

AK LEGISLATURE SPECIAL COMMITTEE FILES SCOMM 156 3342

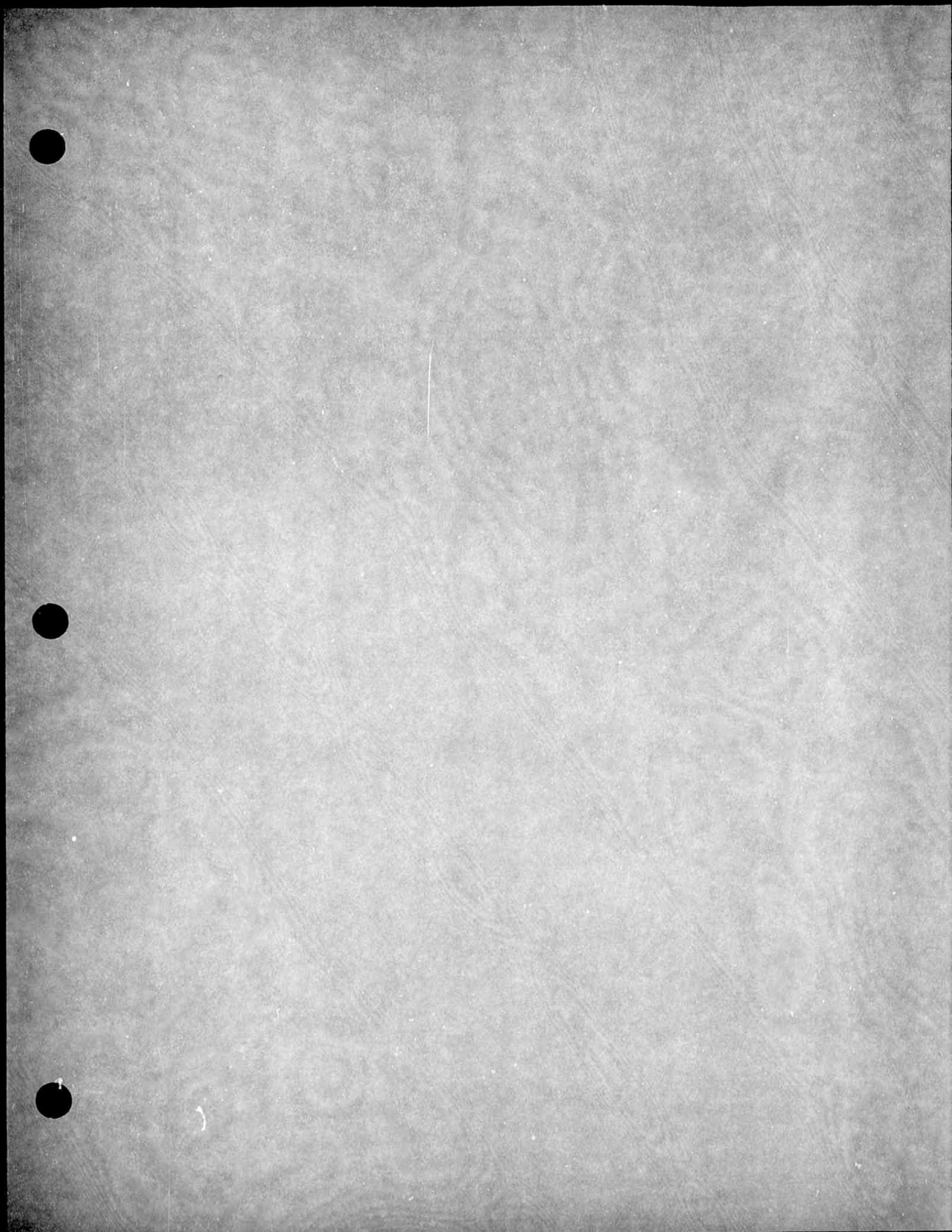
Appendix A. 15. Page 2 of 2.

Fishery	No. Permits	Chinook	Sockeye	Coho	Pink	Chum
Yentna Subsistence						
1996	17	0	242	46	115	51
1997	24	0	549	83	30	10
1998	21	0	495	113	30	15
1999	18	0	516	48	18	13
2000	19	0	379	92	4	7
2001	16	0	545	50	10	4
2002	25	0	454	133	14	31
2003	19	0	553	67	2	8
2004 ^a	21	0	441	146	36	3
2005	18	0	181	42	25	24
2006	22	0	388	178	15	27
2007	21	0	367	66	17	18
Educational Fisheries^a						
1994	na	57	1,907	948	134	0
1995	na	40	1,498	953	35	0
1996	na	105	2,242	648	211	0
1997	na	236	2,884	290	60	0
1998	na	252	3,266	843	135	0
1999	na	283	2,690	690	28	0
2000	na	220	2,713	835	680	0
2001	na	353	4,510	805	166	0
2002	na	200	3,366	1,122	545	0
2003	na	307	5,171	616	91	0
2004	na	162	4,784	927	440	0
2005	na	163	6,665	161	15	0
2006	na	224	4,996	300	712	0
2007	na	390	5,514	1,128	133	0

^a Educational fisheries consist of Kenaitze Tribal, Ninilchik Traditional Council, Ninilchik Native Descendents, and Ninilchik Emergency Services.

Upper Cook Inlet drift and set gillnet participation.

Year	Residency	Drift Gillnet		Set Gillnet	
		Total Permits Issued/ Renewed	Total Permits Fished	Total Permits Issued/ Renewed	Total Permits Fished
2007	Resident	401	297	618	405
	Nonresident	170	120	120	78
	Year Totals	571	417	738	483
2006	Resident	400	293	616	405
	Nonresident	170	103	122	77
	Year Totals	570	396	738	482
2005	Resident	405	334	615	418
	Nonresident	166	137	122	81
	Year Totals	571	471	737	499
2004	Resident	400	313	621	407
	Nonresident	171	127	118	74
	Year Totals	571	440	739	481
2003	Resident	396	293	618	408
	Nonresident	176	125	124	64
	Year Totals	572	418	742	472
2002	Resident	394	284	620	425
	Nonresident	178	125	123	71
	Year Totals	572	409	743	496
2001	Resident	395	323	623	421
	Nonresident	179	144	121	84
	Year Totals	574	467	744	505
2000	Resident	391	347	622	446
	Nonresident	186	166	123	87
	Year Totals	577	513	745	533
1999	Resident	391	336	618	465
	Nonresident	185	151	127	91
	Year Totals	576	487	745	556
1998	Resident	395	361	620	469
	Nonresident	186	167	125	90
	Year Totals	581	528	745	559
1997	Resident	395	388	622	509
	Nonresident	187	184	123	94
	Year Totals	582	572	745	603
1996	Resident	396	382	620	508
	Nonresident	187	178	125	96
	Year Totals	583	560	745	604
1995	Resident	393	391	626	528
	Nonresident	189	186	119	97
	Year Totals	582	577	745	625



Management actions in the Cook Inlet fisheries to conserve Northern Cook Inlet sockeye and coho salmon.

Year	EO#	Management Action	Effective Date
1998	7	Restricted drifting to corridor	13-Jul
	10	Closed ND; Closed drifting	20-Jul
	15-98	Closed Fish Creek Personal Use Fishery	25-Jul
	14	Closed ND; Closed drifting	27-Jul
	15	Closed ND; Closed drifting	31-Jul
1999	6	Closed Drifting	12-Jul
	12	Closed ND; Closed drifting	22-Jul
	15-99	Closed Fish Creek Personal Use Fishery	26-Jul
	18	Closed ND; Drifting restricted N. of north end of Kalgin	29-Jul
	20-99	Reduce bag limit for coho from three to one and prohibit bait in Knik Arm streams	19-Aug
2000	5	Restricted drifting to corridor	10-Jul
	7	Restricted drifting to S. of south end of Kalgin	13-Jul
	16-00	Closed Fish Creek Personal Use Fishery	26-Jul
2001	10	Restricted drifting to corridor	9-Jul
	17-01	Closed Fish Creek Personal Use Fishery	12-Jul
	16	Closed ND; Closed drifting	23-Jul
	19	Closed ND; drifting restricted to corridor	26-Jul
2002	10	Restricted drifting to corridor	11-Jul
	14	ND gear reduced to 1 net; Drifting restricted to S. of Colliers	22-Jul
	16	Fish Creek Personal Use Fishery remained closed	
	20	ND closed; Drifting restricted to S. of south end of Kalgin	25-Jul
2003	8	Restricted drifting to corridor	10-Jul
	10	Restricted drifting to S. of Blanchard line	14-Jul
	21	Fish Creek Personal Use Fishery remained closed	
	24	Restricted drifting to conserve ND coho	24-Jul
2004	15	Restricted drifting to S. of Kalgin Buoy	28-Jul
	18	Restrict drift to S. of N. end of Kalgin Island	12-Jul
	24	Restrict drift to S. of N. end of Kalgin Island	15-Jul
	36	Fish Creek Personal Use Fishery remained closed	21-Jul
	41	Reduce ND to 2 nets; Drifting restricted to S. of line from Colliers to Kalgin Island	26-Jul
	18-04	Reduce ND to 1 net; Drifting restricted to S. of line from Colliers to Kalgin Island	29-Jul
2005	?	Prohibit retention of sockeye salmon in Yentna River sport fishery	4-Aug
	?	Restrict drifting to Area 1	?
	29	Restrict drifting to Areas 1 & 2	18-Jul
	33	ND closed; Restrict drifting to S. of Kalgin buoy	20-Jul
	26-05	Prohibit retention of sockeye salmon in Susitna River sport fishery	24-Jul
	38	ND closed; Restrict drifting to S. of Blanchard Line	25-Jul
	43	Fish Creek Personal Use Fishery remained closed	
	48	ND closed; Restrict drifting to S. of line from Colliers to Kalgin Island	28-Jul
2006	52	ND closed; Restrict drifting to S. of line from Colliers to Kalgin Island	1-Aug
	27-05	ND closed	4-Aug
	27-05	Prohibit retention of sockeye salmon in Fish Creek sport fishery	13-Aug
	9	Restrict drifting to Ken/Kas Sections; Closed ND to commercial fishing	10-Jul
	12	Restrict drifting to Ken/Kas Sections; Closed ND to commercial fishing	13-Jul
	25-06	Prohibit retention of sockeye salmon in Susitna River sport fishery	15-Jul
	16	Restrict drifting to Ken/Kas Sections; Closed ND to commercial fishing	17-Jul
	20	Closed drift gillnetting; Closed ND to commercial fishing	20-Jul
	27	Fish Creek Personal Use Fishery remained closed	
	28	Closed drift gillnetting; Closed ND to commercial fishing	24-Jul
2007	31	Closed drift gillnetting; Closed ND to commercial fishing	27-Jul
	34	Restricted drifting to south of Blanchard Line and Ken/Kas Section; Closed ND	31-Jul
	35	Restricted drifting to south of NW point on Kalgin Island and Ken/Kas Section	2-Aug
	na	Closed ND to commercial fishing	3-Aug
	9	Restrict drifting to Area 1	7/9 & 7/12
	12	Restrict drifting to Area 1	16-Jul
	17	Fish Creek Personal Use Fishery remained closed	19-Jul
	20	Restrict drifting south of Blanchard; ND reduced to 1 net	23-Jul
2007	25	Restrict drifting south of Blanchard; ND closed	26-Jul
	29	Restrict drifting south of N. Kalgin; ND closed	30-Jul
	34	Restrict drifting south of Colliers dock to Kalgin; ND closed	2-Aug
	35-07	Restrict drifting south of Colliers dock to Kalgin; ND closed	6-Aug
		Prohibit retention of sockeye salmon in Susitna River sport fishery	11-Aug

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An Overview of the Alaska Board of Fisheries Process

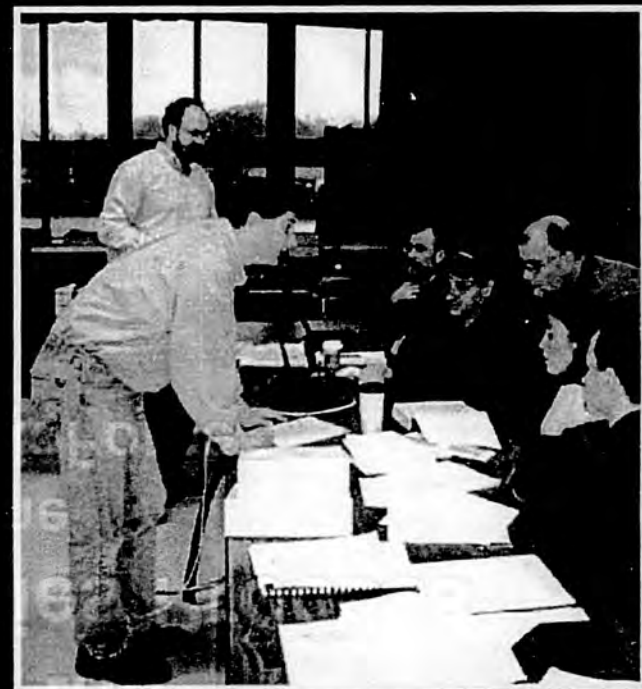
**Presentation to the
Cook Inlet Salmon Task Force
May 29, 2008**



Jim Marcotte
Executive Director, Alaska Board of Fisheries
Boards Support Section, Alaska Dept. Fish and Game
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Outline

- Board's function and composition
- Steps in board process
- Input on board decisions
 - Public
 - Agency
- Legal and policy factors in board decisions
 - Statutes and regulations
 - Policies and findings



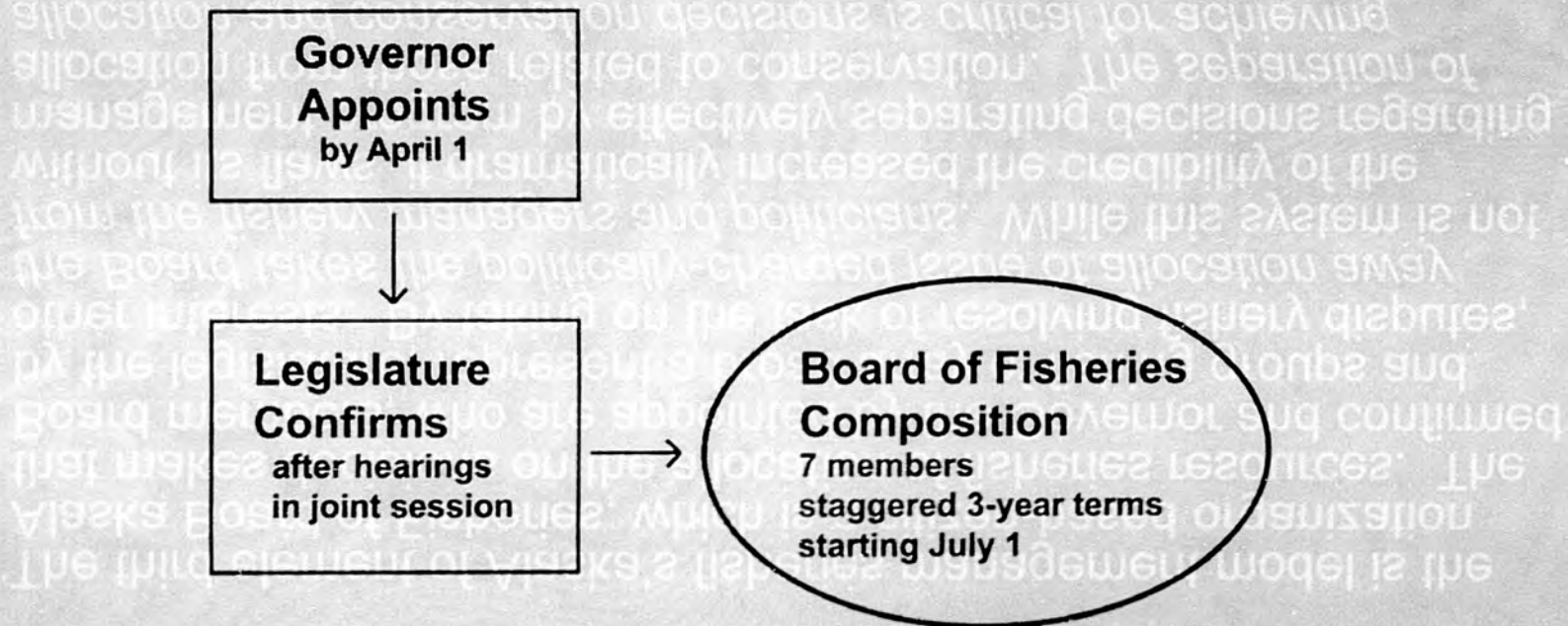
Main function of the board: Allocation

"The third element of Alaska's fisheries management model is the Alaska Board of Fisheries, which is a citizen-based organization that makes decisions on the allocation of fisheries resources. The Board members, who are appointed by the Governor and confirmed by the legislature, represent a broad array of fishing groups and other interests. By taking on the task of resolving fishery disputes, *the Board takes the politically-charged issue of allocation away from the fishery managers and politicians.* While this system is not without its flaws, it dramatically increased the credibility of the management program by effectively separating decisions regarding allocation from those related to conservation. *The separation of allocation and conservation decisions is critical for achieving sustainable fisheries in the state and elsewhere in the Northwest.*"

(excerpt from: *The Elements of Alaska's Sustainable Fisheries*, by Fran Ulmer in *Sustainable Fisheries Management: Pacific Salmon*, E. Knudsen et al Editors, Lewis Publishers, 2000, p. 65)

Sec. 16.05.221. Boards of fisheries and game.

(a) For purposes of the conservation and development of the fishery resources of the state, there is created the Board of Fisheries composed of seven members appointed by the Governor, subject to confirmation by a majority of the members of the legislature in joint session. The Governor shall appoint each member on the basis of interest in public affairs, good judgment, knowledge, and ability in the field of action of the board, and with a view to providing diversity of interest and points of view in the membership. The appointed members shall be residents of the state and shall be appointed without regard to political affiliation or geographical location of residence.



Authority:

AS 16.05.221; AS 39.05.060; AS 39.05.080; AS 39.05.100

Major Steps in Proposal Process

- 1- Call for Proposals
- 2- Distribution of Proposals
- 3- Public Review and Comment
- 4- Board Regulatory Meeting
- 5- Implementation

See 5 AAC 96.610



Board of Fisheries three-year meeting cycle

Meeting Cycle: 2007/2008, 2010/2011, etc.

Area:

Kodiak and Chignik Areas (All Finfish)

Cook Inlet Area (All Finfish)

King and Tanner Crab (Statewide, except Southeast)

Meeting Cycle: 2008/2009, 2011/2012, etc.

Area:

Prince William Sound Area (All Finfish)

Southeast/Yakutat Areas (All Finfish, Shellfish, King and Tanner crab)

Dungeness Crab, Shrimp, and Miscellaneous Shellfish (Statewide)

Statewide Provisions (Shellfish)

Meeting Cycle: 2009/2010, 2012/2013, etc.

Area:

Bristol Bay Area (All Finfish)

Arctic-Yukon-Kuskokwim Areas (All Finfish)

Alaska Peninsula/Aleutian Island Areas (All Finfish)

Statewide Provisions (Finfish)

Proposal Form

ALASKA BOARD OF FISHERIES AND ALASKA BOARD OF GAME REGULATION PROPOSAL FORM, P.O. BOX 25526, JUNEAU, ALASKA 99802-5526

BOARD OF FISHERIES REGULATIONS

- ☐ Fishing Area _____
☐ Subsistence ☐ Personal Use
☐ Sport ☐ Commercial

JOINT BOARD REGULATIONS

- ☐ Advisory Committee ☐ Regional Council ☐ Rural

BOARD OF GAME REGULATIONS

- Game Management Unit (GMU) _____
☐ Hunting ☐ Trapping
☐ Subsistence ☐ Other _____
☐ Resident
☐ Nonresident

Please answer all questions to the best of your ability. All answers will be printed in the proposal packets along with the proposer's name (address and phone numbers, will not be published). Use separate forms for each proposal.

1. Alaska Administrative Code Number 5 AAC _____ Regulation Book Page No. _____

2. What is the problem you would like the Board to address?

3. What will happen if this problem is not solved?

4. What solution do you prefer? In other words, if the Board adopted your solution, what would the new regulation say?

5. Does your proposal address improving the quality of the resource harvested or products produced? If so, how?

6. Solutions to difficult problems benefit some people and hurt others:

A. Who is likely to benefit if your solution is adopted?

B. Who is likely to suffer if your solution is adopted?

7. List any other solutions you considered and why you rejected them.

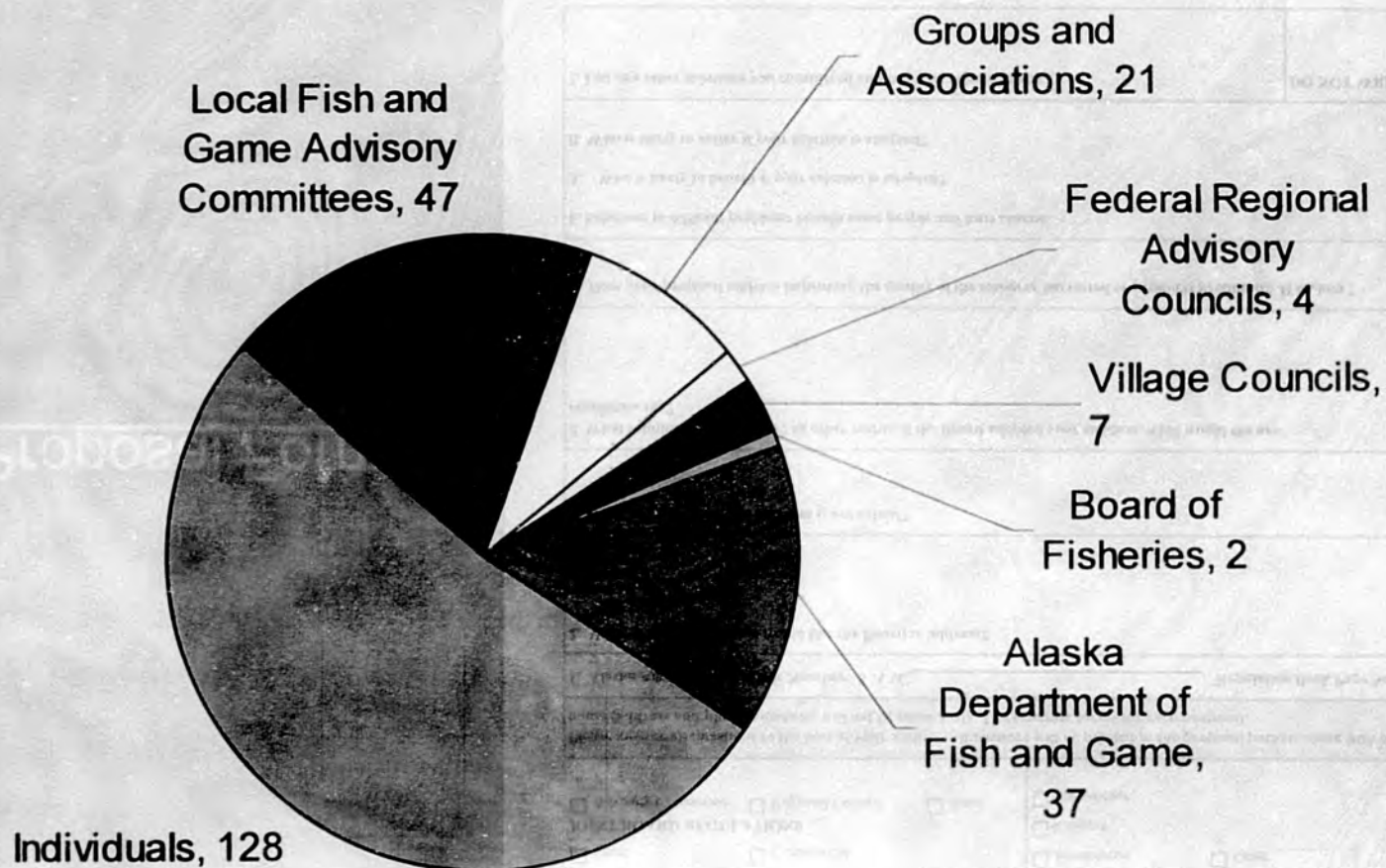
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Submitted By: Name _____

Individual or Group _____

Address _____ Zip Code _____ Phone _____

Source of Fishery Proposals (2006/2007)



Step 4 – Board Regulatory Meeting

Typical agenda for board meetings

- ▶ Introductions, ethics disclosures
- ▶ Department staff reports (~ half day)
- ▶ Oral public testimony (up to two days)
- ▶ Board committees* (3 board members, public panel and staff)
to develop recommendations
- ▶ Board deliberation on proposals
- ▶ Miscellaneous Business

All elements of building a clear record

* board findings #2000-200-FB and #2000-199-FB describe committee process

Actions on Board of Fisheries Proposals

Board of Fisheries Actions on Proposals, 2005-2006

Action	Dec. 2005	Jan. 2006	Feb. 2006	Mar. 2006	All meetings	Percentage
Carried	11	27	23	14	75	21.2%
Carried as amended	12	19	11	12	54	15.3%
Failed	34	52	26	8	120	33.9%
No action	24	43	20	12	99	28.0%
Deferred	3	0	3	0	6	1.7%
Total	84	141	83	46	354	100.0%

Typically about one-third are adopted

Sources of Public Input:

- General public
- Fishery groups and associations
- Industry groups
- Local governments
- Tribal groups, village councils
- Local fish and game advisory committees
— (82 statewide)



LOCAL FISH AND GAME ADVISORY COMMITTEES

Arctic Region: 9

Kotzebue, Lower Kobuk, Noatak/Kivalina, Northern Norton Sound, Northern Seward Peninsula, North Slope, St. Lawrence, Southern Norton Sound, Upper Kobuk

Interior Region: 15

Central, Delta, Eagle, Fairbanks, G.A.S.H., Koyukuk River, Lake Minchumina, McGrath, Middle Nenana River, Middle Yukon, Minto/Nenana, Ruby, Tanana/Rampart/Manley, Upper Tanana/Fortymile, Yukon Flats

Southcentral Region: 18

Anchorage, Central Peninsula, Cooper Landing, Copper Basin, Copper River/PWS, Denali, Homer, Kenai/Soldotna, Matanuska Valley, Mt. Yenlo, Paxson, Seldovia, Seward, Susitna Valley, Tok Cutoff/Nebesna Road, Tyonek, Valdez, Whittier

Southeast Region: 23

Angoon, Craig, East Prince of Wales, Edna Bay, Elfin Cove, Hydaburg, Hyder, Icy Straits, Juneau-Douglas, Kake, Ketchikan, Klawock, Klukwan, Pelican, Petersburg, Port Alexander, Saxman, Sitka, Sumner Strait, Tenakee, Upper Lynn Canal, Wrangell, Yakutat

Southwest Region: 12

Central Bering Sea, Chignik, False Pass, King Cove, Kodiak, Lake Iliamna, Lower Bristol Bay, Lower Kuskokwim, Naknek/Kvichak, Nelson Lagoon, Nushagak, Sand Point, Togiak, Unalaska/Dutch Harbor

Western Region: 5

Central Bering Sea, Central Kuskokwim, Lower Kuskokwim, Lower Yukon, Stony/Holitna

Examples of Public Comment Sources

Board of Fisheries Meetings (Jan. 2006 and Feb. 2008)

January 2006 - Southeast Finfish (Ketchikan)

- 141 proposals
- 106 oral public testimony
 - 10 advisory committees written comment
 - 1 regional advisory council
- 97 other written public comments
- 120 record copies submitted during meeting



February 2008 – Upper Cook Inlet Finfish (Anchorage)

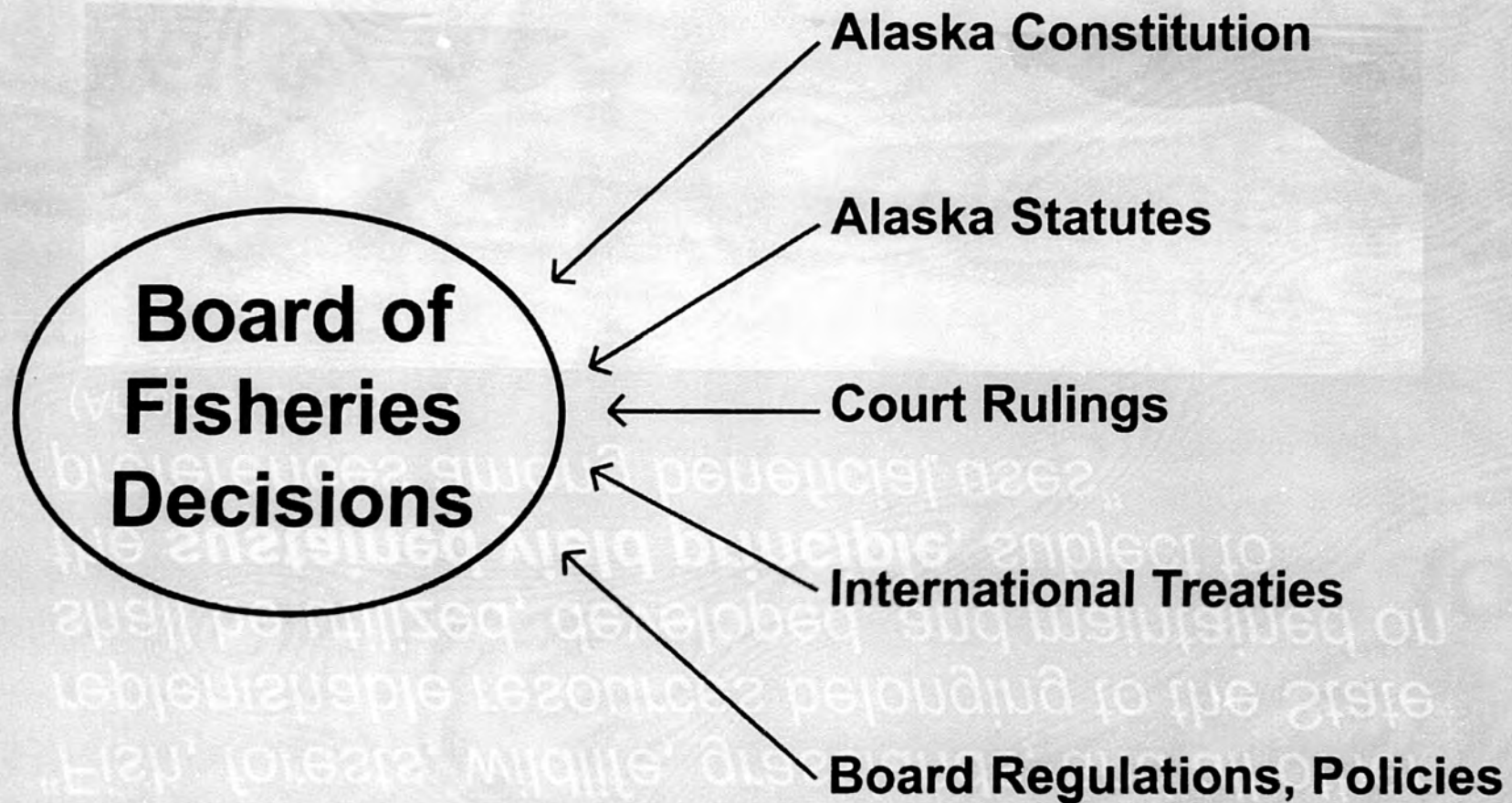
- 286 proposals
- 125 oral public testimony
 - 11 advisory committees written comment
- 55 other written public comments
- 225 record copies submitted during meeting

Sources of Agency Input

- **Alaska Dept. of Fish & Game**
 - *Commercial Fisheries Division*
 - *Sport Fish Division*
 - *Subsistence Division*
- **Dept. of Law**
- **Dept. Public Safety - Division of Alaska Wildlife Troopers**
- **Commercial Fisheries Entry Commission**
- **Office of Subsistence Management (*federal*)**
- **North Pacific Fishery Management Council (*federal*)**



Legal and Regulatory Considerations



Alaska Constitution

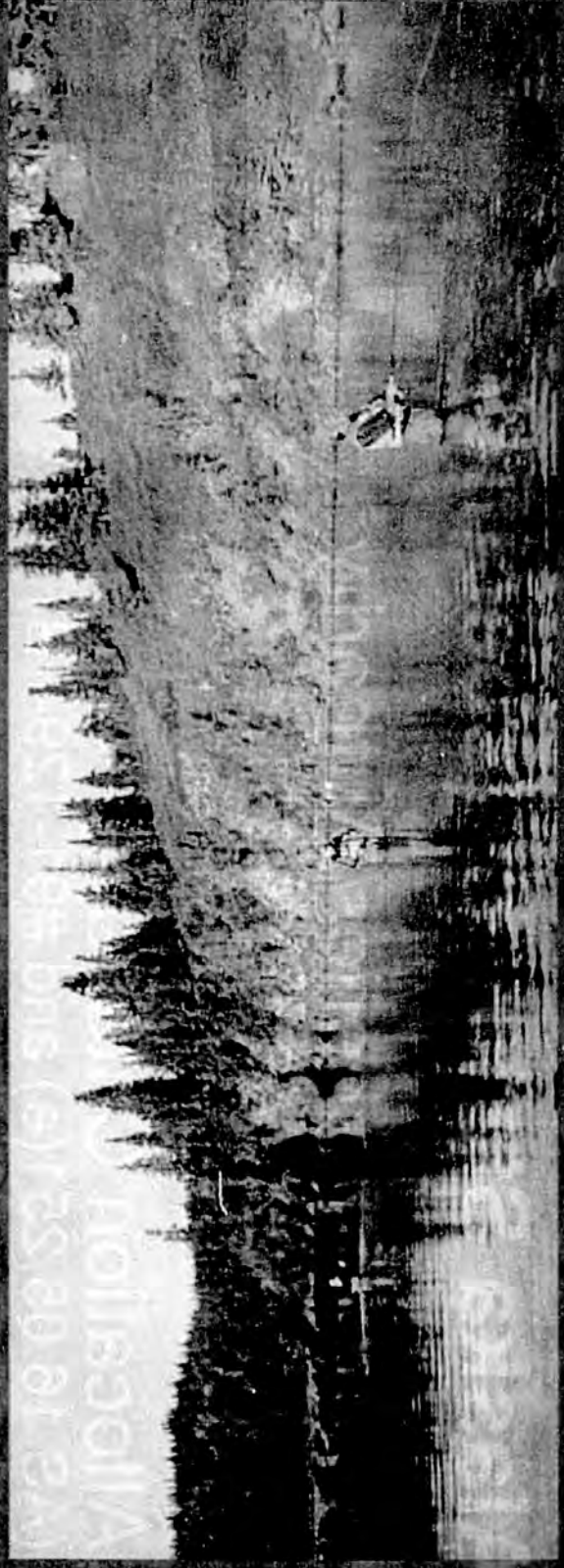
*"Fish, forests, wildlife, grasslands, and all other replenishable resources belonging to the State shall be utilized, developed, and maintained on the **sustained yield principle**, subject to preferences among beneficial uses"*

(Article 8, Section 4)



Alaska Statutes (general)

- Alaska Administrative Procedures Act (AS 44.62)
- Open Meetings Act (AS 44.62.310)
- Executive Branch Ethics Act (AS 39.52)



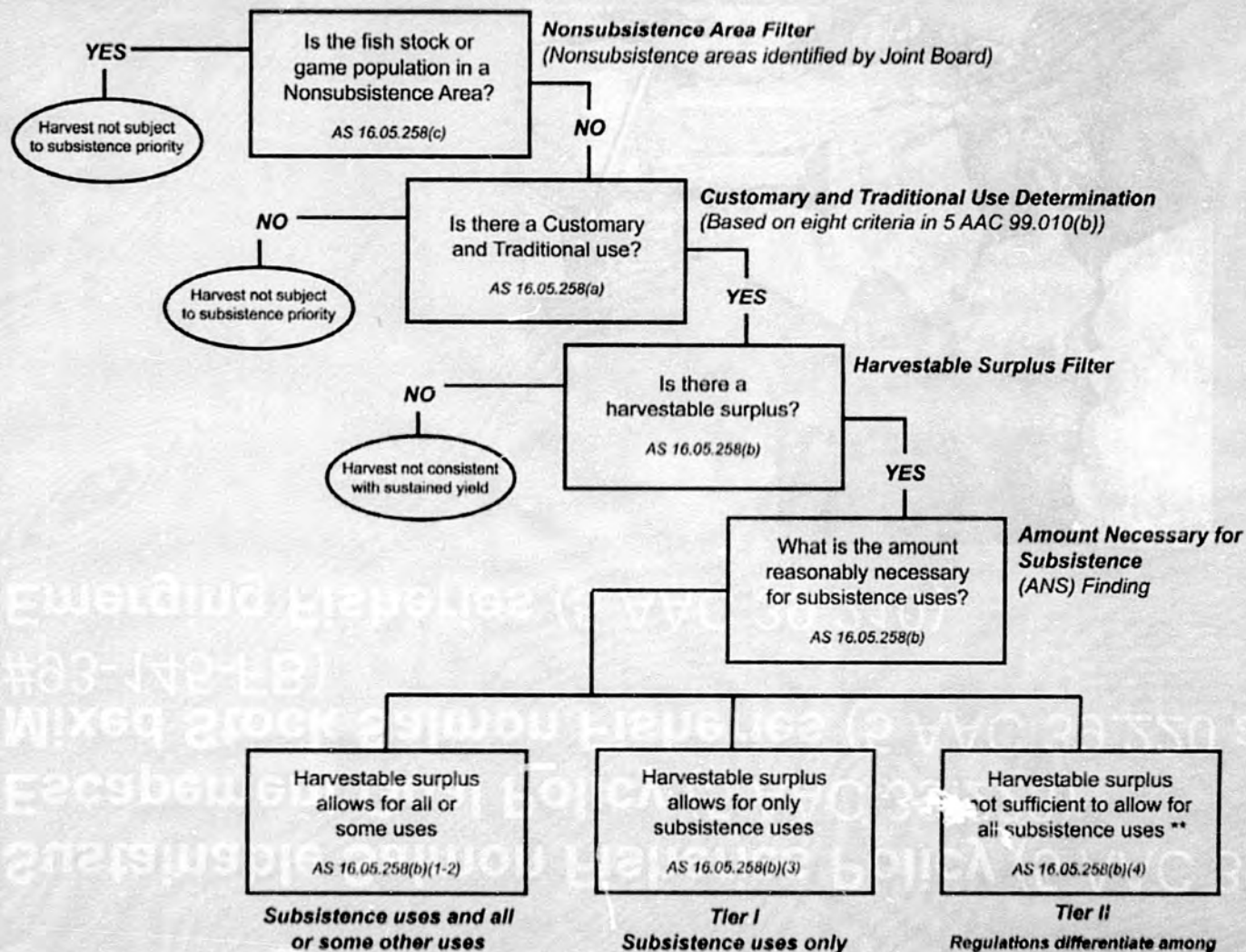
Alaska Statutes (specific)

- Board of Fisheries Authority
(AS 16.05.221; AS 16.05.251)
"Conservation and Development"
- Allocation Criteria
(AS 16.05.251(e) and #91-129-FB)
 - >history of each fishery
 - >number of participants
 - >importance for personal and family consumption
 - >availability of alternative resources
 - >importance in local, regional, and state economy
 - >importance for providing recreational opportunity
- Management of Wild and Enhanced Stocks (AS 16.05.730)
- State Subsistence Law (AS 16.05.258)



Alaska Board of Fisheries and Game

Steps When Considering Regulations that Affect Subsistence Uses*



* Alaska Statute 16.05.258 Subsistence Use and Allocation of Fish and Game

** Harvestable surplus below lower end of ANS range

Board Regulations and Policies

- Sustainable Salmon Fisheries Policy (5 AAC 39.222)
- Escapement Goal Policy (5 AAC 39.223)
- Mixed Stock Salmon Fisheries (5 AAC 39.220 and #93-145-FB)
- Emerging Fisheries (5 AAC 39.210)



see list of all board findings at
<http://www.boards.adfg.state.ak.us/fishinfo/regs/pfindx.php>

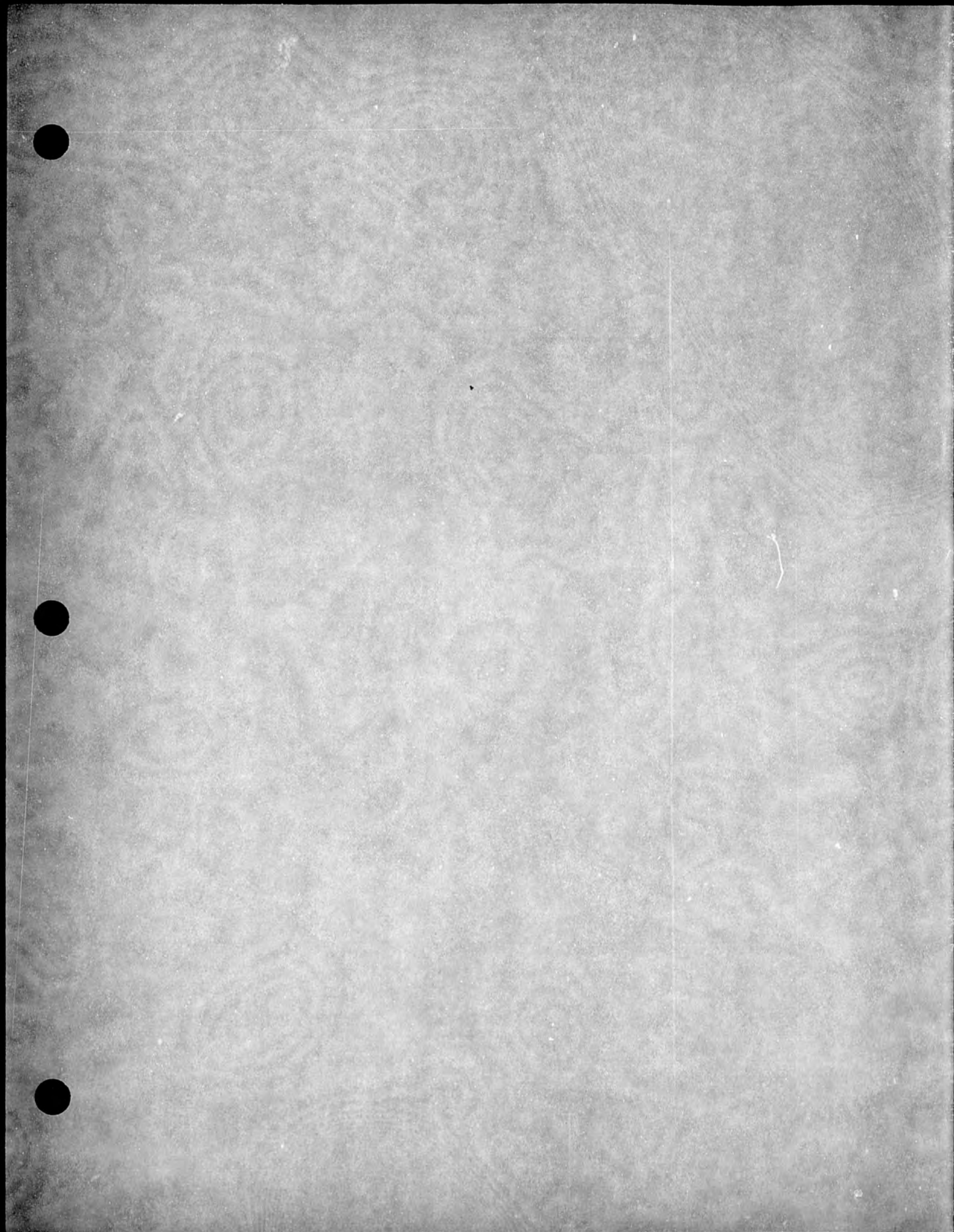
Summary

- Structured process
- Transparent
- High level of public participation



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Economic Comparisons of Commercial and Sport Fisheries: Measures, Things to Keep in Mind, and Potential Misuses

Prepared for
Cook Inlet Salmon Task Force
May 22, 2008
Soldotna, Alaska

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Who I Am and Why I am Testifying

- I am a professor of economics at the UAA Institute of Social and Economic Research (ISER). I've been studying economic issues related to Alaska fisheries for many years. I also teach a course at UAA on the Alaska economy, and will be teaching a new online course (beginning September 2008) on "An Introduction to Fisheries Economics and Markets."
- I'm currently engaged in a research project (funded by the Alaska Sea Grant program) on what kinds of economic information exists and does not exist for Alaska's commercial, sport and subsistence fisheries.
- I'm testifying today because Rep. Craig Johnson, co-chair of the Task Force, asked me to testify and provide the task force some background information about what kinds of economic data are available for Cook Inlet salmon fisheries and what they mean.
- I'll testify again next week in Wasilla about "Economic Impacts and Net Economic Value of Cook Inlet Commercial and Sport Salmon Fisheries: What We Know and What We Don't Know."
- I'm available to assist the Task Force over the next few months in providing additional economic information or data if it would be helpful to you.
- I'm not taking any position on any of the issues which the Task Force is addressing.

Commercial and Sport Fisheries

What They Produce and Who the Consumers and Producers Are

	Commercial fisheries	Sport fisheries
What the fishery produces	Fish	Angling experience Aesthetics Fishing Catching fish Fish
Consumers	Fish consumers	Sport fishermen
Producers	Commercial fishermen Processors Fish transportation industries Distributors Retailers Restaurants	Independent anglers Charter operators Lodges Passenger transportation industries
Production measures	Number of fish	Number of fishing trips Number of fishing days Number of fish

How can we measure the economic contributions of a fishery?

	Economic impact	Net economic value
Definition	How the fishery affects the economy	What people would be "willing to pay" for what the fishery produces, minus the costs of production
Examples of measures	Number of jobs \$ of income \$ of tax revenue	\$ of net value
How hard is it to understand the concept?	Relatively easy	Relatively hard
How hard is it to calculate the measures?	Relatively easy	Relatively hard
How much data do we have?	Some	Less

How economists define "value" . . .

- The value of a product or experience is what someone would be willing to pay for it—regardless of whether they actually do pay for it.

HYPOTHETICAL EXAMPLES:

- The value of my beat-up old car is \$2300, because that's what I could sell it for
- The value of a ticket to the Elton John concert in Anchorage is \$500 because that's what some people would be willing to pay for a ticket, even if the official ticket price is \$65*
- The value of a day of cross-country skiing at Kincaid Park in Anchorage is probably at least \$20, even though people can ski there for free—because that's what people pay for that kind of skiing in other places

**I made these Elton John concert prices up for the purposes of the example. I have no idea what the actual prices were or what people would have been willing to pay for tickets!*

“Total Value” vs. “Net Value”

- Total value is consumers' total willingness to pay.
- Net value is consumers' total willingness to pay minus the cost of producing the product or experience.
- Economists often argue that net value is the most useful and important measure of the economic contribution of an industry—for the same reason they argue that profits are a more useful measure of how a business is doing than gross revenues.

HYPOTHETICAL EXAMPLES:

- The value of a product or experience is what someone would be willing to

How economists define “value” . . .

Contrasting “Economic Impact” and “Net Economic Value” Effect of Using More Workers

Measure	Effect of more workers	Change in the measure
Economic impacts	Increases number of jobs Increases wage income	Increases economic impact
Net value	Increases costs	Reduces net value

Note that “greater economic impact” doesn’t necessarily mean greater net economic value. It might mean less net economic value.

More broadly, our public policy goal shouldn’t necessarily to maximize economic examples. For example, suppose we are building a new road. We could maximize economic impacts such as employment by requiring that the road be built with manual labor (pickaxes and shovels and wheelbarrows) rather than bulldozers. But that might not be the best choice from other perspectives, such as getting the cheapest or best-constructed road.

Here is a simplified hypothetical example of how we might calculate "net value" for a sport fishing day. One thing that makes it difficult is that we can't directly observe an angler's "willingness to pay" for a sport fishing day. Economists have ways of estimating willingness to pay, but they require a lot of data and aren't all that precise.

Hypothetical Net Value Calculation for a Sport Fishing Day

		Costs and Revenues	Net value	Are data collected on a regular basis?
Angler	Angler's willingness to pay	\$600		E
	Angler's payment to gas station	\$50		No*
	Angler's payment for guide service	\$250		No*
	Angler's net value		\$300	
Gas Station	Gas station revenue	\$50		
	Gas station costs	\$40		No
	Gas station net value		\$10	
Guide service	Guide service revenue	\$250		
	Guide service costs	\$100		No
	Guide service net value		\$150	
Total			\$460	

E: Can't be observed--can only be estimated

*ADFG has a study underway which is intended as the first of a regular data collection effort.

Note: This simple example doesn't adjust for what portion of value may be going to non-resident anglers or guides.

Here is a simplified hypothetical example of how we might calculate "net value" for a commercially caught fish. One thing that makes it difficult is that we can't directly observe a consumer's "willingness to pay" for a fish. But in general that's less of an issue for commercial fisheries, partly because consumers pay for the fish, and partly because most of the consumers are non-residents.

Hypothetical Net Value Calculation for a Commercially Caught Fish

		Costs and Revenues	Net value	Are data collected on a regular basis?
Consumer	Consumer's willingness to pay	\$6.00		E
	Consumer's payment to store	\$5.00		No
	Consumer net value		\$1.00	
Store	Store's revenue	\$5.00		No
	Store's payment to processor	\$2.40		Yes
	Store's other costs	\$2.00		No
	Store's net value		\$0.60	
Processor	Processor revenue	\$2.40		
	Processor payment to fisherman	\$1.50		Yes
	Processor's other costs	\$0.60		No
	Processor net value		\$0.30	
Fisherman	Fisherman revenue	\$1.50		
	Fisherman costs	\$1.00		No
	Fisherman net value		\$0.50	
Net value			\$2.40	

E: Can't be observed--can only be estimated

Note: This simple example doesn't adjust for what portion of value may be going to non-resident consumers, stores, processors or fishermen.

Here are some important things to keep in mind when thinking about economic impacts and net values of commercial and sport fisheries, and using estimates that exist for what these impacts and values are:

- Not all economic impacts or benefits go to residents.
- You may not be interested in all economic impacts or benefits.
- How fisheries are managed affects their economic impacts and value
- Public investments affect fisheries' economic impacts and value
- Even if catches and allocations stay the same, economic impacts and value can change significantly from year to year
- Economic impacts and value aren't necessarily proportional to fish catches
- The effect of catching one more fish on economic impacts and value isn't necessarily the same as average impact and value

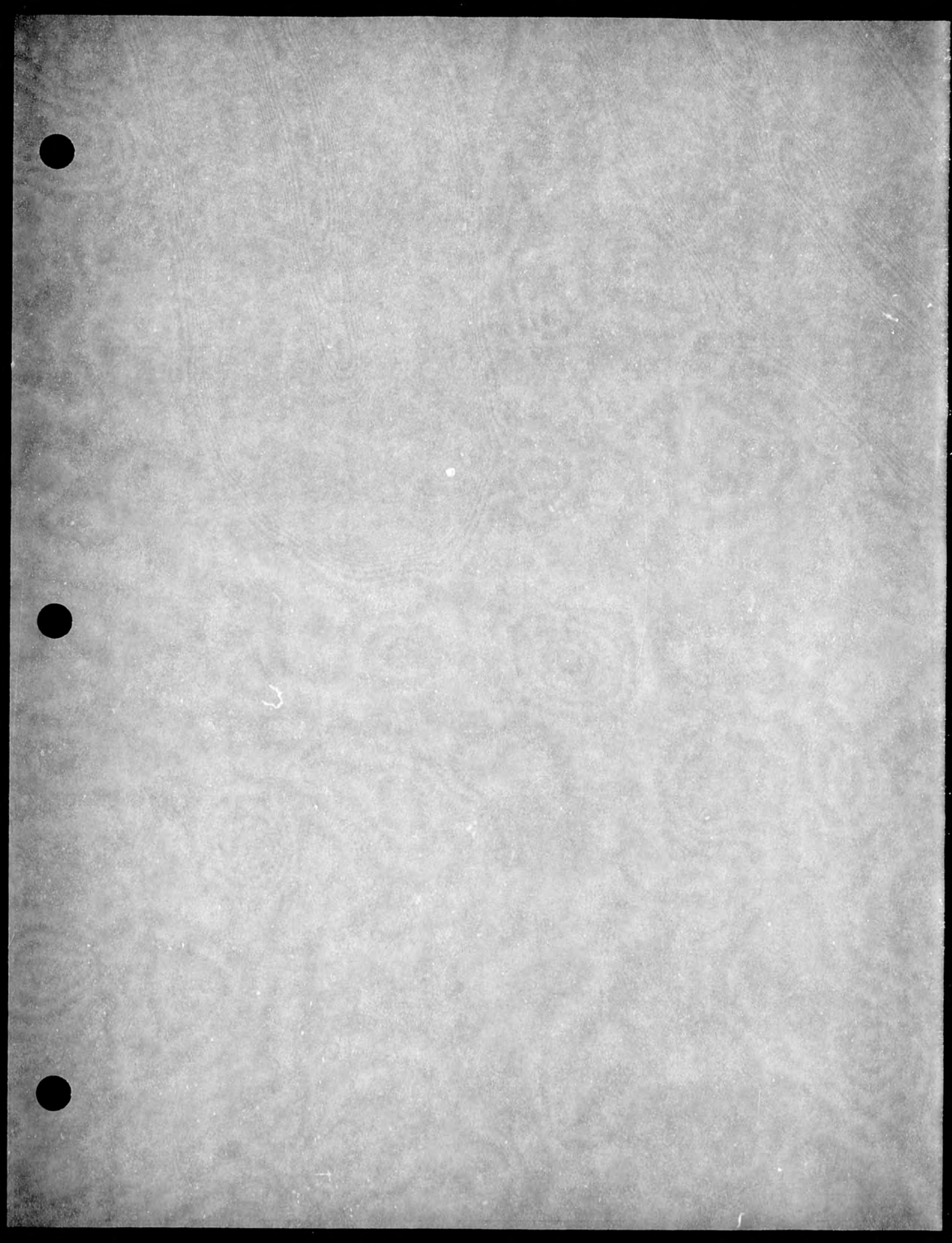
Comparing Commercial and Sport Fishing Economic Impacts and Values How to Misuse Economics

- Compare economic values with economic impacts
- Compare complete measures of impact and value with incomplete measures of impact and value
- Cherry-pick high or low years to characterize the impact or value of fisheries
- Present economic information that isn't relevant to the policy issue under consideration
- Use average values as economic effects of marginal changes in catches
- Present irrelevant information about economic impacts and values in other areas
- Overstate the accuracy of estimated impacts or values

Comparing Commercial and Sport Fishing Economic Impacts and Values How to Misuse Economics

- Compare economic values with economic impacts
- Compare complete measures of impact and value with incomplete measures of impact and value
- Cherry-pick high or low years to characterize the impact or value of fisheries
- Present economic information that isn't relevant to the policy issue under consideration
- Use average values as economic effects of marginal changes in catches
- Present irrelevant information about economic impacts and values in other areas
- Overstate the accuracy of estimates

2



Task Force Members:

Ghost Dollars and Economics



Members of the sport fishing community testified concerning the economic value of sport vs. commercial fishing. In making these unsubstantial comments, most of this "economic benefit" really does not exist.

A couple of examples:

1. A person from the Chicago area travels to Alaska for sport fishing; 2 days traveling and 3 days in Alaska:

Location of Expenditures

	Alaska \$\$	Lower 48 \$\$	Total \$\$
Air Fare	200	1000	1200
Airport Parking	--	200	200
Car Rental (4 @ \$100)	400	--	400
Gas / Car	100	100	200
Meals (5 @ \$60)	200	100	300
Lodging (4 @ \$125)	500	--	500
Guide Fees (2 @ 200)	400	--	400
Fishing Gear	100	300	400
Total	\$1600	\$2000	\$3600

The majority (\$2000) of the costs never enter the Alaskan economy. The majority of the costs occur in the economy of the Lower 48. It is misleading to apply the full \$3600 to the sport fishing economy of Alaska.

2. A person travels from the Mat-Su to halibut fish at Homer; 3 day trip:

Fuel - 30 gal @ \$4.50	135
Meals - 3 @ \$50	150
Charter - 1 @ \$225	225
Gear/Ice	25
Total	\$535



It is deceptive and misleading to include the \$535 for this Homer halibut trip in the "sport fishing" economy when discussing **salmon** issues. Be careful when discussing **salmon** economics that the term "sport fishing economic benefits" **only include salmon sport fishing**. The term "sport fishing economic benefit" includes trout, grayling, halibut, rockfish, ling cod and salmon fisheries. In all sport fishing activity, both the consumptive and non-consumptive economic benefits are included. These comprehensive economic values are presented as applying only to **salmon** when **salmon** allocations are discussed. When **halibut** allocations were being discussed, these same comprehensive economic benefits are were presented as applying to **halibut**.



These above examples are, in part, what Dr. Gunnar Knapp referred to as inappropriate values or economics when making comparisons. Most of the economic values presented at the Soldotna hearing had Lower 48 "ghost" economic values included. Also, all sport fish economic benefits that were given were collective values for all species of sport fish and were not only salmon economic values.

Sincerely,

Roland R. Maw

Roland R. Maw, PhD
ams

MEMO

To: Alaska State Legislature
Joint Cook Inlet Salmon Task Force

Date: May 29, 2008

Subject: Testimony, Salmon Management

From: Carl A. Grauvogel,
Biologist, Alaska Dept Fish & Game, Retired.
P.O. Box 1062
Palmer, Alaska 99645
Telephone: 907-746-2125

Mr. Chairman, members of the committee, I am a retired Biologist from the Alaska Department of Fish & Game, past chairman of the Mat-Su advisory committee, a permanent resident of the Mat-Su valley for twenty plus years, and an avid outdoors man who spends several weeks each year boating our local rivers. I been extensively involved in salmon management issues in Cook Inlet since 1990. I believe I have a reasonably good understanding of the salmon data and the management problems. I'm not going to rehash the sad state of affairs of our northern Cook Inlet salmon stocks, instead I want to focus on why we have this problem and how it can be resolved.

First, though I want to address this issue that the Department of Fish & Game raises about the possibility of over escapement of northern bound sockeye. Do not be led astray by this assertion! The Department points out that they counted more salmon at some of their new weir sites that they counted at their long term sonar site, and then they make the conclusion that their sonar site must be under-counting all these years. It is total erroneous to make any comparison between the these two sets of data. If the Department had a weir at these locations twenty years ago, they would have counted many more fish, and now they would have a weir trend-count (similar to the sonar count) showing a population in a precipitous decline, especially in the past decade. The Department's new weir data are an easy scape-goat tool to interject an "uncertainly factor" about the status of northern sockeye stocks, implying that nothing needs to be done. This assertion gets the Department off the hook. Rest assured sockeye, chum, and some coho stocks in northern Cook Inlet are in tough shape, and their decline is supported by many other kinds of data. Management practices must be implemented soon to prevent a population collapse that will be difficult if not impossible to reverse.

So what needs to be done? What the legislature needs to address, involves changing the emphasis on how salmon are managed in Cook Inlet. Right now, the highest priority goes to that species and that population with the greatest economic impact: e.g. Kenai sockeye at the expense of all the other salmon populations and species of salmon in Cook Inlet. Presently, the Department (and Board of Fish) can let all salmon populations decline to very low numbers, so long as they don't go completely extinct. That's what's been happening for the past 25 years, and its coming to roost now. Think about it! If there were several million cohos, and chums returning to Cook Inlet (which there were at one time), its acceptable policy to bring all these populations to the brink of extinction, so long as there are a few fish left for breeding. No university, teaching fisheries management today, would define this practice as anything close to "sustainable", but that's the our current policy in Cook Inlet. It's justified because supposedly the harvest of Kenai sockeye by the commercial fleet has been determined to be the highest economic use.

That logic, itself, is patently false! If more fish were returned to all the rivers in Cook Inlet, it would provide an economic return several-fold, and it would involve many thousands of people, rather than a few hundred commercial fishermen. However, the Board of Fish is unlikely to change Cook Inlet policy on their own (as recently demonstrated at the last board meeting). They do not have the political will or the political muscle. It's clear to many of us now, that the legislature is going to have to pass new legislation that mandates that all populations of salmon in Cook Inlet (and other important mix-stocked fisheries) will be managed for maximum sustained yield on an equal basis with other mixed stocks, and no salmon population will be allow to decline or be depleted to low numbers at the expense of another. Enacting such a mandate will not be easy, but if Alaska is going to continue to boast about their effective salmon management practices in this state, then it is long past time to move in a new progressive direction. Antiquated management practices, now so prevalent in Northern Cook Inlet, should no longer be tolerated. Right now, our present Cook Inlet policy does not meet our constitutional mandates to manage all species for sustained yield.

If something is not done by this legislature, I predict the courts will soon be issuing injunctions that could throw Cook Inlet salmon management into complete chaos. Time to correct past mistakes is running out, you need to act soon.

2

Honorable Curt Menard
Mayor, Matanuska-Susitna Borough
350 E. Dahlia
Palmer, AK 99645

May 16, 2008

Dear Mayor Menard,

The Mat-Su Borough Blue Ribbon Sportsmen's Committee finds ourselves greatly disturbed with the manner in which the Board of Fisheries (BOF) and the Department of Fish and Game (ADF&G) is addressing the Stock of Concern status of Susitna Sockeye Salmon. The Committee met following the February Board of Fisheries meeting on Upper Cook Inlet Fin Fish and discovered this sentiment unanimous among our membership. We are writing in hopes of escalating this concern to build support for bringing the Susitna Sockeye Action Plan better into compliance with the Sustainable Salmon Fisheries Policy.

During the course of the BOF meeting, the Board declared Susitna Sockeye a Stock of Concern under the Sustainable Salmon Fisheries Policy (5 AAC 39.222). Pursuant to that designation, the ADF&G proposed what they considered an "Action Plan" to the BOF for consideration. The BOF accepted that document without modification. It is our position that this document fails to meet the criteria set forth in the Sustainable Salmon Fisheries Policy (SSFP) for an Action Plan by a wide margin.

We would like to see the ADF&G and the BOF withdraw this document and generate an SSFP-compliant Action Plan for these stocks and we ask your assistance in advancing our position to the state.

The SSFP is very clear about what to do in the case where the sustainability of a salmon stock is uncertain. The ADF&G has repeatedly documented their "uncertainty" regarding Susitna/Yentna salmon. Quoting from their "Action Plan", "Although sockeye salmon escapements are estimated via a Bendix sonar system, there is *great uncertainty* surrounding their accuracy and precision. . . . the department has *low confidence* in the accuracy of our estimate of the Susitna sockeye salmon harvest".

This uncertainty has been consistent for many years and only this season has the BOF succumbed to pressure and taken steps to address the situation. On its face, this is good news, however the action part of this "Action Plan" is lacking.

The SSFP states clearly, "in the face of uncertainty, salmon stocks, fisheries, artificial propagation, and essential habitats shall be managed conservatively as follows:" Excerpting from the SSFP it reads:

(4) in association with the appropriate management plan, the department and the board will, as appropriate, collaborate in the development and periodic review of an action plan for any new or expanding salmon fisheries, or stocks of concern; action plans should contain goals, measurable and implementable objectives and provisions including

- (A) measures required to restore and protect salmon habitat including necessary coordination with other agencies and organizations;
- (B) identification of salmon stock or population rebuilding goals and objectives;
- (C) fishery management actions needed to achieve rebuilding goals and objectives in proportion to each fishery's use of, and hazards posed to, a salmon stock;
- (D) descriptions of new or expanding salmon fisheries, management concern, yield concern, or conservation concern; and;
- (E) performance measures appropriate for monitoring and gauging the effectiveness of the action plan that are derived from the principles and criteria contained in this policy;

It is the position of the Mat-Su Mayor's Blue Ribbon Sportsmen's Committee that the abbreviated 9-page "Action Plan" prepared by the ADF&G and the BOF fails to comply with any of the requirements listed above.

By comparison, the 24-page 2006 Kvichak River Sockeye Salmon Stock Status and Action Plan, as well as, the 21-page Norton Sound Shaktoolik and Unalakleet Subdistrict Chinook Salmon Stock Status and Action Plan contain extensive discussion of goals and objectives along with performance measures that enable the BOF to know whether the concerns regarding these stocks are improving.

To further the insult of what many consider an "Inaction Plan" the BOF under the encouragement of the ADF&G violated the most basic principle of the SSFP by not only failing to proceed cautiously, but by further liberalizing the commercial harvest of Upper Cook Inlet sockeyes.

During the BOF meeting, the ADF&G released statistics collected in the past couple years showing that on certain days the Central District commercial fishery caught as many as 100,000 Northern District-bound sockeyes. The implication of this information is that had the fishery been closed for as little as a few days, the escapement of sockeyes to the Northern District could have been doubled.

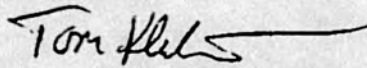
Making matters worse, we have received word that ADG&G held closed-door meetings with Cook Inlet Aquaculture regarding the nature of research the department plans to contract for as a result of this alleged Action Plan and rumor is that they plan to discontinue the salt water research that provides this kind of information.

Again, the SSFP calls for public input and we feel the appearance of evasive behavior that denies the public any input in this highly sensitive subject will be detrimental to the ADF&G. The department has not even enlisted input from their regional Advisory Committees on this matter.

It is saddening to report that after attempting to participate in the Board of Fisheries process in good faith the perspective of our committee is that the integrity of both the ADF&G and the BOF appears questionable.

Any recommendations on how to elevate these concerns is greatly appreciated.

Sincerely,



Tom Kluberton, Chairman

Cc: John Duffy, MSB Manager

Attachments: SSFP

2008 Susitna Sockeye Action Plan

2007 Kvichak River Sockeye Salmon Stock Status and Action Plan

2003 Norton Sound Shaktoolik and Unalakleet Subdistrict Chinook
Salmon Stock Status and Action Plan

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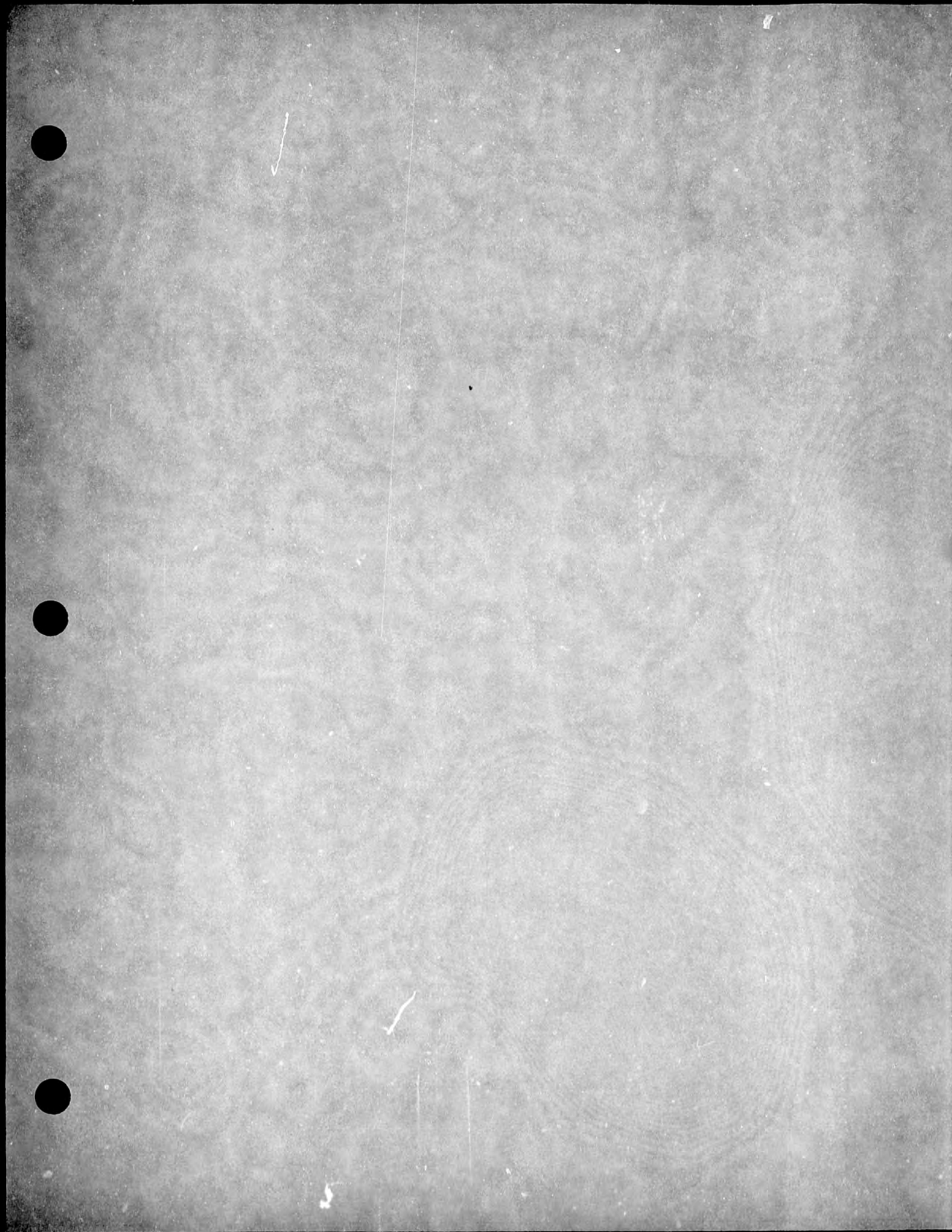
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Tom Klubon, Chairman

CC: John Duffy, MSB Manager

Attachments: SSFP

2008 Sustain Sockeye Action Plan
2007 Kvichak River Sockeye Salmon Stock Status and Action Plan
2003 Norton Sound Shaktolik and Unalakleet Subdistrict Chinook
Salmon Stock Status and Action Plan



CORRECTION

THE FOLLOWING DOCUMENT(S)
HAVE BEEN REFILMED TO
ASSURE LEGIBILITY OR PAGINATION



Rev. 6/98

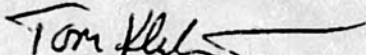
Central Microfilm Services
Department of Education & Early Development
State of Alaska

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Salmon Stock Status and Action Plan

5 AAC 39.222. Policy for the management of sustainable salmon fisheries

(a) The Board of Fisheries (board) and Department of Fish and Game (department) recognize that

(1) while, in the aggregate, Alaska's salmon fisheries are healthy and sustainable largely because of abundant pristine habitat and the application of sound, precautionary, conservation management practices, there is a need for a comprehensive policy for the regulation and management of sustainable salmon fisheries;

(2) in formulating fishery management plans designed to achieve maximum or optimum salmon production, the board and department must consider factors including environmental change, habitat loss or degradation, data uncertainty, limited funding for research and management programs, existing harvest patterns, and new fisheries or expanding fisheries;

(3) to effectively assure sustained yield and habitat protection for wild salmon stocks, fishery management plans and programs require specific guiding principles and criteria, and the framework for their application contained in this policy.

(b) The goal of the policy under this section is to ensure conservation of salmon and salmon's required marine and aquatic habitats, protection of customary and traditional subsistence uses and other uses, and the sustained economic health of Alaska's fishing communities.

(c) Management of salmon fisheries by the state should be based on the following principles and criteria:

(1) wild salmon stocks and the salmon's habitats should be maintained at levels of resource productivity that assure sustained yields as follows:

(A) salmon spawning, rearing, and migratory habitats should be protected as follows:

(i) salmon habitats should not be perturbed beyond natural boundaries of variation;

(ii) scientific assessments of possible adverse ecological effects of proposed habitat alterations and the impacts of the alterations on salmon populations should be conducted before approval of a proposal;

(iii) adverse environmental impacts on wild salmon stocks and the salmon's habitats should be assessed;

(iv) all essential salmon habitat in marine, estuarine, and freshwater ecosystems and access of salmon to these habitats should be protected; essential habitats include spawning and incubation areas, freshwater rearing areas, estuarine and nearshore rearing areas, offshore rearing areas, and migratory pathways;

(v) salmon habitat in fresh water should be protected on a watershed basis, including appropriate management of riparian zones, water quality, and water quantity;

(B) salmon stocks should be protected within spawning, incubating, rearing, and migratory habitats;

(C) degraded salmon productivity resulting from habitat loss should be assessed, considered, and controlled by affected user groups, regulatory agencies, and boards when making conservation and allocation decisions;

(D) effects and interactions of introduced or enhanced salmon stocks on wild salmon stocks should be assessed; wild salmon stocks and fisheries on those stocks should be protected from adverse impacts from artificial propagation and enhancement efforts;

(E) degraded salmon spawning, incubating, rearing, and migratory habitats should be restored to natural levels of productivity where known and desirable;

(F) ongoing monitoring should be conducted to determine the current status of habitat and the effectiveness of restoration activities;

(G) depleted salmon stocks should be allowed to recover or, where appropriate, should be actively restored; diversity should be maintained to the maximum extent possible, at the genetic, population, species, and ecosystem levels;

(2) salmon fisheries shall be managed to allow escapements within ranges necessary to conserve and sustain potential salmon production and maintain normal ecosystem functioning as follows:

(A) salmon spawning escapements should be assessed both temporally and geographically; escapement monitoring programs should be appropriate to the scale, intensity, and importance of each salmon stock's use;

(B) salmon escapement goals, whether sustainable escapement goals, biological escapement goals, optimal escapement goals, or inriver run goals, should be established in a manner consistent with sustained yield; unless otherwise directed, the department will manage Alaska's salmon fisheries, to the extent possible, for maximum sustained yield;

(C) salmon escapement goal ranges should allow for uncertainty associated with measurement techniques, observed variability in the salmon stock measured, changes in climatic and oceanographic conditions, and varying abundance within related populations of the salmon stock measured;

(D) salmon escapement should be managed in a manner to maintain genetic and phenotypic characteristics of the stock by assuring appropriate geographic and temporal distribution of spawners as well as consideration of size range, sex ratio, and other population attributes;

(E) impacts of fishing, including incidental mortality and other human-induced mortality, should be assessed and considered in harvest management decisions;

(F) salmon escapement and harvest management decisions should be made in a manner that protects non-target salmon stocks or species;

(G) the role of salmon in ecosystem functioning should be evaluated and considered in harvest management decisions and setting of salmon escapement goals;

(H) salmon abundance trends should be monitored and considered in harvest management decisions;

(3) effective management systems should be established and applied to regulate human activities that affect salmon as follows:

(A) salmon management objectives should be appropriate to the scale and intensity of various uses and the biological capacities of target salmon stocks;

(B) management objectives should be established in harvest management plans, strategies, guiding principles, and policies, such as for mixed stock fishery harvests, fish disease, genetics, and hatchery production, that are subject to periodic review;

(C) when wild salmon stocks are fully allocated, new fisheries or expanding fisheries should be restricted, unless provided for by management plans or by application of the board's allocation criteria;

(D) management agencies should have clear authority in statute and regulation to

(i) control all sources of fishing mortality on salmon;

(ii) protect salmon habitats and control non-fishing sources of mortality;

(E) management programs should be effective in

(i) controlling human-induced sources of fishing mortality and should incorporate procedures to assure effective monitoring, compliance, control, and enforcement;

(ii) protecting salmon habitats and controlling collateral mortality and should incorporate procedures to assure effective monitoring, compliance, control, and enforcement;

(F) fisheries management implementation and outcomes should be consistent with regulations, regulations should be consistent with statutes, and effectively carry out the purpose of this section;

(G) the board will recommend to the commissioner the development of effective joint research, assessment, and management arrangements with appropriate management agencies and bodies for salmon stocks that cross state, federal, or international jurisdictional boundaries; the board will recommend the coordination of appropriate procedures for effective monitoring, compliance, control, and enforcement with those of other agencies, states, or nations;

(H) the board will work, within the limits of its authority, to assure that

(i) management activities are accomplished in a timely and responsive manner to implement objectives, based on the best available scientific information;

(ii) effective mechanisms for the collection and dissemination of information and data necessary to carry out management activities are developed, maintained, and utilized;

(iii) management programs and decision-making procedures are able to clearly distinguish, and effectively deal with, biological and allocation issues;

(I) the board will recommend to the commissioner and legislature that adequate staff and budget for research, management, and enforcement activities be available to fully implement sustainable salmon fisheries principles;

(J) proposals for salmon fisheries development or expansion and artificial propagation and enhancement should include assessments required for sustainable management of existing salmon fisheries and wild salmon stocks;

(K) plans and proposals for development or expansion of salmon fisheries and enhancement programs should effectively document resource assessments, potential impacts, and other information needed to assure sustainable management of wild salmon stocks;

(L) the board will work with the commissioner and other agencies to develop effective processes for controlling excess fishing capacity;

(M) procedures should be implemented to regularly evaluate the effectiveness of fishery management and habitat protection actions in sustaining salmon populations, fisheries, and habitat, and to resolve associated problems or deficiencies;

(N) conservation and management decisions for salmon fisheries should take into account the best available information on biological, environmental, economic, social, and resource use factors;

(O) research and data collection should be undertaken to improve scientific and technical knowledge of salmon fisheries, including ecosystem interactions, status of salmon populations, and the condition of salmon habitats;

(P) the best available scientific information on the status of salmon populations and the condition of the salmon's habitats should be routinely updated and subject to peer review;

(4) public support and involvement for sustained use and protection of salmon resources should be sought and encouraged as follows:

(A) effective mechanisms for dispute resolution should be developed and used;

(B) pertinent information and decisions should be effectively disseminated to all interested parties in a timely manner;

(C) the board's regulatory management and allocation decisions will be made in an open process with public involvement;

(D) an understanding of the proportion of mortality inflicted on each salmon stock by each user group, should be promoted, and the burden of conservation should be allocated across user groups in a manner consistent with applicable state and federal statutes, including AS 16.05.251 (e) and AS 16.05.258 ; in the absence of a regulatory management plan that otherwise allocates or restricts harvests, and when it is necessary to restrict fisheries on salmon stocks where there are known conservation problems, the burden of conservation shall be shared among all fisheries in close proportion to each fisheries' respective use, consistent with state and federal law;

(E) the board will work with the commissioner and other agencies as necessary to assure that adequately funded public information and education programs provide timely materials on salmon conservation, including habitat requirements, threats to salmon habitat, the value of salmon and habitat to the public and ecosystem (fish and wildlife), natural variability and population dynamics, the status of salmon stocks and fisheries, and the regulatory process;

(5) in the face of uncertainty, salmon stocks, fisheries, artificial propagation, and essential habitats shall be managed conservatively as follows:

(A) a precautionary approach, involving the application of prudent foresight that takes into account the uncertainties in salmon fisheries and habitat management, the biological, social, cultural, and economic risks, and the need to take action with incomplete knowledge, should be applied to the regulation and control of harvest and other human-induced sources of salmon mortality; a precautionary approach requires

(i) consideration of the needs of future generations and avoidance of potentially irreversible changes;

(ii) prior identification of undesirable outcomes and of measures that will avoid undesirable outcomes or correct them promptly;

(iii) initiation of any necessary corrective measure without delay and prompt achievement of the measure's purpose, on a time scale not exceeding five years, which is approximately the generation time of most salmon species;

(iv) that where the impact of resource use is uncertain, but likely presents a measurable risk to sustained yield, priority should be given to conserving the productive capacity of the resource;

(v) appropriate placement of the burden of proof, of adherence to the requirements of this subparagraph, on those plans or ongoing activities that pose a risk or hazard to salmon habitat or production;

(B) a precautionary approach should be applied to the regulation of activities that affect essential salmon habitat.