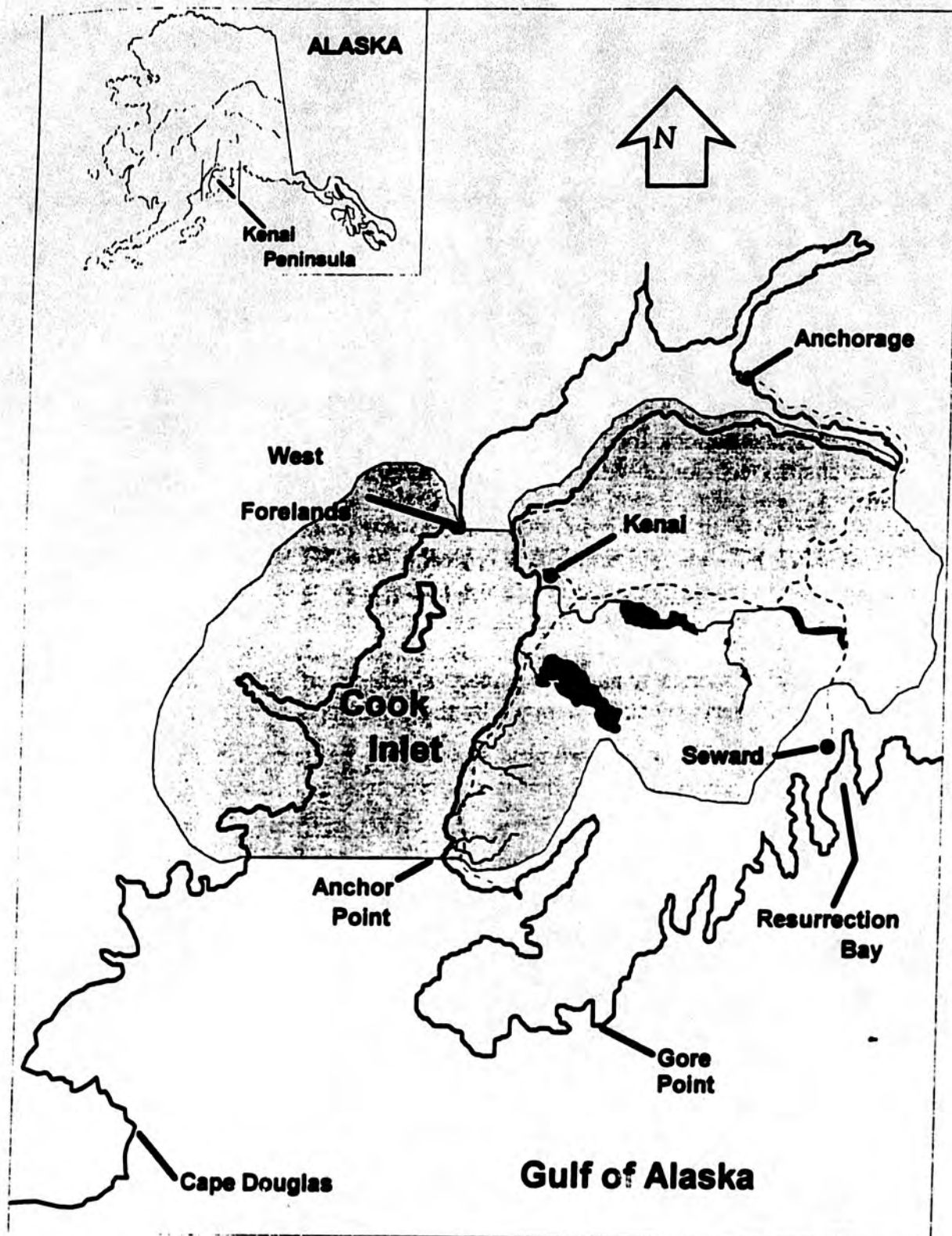


Figure 1.-Map of the Northern Cook Inlet sport fish management area.





**Figure 3.-The upper Kenai Peninsula Management Area (shaded) includes all fresh and saltwater fisheries north of Anchor Point.**

November 5, 1997

SUBJECT: House Bill No. 149

An Act Relating to the management of salmon fisheries

I fully support the concept of HB 149. I see it as being reflective of the common use, no exclusive right or special privilege, and equal protection provisions of the Alaska Constitution.

The common consumption use fisheries are all equally open to all persons and thereby meet these constitutional protections. Equal access and opportunity are fundamental rights as related to use of the public trust resource properties such as fish, wildlife, and waters; it also follows that this equal protection under the law includes life, liberty, property and due process, as provided by Amendments V and XIV of the US Constitution.

When commercial fisheries opted for limited entry, it was no longer protected by these anti-exclusionary constitutional provisions because of it's restrictive USER classification. This limited entry status has been addressed by the Alaska Supreme Court in several cases, such as: State vs. Ostrosky; Johns vs. Commercial Fisheries Entry Commission; Owsichek vs. State, McDowell vs. State, etc.

I have enclosed a copy of a part of the McDowell decision as it relates to the limited entry provision. The following are some of the quotes:



("It seems appropriate, however, to note that any system which closes participation to some, but not all applicants will necessarily create a tension with Article VIII." "Since the common use clause of Section 3 and the no exclusive right of fishery clause of Section 15 remain in the Constitution, the premise of the argument is that whatever system of limited entry is imposed must one which, consistent with a feasible limited entry system, entails the least possible impingement on the common use reservation and on the no exclusive right of fishery clause." "The premise of this argument is logical." "The optimum number provision of the Limited Entry Act is the mechanism by which limited entry is meant to be restricted to it's constitutional purpose." "Because this risk of unconstitutionality exists, the Commercial Fisheries Entry Commission should not delay in embarking on the optimum number process.")

Presently the total common consumptive use is approximately 1-1/2% of the total, statewide salmon harvest, which is less than 1/3 of the 5% cap proposed in HB-149. Any such cap is not practical for this legislative act. As any honest consideration will recognize that the history of changing population demographics will no doubt continually increase the percentages of common consumptive use.

Responsible common consumptive use need be restricted only by the conservation and sustained yield mandates of the Constitution.

*Dale Bondurant*

Dale Bondurant

HC-1 Box 1197

Soldotna, Alaska 99669

Enclosure I

McDowell v State of Alaska (1989)

Enclosure II

Fish Harvest Percentages



## McDOWELL v. STATE

Alaska 9

Cite as 785 P.2d 1 (Alaska 1989)

framers were aware of *Hynes*.<sup>16</sup> As noted, section 15 of article VIII was meant to be a substitute for section 1 of the White Act and to further its purposes.<sup>17</sup> It follows that section 15 likewise was meant to ensure an equal right to participate in fisheries, regardless of where one resides.

Although section 15 pertains only to fisheries, the prevention of grants of exclusive or special privileges with respect to fish and game is also one purpose of the common use and the uniform application clauses.<sup>18</sup> It follows that the grant of special privileges with respect to game based on one's residence is also prohibited.

We therefore conclude that the requirement contained in the 1986 subsistence statute, that one must reside in a rural area in order to participate in subsistence hunting and fishing, violates sections 3, 15, and 17 of article VIII of the Alaska Constitution.<sup>19</sup>

## B.

The conclusion we have reached does not mean that everyone can engage in subsistence hunting or fishing. We do not imply that the constitution bars all methods of exclusion where exclusion is required for species protection reasons. We hold only

that the residency criterion used in the 1986 act which conclusively excludes all urban residents from subsistence hunting and fishing regardless of their individual characteristics is unconstitutional.

We are not called upon in this case to rule on what selection criteria might be constitutional. It seems appropriate, however, to note that any system which closes participation to some, but not all, applicants will necessarily create a tension with article VIII. In such cases, assuming that the exclusionary criterion is not per se impermissible, our decisions suggest that demanding scrutiny is appropriate.

We alluded to this in *State v. Ostrosky*, 687 P.2d 1184 (Alaska 1983) in discussing the interplay between the constitutionally allowed limited entry system, which was permitted by amendment to article VIII, section 15, and the common use and no exclusive right of fisheries clauses. We stated:

[S]ince the common use clause of section 3 and the no exclusive right of fishery clause of section 15 remain in the constitution, the premise of the argument is that whatever system of limited entry is imposed must be one which, consistent with a feasible limited entry system, en-

16. A memo of the Committee on Resources defining terms states the following under "White Act Provisions 48 U.S.C.A. 222:"

That every such regulation made by the Secretary shall be of general application within the particular area to which it applies, and that no exclusive or general right of fishery shall be granted therein, nor shall any citizen of the U.S. be denied the right to take, prepare, cure, or preserve fish or shellfish in any area of the waters of Alaska where fishing is permitted by the Secretary.... The word "exclusive" forbids not only a grant to a single person or corporation, but to any special group or number of people. (*Hynes-Grimes Karluk Reservation*)

Alaska Constitutional Convention Papers, Folder 210.

17. Commentary on Article on State Lands and Natural Resources, 6 Proceedings of the Alaska Constitutional Convention at 87.

18. See *supra* pages 5 and 6.

19. Justice Rabinowitz states in his dissenting opinion that he does not interpret the statute to

mean that "eligibility to participate in subsistence uses is determined solely with reference to where an individual lives." *Infra* at 17. That, however, clearly is the case with respect to first-tier subsistence users. Urban resident may not be subsistence users because subsistence uses are by definition limited to rural residents. AS 16.05.940(30), quoted *supra* at pp. 1-2. Yet all rural residents may be first-tier subsistence users without regard to their individual characteristics. The regulation on which Justice Rabinowitz relies, 5 AAC 99.010(b), defines customary and traditional uses but does not state that first-tier subsistence rights can be limited to customary and traditional users. As we stated in *Madison* "the phrase 'customary and traditional' modifies the word 'uses' ... it does not refer to users." 696 P.2d at 174. The state acknowledges that only in the second-tier subsistence context may individual characteristics separate those rural residents who may be second-tier subsistence users from those who are ineligible. Brief of Appellees, p. 8. The state also notes that the need for a second-tier limitation has, to date, not arisen. *Id.*

tails the least possible impingement on the common use reservation and on the no exclusive right of fishery clause. The argument concludes that free transferability does not entail the least possible impingement on the anti-exclusionist values which these provisions reflect.

... (T)he premise of this argument is logical.

*Id.* at 1191. We expressed the same theme in *Johns v. Commercial Fisheries Entry Commission*, 758 P.2d 1256 (Alaska 1988) concerning the obligation of the Commercial Fisheries Entry Commission to establish an optimum number of entry permits. We stated in *Johns*:

In (*Ostrosky*), we noted that there is a tension between the limited entry clause of the state constitution and the clauses of the constitution which guarantee open fisheries. We suggested that to be constitutional, a limited entry system should impinge as little as possible on the open fishery clauses consistent with the constitutional purposes of limited entry, namely, prevention of economic distress to fishermen and resource conservation. *Ostrosky*.... The optimum number provision of the Limited Entry Act is the mechanism by which limited entry is meant to be restricted to its constitutional purposes. Without this mechanism, limited entry has the potential to be a system which has the effect of creating an exclusive fishery to ensure the wealth of permit holders and permit values, while exceeding the constitutional purposes of limited entry. Because this risk of unconstitutionality exists, the (Commercial Fisheries Entry Commission) should not delay in embarking on the

optimum number process, except where there is a substantial reason for doing so.

*Id.*, 758 P.2d at 1266 (footnote omitted).

Most recently in *Owsichuk*, we suggested that section 17 of article VIII, the uniform application clause, "may require 'more stringent review' of a statute than does the equal protection clause in cases involving natural resources." *Owsichuk*, 763 P.2d at 498 n. 17 (quoting *Gilman v. Martin*, 662 P.2d 120, 126 (Alaska 1983)). We also cited with approval Justice Rabinowitz's dissent in *Ostrosky*, 667 P.2d at 1196 which employs a least restrictive alternative approach in view of the "highly important interest running to each person within the state" by virtue of the common use clause. 763 P.2d at 492 n. 10.

In reviewing legislation which burdens the equal access clauses of article VIII, the purpose of the burden must be at least important. The means used to accomplish the purpose must be designed for the least possible infringement on article VIII's open access values. *Ostrosky*, *supra* at 1191. *Johns*, *supra* at 1266.

We employ this method of analysis in the present case as an alternative ground of decision. Using this approach, we conclude that the rural-urban residency criterion is unconstitutional for the reasons that follow.

One purpose of the 1986 act is to ensure that those Alaskans who need to engage in subsistence hunting and fishing in order to provide for their basic necessities are able to do so. This is an important interest.<sup>20</sup> However, the means used to accomplish this purpose are extremely crude. There are, as noted above, substantial numbers of Alaskans living in areas designated as urban who have legitimate claims as subsist-

20. Another expressed purpose is to aid communities whose residents are dependent on subsistence, as distinct from aiding the individual residents. This is not a purpose separate from aid to individual community members where the aid goes directly to the individuals. As we stated in *State v. Eversch*, 787 P.2d 624, 634 (Alaska 1989): "It would not make sense to conclude that a statute may not discriminate between residents of two areas in order to aid the residents of the more disadvantaged area, but that such a statute could discriminate between residents of

two areas in order to aid the communities in the more disadvantaged area. The communities are merely the collective sum of the residents."

A third purpose is to comply with ANILCA in order to retain state fish and game control on federal lands. It is difficult to view this as a sufficiently important purpose. ANILCA does not require state compliance. State control merely for the sake of control is a questionable goal when the terms infringe upon the open access values of article VIII.



Enclosure II Fish Harvest Percentages

|                                                 | Average<br>Salmon<br>Harvest | Average Harvest<br>Per Centage<br>For Each Use |
|-------------------------------------------------|------------------------------|------------------------------------------------|
| <u>1995 Subsistence</u>                         | <u>1,164,393. +</u>          | <u>0.007113 +</u>                              |
| <u>Average<br/>1985-1994 Sport Fish</u>         | <u>996,569. +</u>            | <u>0.006088 +</u>                              |
| <u>Average<br/>1987-1996 Personal Use</u>       | <u>149,158. +</u>            | <u>0.000911 +</u>                              |
| <u>Average Common<br/>Total Consumptive Use</u> | <u>2,310,120. *</u>          | <u>0.014112 *</u>                              |
| <u>Average<br/>1985-1994 Commercial</u>         | <u>161,368,000. +</u>        | <u>0.985886 +</u>                              |

zenship." And an analogy was drawn between planting oysters in a river bed and planting corn in state-owned land.

It will be noted that there are at least two factual distinctions between the present case and the McCready case. First, the McCready Case related to fish which would remain in Virginia until removed by man. The present case, on the other hand, deals with free-swimming fish which migrate through the waters of several States and are off the coast of South Carolina only temporarily. Secondly, the McCready Case involved regulation of fishing in inland waters, whereas the statute now questioned is directed at regulation of shrimping in the marginal sea.

Thus we have, on the one hand, a single precedent which might be taken as reading an exception into the privileges and immunities clause and, on the other, a case which does not fall directly within that exception. Viewed in this light, the question before us comes down to whether the reasons which evoked the exception call for its extension to a case involving the factual distinctions here presented.

However satisfactorily the ownership theory explains the McCready Case, the very factors which make the present case distinguishable render that theory but a weak prop for the South Carolina statute. That the shrimp are migratory makes apposite Mr. Justice Holmes' statement in *Missouri v. Holland*, 252 US 416, 434, 64 L ed 641, 648, 40 S Ct 382, 11 ALR 984 (1920), that "To put the claim of the State upon title is to lean upon a slender reed. Wild

birds are not in the possession of anyone; and possession is the beginning of ownership."

\*Indeed, only fifteen years after the McCready decision, a unanimous Court indicated that the rule of that case might not apply to free-swimming fish.<sup>35</sup> The fact that it is activity in the three-mile belt which the South Carolina statute regulates is of equal relevance in considering the applicability of the ownership doctrine. While *United States v. California*, 332 US 19, 91 L ed 1889, 67 S Ct 1658 (1947), as indicated above, does not preclude all State regulation of activity in the marginal sea, the case does hold that neither the thirteen original colonies nor their successor States separately acquired "ownership" of the three-mile belt.<sup>36</sup>

The whole ownership theory, in fact, is now generally regarded as but a fiction expressive in legal shorthand of the importance to its people that a State have power to preserve and regulate the exploitation of an important resource.<sup>37</sup> And there is no necessary conflict between that vital policy consideration and the constitutional command that the State exercise that power, like its other powers, so as not to discriminate without reason against citizens of other States.

These considerations lead us to the conclusion that the McCready exception to the privileges and immunities clause, if such it be, should not be expanded to cover this case.

\*[403]

\*Thus we hold that commercial shrimping in the marginal sea, like other common callings, is within the purview of the privileges and im-

<sup>35</sup> *Manchester v. Massachusetts*, 139 US 240, 265, 35 L ed 159, 167, 11 S Ct 559 (1891). In that case appellant, a citizen of Rhode Island, was convicted of violating a Massachusetts statute which regulated fishing in Buzzard's Bay. The Court upheld Massachusetts' power to enact the regulation, but pointed out that the statute "makes no discrimination in favor of citizens of Massachusetts and against citizens of other States." *Ibid.*

92 L ed 1474

<sup>36</sup> 332 US 19, 31, 91 L ed 1889, 1895, 67 S Ct 1658.

<sup>37</sup> See, e. g., Pound, *An Introduction to the Philosophy of Law*, 197-202. The fiction apparently gained currency partly as a result of confusion between the Roman term *imperium*, or governmental power to regulate, and *dominium*, or ownership. Power over fish and game was, in origin, *imperium*. *Ibid.*

munities clause. And since we have previously concluded that the reasons advanced in support of the statute do not bear a reasonable relationship to the high degree of discrimination practiced upon citizens of other States, it follows that § 3379 violates Art 4, § 2, of the Constitution.

Appellants maintain that by a parity of reasoning the statute also contravenes the equal protection clause of the Fourteenth Amendment. That may well be true, but we do not pass on this argument since it is unnecessary to disposition of the present case.

*Fifth.* Appellants contend that § 3414,<sup>38</sup> which requires that owners of shrimp boats fishing

in the maritime belt off South Carolina dock at a South Carolina port and unload, pack, and stamp their catch (with a tax stamp) before "shipping or transporting it to another state," burdens interstate commerce in shrimp in violation of Art 1, § 8, of the Constitution.

The record shows that a high proportion of the shrimp caught in the waters along the South Carolina coast, both by appellants and by others, is shipped in interstate commerce. There was also uncontradicted evidence that appellants' costs would be materially increased by the necessity of having their shrimp unloaded and packed in South Carolina ports rather than at their home bases in Georgia where they maintain their own docking, warehousing, refrigeration and packing facilities. In addition, an inevitable concomitant of a statute requiring that work be done in South Carolina, even though that be economically disadvantageous to the fishermen, is to divert to South Carolina employment and business which might otherwise go to Georgia; the necessary tenden-

\*[404]

cy of the statute is to impose an artificial rigidity on the economic pattern of the industry.

<sup>38</sup> See note 13 supra.

Appellees do not contest the fact that the statute thereby burdens, to some extent at least, interstate commerce in shrimp caught in waters off the South Carolina coast. Again, however, they rely on the fact that the commerce affected is in fish rather than some other commodity. They urge that South Carolina, because of its ownership of the shrimp, could constitutionally prohibit all shipments to other States. It follows, they imply, that the State could impose lesser restrictions, such as those here at issue, on out-of-state shipments.

There is considerable authority, starting with *Geer v. Connecticut*, 161 US 519, 40 L ed 793, 16 S Ct 600 (1896), to support the contention that a State may confine the consumption of its fish and game wholly within the State's limits. We need not pause to consider whether this power extends to free-swimming fish in the three-mile belt, for even as applied to fish taken in inland waters it has been held that where a State did not exercise its full power, but on the contrary permitted shipments to other States, it could not at the same time condition such shipments so as to burden interstate commerce. In *Foster Fountain Packing Co. v. Haydel*, 278 US 1, 73 L ed 147, 49 S Ct 1 (1928), the Court held it was an abuse of discretion for a district court not to enter an order temporarily enjoining, as an unconstitutional burden on interstate commerce, enforcement of a Louisiana statute which permitted the shipment of shrimp from Louisiana to other States only if the heads and hulls had previously been removed. In distinguishing the *Geer* Case, the following comment was made:

"As the representative of its people, the State might have retained the shrimp for consumption and use therein. . . . But by permitting

\*[405]

its shrimp to be taken and all the products thereof to be shipped and sold in interstate commerce, the State necessarily releases its hold



Nov. 18, 1997

To: House Special Committee on Fisheries;

I want to thank you for coming to Sitka to listen to opinions on fishing issues. I am writing these comments as I was there briefly, but was unable to wait my turn to testify due to a doctors appointment for one of my children.

First, and I feel foremost it the immediate need for the legislature to do something on the subsistence issue, as Federal takeover of our states fisheries is **TOTALLY UNNACCEPPTABLE!** There is no excuse for the legislature to not have done this already! To leave it to a crisis situation is a wakeup call to all citizens of this state that our legislature cares more for politics than they do their constituents and the health and welfare of the natural resources of their state.

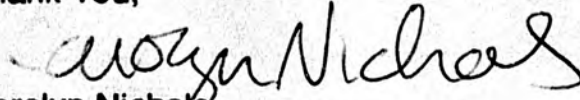
On all other fisheries allocation issues I feel the legislature should not make political decisions that supersede the Board of Fish and Game or the North Pacific Fisheries Management Councils decisions. The legislature is a political arena. The Boards of Fish and Game and the NPFMC are science based for resource management and take all sides into consideration on allocation issues through much public testimony. I feel HB149 falls definitely into this category. It is out of line for it to be a political decision. I also feel that the guided sport industry should not be allowed to continue to hide under the skirts of the non-guided sport sector, nor the subsistence sector any longer. I feel that it is also very important to separate the guided and non-guided sport fisheries.

The North Pacific Fisheries Management Council recently passed a Guideline Harvest Level for the guided halibut sport fishery that I suspect is generating lots of comments. I feel it is time for this to happen as the commercial longline halibut fleet is under the IFQ management system, which, contrary to Mr. Ogan's statement, all fishermen were not against. Those of us that are now buying IFQ shares usually have to take a loan from the bank to do so. Then in the world the way it is now, the guided sport halibut industry comes along with its rapid unchecked growth and gets a bigger and bigger piece of this fully utilized fishery at the longliners expense, leaving the longline fisherman to pay for this IFQ quota share they bought with less fish to catch as the guided sport fish industry is catching them. What makes the guided sport industry so privileged? Why should this be allowed?

These issues are hot topics, and while I am sure both sides think it would be great to have the legislature come in with a supportive voice on their respective sides on this I feel that this is not the legislatures area for decisions. For the GUIDED sport industry to try to use the political arena to make a fish grab at the expense of one of the most widespread responsible commercial sectors in the state just shows how underhanded and irresponsible they can be. If their requests are not being handled to their satisfaction in the processes that allocate fish than maybe it is time to look at the request and see what is wrong with them? Please do not bow to these demands. Allow the traditional decision processes to go forth as they have in the past. They are tried and true and represent all the groups involved fairly.

Thank you for your time and concern. I hope that the legislature, as a whole, can see that commercial fisheries are a huge, vital part of this state and in doing so see fit to fund the various departments that are responsible for their continued good welfare.

Thank You,

A handwritten signature in cursive script that reads "Carolyn Nichols". The signature is written in dark ink and is positioned above the printed name and address.

Carolyn Nichols  
305 Islander Drive  
Sitka, AK 99835



MARLETT  
©1997 NEWSDAY

ADN 7/1/97



"IF YOU LISTEN CLOSELY YOU CAN HEAR THE SOUND OF TOILETS FLUSHING!"

government controlling immigration than a state discriminating against its residents under Jim Crow laws.

The power to exclude should be sparingly used, but it is useful when outsiders violate their agreements with the tribe, as in the case of Tyonek, to get rid of predators or drug dealers, particularly when the village lacks a jail.

Alaska Natives are themselves victims of Jim Crow treatment. Recently many were shocked when the Legislature appropriated \$1 million to appeal the Venetie case. Yet since the 1960s, the state has spent millions each year fighting Native rights. It has consistently opposed tribes and tribal rights even though Native villages are expressly considered Indian tribes under federal law. The state's courts are prejudiced against Natives, tribal claims or any Native right arising under federal law. It is well recognized that such claims should never be brought in state court if a federal court is available.

In summary, when people violate village rules, sometimes exclusion from the town is the only available remedy.

— James Vollintine  
Anchorage

## Kohring seeks needed data

Recently Rep. Vic Kohring has been chastised for commenting on the possible connection between this summer's commercial fishing strike in Kodiak and the improved king salmon returns of the Susitna River drainage. It certainly didn't take long for his opponents

to lash out, claiming there is no connection between these events.

I have fished the Susitna drainage for more than 30 years, and fish returns there have been declining for several years. I don't know whether Kodiak commercial fishermen are indeed responsible for intercepting too many Susitna-bound fish, and that feeling is shared by the Alaska Department of Fish and Game biologists who routinely speak at our membership meetings. They have expressed an interest in establishing tagging efforts to help determine just what is happening to Susitna-bound fish.

A healthy Susitna return coinciding with a Kodiak strike, however, certainly motivates me to support objective efforts to find out just what is responsible for the decline. That attitude and approach seems far more productive than the constant finger-pointing between sportfishermen and commercial interests that we've seen to date.

I believe Rep. Kohring's comments speak toward a desire to establish qualitative information on what is happening to this resource, and to establish fair allocation measures to the resource owned collectively by all residents of Alaska. His HB 149, and the SB 40 discrete salmon stock management bill sponsored by Sen. Rick Halford, are steps in the right direction. I support each of their efforts and hope we can soon really work together before this resource is lost entirely, as we have seen in other states. If that happens, we will all lose.

— Don Sherwood, president  
Alaska Boating Association

...trying to put food on the table. Commercial fishing is not something for fun on our weekends; it is and our only way of subsisting.

## Tribal foes running

Can you imagine riots by N barbarians destroying their own ransacking their city offices, money till payday? You have that their relatives probably too. They'd be destroying a n employment, sometimes the o

In my village (Mekoryuk) t ernment, even the state, has e structure and even improve o living. Our tribal government creased its ability to guide n ture. All this talk of trashed deterioration because of rec eighty is hot air from spite politicians.

For Sen. Ted Stevens to sh if the Supreme Court rules, sure sign of just how desper touch Washington really is. Ey supposedly for our benefit ( CA, CDQ) is nothing more tha

We will always have tribal as long as we survive. It's jus ple don't realize we don't ne on paper. They still don't und tribe is. If you want our resou us, don't con us and tell us good.

Don't hide behind "mainst Just tell the truth and work dents are important because been done before. A major l the unknown. Natives have h try win wars. We've spilled o and still, we came home and to cut our own food. A house stand. Even today, there are the majority is going to be a n

I hope the Supreme Court facts. Alaskan Natives are Their decisions concerning will not only affect Alaska norities view the present ma

■ MORE LETTERS: The reader

3455

# ALASKA STATE LEGISLATURE

**Interim:**  
600 East Railroad Avenue  
Wasilla, Alaska 99654  
(907) 373-1842  
Fax (907) 373-4729



**Session:**  
State Capitol Building, Room 421  
Juneau, Alaska 99801-1182  
(907) 465-2186  
Fax (907) 465-3818

**REPRESENTATIVE VIC KOHRING  
DISTRICT 26**

**RECEIVED**

July 23, 1997

JUL 28 1997

DEPT. OF FISH & GAME  
COMMISSIONER'S OFFICE

Commissioner Frank Rue  
Department of Fish and Game  
P.O. Box 25526  
1255 West 8th St.  
Juneau, Alaska 99802

Dear Commissioner Rue:

I'm writing at the request of residents of Beluga, who operate sportfish guide services on the Chuit, Theodore and Luis Rivers. Their concern is the intercept of the salmon runs (particularly cohos) in Cook Inlet by the commercial drift net fleet, which they contend is severely impacting the numbers of fish returning to these rivers.

I would appreciate your attention to this concern, and wish to reiterate my position that there needs to be greater equity in terms of how the resource is allocated between the commercial and personal use groups. This is primarily why I filed House Bill 149, that directs the Board of Fisheries to give first priority to the "personal consumptive user".

Please give consideration to this request, so greater numbers of fish are allowed to escape the nets of the drift netters, for the benefit of the sportsfisherman, subsistence and personal user, and of course for sustained yield purposes. Thank you for your assistance.

With best regards,

A handwritten signature in cursive script, appearing to read "Vic Kohring".

VIC KOHRING  
State Representative



*Shon*  
TONY KNOWLES, GOVERNOR

**DEPARTMENT OF FISH AND GAME**

**OFFICE OF THE COMMISSIONER**

P.O. BOX 25526  
JUNEAU, ALASKA 99802-5526  
PHONE: (907) 465-4100  
FACSIMILE: (907) 465-2332

August 29, 1997

The Honorable Lyda Green  
Alaska State Legislature  
600 E. Railroad Ave.  
Wasilla, AK 99654

The Honorable Rick Halford  
Alaska State Legislature  
P.O. Box 670190  
Chugiak, AK 99567

Dear Senators Green and Halford:

Thank you for your July 29 letter concerning management of salmon fisheries in Upper Cook Inlet. As you know, this fishery is extremely complex, and most of the various runs of salmon are intertwined in time and area. Therefore, management of one species invariably affects other species as well.

The Susitna River sockeye salmon return for 1997 was forecasted to be poor--a total return of about 576,000 sockeye salmon. Preliminary estimates of run strength indicate this was probably a fairly good forecast. Average return size in recent years has been from 600,000 to 800,000 sockeye salmon. At the current time I am not aware of any analysis that indicates the return was greater than the 600,000 to 800,000 experienced in recent years.

The relatively higher escapement to the Yentna River, despite a weak return, was the result of the management strategy employed by the Alaska Department of Fish and Game (department) to help ensure achievement of the Yentna River sockeye salmon escapement goal. Based both on the preseason forecast and in-season run indicators, the commercial fishery was managed in a very conservative manner. Restrictions included closing the Northern District set gillnet fishery for two regular fishing periods in July, and closing the Central District to drift gillnet fishing outside three miles for three regular periods. In addition, actions taken by the Alaska Board of Fisheries to increase coho passage into the Northern District probably increased sockeye numbers to some extent. These restrictions appear to have been successful as the final escapement for the Yentna River is approaching 160,000, which is over the upper end of the escapement goal range. Total Susitna River sockeye escapement is estimated to be about 300,000 fish, or about 50 percent of the total return to the drainage.

At this time we believe that most of the 85,000 fish returning to Chelatna Lake are wild salmon. This belief is based on age composition and hatchery proportion of the out-migrating smolt, age composition of the adult return, and numbers of hatchery fry stocked in the parent years. Actual hatchery numbers will be determined by analysis of otolith marks applied in the hatchery. Chelatna Lake is known to be a strong producer of wild salmon. It was considered a good candidate for enhancement because it had unused

August 29, 1997

rearing capacity due to spawning area limitations. Based on the observed hatchery return in previous years, hatchery production from the lake is expected to be between 2,000 and 10,000 fish in most years. In some years prior to hatchery returns, we have seen Chelama Lake produce as much as 50 percent of the Yentna River run, similar to what it did this year.

While it is premature to estimate the precise number of hatchery fish returning to Chelama Lake in 1997, it is evident that even allowing for hatchery fish, the wild stock escapements in the Susitna drainage appear to be more than adequate. In addition to Yentna River escapement, we know that Larson Lake in the Talkeetna River drainage should end the season with about 30,000 spawners, which is similar to escapement measured there fifteen years ago during the Su Hydro studies. This latter project is being funded by the CIP recently approved by the legislature and shows the value of additional escapement information throughout the Susitna drainage. It also appears that Fish Creek in Knik Arm will meet its goal of 50,000 spawners.

In summary, due to timely and appropriate management actions by department staff, sockeye salmon escapement goals were achieved in the Northern District despite a below average return. At the same time, the department was able to harvest nearly all the available surplus sockeye salmon bound for other river systems. In a year of poor prices and many weak runs, this is a significant economic benefit to many Alaskans.

As you note, coho salmon returns to Upper Cook Inlet are very weak this year. It is likely that actions taken by the department to protect weak sockeye returns to the Northern District substantially reduced coho salmon catches in the commercial fishery. Early catch-per-unit-effort data indicated to our staff that the return may be weak. Given this forewarning, fishery managers were well prepared and closed the commercial fishery for the remainder of the season on August 7. This is the most restrictive measure ever taken in Cook Inlet to protect coho salmon.

Statewide, this year was one of surprises. Some salmon returns such as the Copper River chinook and sockeye, Susitna drainage chinook, and late-run Kenai River chinook, were better than expected. Others such as Bristol Bay sockeye and Upper Cook Inlet coho were very weak. All salmon returns are subject to a wide variety of freshwater and ocean conditions that affect their returns. At this point, I believe it is premature to ascribe these returns, good or bad, to any one single factor. In the case of Susitna River chinook, the age composition and size of the Kodiak seine catch would indicate that the 1997 strike was not the cause of the improved returns.

Again, I thank you for your letter. I also look forward to obtaining results from the stock identification and assessment programs funded through the recent CIP. I believe the information provided by these projects will be extremely valuable in planning future strategies to protect our unique and valuable fisheries resources.

Sincerely,



Frank Rue  
Commissioner

cc: Geron Bruce, Legislative Liaison