

ALASKA LEGISLATURE SPECIAL COMMITTEE / SUBJECT FILE 8672

1238 SCOMM 48: HOUSE SPEC. COMMITTEE ON FISHERIES 1985-86

 *
 * DELIVER TO: JPOM
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 *
 * ORIGINAL
 * SENT: 02/27/86 TIME: 13:26
 * FROM: JEAN MILLER
 * SUBJECT: POM
 * PRINT DATE: 02/27/86 TIME: 13:26
 *

TO: ALL LEGISLATORS

FROM: C. R. SUMNER
 P.O. BOX 201184
 ANCHORAGE, AK 99520 PHONE: 276-4619

SUBJECT: SJR 39 - RIGHT TO KEEP AND BEAR ARMS

THANK YOU FOR YOUR INTRODUCTION AND SUPPORT OF SJR 39.

TO: ALL LEGISLATORS

FROM: LOTTIE GROVER, 1117 KARLUK, #B, ANCHORAGE, 99501, HM,
 272-3002

RE: HB 475 AND SB 347 MARTIN LUTHER KING

I WANT MARTIN LUTHER KING DAY MADE A LEGAL HOLIDAY.

POM

TO ALL SENATORS AND REPRESENTATIVES

FROM TIM HINER
 BOX 2122
 SOLDOTNA, AK 99669
 262-9729

RE: BIX BONNEY

MESSAGE: I WOULD LIKE BIX BONNEY REMOVED FROM BOARD OF FISHERIES
 AS WELL AS MANY FRIENDS OF OURS AND EQUAL REPRESENTATION FOR
 SPORT FISHING ENTHUSIAST PUT ON THE BOARD OF FISHERIES. EOM

~~8008696~~
769508

2

TO: TO REPRESENTATIVE PETER GOLL
FR: JERRY MCCUNE, VICE-PRESIDENT CORDOVA DISTRICT FISHERMAN
UNLIMITED
P.O. BOX 939
CORDOVA AK 99574 424-3447
RE: FISHERY BOARD

C.D.F.U. STRONGLY SUPPORTS THE CONFIRMATION OF BIX BONNEY TO
ALASKA BOARD OF FISHERIES.

Short reply

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* DELIVER TO: JPOM *
*
* ORIGINAL *
* SENT: 03/11/86 TIME: 13:43 *
* FROM: LIOSIT *
* SUBJECT: POM *
* PRINT DATE: 03/11/86 TIME: 13:44 *
*

TO: REPRESENTATIVE GOLL, CHAIR
HOUSE SPECIAL COMMITTEE ON FISHERIES

FROM: RON STEVENS, P.O. BOX 843, CORDOVA, AK 99574 424-7600

I SUPPORT CONFIRMATION OF BIX BONNEY TO THE BOARD OF FISH. I
HAVE A LOT OF CONFIDENCE IN HIM.

***** SITKA LIO, 3-11-86 *****

REPRESENTATIVE
PETER GOLL



P O BOX V
JUNEAU, ALASKA 99811
(907) 465-4925

STATE OF ALASKA
HOUSE OF REPRESENTATIVES

April 5, 1986

Mr. Jerry McCune
Vice-President
Cordova District Fishermen United
P.O. Box 939
Cordova, Alaska 99574

Dear Mr. McCune:

Thank you for your letter of April 2, 1986, in support of the reappointment of Mr. Bix Bonney, Mr. Val Angunson and Mr. Jesse Foster.

I will see that your support letter is placed in the committee's files and made known to the members of the House.

I share your support for these appointments.

Thank you again.

Best regards,


Peter Goll



CORDOVA DISTRICT FISHERMEN UNITED

P.O. Box 939

Cordova, Alaska 99571

(907) 424-3477

April 2, 1986

Peter Goll, Chairman
House Special Committee on Fisheries
Alaska State Legislature
Juneau, Ak. 99811

Dear Representative,

Cordova District Fishermen United (CDFU) would like to express our organizations support of the reappointment of Bix Bonney, Val Anguson and Jesse Foster to the Alaska Board of Fisheries.

They all have done a commendable job in their tenure on the Board of Fish and developed experience that will be hard to replace. Depth on the Board is very important, credibility in the eyes of the public and experience and background knowledge of the issues are extremely important. Mr. Bonney, Mr. Anguson and Mr. Foster have all of these qualities and more. To replace them with new board members would be an injustice to the industry.

Thank you for your time.

Sincerely,

Jerry McCune (signature)

Jerry McCune
Vice-President
CDFU

Governor Bill Sheffield
State of Alaska
Pouch A
Juneau, Alaska 99801

November 14, 1985

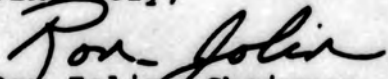
Dear Governor Sheffield:

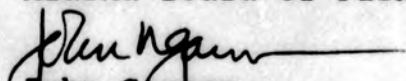
With the Fisheries Board terms of Jesse Foster, Bix Bonney and Val Angasan ending in January 1986, you will no doubt be under considerable pressure to replace some or all of these individuals for a variety of reasons.

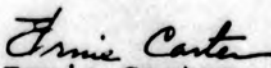
Having worked with these three Board members on a number of very difficult and contentious issues over the course of the last three years, we would urge that you renominate each of them to the Alaska Board of Fisheries.

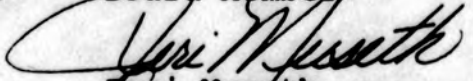
We feel that each is representative of unique viewpoints which is of substantial value to Board decisions. Each, despite the wide variety of background and views, have conducted themselves in a fair and impartial manner while serving the State. Therefore, we urge that each be given your fullest support and renomination to their respective seats.

Sincerely,


Ron Jolin, Chairman
Alaska Board of Fisheries


John Garner
Board Member


Ernie Carter
Board Member


Teri Museth
Board Member

November 18, 1985

Honorable Bill Sheffield
Governor, State of Alaska
Pouch A
Juneau, Alaska 99811

Dear Governor Sheffield:

I understand that Bix Bonney's term on the Fish Board ends soon. I am writing to you to urge you to reappoint Mr. Bonney to another term on the Board.

Although Mr. Bonney is not from rural Alaska, I think that he does an excellent job of representing the interests of rural Alaska on the Fish Board. He fully understands the subsistence issue and has demonstrated his support for the subsistence way of life. Hence, my unqualified support for him and my desire to see him continue as a Board member.

I hope that you will agree with me, Governor, and that his name will be before the legislature for confirmation next session.

Thank you.

Sincerely,



Al Adams
District 22

✓ cc: Barbara Dale
Special Staff Assistant
Boards and Commissions

3

**INTERNATIONAL
LONGSHOREMEN'S & WAREHOUSEMEN'S
UNION**

LOCAL 200

2219 NORTH JORDAN AVENUE, JUNEAU, ALASKA 99801 • (907) 789-0322

LARRY COTTER
President

PETE DANELSKI
Vice President

MARTIN EBONA, JR.
Secretary-Treasurer

January 31, 1986

The Honorable Bill Sheffield
Governor of Alaska
Juneau, Alaska 99811

Re: Board of Fish Appointments

RECEIVED
FEB 1 1986

**HAND DELIVERED
GOVERNOR'S OFFICE**

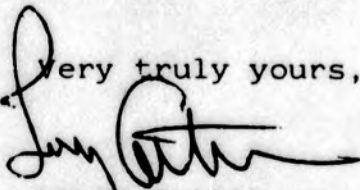
Dear Governor:

I would like to take this opportunity to say that I, and the members of my organization, are extremely pleased with the performance of both Bix Bonney and Jesse Foster on the State Board of Fish. We urge you to reappoint both.

It has also come to our attention that Doug Blossom is being considered as a candidate for the Board. Our members who have personal experience with Doug have found him to be extremely qualified for this position and we urge you to grant him favorable consideration.

We appreciate your consideration.

Very truly yours,


Larry Cotter
President

NORTHERN DISTRICT SET NETTERS ASSOCIATION OF COOK INLET

BOX 776778 ★ EAGLE RIVER, ALASKA 99577 ★ 688-2380



Dear Governor Sheffield,

As President of the Northern District Set Netters Association of Cook Inlet (a commercial fishing organization,) I have sat through many Alaska Board of Fish hearings. The recently concluded hearings held in Anchorage mark the 12th year that I have testified before the Board of Fish. In all these years, I have never encountered a fairer, more sincere and dedicated group of men and women. You come away feeling that every possible effort has been made to hear your side of the story. The decisions they make are based on facts. They consistently try to do what is right for the resource. Though I don't agree with all of their decisions, I consistently feel they make a most conscientious effort to gather all the facts and to make fair and un-prejudiced decisions.

Mr. Jolin's patience is remarkable. He exhausts every avenue to be sure all sides of every issue can be heard. His leadership as board chairman is to be highly commended.

Sincerely,

Tom Rollman

Tom Rollman, President
Northern District Set Netters Ass'n
of Cook Inlet

RECEIVED
JAN - 21 1986
GOVERNMENT OFFICE

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* DELIVER TO: JPOM
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* ORIGINAL
* SENT: 02/13/86 TIME: 12:59
* FROM: LANA TRUJILLO
* SUBJECT: POM
* PRINT DATE: 02/13/86 TIME: 12:59
*

*Rec'd
14 Feb 86*

TO: ALL LEGISLATORS ✓

FROM: TOM KOLASINSKI, 5314 SILLARY CIR., ANCHORAGE, 99508, HM,
333-0886, WK, 265-8231

RE: APPT. OF BIX BONNIE TO BD. OF FISH AND GAME

I OPPOSE THE REAPPOINTMENT OF BIX BONNIE TO THE BOARD OF FISH AND
GAME AND ASK YOU NOT TO CONFIRM HIS REAPPOINTMENT. MY OBJECTION
IS BASED ON HIS LACK OF OBJECTIVITY AS SHOWN AS A MEMBER OF THE
KRSMA BOARD.

TO: ALL LEGISLATORS ✓

FROM: JOE CONNORS, 13120 SAUNDERS ROAD, ANCHORAGE, AK 99516,
345-5760

SUBJECT: CONFIRMATION OF BIX BONNEY TO THE BOARD OF FISH

I HAVE STRONG RESERVATION ABOUT THE REAPPOINTMENT OF BIX BONNEY
TO THE BOARD OF FISHERY. HAVING OBSERVED HIM AT THE VARIES
MEETINGS, IT IS MY BELIEF THAT HE DOES NOT REPRESENT SPORTS
FISHING INTEREST BUT INSTEAD PROMOTES HIS OWN PERSONAL INTEREST.
THEREFORE RECOMMEND THAT HE NOT BE RECONFIRMED.

TO: REPRESENTATIVE PETER GOLL
FR: JACK LAMB
P.O. BOX 376
CORDOVA AK 99574 424-7442

2

RE: FISHERIES BOARD

I SUPPORT THE CONFIRMATION OF BIX BONNEY FOR THE FISHERY BOARD.

TO: REP. PETER GOLL
FR: TABOR ASHMENT
P.O. BOX 989
CORDOVA A K 99574 424-7327

RE: FISHERIES BOARD

I FEEL BIX BONNER HAS SERVED T O. THE BENEFIT OF THE STATE. I
SUPPORT HIS CONFIRMATION TO THE BOARD OF FISHERIES.

TO: REP. PETER GOLL
FR: JEANNE SEE
P.O. BOX 989
CORDOVA AK 99574 424-7327
RE: FISHERIES BOARD

I STRONGLY SUPPORT THE CONFIRMATION OF BIX BONNEY TO THE
FISHERIES BOARD.

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* DELIVER TO: JPOM
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* ORIGINAL
* SENT: 03/12/86 TIME: 12:26
* FROM: LIOANC
* SUBJECT: POM
* PRINT DATE: 03/12/86 TIME: 12:26
*

TO: ALL LEGISLATORS

FROM: JUDY BURKEVICH

SR 2 BOX 1205

SOLDOTNA, ALASKA 99639 PHONE: 242-2865

SUBJECT: APPOINTMENT OF BIX BONNEY TO FISHERIES DD

WE DO NOT WANT BIX BONNEY APPOINTED TO THE BOARD OF FISHERIES AND
WOULD LIKE HIM REMOVED FROM THE KENAI RIVER ADVISORY BOARD. HE
IS NOT ACTING IN THE BEST INTEREST OF THE PEOPLE.

~~8003-586~~
789586

*****1*****

2

TO: TO REPRESENTATIVE PETER GOLL
FR: JERRY MCCUNE, VICE-PRESIDENT CORDOVA DISTRICT FISHERMAN
UNLIMITED
P.O. BOX 939
CORDOVA AK 99574 424-3447
RE: FISHERY BOARD

C.D.F.U. STRONGLY SUPPORTS THE CONFIRMATION OF BIX. BONNEY TO
ALASKA BOARD OF FISHERIES.

Short reply

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* SUBJECT: POM *
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TO: REPRESENTATIVE GOLL, CHAIR
HOUSE SPECIAL COMMITTEE ON FISHERIES

FROM: RON STEVENS, P.O. BOX 843, CORDOVA, AK 99574 424-7600

I SUPPORT CONFIRMATION OF BIX BONNEY TO THE BOARD OF FISH. I
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***** SITKA LIO, 3-11-86 *****

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ANCHORAGE, AK 99520 PHONE: 276-4619

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FROM: LOTTIE GROVER, 1117 KARLUK, #B, ANCHORAGE, 99501, HM,
272-3002

RE: HB 475 AND SB 347 MARTIN LUTHER KING

I WANT MARTIN LUTHER KING DAY MADE A LEGAL HOLIDAY.

POM

TO ALL SENATORS AND REPRESENTATIVES

FROM TIM HIER
BOX 2122
SOLDOTNA, AK 99669
262-9729

RE: BIX BONNEY

MESSAGE: I WOULD LIKE BIX BONNEY REMOVED FROM BOARD OF FISHERIES
AS WELL AS MANY FRIENDS OF OURS AND EQUAL REPRESENTATION FOR
SPORT FISHING ENTHUSIAST PUT ON THE BOARD OF FISHERIES. EOM

POM

RGW
14 Feb 86

TO ALL SENATORS AND REPRESENTATIVES

FROM BILL THOMPSON
4449 BEAVER LOOP RD.
KENAI AK 99611
262-1201

RE BIX BONNEY

MESSAGE: I OBJECT TO BIX BONNEY BEING REAPPOINTED TO THE BOARD
OF FISHERIES DUE TO THE FACT I FEEL HE HAS NOT DONE A GOOD JOB OF
REPRESENTING SPORTS FISHERMAN. EOM

POM

RGW
24 Feb 86

TO ALL SENATORS AND REPRESENTATIVES
FROM WANDA AND MORRIS SMITH
STAR RT. 2 BOX 1207
SOLDOTNA, AK 99669
262-6059

RE: BIX BONNEY

MESSAGE: WE OPPOSE THIS APPOINTMENT. WATCHED BONNEY AS CHAIRMAN
OF SOC/REC COMMITTEE OF KRSMA AND FOUND HIM TO BE SELF-SERVING AND
TOTALLY BACKED BY THE GOVERNOR. DISSERVICE TO THE MAJORITY. EOM

FEB 13 RECD

*
* DELIVER TO: JPOM
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* ORIGINAL
* SENT: 02/12/86 TIME: 15:45
* FROM: LIOSOL
* SUBJECT: POM
* PRINT DATE: 02/12/86 TIME: 15:45
*

POM

✓ TO ALL SENATORS AND REPRESENTATIVES

FROM PATRICK JOHNSON
44526 STERLING HWY
SOLDOTNA, AK 99669
262-5357

RE: BOARD OF FISHERIES

MESSAGE: AS A SPORTS FISHERMAN I WOULD NOT LIKE TO SEE BIX
BONNEY REAPPOINTED. HE IS NOT REPRESENTING ALASKA SPORTS
FISHERMEN'S INTEREST. HE IS AT PRESENT ON TO MANY BOARDS AND
COMMITTEE'S. PLEASE ALLOW SOMEONE ELSE TO BE APPOINTED.

* DELIVER TO: JPOM

* ORIGINAL

* SENT: 02/12/86 TIME: 14:55

* FROM: LIOSOL

* SUBJECT: POM

* PRINT DATE: 02/12/86 TIME: 14:56

FEB 13 1986

POM

X TO ALL SENATORS AND REPRESENTATIVES

FROM GREG DAVIS

10819 SPUR HWY SUITE 139

KENAI, AK 99611

262-7360

RE: BOARD OF FISHERIES

MESSAGE: I DO NOT FEEL BIX BONNEY HAS REPRESENTED THE SPORT FISHING PUBLIC PARTICULARLY THE GUIDED ANGLER FAIRLY. BIX PUTS HIS OWN CONCERNS FAR ABOVE THE NEEDS OF THE PEOPLE. I STRONGLY SUGGEST YOU CONTACT GOVERNOR SHEFFIELD AND HAVE HIM WITHDRAW NOMINATION.

*

POM

✓ TO SEN. FISCHER, P.

TO REPS. NAVARRE, MARROUS

FROM JAMES JOHNSON

44526 STERLING HWY

SOLDOTNA, AK 99669

262-5357

RE: BIX BONNEY

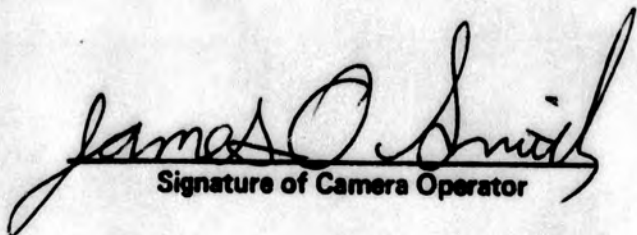
MESSAGE: I WOULD LIKE YOU NOT TO CONFIRM MR. BIX BONNEY TO THE ALASKA BOARD OF FISHERIES. I WOULD INSTEAD LIKE TO SEE MR. JIM REPINE TO BE CONFIRMED FOR THAT POSITION. I FEEL THAT MR. JIM REPINE WILL DO A MUCH BETTER JOB REPRESENTING SPORTS FISHERMAN IN THE STATE OF ALASKA. EOM



RECORDS CERTIFICATION



I, the undersigned, an employee of the State of Alaska, do hereby certify that the microfilm images on this microform are accurate reproductions of the original records of the State of Alaska as accumulated during the regular course of business, and that it is the established policy and practice of this State to microfilm its records and to dispose of the original records after microfilm reproductions have been made.


Signature of Camera Operator


Date

SCOMM

#48:4

STATE OF ALASKA THE LEGISLATURE

LEGISLATIVE AFFAIRS AGENCY

LEGISLATIVE REFERENCE LIBRARY

FOUCHY - STATE COUNCIL
JANUARY, ALASKA 99511
907-465-3000

May, 1986

Copies of minutes listed below were originally included in this file. The minutes are available on the STAIRS date base CM 14. In order to save space copies of minutes have not been left in the files.

Jeanie Henry

House Special Committee on Fisheries	, 2/25/86, 8:30 am
" " "	" , 2/27/86, 8:30 am
" " "	" , 3/4/86, 8:30 am

April 4, 1986

Changes suggested to fish, wildlife enforcement

By KIRK McALLISTER

The Juneau News

After months of work and numerous public hearings, a House committee and the Department of Public Safety have reached a consensus on changes to the state's fish and wildlife enforcement system designed to better protect the state's renewable resources.

In a joint letter released this morning by Gov. Bill Sheffield and Rep. Peter Goll, D-Haines, chairman of the House Special Committee on Fisheries, a list of recommendations supported by the committee and the administration were outlined.

Goll said the recommendations were the result of public concerns in several areas of fish and wildlife enforcement, including expanding enforcement coverage around the state to decrease violations.

The major thrusts of the report are to increase enforcement coverage within the limitations of the

current budget, provide more cross-cultural training to fish and wildlife officers and provide a career ladder for those officers," Goll said.

The committee heard a lot of testimony during the course of its hearings from people wanting the Department of Public Safety to maintain a clear separation between "brown shirt" fish and wildlife officers and "blue shirt" Alaska State Troopers.

More specialized fish and wildlife protection training should be provided to enforcement officers. Those officers shouldn't be saddled with performing regular trooper duties unless absolutely necessary, the report said.

In addition, it said candidates for game warden positions should be selected on the basis of their qualifications as a fish and wildlife officer rather than seniority as a state trooper.

Also, the report called for game wardens to receive "cross-cultural" training designed to familiarize them with Alaska's native community, espe-

cially regarding commercial fishing and subsistence hunting and fishing.

"The public is convinced that Alaska's fish and wildlife resources are threatened by the lack of adequate enforcement on the fishing and hunting grounds," the report said.

While the number of game wardens has increased 3.4 percent in the past seven fiscal years, the state's population has increased 24.6 percent.

Bob Sundberg, commissioner of the Department of Public Safety, applauded the committee's efforts and said that the governor has made it clear that fish and wildlife protection is a high priority of the administration.

Some of the violations that testimony to the committee revealed included illegal fishing by sport and commercial fishermen, using planes and helicopters to spot fish, using high-powered lights at night for herding fish and illegal leasing and selling of commercial fishing permits.

Panel urges wildlife protection changes

by Sue Cross
Associated Press

JUNEAU — The Alaska fish and wildlife protection system is spread way too thin, says a special House committee that is recommending the Department of Public Safety return to the system of choosing wildlife law enforcers that was struck down in binding arbitration several years ago.

The committee, which formed because of public concern that enforcement was not strict enough, issued its report today without issuing any new resolutions or bills. Rep. Peter Goll, D-Haines, its chairman, said recommendations were all that were needed because the Department of Public Safety has agreed to adopt them as policy.

But Public Safety Commissioner Bob Sundberg said afterward that the recommendations won't require any major change in direction for the department's fish and wildlife protection efforts, other than renegotiating the job selection process with the Public Safety Employees Association.

"I have no problem with the

recommendations," Sundberg said. "They will just be implemented."

The committee did not call for increasing the number of fish and wildlife protectors hired, even though the report noted that the number of protectors has increased less than 4 percent since 1980, while the number of fishing, hunting and trapping licenses has increased 25 percent.

Goll said the recommendations were made "in light of declining revenues."

Sundberg said a return to the system of giving fish and wildlife specialists first dibs at protection jobs will depend on the troopers' and law enforcers' union, which has resisted such a change, and won the arbitration barring the experience-based system.

Now, protection jobs are granted on the basis of seniority. The House committee wants protection jobs offered first to people with fish and wildlife experience before they are offered to other law enforcement troopers on a seniority basis.

The committee also suggested that the fish and wildlife protection division:

- Has too many supervisors, with 28 at the rank of sergeant or above, plus eight corporals, and too few troopers. There now are 66 troopers, and the committee said more should be hired with money the department could save from making the Public Safety Academy more efficient and getting rid of supervisors.

- Should not expect troopers to overlap law enforcement and fish and wildlife protection duties

except in the case of one-trooper posts, or in life-threatening situations.

- Should offer more local training for troopers through native associations, local colleges, fish and game advisory committees and commercial fishing groups.

- Should provide more cross-cultural training for troopers so they are better aware of native customs.



Official Business

Alaska State Legislature

House of Representatives

Pouch V
Juneau, Alaska 99811

Phone:
(907) 465-4924

Special Committee on Fisheries

April 3, 1986

Alaska State Legislature
P.O. Box V
Juneau, Alaska 99811

Dear Colleagues:

The House Special Committee on Fisheries has concluded its hearings on fish and wildlife enforcement in Alaska.

Below is the report of the committee which includes recommended policy changes responding to public concerns about levels of protection and the professional structures of the Department of Public Safety.

I wish to thank the many citizens and members of the Sheffield Administration and law enforcement professionals who contributed time and thought to the committee's work.

The Fisheries Committee study was conducted with full participation by the Department of Public Safety and by Governor Sheffield. Commissioner Robert Sundberg, Deputy Commissioner Jim Vaden, Fish and Wildlife Protection Director Robert Henderson, Mr. Bob Piazza and Mr. John Taylor of the Public Safety Employees Association are among many who deserve special thanks for their efforts.

These hearings culminated the past week when the commitment of the Administration to the finest professional fish and wildlife protection force possible and the research and study by the Fisheries Committee were combined to produce a joint statement of policy by the Committee and by Governor Sheffield.

It is with pleasure that this statement is provided as part of our report. It is noteworthy that the necessary task of cost containment during a period of revenue decline will be implemented without degrading the field identity and professional caliber of our fish and wildlife protection troopers and officers.

Finally, I wish to thank Rodger Painter and Sharon McCauley, staff to the Special Committee on Fisheries, and legislative aide Helen Fisher for their outstanding work.

Sincerely,


Peter Goll
Chairman

**Joint Recommendations on
Fish and Wildlife Enforcement
by the
House Special Committee on Fisheries
Representative Peter Goll, Chairman
and
Governor Bill Sheffield
April 3, 1986**

The Special Committee on Fisheries and the Office of Governor Sheffield appreciate the comments, suggestions, and recommendations the public has provided to the Fisheries Committee, to the Department of Public Safety and to Governor Sheffield regarding the protection of Alaska's fish and game resources. Based on public comment during the Fisheries Committee hearing process and discussions with the Governor's Office and the Department of Public Safety, certain policy and program changes within the Division of Fish and Wildlife Protection will be implemented.

It is, and always has been, the intent of the Governor to maintain separate divisions for fish and wildlife protection and general law enforcement troopers. Further, the Governor continues to remain committed to the maintenance of an enforcement staff of highly trained professionals specializing in fish and wildlife resource protection. Both the Committee and the Administration underscore the policy that "cross-utilization" is limited to instances where it clearly does not interfere with the primary responsibilities of each division or in life-threatening circumstances. It is also recognized that exceptions will be made in one-trooper posts out of necessity, due to limited resources.

The following are recommendations supported by both the Fisheries Committee and the Governor:

1. Reduce the ratio of supervisory to field personnel. Since the 1970s, there has been a steady increase in managerial level positions within the division resulting in a high ratio of supervisors to field personnel. Because protection of the resource ultimately takes place in the field, the Department will convert vacant, non-essential supervisory PCNs to fish and wildlife enforcement positions limited to Title 16 enforcement and, when appropriate, to fish and wildlife protection troopers.
2. The Department will increase public involvement in resource protection by working with fish and wildlife user groups on cooperative programs. The Department will increase public exposure to the existing Fish and Wildlife Safeguard program and will work with fishing organizations to explore recommendations for involving Alaskans in Title 16 enforcement.

3. The Governor and the Fisheries Committee support the efforts of the Commissioner and PSEA to provide for a bidding system that provides a priority for "brown shirts" to bid on "brown shirt" positions on the basis of seniority, followed by selecting the most qualified candidates for the positions.
4. The Department will examine methods to enhance the career opportunities for fish and wildlife protection personnel.
5. The Department will develop methods to improve training and orientation for fish and wildlife personnel. These efforts will include the following:
 - a. strengthen Title 16 training for officers initially moving into "brown shirt" positions;
 - b. expand cross-cultural training opportunities for all commissioned personnel within the Department;
 - c. utilize local expertise/resources in providing for orientation/training of personnel assigned/reassigned to a new area of the state, including local fish and game advisory committees, commercial fishing organizations, Marine Advisory Programs where they exist, community colleges and Native organizations.

PROTECTION OF ALASKA'S FISH AND WILDLIFE

Alaska's Fish and Wildlife Protection Program
A Report and Recommendations
By the House Special Committee on Fisheries
Representative Peter Goll, Chair
April 3, 1986

I N T R O D U C T I O N

The House Special Committee of Fisheries began gathering information on the Department of Public Safety's fish and wildlife protection program during the fall of 1985.

Extensive public comments were gathered during a series of teleconferenced hearings in February and March, 1986. Many additional statements were submitted in writing, and numerous phone calls were received from concerned citizens and employees of the Department of Public Safety.

Evident throughout the process was the high level of public concern for increased enforcement on the fishing and hunting grounds. Alaskans from all areas of the state, particularly those involved in the commercial fishing and guiding industries, called for additional enforcement officers during seasons of peak activities.

Much concern also was voiced about "cross utilization" of fish and wildlife troopers to perform general law enforcement duties. Bidding procedures for protection officer vacancies, cross utilization and other new policies by the Department of Public Safety were perceived by many of those who testified or submitted written comments as being detrimental to a well-trained force of highly motivated, fish and wildlife protection professionals.

The Department of Public Safety worked closely with the committee throughout the hearing process, and provided important information on the subjects of discussion. Materials and testimony from the Department showed that cross utilization has diverted only a small amount of protection officers' field time from fish and game cases. Some testimony was presented during the hearings in support of the Department's policy changes.

This report contains a summary of information and testimony gathered during the committee process.

A summary of the committee's recommendations is found on page 2. Detailed recommendations are provided on pages 9 and 10.

S U M M A R Y O F R E C O M M E N D A T I O N S

The House Special Committee on Fisheries adopted the following positions regarding fish and wildlife protection:

1. The level of enforcement on the fishing and hunting grounds must be increased to ensure adequate protection of our renewable resources.
2. The ratio of supervisory to field personnel in the Division of Fish and Wildlife Protection (FWP) should be reduced by conversion of vacant supervisory positions into seasonal and year-round field enforcement positions.
3. The Department of Public Safety (DPS) should work closely with fish and wildlife user groups to develop cooperative programs designed to increase public involvement in resource protection.
4. The Department must maintain a clear separation between the primary responsibilities of fish and wildlife protection officers and general law enforcement troopers. The Division of Fish and Wildlife Protection should retain its full divisional status.
5. When state troopers outside the Division of Fish and Wildlife Protection "cross bid" for vacant fish and wildlife protection trooper positions, they should not be given a priority over other more qualified candidates.
6. DPS policies should be examined to determine how to improve the career path of fish and wildlife protection personnel. Detailed recommendations are found on pages 9 and 10.
7. Advanced fish and wildlife protection training should be developed for officers initially moving into enforcement positions. Area-specific training should be improved, and should include expanded utilization of local expertise.
8. Cross cultural training opportunities should be provided for all DPS personnel.
9. The operation of the Public Safety Academy should be examined for potential cost-saving and improved efficiency.

ENFORCEMENT COVERAGE

Hearings by the House Special Committee on Fisheries have revealed that the public is convinced that Alaska's fish and wildlife resources are threatened by the lack of adequate enforcement on the fishing and hunting grounds. The message that Alaskans want more officers in the field was very clear and consistent throughout three days of teleconferenced testimony and in numerous written comments received by the committee.

The figures in Table One show that the staffing of the Division of Fish and Wildlife Protection (FWP) has not kept pace with increased pressure on Alaska's fish and wildlife resources. This is particularly true over the past seven fiscal years when personnel levels have remained remarkably stable in the face of dramatic increases in the state's population and numbers of hunters and fishermen:

FWP had a staff of 142 in FY 80. The staff was increased to 147 by FY 86. 3.4% increase.

Alaska's population grew from 419,700 in FY 80 to 523,048 in FY 84. 24.6% increase.

The state issued 349,009 sport hunting, fishing and trapping licenses in FY 80, and 436,709 in FY 85. 25.1% increase.

Commercial fishing permits used in state waters climbed by 55.6% between FY 76-84 (from 11,705 to 18,214). In addition, efficiency of the commercial fleets has increased dramatically, and fishing grounds needing patrolling has expanded as Alaska fishermen shifted into offshore areas.

At the same time, the violation rate for fishing and hunting offenses has continued to climb:

In FY 81, FWP officers made 1,821 citations from 50,433 contacts in the field. In FY 85, 2,901 citations were issued from 52,154 contacts. This represents a 27% increase in the violation rate.

Two other factors are important to consider in discussions of levels of enforcement coverage:

FWP officers spent seven percent of their time on general law enforcement work during FY 85; and

FWP has 28 full-time positions at the rank of sergeant or above, plus eight corporals, to supervise 66 full-time FWP troopers.

The result of these trends is that coverage in the field is being stretched exceedingly thin. Indeed, the commissioner's office told the Fisheries committee, "We all realize that enforcement in Alaska is minimal."

The calls for increased enforcement from the commercial fishing community have been particularly strong; concern was greatest regarding enforcement levels in Western Alaska and on our southern maritime border with Canada.

A special effort by DPS during the 1985 season to increase enforcement in the state's largest commercial salmon fishery, Bristol Bay, yielded promising results and a positive response from fishermen. By shifting officers from others areas and using seasonal personnel, FWP issued more than 170 citations and seized four vessels in Bristol Bay during 1985.

By the end of the fishing season, the Bristol Bay effort had yielded the state treasury \$212,300 just in fines and forfeitures of fish, compared to the \$180,000 in additional enforcement costs. A survey of permit holders by the Bristol Bay Native Association showed that fishermen were pleased by the increased efforts to enforce fishing regulations.

The area of fish and wildlife enforcement that appears to be suffering most with increased harvest pressure and lack of increased enforcement personnel is Alaska's rapidly growing recreational fishery. DPS has placed its lowest enforcement priority on sport fishing, in part because officers must concentrate on problems posed by the highly efficient commercial fleets during the salmon seasons.

The result has been very little sport fishing enforcement in Alaska, except in the highly popular Kenai and Susitna salmon sport fisheries.

The Fisheries committee also discussed at some length the possible use of Village Public Safety Officers (VPSOs).

There appears to be little support for the use of VPSOs in fish and wildlife enforcement among the regional non-profit organizations which help the state administer the programs. Testimony before the Fisheries Committee and a DPS poll indicate that people involved in the program believe that local acceptance of the VPSOs would be undermined if they got involved in fish and wildlife enforcement. However, contact with municipal governments, village councils and Native corporation leadership would be useful in addressing local participation in the enforcement effort.

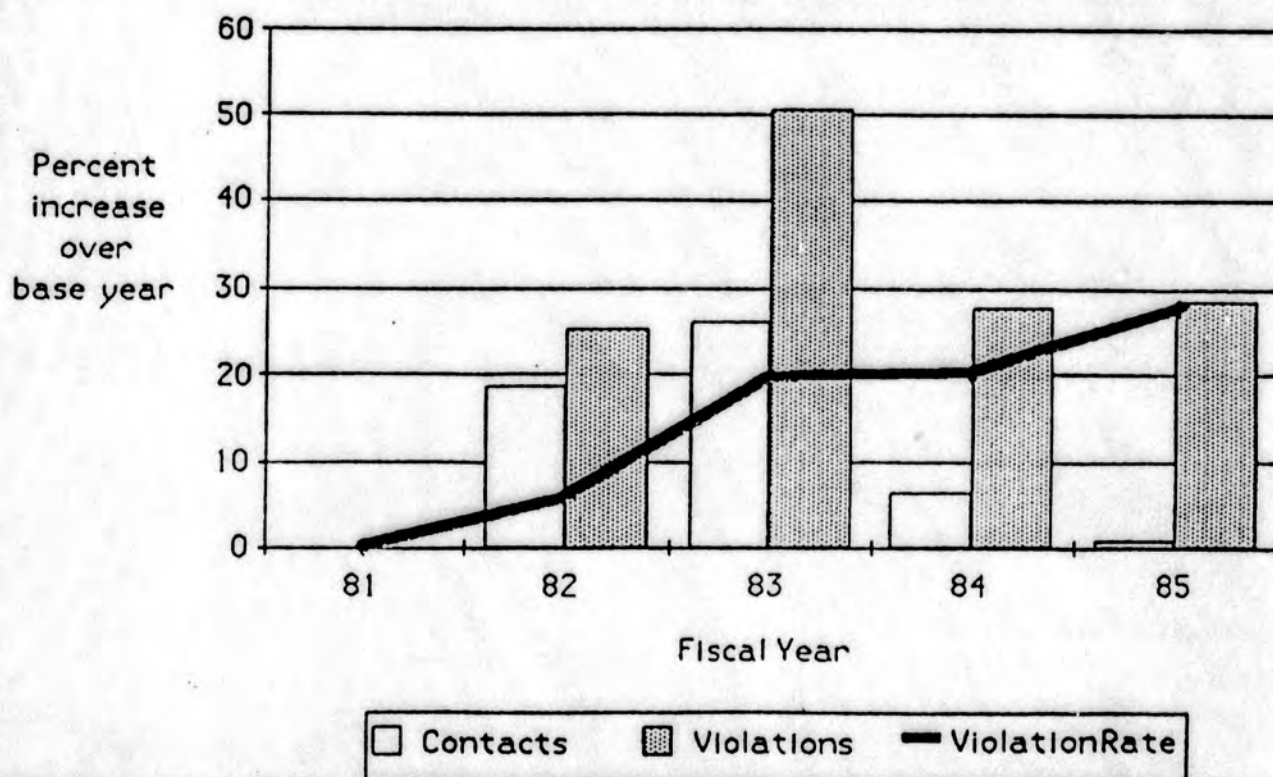
TABLE 1
FISH AND WILDLIFE PROTECTION BUDGET AND PERSONNEL RELATED
TO MEASURES OF PRESSURE ON FISH AND WILDLIFE RESOURCES

FISCAL YEAR	NUMBER OF PERSONNEL	FISH & WILDLIFE PROTECTION BUDGET	STATEWIDE POPULATION	NUMBER OF CONTACTS STATEWIDE	NUMBER OF CITATIONS STATEWIDE	NUMBER OF LIMITED ENTRY PERMITS FISHED	NUMBER OF SPORT FISHING, HUNTING, TRAPPING, LICENSES & TAGS
1976	81	5,087.3	409,800			11,705	202,656
1977	72	5,181.3	418,900			13,252	219,242
1978	100	6,765.8	411,600			15,819	257,277
1979	111	7,875.0	413,700			18,082	266,990
1980	142	8,172.1	419,700			17,944	349,009
1981	143	10,655.4	435,200	50,433	1,821	17,833	400,320
1982	156	12,534.1	460,837	59,760	2,680	18,158	445,171
1983	156	13,542.6	495,290	62,780	3,307	19,026	364,948
1984	145	13,704.4	523,048	54,831	2,827	18,214	401,787
1985	145	13,398.9		52,154	2,901		436,709
1986	147	13,412.0					

Prepared by the House Research Agency, March 1986.

Violation Rate Increase--Fish & Wildlife Offenses

Citations and warnings vs. resource users contacted in the field



STRUCTURAL CONCERNS

Three years ago, the Department of Public Safety (DPS) began an effort to achieve more efficient utilization of personnel and to increase the professionalism of its fish and wildlife protection staff. This effort included an upgrading of FWP enforcement officers to trooper status, more intensive training of fish and wildlife protection officers in general law enforcement skills and duties, and the "cross utilization" of troopers in the two divisions.

A great deal of public concern during the House Special Committee on Fisheries hearings focused on these policy changes. Many of those who testified criticized these policies which they saw as undermining the professionalism of FWP officers, interfering in the "career path" of individuals interested in being "game wardens" or "fish cops," and eventually leading to a complete integration of fish and wildlife enforcement personnel into the state troopers.

The new policies have resulted in a lessening of the structural lines separating FWP "brown shirt" officers from the "blue shirt" troopers involved in general law enforcement.

Before the reorganization, "brown shirt" recruits went side-by-side with "blue shirt" recruits through the Public Safety Academy, but received about five weeks of specialized Title 16 training. After graduation, the "brown shirt" recruits would move directly into FWP.

There were no formal DPS policies on "cross utilization" of blue and brown shirt officers, although there was general cooperation between the two divisions.

Today there are no "brown shirt" recruits. All DPS recruits go through identical training at the academy. Graduates accepted into the Department go through about three months additional training and a one-year probationary period as a "blue shirt" trooper. Following the one-year probation, troopers are eligible to bid on openings within FWP.

A binding arbitration ruling affected this "career path" with the determination that all members of the Public Safety Employees Association (PSEA) would be allowed to bid on "brown shirt" openings on the basis of seniority.

However, a recent memorandum of understanding between PSEA and DPS modified the arbitration ruling to allow FWP troopers to have priority in bidding for "brown shirt" positions, followed by seniority bidding by "blue shirts."

While the recent memorandum of understanding improves the "career path" for fish and wildlife troopers, the public and members of the Fisheries Committee expressed much concern about the difficulty facing new recruits or fish and wildlife protection officers wishing to make a career of fish and wildlife protection.

There appears to be little opposition to the one-year probationary period. However, there is a very strong public perception that fish and wildlife enforcement is a very specialized field requiring recruitment of officers who want to be fish and wildlife professionals. There is very strong public sentiment against integration of Division of Fish and Wildlife Protection into the Division of Alaska State Troopers.

The Fisheries Committee concluded that development of a better career path for enforcement officers is a critical step DPS must undertake. The Committee believes that candidates for FWP trooper positions should be selected on the basis of their individual qualifications rather than seniority as a state trooper, and that seasonal personnel should have the opportunity for career advancement.

The Fisheries Committee has reviewed DPS documentation regarding "cross utilization." According to this material, seven percent of FWP patrol and investigative time was devoted to general law enforcement and traffic cases. A breakdown of casework also shows that most of this effort was concentrated during the "off season" months for fish and game activities.

However, it also appears clear that "cross utilization" may be a one-way street with state troopers spending little time enforcing fish and game laws.

Testimony and discussion by the committee supported the philosophy that the Department policy and structure must ensure that fish and wildlife enforcement remain the top priority of the FWP Division. It is clear that if the separation of divisional responsibility is not maintained, that declining revenues will completely eliminate the "lower priority" enforcement goals. For example, if sport fish enforcement must compete with burglary and murder for officer time, the result is obvious.

T R A I N I N G

Concerns about training also were raised during public testimony to the Fisheries Committee.

Prior to the reorganization, fish and wildlife enforcement recruits received about five weeks of intensive training in Title 16 responsibilities and skills important to fish and game protection, such as courses on survival, marine navigation, identification of fish and wildlife species and methods of preserving evidence in fish and game cases.

The Public Safety Academy now provides a 42-hour fish and wildlife protection course to all recruits. This offering may be expanded in future academy classes with the addition of 16-20 hours of cold water survival training. New FWP troopers also are provided with "mini-modules" covering commercial fishing, trapping, guiding, hunting and sport fishing.

While the increased exposure to general law enforcement training and the hands-on experience gained through the one-year probationary period improves law enforcement skills of FWP officers, the loss of specific, intensive fish and wildlife training undermines the specialization.

The Fisheries Committee and members of the public also expressed concern at the elimination by the Public Safety Academy of cross cultural training designed to familiarize all officers with Alaska's large Native community. While some aspects of the cross cultural training have been incorporated in individual courses at the Academy, DPS personnel receive no other cross cultural orientation.

Much interest was expressed by commercial fishing groups and Native organizations in the possibility of working closely with DPS to provide opportunities for enforcement officers to become more familiar with commercial fishing operations and the needs of the Native community.

Another issue related to training raised during the committee process was the DPS policy of paying wages or stipends to trainees at the Public Safety Academy. In addition to receiving free tuition, room and board, trainees receive monthly stipends of \$1859. DPS policy requires reimbursement of the stipend if the trainee voluntarily decides to not pursue a position with the Department. The committee questioned the practice of paying a stipend to someone who is not guaranteed a job with DPS.

R E C O M M E N D A T I O N S

1. The level of enforcement on the fishing and hunting grounds must be increased during periods of peak activity to ensure adequate protection of our most important renewable resources.
2. The ratio of supervisory to field personnel in the Division of Fish and Wildlife Protection should be reduced by converting vacant, non-essential supervisory positions to seasonal fish and wildlife enforcement positions limited to Title 16 enforcement and, when appropriate, fish and wildlife protection troopers. The goal is to increase presence on the hunting and fishing grounds during seasons of peak activities within the context of declining revenues.
3. The Department of Public Safety should increase work with fish and wildlife user groups on cooperative programs designed to increase public involvement in resource protection and supplement enforcement efforts of Department personnel. The Wildlife Safeguard Program should receive more publicity to increase public awareness of the program. DPS also should work with fishermen's organizations to devise a program to increase cooperation within the fishing fleets in the reporting of violations.
4. The Division of Fish and Wildlife Protection should retain its full divisional status. There should be a clear separation in the primary responsibilities between fish and wildlife protection officers and general law enforcement troopers. Except in one-trooper posts, FWP officers should engage in general law enforcement duties only when they clearly do not interfere with Title 16 responsibilities, or in life-threatening situations.
5. DPS should renegotiate the memorandum of understanding with the Public Safety Employees Association to provide a bidding system that eliminates the priority for general law enforcement troopers to bid on FWP vacancies on the basis of seniority. The Committee recommends the following bidding priorities: (a) FWP troopers, (b) experienced fish and wildlife enforcement officers or individuals with law enforcement credentials and documented fish and wildlife expertise, such as wildlife management degrees, commercial fishing or guiding background and game warden experience, (c) general law enforcement troopers without such backgrounds, and (d) other applicants.

6. DPS policies should be reviewed to improve the career path of fish and wildlife protection personnel. The Committee believes DPS can achieve greater efficiencies with increased utilization of seasonal fish and wildlife enforcement officer positions, but these positions presently are dead-end, seasonal jobs (generally three months a year) with no opportunity for advancement. There should be more six to eight month slots with some hope for full-time employment as a "brown shirt" trooper after academy training.
7. FWP should institute advanced Title 16 training for all officers initially moving into FWP trooper positions. Area-specific training available to enforcement personnel should be strengthened by utilizing local expertise, such as orientation programs involving the Marine Advisory Program or community colleges, local fish and game advisory committees, commercial fishing organizations and Native groups.
8. DPS should provide cross cultural training opportunities for all personnel through cooperative efforts with Native organizations or Alaska Department of Fish and Game's cross cultural program.
9. DPS should study the Public Safety Academy to determine whether cost-savings and improved efficiency could be achieved without significant deterioration of basic law enforcement training for Public Safety personnel and local municipalities. Some specific areas which should be explored include elimination of stipends paid to non-Department personnel and increased fees for training provided to non-Department personnel. Any savings realized will be channeled into the hiring of additional fish and wildlife enforcement field personnel.

A T T A C H M E N T S

Summary of Public Testimony
Summary of Written Comments from Public

Fish and Wildlife Enforcement Oversight Hearings

The testimony from these hearing has been sorted into a definable outline of evidence presented by persons who testified during the three days of the hearings. In addition to the verbal testimony, Representative Peter Goll, Chairman of the Special Committee on Fisheries, urged participants to send or call in additional testimony.

Comments from Pat Hunsacker of Willow and Janet Thompson of Port Lions supported those requesting fish and wild life enforcement be kept as a separate division and not merged into the troopers. There was concern expressed the Department of Public Safety was trying to do away with the "brown shirts" entirely, and put all enforcement into blue.

The subject of increasing the budget was pursued in terms of expanding the use of wildlife protection personnel in rural areas. Dean Paddock speaking on behalf of the Bristol Bay Driftnetters Association said, "My association supports allocation of additional funding and strongly supports the retention of a healthy, separate entity trained to work in the wildlife resources."

On the positive side, there was testimony from Oscar Dyson and George Johnson in Kodiak saying the current structure was fine, and that the enforcement was the best ever. There was rather even testimony the fish and wildlife officers needed the trooper training and cited such reasons as more complicated enforcement needs. Bob Blake, representing United Fishermen of Alaska and Cordova District Fishermen's Union said, "Fish and wildlife officers I have contacted feel the basic training at the academy is beneficial, but the they need to break away from the troopers after that point."

Testimony from Bristol Bay indicated the targeting in their area by the increased enforcement made for a better season in 1985, but the major violators were still not being caught.

Representatives from the administration of Public Safety urged persons witnessing violations to obtain as much information about the incident and to call the local protection officers as soon as possible. They described the new Alaska Fish and Wildlife Safeguard program patterned on the Crime-Stoppers with a 24 hour toll-free number and payment for information leading to the arrest or citation of fish or wildlife violators. People who wish to be involved can make tax-deductible donations to the reward fund.

Many of the persons testified to the observation of violations on and around Prince of Wales Island, near False Pass and the Chignik areas, as well as the aforementioned Bristol Bay. Such violations were illegal fishing by sportsmen and visiting trollers; use of spotter planes, helicopters, and high powered lights at night for herding fish; and the illegal leasing and sale of commercial fishing permits. John Skan and Jim Martinez testifying from Prince of Wales Island saying there was never enough Fish and Wildlife Protection Officers.

The subject of training was addressed by a large number of the respondents with such comments as the brown shirts not being familiar with fisheries or subsistence problems; inadequate cross cultural training; and a lack of motivation by officers for the welfare of the wildlife. From Fairbanks, Lee Goodman stated, "A lot of the enforcement problems in rural Alaska is state personnel who are not familiar with fisheries and subsistence use."

The denial of a clear career path for the wildlife protection officer and failure of Public Safety to appreciate the professionalism of their career were cited as examples of training problems. Jim Timmerman representing the Bristol Bay Native Association said they would like to see the officers get more training on vessel equipment including the use of the Loran.

The use of bidding was cited as destructive to the dedicated fish and wildlife enforcement recruit by a majority of the persons testifying. Lonnie Anderson from the Kake Advisory Committee testified their main concern on the bidding was, "It appears the people with any experience get the best jobs while the outposts get what's left over." Bidding was explained by Deputy Commissioner James Vaden, and defended by John Taylor of the Public Safety Employees Association. Under questioning, Mr. Taylor said he did support additional fish and wildlife training and a separate career path.

There was testimony requesting the legislature to investigate what was perceived as infighting in the department of public safety; to prioritize so protecting ducks would get equal importance as arresting drunk drivers; and to assure the leadership of the fish and wildlife protection division would be hired from within the ranks.

Throughout the testimony was a suggestion of "low morale" among the fish and wildlife protection officers affecting their perception of their job and their relationship with the administration.

Billy Miller, Jim Skogstad and David Hanson testified from Hope on the economic importance of protecting the fish and wildlife resources. Also Dave Schrader from Kodiak said, "With the decline in oil revenues, we need to support alternative industries such as the commercial fishing industry. Regulation enforcement is critical to protect resources and promote an orderly harvest of those resources." Summing it up, Ken Dierdorf, a McGrath trapper, said, "... it won't be long before we find fish and game constitutes the true permanent fund in the state."

House Special Committee on Fisheries
Oversight Hearings on Fish & Wildlife Enforcement

Excerpts from written testimony:

1. In Southeast enforcement was not steady enough. ...boundary line enforcement was sporadic, making it tempting to jump the line. The quality of range markers and lines was uneven, and in some cases non-existent. More fishermen should appear at Board of Fish meetings. Fishermen felt enforcement too severe for Acts of God with no criminal intent, or inadvertent offenses such as going to sleep. People interested in fish and game protection might be discouraged if they had to be troopers first. ...seasonal workers could be deputized to do enforcement as required. ...funding was a consideration in tying the two together, and that fisheries enforcement was ensured funding...

2. The fish and game resources are clearly a part of the Alaskan character and heritage we should always defend and enhance. ...the management of our fish and game resources are in jeopardy if certain trends are not soon reversed. ...there is movement within the Department of Public Safety to obscure the distinctions between state troopers and fish and wildlife officers. At present a person interested in a career in fish and wildlife enforcement must first wear trooper blue for three years before they may even begin to aspire to the color of their preference, game warden brown. ...these policies must be reviewed and revised or our fish and wildlife resources will ultimately pay the price.

3. In the Bering Sea the inadequate level of enforcement, does create economic incentives for fishermen to break the law. Local fishermen in the western Alaskan herring fisheries feel that there have been numerous incidences of fishermen participating in several of the herring fisheries in flagrant violation of the regulation. For the past two years I have seen no attempt to enforce the exclusive registration regulation on the fishing grounds in Norton Sound herring fishery. inconsistent enforcement of fishing regulations. ...several stories of over zealous officers diligently pursuing minor subsistence violators while neglecting major violation enforcement. Attendance at the Fish and Game Advisory Committee meetings by enforcement personnel would improve the relationship between fishermen and enforcement. There would be greater understanding of both enforcement and the fisheries.

4. One of the most important problems facing fish and game enforcement during the 1986 season will be in the Alaska Peninsula-Aleutian Islands fishery. The Board of Fisheries has put a cap on the harvest of chum salmon which is caught incidentally with the sockeye salmon. Once the chum ceiling is reached, the entire fishery is shut down. Since the chums are worth a fraction of what sockeyes are worth, there will be an incentive for fishermen and processors to either dispose of chums, or to list them as other species so as to keep the sockeye fishery open. The board instituted the chum cap because of dangerously low chum runs in parts of Western Alaska. ...a major enforcement effort will be needed in this area.

5. In the Cook Inlet there is not enough enforcement presence for the almost 600 fishing boats. There should be one or two more vessels and radio contact with the observer plane and the fleet. Loran, with weak and inconsistent signals, has not worked well in Cook Inlet. ...there are consistent pleas from sport fishermen for more enforcement on the Kenai River.

House Special Committee on Fisheries
Oversight Hearings on Fish & Wildlife Enforcement

Excerpts from written testimony:

6. In the Bethel area a lack of consistency and the degree of commitment by FWP officers have been a constant public complaint from those users who witness violations not cited by FWP. An example of this is the Nelson Island herring fishery. FWP officers are suppose to check each permit holder in the large Togiak herring fishery, recording the vessel identification number, captain's license, and crew member names. This listing was to preclude a crew member in Togiak from becoming a captain or reusing a Togiak vessel in a northern exclusive use registration area. In 1985, this procedure was not followed by FWP. Numerous reports from fishermen indicated that nomads were in the area. Violations that were documented, and turned over to ADFG, the FWP, and CFEC were never investigated. This has undermined the creditability of the State's regulatory and enforcement system.

7. There is no market for summer chums, but commercial fishing is justified by ADFG since summer chums are an underutilized stock. Access to a market has spawned a black market roe fishery in Y-4. Open abuse has been reported to Fish and Game Advisory Committee meetings, and before the Alaskan Board of Fisheries, yet FWP has done nothing to curtail the illegal operation.

8. Fall chums are a threatened species in the Yukon River. The Board regularly received reports that subsistence caught eggs of Fall Chums have routinely entered the commercial egg processing industry in a fishery where a market for the flesh does not exist. FWP has failed after numerous years of complaints to undertake any enforcement action to curtail this activity.

9. There were numerous reports that fishermen in the North Aleutian Peninsula fisheries repeatedly went beyond the 3 mile territorial sea of the State of Alaska to intercept Bristol Bay and Arctic-Yukon-Kuskokwim salmon. One American seine boat was observed with gear in the water more than 40 nautical miles from the North Aleutian Peninsula. Numerous complaints were received this year because FWP had removed all its officers from the North Aleutian Peninsula to target Bristol Bay.

10. Close supervision of the fishery to prevent wide-spread discarding of less valuable chums by the False Pass fisheries will prevent a serious conservation problem from developing.

11. From 800 responses from Bristol Bay salmon gillnet permit holders, 629 fishermen recorded known violations. Of these violations, 500 were fishing outside the line, 113 were fishing more than 3 nets, 123 were setnetters who were drift fishing, and 95 were drift fishermen who were setnetting. Results of the survey, by the Bristol Bay Native Association, indicate that the level of enforcement in Bristol Bay increased during the 1985 salmon season, but there is still a need for improvement.

12. Presently the Division of Fish & Wildlife Protection does not officially exist. They are all State Troopers. There is no statute that mentions or describes FWP, or the duties of the Division. Wildlife Officers have always cooperated with the State Troopers, even when the FWP was part of the Department of Fish & Game, and should continue to do so. ...suggested FWP should be changed to Wildlife Officers.

**House Special Committee on Fisheries
Oversight Hearings on Fish & Wildlife Enforcement**

Excerpts from written testimony:

13. The current policy of the Alaska State Troopers providing game law enforcement in Kotzebue is not working because the Troopers are overloaded with criminal cases. If we are ever to make progress toward scientific management of wildlife on a sustained yield basis, as the Alaska Constitution mandates, we must be willing to enforce those laws. The best way to enforce those laws is to station a DPS Fish and Wildlife Protection Officer in Kotzebue.

14. There should be no "slack" time for the FWP officers. In the winter in Southeast, there are intense fisheries such as winter herring, dungeness, tanner and King crab, salmon trolling, abalone and trawl fisheries, as well as deer, goat, bear, wolf and moose hunting. This is in addition to the winter trapping season, and the fact these officers need to take their vacations during the winter. We need to keep professional, dedicated, motivated wardens working with these resources.

15. Very few Blues transferring to Brown have been qualified for the position filled, they just have the seniority to get the position, and won it over a qualified Brown shirt. When Jay Hammond became governor, he asked what he could do to raise the morale of FWP officers. The officers stated they wanted an identity of their own. They turned in their State Trooper badges and were given Fish and Wildlife Protection Officer badges. Now, again, they have State Trooper badges.

16. Lack of enforcement by both Fish and Game and the FWP create frustration between legal and illegal fishermen because the legal fishermen don't want to become informers on the illegal fishermen, but they resent having to abide by the laws, only to discover that many of the illegal fishermen, when caught and cited, turn around and buy extra gear and go out fish again. They are even foolish enough to boast over the VHF that they will make enough money to pay the fine and the fine was worth their while.

17. Some recommended solutions would be: take the permits away for the duration of the summer. If only the boat and its gear are taken, the fishermen can get another boat and gear and go back out. ...we fishermen have to monitor ourselves, and help enact laws or regulations that protect our present and future fishing industry. If we don't control our fishing industry ourselves, we are going to be asking ourselves the eternal question, "Where are our fish?"

18. ...fish and game law enforcement is a full-time job. A fish and wildlife officer must start with an image. The specialized training, public relations, public education and unique equipment are necessary to accomplish the complicated task of Alaska's fish and game enforcement. Our State has a sport fish/tourism income of a reported 700 million dollars, complex commercial fishing, hunting and guiding activities spread out over an area so large, it is impossible for even our present enforcement staff to adequately patrol.

19. ...police training is an important aspect of being a fish and game enforcement officer. Additional training as a fish and game officer is also necessary. It is very hard to make a case involving red, brown, or tanner crab if you can't tell the difference.

House Special Committee on Fisheries
Oversight Hearings on Fish & Wildlife Enforcement

Excerpts from written testimony:

20. Having been closely associated with the problem as a Fish and Game Department management biologist, it is my perception that much of the difficult can be described as DELAYED MAINTENANCE. This is precisely what has happened in Bristol Bay Commercial Fisheries enforcement. In the 25 years since statehood, the job has become more difficult, not only in the field but also in the constraints under which administrators must now operate. In spite of this, the FWP officers deserve commendation for the job which was done in Bristol Bay during 1985. It wasn't perfect, but it was head and shoulders above anything that has been done since Statehood. ...there has been a shortage both of preventative enforcement and enforcement directed toward apprehending the gross violator whose violation does not fall into the category of the obvious, the easily apprehended, the run-of-the-mill infraction. Commercial fishermen are looking forward to the arrival of knowledgeable enforcement of the existing laws and regulations.

21. It would be a serious omission to close any discussion of enforcement in the Bristol Bay watershed without reference to the fact that for years this fantastic sport-fishing area has largely been ignored during the main sport fishing season. ...gross violations occur here, also. In many places, effort has risen to a level which threatens serious consequences if we ignore such flagrant disregard for biological considerations much longer.

22. ...I went along on a boat patrol on the Yukon River. I talked to many people, both native and non-native, operating fish camps. I was told, in reference to FWP, "They are only here during the height of fishing season when everyone is watching out for them. Where are they in the fall when the jet boats full of moose antlers are going up the river?" They are probably trying to make appearances in other "hot spots" while poaching continues almost unchecked.

23. Many states have progressive fish and game enforcement divisions, almost all within the Fish and Game Departments. The enforcement officers are usually college educated in resource management first, then trained in law enforcement. Enforcement is recognized as an integral part of the whole wildlife scheme, and the officers often take part in research and management activities. There is a professional community of wildlife law enforcement officers developing in this country with increased emphasis on upgrading the profession. ...Alaska is missing out on that.

24. It is time for us to take a good look at the Division of Fish and Wildlife Protection. If moving them back to the Department of Fish and Game would correct the current problem, then do it. If divorcing them from the Department of Public Safety and making them a separate department on their own is a more viable alternate, then do that. At the present time, the state with the most to offer in the way of fish and wildlife resources is the state doing the least to preserve and protect these resources.

25. If our game wardens are converted to troopers and if game biologists are not allowed to manage game, ALASKA magazine will start running out of wildlife subject material in the future as the resource deteriorates.

26. The dual role program is a new concept that will, given a chance, provide continuing levels of law enforcement and resource protection in rural Alaska by combined use of personnel and logistical support equipment in the face of declining state revenues.

M E M O R A N D U M

March 18, 1986

TO: Representative Peter Goll
FROM: Rodger Painter
SUBJECT: Fish and Wildlife Enforcement Resolution
IN THE HOUSE

BY THE COMMUNITY AND REGIONAL
AFFAIRS COMMITTEE - *By request*

HOUSE CONCURRENT RESOLUTION
IN THE LEGISLATURE OF THE STATE OF ALASKA
FOURTEENTH LEGISLATURE - SECOND SESSION

Relating to fish and wildlife
enforcement

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

WHEREAS Alaska's fish and wildlife resources are
vitally important to the state's economy; and

WHEREAS fish and wildlife are ^a ~~the~~ mainstay of the diets
of rural Alaskans, and represent important sources of
protein to many other residents; and

WHEREAS hunting and fishing are important cultural and
recreational activities to Alaskans from all walks of life,
and are integral to the Alaskan lifestyle; and

WHEREAS the management and conservation of Alaska's
fish and wildlife resources are only as good as enforcement
of hunting and fishing regulations; and

WHEREAS the personnel levels in the Division of Fish
and Wildlife Protection have not kept pace with increases in
the state's population and growth of the commercial fishing
and guiding industries, and the corresponding increases in
pressure on Alaska fish and wildlife resources; and

Fish and Wildlife Enforcement Resolution
March 18, 1986
Page Two

WHEREAS Alaskans throughout the state have expressed strong concern about the level of enforcement on the hunting and fishing grounds; and

Marrow
Said
WHEREAS the development of new policies by the Department of Public Safety has resulted in ^{*diminished*} ~~a diminishing~~ ^{*Tion*} of the structural lines separating officers involved in fish and wildlife protection and troopers involved in general law enforcement; and

WHEREAS the new policies also have resulted in reduced resource conservation training for officers moving into fish and wildlife protection positions; and

WHEREAS these policies and bidding procedures giving general law enforcement troopers the ability to bid on openings in the Division of Fish and Wildlife Protection on the basis of seniority have made it difficult for individuals to enter and ^{*Persue*} ~~puruse~~ a career in fish and wildlife protection; and

WHEREAS during extensive public hearings by the Legislature, Alaskans voiced overwhelming concern regarding the trends toward diminishing the separate identity of fish and wildlife protection officers from general law enforcement troopers; and

Fish and Wildlife Enforcement Resolution
March 18, 1986
Page Three

WHEREAS the Department of Public Safety has eliminated training designed to acquaint its officers with Alaska's aboriginal cultures and the dependence of Alaska Natives on the customary and traditional harvest of fish and wildlife; and

WHEREAS an examination of personnel rosters in the Division of Fish and Wildlife Protection reveals there are 28 full time positions at the rank of sergeant or above, plus eight corporals, supervising 66 full time fish and wildlife protection troopers; and

P WHEREAS declining oil revenues requires state agencies to make more efficient use of existing resources; *?*

BE IT RESOLVED that the Alaska State Legislature supports increased fish and wildlife protection presence on the hunting and fishing grounds; and be it

FURTHER RESOLVED the Alaska State Legislature respectfully requests the Commissioner of the Department of Public Safety to closely examine methods of reducing the ratio of supervisory to field personnel, including recommitting funding dedicated to vacant, nonessential supervisor positions to fund increased numbers of fish and wildlife enforcement officers who have only Title 16 *(Fish + Wildlife)* enforcement responsibilities, to accomplish the goal of shifting additional personnel to field work; and be it

Fish and Wildlife Enforcement Resolution
March 18, 1986
Page Four

Thompson
FURTHER RESOLVED the Commissioner of the Department of Public Safety is requested to work ~~closely~~ with fish and wildlife user groups on cooperative programs that would supplement enforcement efforts by department personnel and increase public involvement in ^{resource protection} ~~reducing poaching~~; and be it

*Marrow
am
529*
FURTHER RESOLVED that the Alaska State Legislature strongly opposes policy development by the Department of Public Safety that would ~~lead to a diminishing of the~~ separation of responsibilities between fish and wildlife protection officers and general law enforcement troopers; and be it

FURTHER RESOLVED the Commissioner of the Department of Public Safety is ~~respectfully~~ requested to pursue changes in bidding procedures and ^{to} develop ~~new~~ policies that will provide an improved career path for individuals who ^{request} ~~desire~~ *Thompson* to make a career of fish and wildlife enforcement and result in the selection of fish and wildlife protection officers who have the best expertise and training in that field; and be it

FURTHER RESOLVED the Alaska State Legislature respectfully requests the Commissioner of the Department of Public Safety to provide basic and continuing training programs ^{to update} utilizing existing local resources that ^{expertise} ~~ensure~~ *assure* protection officers have solid understanding of the specific resource protection and Title 16 enforcement duties

Fish and Wildlife Enforcement Resolution
March 18, 1986
Page Five

assure
necessary for the post of assignment and to ensure the
highest possible level of excellence in Title 16
enforcement; and be it

FURTHER RESOLVED the Commissioner of the Department of
Public Safety is requested to reinstitute specific cross
cultural training opportunities for all departmental
personnel; and be it

FURTHER RESOLVED the Alaska State Legislature
respectfully requests the Commissioner of the Department of
Public Safety to provide a report to the Fifteenth Alaska
Legislature on the actions taken in response to the concerns
expressed in this resolution no later than January 30, 1987.

COPIES of this resolution shall be sent to the
Honorable William Sheffield, Governor of Alaska; the
Honorable Robert Sundberg, Commissioner of the Department of
Public Safety; and *Colonel (G.)* Mr. Robert Henderson, Director of the
Division of Fish and Wildlife Protection.

M E M O R A N D U M

March 12, 1986

TO: Representative Peter Goll
FROM: Rodger Painter
SUBJECT: Fish and Wildlife Enforcement Report Outline

1. Introduction/overview
2. Levels of enforcement coverage in the field
 - (a) Comparisons of Division of Fish and wildlife Protection budget and personnel levels with state's population and growth in commercial fisheries for the past ten years. Violation rates.
 - (b) Amount of "brown shirt" time spent on "blue shirt" duties.
 - (c) Percentage of personnel in supervisory positions versus field personnel
 - (d) Importance of fish and wildlife resource protection during time of declining oil revenues
3. Structural concerns with the Department of Public Safety
 - (a) Background on reorganization of the Department and the cross utilization issue.
 - (b) Summary of public concerns voiced during testimony (brown vs. blue shirts), morale problems in the Division of Fish and Wildlife Protection.
 - (c) Posting/cross bidding and career paths.
4. Training.
 - (a) Fish and wildlife training before and after reorganization.
 - (b) Cross cultural training
 - (c) Public concerns voiced on training.
 - (d) Utilization of the academy for training of Public Safety personnel and payment of stipends.
5. Recommendations.

Note: To avoid publication of a massive document, I would recommend that the committee report not include the tremendous amount of backup materials we have accumulated. These should be bound separately for distribution to a more limited audience. We probably have about a foot high pile of pertinent materials, including written public comments, information supplied by Public Safety, minutes, Alaska Magazine articles, BBNA's survey of Bristol Bay fishermen, etc.



Official Business

Alaska State Legislature

House of Representatives

Special Committee on Fisheries

Pouch V
Juneau, Alaska 99811

Phone:
(907) 465-4924

MEMORANDUM

February 28, 1986

TO: Members
House Special Committee on Fisheries

FROM: Representative Peter Goll *Peter Goll*
Chairman

SUBJECT: Fish and Wildlife Enforcement Hearing Schedule

At the conclusion of Thursday's public hearing on fish and wildlife enforcement, many additional citizens indicated they want to testify on the issue and the committee has considerable ground left to cover in discussions. Unfortunately, a scheduling conflict has arisen that forces me to cancel our March 6 hearing date.

I intend to attempt to complete the public testimony at our Tuesday, March 4, hearing. The committee will then recess until 8:45 a.m. the following day when we will meet with the Department of Public Safety and members of the House and Senate Finance Committees to discuss budget-related issues. This discussion will be concluded by 10 a.m.

While I realize that some of you may have scheduling conflicts, your participation in Wednesday's budget-related discussions is important.

Finalization of committee action and recommendations will be scheduled as soon as possible. I would appreciate any ideas you have regarding a committee response to the issues that have been raised.

STATE OF ALASKA

DEPARTMENT OF PUBLIC SAFETY

OFFICE OF THE COMMISSIONER

BILL SHEFFIELD, GOVERNOR

POUCH IN
JUNEAU, ALASKA 99811
PHONE: 465-4322

February 26, 1986

The Honorable Ronald Larson
Alaska State Legislature
P.O. Box V
Juneau, Alaska 99811

Dear Representative Larson:

Attached, is a vessel analysis prepared by the Division of Fish and Wildlife Protection. This analysis was prepared as partial response to the Division of Legislative Audit Special Report on Marine Enforcement.

The issues discussed in this analysis should assist in your understanding of vessel operations.

A copy of this analysis has also been provided to your counterpart in the Senate, and to the assigned fiscal analyst.

Sincerely,


Robert J. Sundberg
Commissioner

Attachments

cc: Tom Maher, Fiscal Analyst
Finance Sub-Committee Chairman

2m
2/24/86

Fish & Wildlife Protection
Vessel Analysis

Colonel Robert M. Henderson

Director

January 23, 1986

ANALYSIS OF ALTERNATIVES
PATROL VESSELS VIGILANT AND WOLDSTAD

Alternative/action affecting both vessels — see also legislative intent

An analysis of the crew requirements for the P/V Woldstad and P/V Vigilant indicated that some of the commissioned personnel time could be productively used in other Division tasks during certain periods. In response to this finding, and pursuant to the agreement to implement immediately any short-run improvements, crew assignments for these two vessels have been changed already.

The specific changes and analysis are detailed below.

(* denotes commissioned personnel)

P/V Woldstad:

<u>(Prior to April 1, 1985)</u>		<u>(After April 1, 1985)</u>	
*Captain	PCN 12-3107	*Captain	PCN 12-3107
*Sergeant	PCN 12-3025	Engineer	PCN 12-3159
*Trooper	PCN 12-3130	Asst. Bt. Ofc.	PCN 12-3156
Engineer	PCN 12-3159	Asst. Bt. Ofc.	PCN 12-3155
Asst. Bt. Ofc.	PCN 12-3156		
Asst. Bt. Ofc.	PCN 12-3155		

P/V Vigilant:

<u>(Prior to April 1, 1985)</u>		<u>(After April 1, 1985)</u>	
*Lieutenant	PCN 12-3157	Engineer	PCN 12-3113
*Sergeant	PCN 12-3108	Asst. Bt. Ofc.	PCN 12-3133
*Trooper	PCN 12-3109	Asst. Bt. Ofc.	PCN 12-3110
Engineer	PCN 12-3113		
Asst. Bt. Ofc.	PCN 12-3133		
Asst. Bt. Ofc.	PCN 12-3110		

The troopers pulled off these vessels were assigned other law enforcement supervisory and patrol duties based on shore, and a rotation system was established to include these personnel and other shore-based personnel on an "as needed" basis to man the vessels when they depart for enforcement patrol duty.

The retention of the vessels' skippers as commissioned personnel by reason of practicality, cost effectiveness, and efficiency was necessary and remains so.

The primary use of these vessels is for the enforcement of state laws and regulations. It is reasonable and necessary to expect that the individual in charge be an experienced law enforcement officer with a rank commensurate with those responsibilities inherent with supervision of personnel, decision of patrol needs, safety of crew, and responsibilities for high value equipment.

It is fortunate that the Marine Section has evolved sufficiently that we have qualified, ranking officers with extensive law enforcement experience. These officers are trained, experienced seamen and skippers and are respected by the fishing industry.

The replacement of these men by non-commissioned skippers would only require duplication in the wheelhouse. An additional commissioned officer would be needed for those incidents requiring enforcement decisions, regulation interpretation, patrol techniques, proper search and rescue decisions compatible with Department procedures, and to serve as a more knowledgeable witness for court testimony regarding violations. In addition, it is likely that civilian skippers would be taken into the Inland Boatmen's Union similar to State Ferry skippers. This would then require two skippers for each vessel due to the contract requiring 3 months on - 3 months off for each individual. This would result in an increased expenditure for more salary and benefits costs.

There are no positions other than the Engineers and deck hands (Asst. Boat Officers) which could be better filled by civilians. All other positions for sea duty patrol require law enforcement experience.

ALTERNATIVE TO THE USE OF THE P/V VIGILANT

Replace P/V Vigilant with two power scows and a 51 foot patrol vessel

The P/V Vigilant, at its currently budgeted usage of 70 sea days per year, can be functionally replaced by two scows permanently stationed in Bristol Bay, and a 51 foot Delta Marine vessel stationed in Sand Point.

There are two advantages to replacement of the P/V Vigilant.

1. Patrol advantages to alternate utilization of power scows in place of the P/V Vigilant for Bristol Bay

- a. The ability to carry four (4) patrol skiffs per scow versus the total of two (2) now carried by the Vigilant.
- b. The ability to retrieve and launch skiffs for patrol would be enhanced. Due to the Vigilant's design, skiffs cannot now be launched in rough water.
- c. Due to deck space each scow would have the ability to handle and store more shackles of fishing gear. The kind and number of violations in Bristol Bay normally require the seizure of large amounts of gear.
- d. Scows will be more efficient for search and rescue work due to shallow water capabilities. Much of this work takes place close to shore.
- e. Ability to power directly into shore and off-load seized nets during low tide. Currently, the Vigilant must wait for room at the City dock or a cannery dock for off-loading. This offloading necessarily occurs during the fishing periods when our patrol efforts should be on the fishing grounds.
- f. Shallow draft would allow safe entry into rivers at Nushagak, Kvichak, Naknek, Egigik, Ugashik, and Port Moller. The power scows can be allowed to go dry in protected waters or during good weather, meaning enforcement efforts would be less restricted by local tide conditions.

2. Lower yearly operating cost for the two power scows and 51 foot vesselComparison of operating costs, P/V Vigilant vs. Power Scows

The replacement of the P/V Vigilant by two scows located in Bristol Bay and replacement of the P/V Compliance at Sand Point by a 51' Delta Marine will effect an estimated annual operating budget savings of \$97,390, a biannual capital budget savings of \$90,000.

The cost comparison is based on current projections of 70 sea days for the Vigilant and a projected 2.5 months of operations for each of the scows. Costs for the Vigilant and projections for the Scows and the Delta Marine are taken from FY86 budget projections, except for Risk Management charges, which are taken from the significantly higher FY87 assessment. Costs are for crew and operating costs and do not include enforcement personnel.

The Compliance and Delta Marine are assumed to have comparable costs, except for increased diesel and maintenance requirements for the Delta Marine.

Other assumptions are listed under the respective budget categories, below.

		<u>Vigilant</u>	<u>Pwr. Scows</u>
<u>Pers Svs</u>	Vigilant: Skipper, 30% annual base & ben.; Engineer & 2 Asst. Boat Officers, annual salaries. Scows: 2 Skippers (Sgts), 21% annual base w/benefits; 2 Engineers & 2 A.B.O.'s (seasonals), 4 months, each. Delta Marine: same crew and sea days as Compliance.	210,283	196,543
<u>Travel</u>	Includes operations & admin, travel & per diem.	6,000	6,900
<u>Othr Svs</u>	Note: Major Maintenance is discussed below, under Capital Bdgt.		
	Communications, Space & Utilities	20,300	8,000
	Minor Repairs, includes electronics	11,000	4,000
	Insurance and other services charges	25,450	18,500
<u>Supplies</u>	Food	8,000	9,000
	Diesel and lubricants	32,500	11,600
	Parts & Supplies	8,000	1,000
	Misc.	11,200	500
<u>Eqpmnt</u>	Repair & replacement items over \$500	21,700	1,000
Total one-year operating budget costs:		<u>\$354,433</u>	<u>\$257,043</u>

Capital Biannual major maintenance and repairs for major vessels has been projected at \$90,000 each. This is a cost figure averaged from several years of yard work. It would not necessarily be the cost for any random two year period. The scows are not projected to require regular major maintenance.

Other The hull valuation of the Vigilant is currently \$1,000,000 for Risk Management purposes. For this analysis the sale (surplus) value of the Vigilant is assumed to be at the full hull valuation. Surplus of the Compliance is expected to result in \$25,000 of income to the state. Purchase of both power scows is expected to cost \$850,000, and the 51' Delta Marine, \$572,400.

ALTERNATIVES TO THE USE OF THE P/V WOLDSTAD

Alternative 1 -

Use of power scows to patrol the 30 day herring fishery at Togiak

The use of the power scows for patrol of the Togiak herring fishery in Bristol Bay involve the same advantages described for the salmon fishery (see P/V Vigilant alternative, page 3).

An additional advantage is the release of the PV Woldstad for that 30 day period. The Woldstad could thus be used to patrol the crab fishery in the Adak area and closures of the crab fishery not previously worked, which are marine areas for which the Woldstad is particularly suited.

who thought up idea of power scows? experience

Alternative 2 -**Use large aircraft instead of the vessel for crab patrol**

The closest comparison to our operation is the United States Coast Guard, since they are also charged with fisheries enforcement in waters off Alaska. They use long range Lockheed C-130 aircraft, which have four turbine engines for safety, and which cost approximately \$15,000,000 each.

Using an aircraft of shorter range, lower speed, or lacking the sophisticated instrument flying equipment that these aircraft have, would severely limit the ability to patrol on days when weather is marginal. Because weather frequently is bad either at the aircraft base location, or at the intended patrol area, patrol would be quite sporadic.

The C-130 aircraft are used for patrols in the Westward area waters, and are based in Kodiak. Patrols frequently last nine hours. During heavy fishing periods, at least two of these aircraft would be in use most of the week. The charter, or "market" cost to operate this aircraft is approximately \$3600 per hour, or \$32,400 for a normal patrol day.

The cost for only two aircraft, operated only 100 days per year each, would be approximately \$6,480,000, exclusive of the cost of any commissioned personnel or observers from Fish and Wildlife Protection. This amount exceeds the FY 86 operating budget request for both the Marine Enforcement Section and the Aircraft section. Both of these sections are, under current conditions, supporting many functions in addition to commercial fisheries patrol in the Westward area.

Fish and Wildlife Protection uses aircraft with the vessels, where the aircraft can efficiently and safely be used for surveillance or spotting of vessels and gear.

Fish and Wildlife Protection does not believe that the necessary patrol work could be done with aircraft alone to save the cost of the vessels.

It is true that we use aircraft to aid in fisheries patrol. However, there are problems with the use of aircraft without an accompanying vessel. It is necessary to be able to identify the fishermen on the boat to be able to charge someone in court successfully. From the air, that is nearly impossible. Sometimes that can be accomplished at a later time through investigation, but it is more practical and cost-effective to be able to call in a vessel to board the violating fishing boat, establish identities, and take statements.

In the shellfish fisheries, a vessel is a necessity. All the airplane can do is perhaps identify the numbers on buoys and identify vessels at sea. They have no way of establishing what is on the other end of the line below the buoy, or what the vessel is doing. Essential shellfish patrol activities include pulling pots and boarding vessels.

Aircraft are also too dependent on good weather. If our enforcement work depended solely on aircraft, there would be no enforcement presence whenever the weather was foggy, windy, or unflyable for any other reason. Needless to say, this is a frequent state of the weather in fishing areas. Strict reliance on aircraft would render an enforcement program meaningless.

Alternative 3 -

Use aircraft with the vessel for crab patrol -

It is both practical and desirable to use aircraft to supplement and enhance the patrol capabilities of the P/V Woldstad. At the present time Division aircraft are not completely suitable for this mission, but there is a plan which may result in a turbine-powered twin being available for longer range and offshore patrol duty.

Because of its speed and higher vantage point compared with a vessel, the right aircraft could be of considerable assistance in locating vessels and/or fishing gear.

Current Division aircraft lack carrying capacity, de-icing equipment, and power reserve for making patrols more effective, and at the same time, safer for enforcement personnel.

Alternative 4 -Charter or lease similar size and type of vessel

The suggestion of leasing vessels for all patrol functions has many drawbacks. One is that operating costs for the P/V Woldstad are less than charter costs for a similar but less specialized vessel.

Comparison of costs, P/V Woldstad vs. lease

Fish and Wildlife Protection obtained prices from Kodiak vessel owners to lease one of their vessels for patrol. Prices listed were quoted in 1985.

100' vessel: \$2000 to 2500 per day, plus fuel (500 to 800 gals. per day).

120' vessel: \$4800 per day plus fuel.

Fuel cost is approximately \$1.00 per gallon.

These prices include a crew of 4 (Captain, Engineer, and two Asst. Boat Officers). The cost of enforcement personnel required to be on board during all patrol periods is not included.

Actual operating expenses for the P/V Woldstad during Fiscal Year 1985 totaled \$456,667.

Salaries used as the basis for this figure include four personnel, to make comparison with the above figures meaningful. One Captain, as currently assigned, is considered at 70% of his salary, since he has duties in addition to direct day-to-day operation of the vessel. Personnel costs for two Asst. Boat Officers and one Engineer are included, also in comparison with the above charter crew.

Based on actual vessel operating patrol days (175 during FY-85), the cost averages only \$2,610 per day.

This total does not include any appreciable outlay for maintenance, since major maintenance is required only once in each two year period and was deferred during FY-85. Estimated expenditures could add approximately \$520 per day for repair and replacement, including parts, supplies and equipment.

This would total \$3,130 per day for the expected longer term operating cost for the P/V Woldstad.

Additional considerations

Enforcement programs would be difficult to adjust within the season because state procedures require that these vessel needs be put to bid. If we bid for a vessel between certain dates, we would have the vessel for those dates. Many of the season openings and closings are made by emergency order,

with only several hours or days notice. Because of this lack of notice, we might have to pay for a vessel we don't need, or be unable to obtain one in time.

Another aspect of own vs. lease should be addressed. During the present slow crab fishing period in the Westward area, suitable and safe vessels may be available for lease. But during better fishing times it is less likely that the Department would be able to lease an acceptable safe vessel. If such a vessel were available it probably would not be for the lease figures quoted above, but would be available only at a premium during a time of peak demand.

Connected with the own vs. lease comparison is the time lag that is inevitable if this program is re-directed. It is faster to covert from owning to leasing than the reverse. If vessels were not available to lease, or became too expensive to lease, the process of obtaining vessels, modifying them, or having them built involves significant additional delay in the normally lengthy process of obtaining funding. If this occurred, the fisheries would be unprotected during a period when no suitable vessels were available.

When a need arises for a search and rescue, there is no time to begin looking for a vessel and crew that are sea-worthy, available, and ready to go. There would be occasions every year when a search and rescue would not be launched because of the unavailability of a ready vessel.

If we did not have our vessels and we could not lease a vessel either because of lack of funds or lack of an available vessel, there could be unpredictable effects on the resource and on the fishermen. A few individual fishermen who have no respect for the law could get all the fish, or irreversible damage to the resource could occur. Some fishery populations are very susceptible to being wiped out.

Alternative 5 -

Charter or lease different size or type of vessel

The P/V Woldstad is a specially-designed law enforcement patrol vessel which was built to our specifications by the low bidder; similarities to a crabber are primarily the ability to pick and stack crab pots. The P/V Woldstad is a very economical vessel to own and operate for its size. (See figures under alternative 3, page 10)

It operates very efficiently at speeds from 7 to 15 knots due to its CPP system. It can respond to emergencies completely beyond the range of smaller vessels, or those built for a different purpose.

Other vessels offered to the State have been completely inadequate replacements for the P/V Woldstad.

They are not equal to the P/V Woldstad in sea-keeping ability, and would require at least the following capabilities (added cost unknown) for use in existing and future fisheries:

- a. Equipment to pick commercial fishing gear efficiently and store for duration of patrol -- i.e., shellfish pots, gillnets, purse seines, and long lines for inspection and seizure;
 1. Ability to pick king crab pots at the rate of 12 per hour -- P/V Woldstad can pick 15 to 20.
 2. Ability to carry 80 7'x7' crab pots.
- b. Equipment to efficiently launch and retrieve patrol skiffs;
- c. Ability to transport skiffs to 25' on deck, transport 32' seasonal endurance vessels, and 24' moving vans;
- c. Search and rescue capability;
- d. Firefighting capability;

Additional factors that must be taken into account for maximum effectiveness

- o Maximum range.
- o Insulation for winter use.
- o Ability to provide adequate berthing, mess, and accommodations for 4 to 9 additional people for periods up to 60 days.

- o Ability to handle icing conditions--this element of design and use has been a major factor in the loss of vessels in North Pacific waters in recent years.
- o Sophisticated communications and navigational equipment--this has proven important in search and rescue, in vessel and crew safety, and in carrying out the assigned fishery missions.
- o Towing equipment and ability.
- o To insure the safety of our personnel and limit our liability, these vessels would have to be U.S. Coast Guard licensed to carry passengers for hire upon all waters of Alaska up to 200 miles offshore and the Master, Mate, and Engineer would have to be similarly licensed.

Alternative 6 -**Amend regulations to allow placement of observers aboard crab vessels**

The Division of Fish and Wildlife Protection strongly supports the current program of observers on catcher-processor vessels. The Division was recently instrumental in making sure that an additional \$100,000 resulting from a fisheries case was made available for use in the observer program. Row

This alternative considers the additional step of requiring or allowing observers on board all other crab fishing vessels.

Fish and Wildlife Protection does not consider an observer program to be a good replacement strategy for the P/V Woldstad. There would probably be considerable industry resistance to the program. Some objections might center on the lack of crew space on an average fishing vessel. This is not as much of a consideration on the catcher-processors (where an observer program is allowed by current regulations). Catcher-processors have quarters and eating facilities for many more people, and the addition of one does not take 10% to 20% of their total crew space.

Cost factor for observers**Assumptions:**

The observer is a Fisheries Technician III.

This observer is employed for a total of approximately three months (90 days).

Average cost per day includes benefits and sea pay.

All food and sleeping space is at industry expense (no per diem or meal allowance to be paid to observers).

Cost per day = \$187.22

Cost per day for observers aboard ten vessels = \$1872

Cost per vessel monitored = \$16,849

As many as 350 vessels may be participating in the fishery at any given time. Observers aboard only ten vessels would probably have a negligible enforcement or preventive effect. If all these vessels, or even one-third, were to have observers aboard, the cost would be much higher than current expenses for the P/V Woldstad, and with an undetermined benefit.

Considering both cost and potential benefits, this type of program is not an effective enforcement alternative to the P/V Woldstad.

Alternative 7 -

Regulation change preventing storage in closed areas during closed seasons

This alternative would allow aircraft patrol of the closed areas. Without use of a large patrol vessel, no proof could be attempted that buoys had crab pots (or illegally fishing crab pots) attached. The regulation would have to forbid deployment of unmarked buoys, and the deployment of marked buoys of the type used commonly on crab gear.

A regulation change would not totally relieve the need for a large patrol vessel. If buoys were observed, or if pots were actually fishing in violation, a vessel would still be required to pick up the buoys or pots.

Alternative 8 -

Federal enforcement of fisheries outside the three-mile limit

It should be recognized that the "three-mile" limit includes waters more than three miles from land, since the limit is defined by lines that go from headland to headland. On a deeply indented coastline, this includes large bodies of water.

This alternative would require the same use of a vessel within closer coastal areas for Alaska fishing. The vessel would be required to be able to travel in bad weather, and to go to any area needed at almost any time fishing was possible. The ability to pull pots and stay on the fishing grounds in bad weather would still be required.

STATE OF ALASKA

DEPARTMENT OF PUBLIC SAFETY

DIVISION OF FISH & WILDLIFE PROTECTION

BILL SHEFFIELD, GOVERNOR

Robert J. Sundberg
Commissioner

5700 EAST TUDOR ROAD
ANCHORAGE, ALASKA 99507
PHONE: (907) 269-5509

February 24, 1986

Representative Peter Goll
Chairman, Special Committee on Fisheries
Alaska State Legislature
Pouch V
Juneau, Alaska 99811

Dear Representative Goll:

I would like to bring to your attention the programs conducted by Fish & Wildlife Protection in three area fisheries:

- A. Nelson Island and Norton Sound Herring;
- B. Upper Yukon Chum Salmon Roe;
- C. Alaska Peninsula Salmon.

Two of the fisheries have generated more public concern during the 1985 season, whereas the Upper Yukon fishery has apparently been the subject of discussion for several years longer.

This explanation should enable you to evaluate more clearly any comments on the Division's programs concerning these fisheries.

A. Nelson Island and Norton Sound Herring

FWP boarded herring boats in the 1985 Togiak fisheries and documented these boardings. FWP also boarded herring boats in Norton Sound and recorded the boardings.

As a result of these boardings cross-checking was conducted and five people have been positively identified as fishing and making deliveries in more than one area. These cases are currently in Nome and criminal complaints are being prepared.

Six more names have been identified as probably fishing both Togiak and Norton Sound. An investigation is currently underway to substantiate this allegation.

A local Trooper spent one day at Toksook Bay, and boarded 23 vessels. Prior commitments and judicious use of limited available overtime were important factors in this scheduling. In addition, it was the first year for this fishery and we didn't know exactly what effort would be required. Given unlimited enforcement resources, a first-year fishery would be overestimated and over-staffed, to avoid any negative impact on the fishery.

Since our resources are more limited, and there are competing priorities, inevitably some fisheries will suddenly require more resources than are available.

Future strategy

In discussions with Kim Francisco, ADF&G Biologist for the Nunivak Island and Nelson Lagoon areas, he anticipates a doubling of effort in 1986, or about 350 vessels in the area mentioned. The guideline harvest level is anticipated to be about 1,000 short tons for both areas combined. Faced with that large an increase and the inability to effectively monitor the fleet with land based personnel, the Division is considering plans to have one of the larger vessels start in Togiak and follow the fleet up the coastline.

Once the fleet is aware they are going to be monitored by the same people in all the areas, the risk of apprehension will be so great that better compliance can be expected. There will probably be some scheduling conflict due to crab fishing at the same time in Norton Sound, and the need for large vessel patrol of that fishery.

This is a type of patrol that could be efficiently conducted with power scows, which could stay along the western coast all year. This would also avoid the time and expense of having vessels travel from Kodiak to cover fisheries which can occur in a somewhat interrupted time sequence.

Summary, Nelson Island and Norton Sound

The apparent intent of the Board of Fisheries was to permit only those people domiciled within an area to participate. However, any person can serve as a crew member in any number of registration areas, so long as that person does not function as a C.F.E.C. permit holder in one area and subsequently crew in another or vice versa. The Division may be able to show through fish tickets that this has happened, but a violation will otherwise be difficult to spot or prove.

Vessel boardings were conducted in the area, violations were detected, and cases are being presented for prosecution.

B. Upper Yukon Chum Salmon Roe

During 1975, 1976, and 1977, the legislature legalized the sale of subsistence roe in the Arctic-Yukon-Kuskokwim fishery. This was changed when Alaska Department of Fish & Game research determined that this action could be detrimental to the fishery resource. Since before the Summer and Fall of 1978, Fish & Wildlife Protection has been aware of potential problems with illegal sale of roe, and has taken steps to prevent and control any problem. Increasing concern and effort from Fish & Wildlife Protection can be shown by a series of documents dating from 1977.

Due to the very nature of the Yukon/Tanana fisheries, existing regulations are difficult to enforce. Conditions that contribute to the difficulty are:

- concurrent seasons for commercial and subsistence
- openings and closures within different subdistricts
- difficulty in identifying subsistence roe from commercial roe
- difficulty in monitoring subsistence gear when fishing
- lineal distance of Yukon/Tanana fishery (stretches over 1,000 river miles)

Enforcement will continue to be particularly difficult with a mixed commercial and subsistence fishery. It would take many more Troopers and Fish and Wildlife Enforcement Officers continuously monitoring the fishing gear, fishermen, and processors, to stop all of the illegal buying and selling.

One possible approach would be to have a department representative (ADF&G or FWP) inspect and seal all eggs before shipment by any holder of an intent to operate. Whether this could be accomplished to the satisfaction of all parties is open to question.

There may be some waste of flesh by commercial fishermen. One commercial fisherman last season reportedly took 20,000 legal chum salmon, sold the eggs, and split and hung the fish on racks. Rainy weather caused a large percentage of those fish to spoil. What the fisherman had done was within the law.

Enforcement strategy

An undercover operation over a two-season period was conducted by the Statewide Investigation Section, which resulted in charges

against two commercial processors buying subsistence caught fish and roe.

Each season, FWP efforts are aimed first at the June-July-August Yukon fishery. I Detachment has an FWE0 (seasonal) in Galena who generally works alone. His patrol area extends from Kaltag to Ruby/Nowitna and is covered by river boat. The upper Yukon, Tanana to Stevens Village, is generally a July/August/September fishery patrolled by a boat-equipped FWE0. He is accompanied by an FWP Trooper working out of two tent camps - one near Tanana and one below the Yukon/Dalton Bridge. The August/September fishery generally requires a substantial reduction in patrol hours due to the commencement of hunting season.

Generally, the Yukon is a slow fishery during late August and September. Our efforts are switched to the Tanana, which has a heavy run of fall chums, where the Division is again dealing with simultaneous fisheries, which, as mentioned above make it more difficult to monitor illegal activities. With the existing situation, even obtaining reliable data on the scope of the problem is difficult.

C. Alaska Peninsula Salmon

The Division of Fish & Wildlife Protection had two high endurance vessels (P/V Woldstad and P/V Vigilant), one medium endurance vessel (P/V Trooper) and two seasonal vessels (P/V Compliance and a 17' Whaler) involved in the Alaska Peninsula fisheries during the 1985 season.

The Division logged a total of 104 vessel days in patrolling these fisheries, of which 17 vessel days (58 person days) were spent in the North Peninsula area between Unimak Pass and Cape Menshikof. The remainder of the 87 vessel days (1566 person days) were spent in the South Peninsula area between Kodiak Island and Unimak Pass.

From Detachment Headquarters in Kodiak, the Division patrols the Kodiak Island salmon fishery as well as the salmon fishery for most of western Alaska, including the North and South Alaska Peninsula fisheries and the Bristol Bay and Togiak fisheries.

South Peninsula

The P/V Woldstad, with a crew of six, spent 15 days patrolling the South Peninsula area between Cape Igvak and Unimak Pass from June 11-25. The vessel also spent two days in this area on July 16-17.

The P/V Vigilant, also with a crew of six, spent a total of 27 days patrolling the South Peninsula area:

June 17-19 Kodiak Island to Dutch Harbor patrolling
the opening at Unimak Island;

July 23-25 False Pass to Kodiak Island;

August 1-21 Kodiak Island to False Pass, with the majority of this time spent on the Shumagin Islands fishery.

The P/V Trooper, with a crew of four, spent eight days patrolling the South Peninsula from Kodiak Island to False Pass. Openings in the False Pass and Cape Igvak fisheries were covered during June 17-21 and July 23-25.

The P/V Compliance spent 21 days patrolling the South Peninsula area from Kupreanof Point to False Pass between May and August. These patrols focused on the False Pass - Shumagin Island fishery.

The Division also patrolled for 14 days in the Shumagin Island fishery with a 17' Whaler from May to September.

The Division used two personnel and a 32' vessel from the Peninsula fishery in Bristol Bay during 1985. The P/V Compliance was to be in the Ugashik District of Bristol Bay from June 27 through July 4, at the request of the Alaska Dept. of Fish & Game. The vessel was scheduled to return to the Port Moller area until approximately July 10, then continue to the South Peninsula area. However, due to the large number of vessels and violations in the Ugashik area of Bristol Bay, it was necessary to keep the P/V Compliance there until July 22, at which time the vessel returned to patrol the South Peninsula fishery.

It should be noted that the fishery in the South Peninsula area is normally not open during the time we planned to have the P/V Compliance on the North Side.

The Sand Point Post was closed in August of 1980 and the fishery was patrolled out of Kodiak until the summer of 1984, when this post was reopened.

North Peninsula

In the North Peninsula fishery the P/V Vigilant spent four days between Unimak Pass and Cape Menshikof. These patrols were June 20-21, and July 22-23.

The P/V Trooper spent four days in the area between False Pass and Cape Menshikof, on June 21-22 and July 22-23.

The P/V Compliance spent nine days in the area with most of this time being spent near Port Moller. The patrols were June 21-27 and July 22-23.

Summary, Alaska Peninsula

Attempts to use a Grumman Goose aircraft in these fisheries were severely hampered this season by unusually poor weather conditions.

We had a total of 23 personnel involved in these fisheries for a total of 1644 person days spent on patrol in these areas.

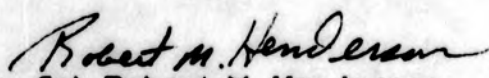
As a result of this effort, charges have been filed against 26 fishermen, mostly for fishing in closed waters or during a closed period. Five fishermen were arrested and their 48' seiner, skiffs, nets, fish, etc. were seized. This was a result of being caught fishing in closed waters only a few hours after having been told by FWP that the area was closed. We also issued a number of written and verbal warnings for various minor violations.

The Division put more effort in the Alaska Peninsula fisheries in the 1985 season than we have for the past several seasons.

If I can be of additional assistance or furnish further information, please do not hesitate to call.

Thank you for your consideration of these issues.

Sincerely,


Col. Robert M. Henderson
Director

**FISH AND WILDLIFE PROTECTION
BUDGET AND PERSONNEL INFORMATION
FY 77 - FY 86**

	FY 86	FY 85	FY 84	FY 83	FY 82	FY 81
	<u>AUTHORIZED</u>	<u>ACTUAL</u>	<u>ACTUAL</u>	<u>ACTUAL</u>	<u>ACTUAL</u>	<u>ACTUAL</u>
ENFORCEMENT	9824.8	9099.4	8955.9	8943.2	8523.1	7005.1
DIRECTOR'S OFFICE	271.6	268.8	761.9	694.7	822.9	753.6
AIRCRAFT	870.4	997.3	942.6	1035.4	1065.8	952.5
WATERCRAFT ENFORCEMENT	2445.2	3033.4	2710.0	2869.3	2122.3	1944.2
Totals	13412.0	13398.9	133704.4	13542.6	12534.1	10655.4
*) TOTAL INCOME from fish seized and given processor by Dept. disposed of AV'd to GF	N/A	\$51.6	40.1	\$24.0	\$129.8	\$139.8

*) PERSONNEL BY COMPONENT: AUTHORIZED POSITIONS (AU) - PERMANENT FULL- TIME POSITIONS (PF) - PERMANENT PART-TIME POSITIONS (PP)

	<u>AUTHORIZED</u>			<u>ACTUAL</u>			<u>AUTHORIZED</u>			<u>ACTUAL</u>			<u>AUTHORIZED</u>			<u>ACTUAL</u>			<u>AUTHORIZED</u>			<u>ACTUAL</u>			<u>AUTHORIZED</u>			<u>ACTUAL</u>		
	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP
ENFORCEMENT	147	111	36				145	110	35	145	110	35	157	107	50	145	107	38	156	106	50	156	106	50	156	106	50	143	93	50
DIRECTOR'S OFFICE	4	4	0				4	4	0	4	4	0	11	11	0	11	11	0	12	12	0	12	12	0	12	12	0	11	11	0
AIRCRAFT	6	6	0				12	11	1	10	10	0	12	11	1	11	10	1	12	11	1	12	11	1	12	11	1	12	11	1
WATERCRAFT ENFORCEMENT	18	18	0				23	21	2	23	21	2	23	21	2	24	22	2	24	22	2	24	22	2	24	22	2	19	17	2

*) (4)

BY MONTH, FISCAL YEAR: FILLED AND VACANT COMMISSIONED OFFICERS ONLY

	Filled	Vacant	Filled	Vacant	Filled	Vacant	Filled	Vacant	Filled	Vacant	Filled	Vacant
July	102	7	102	10	104	12	108	8	100	3	97	0
August	102	7	105	6	106	10	107	9	99	16	100	1
September	102	7	104	7	106	10	107	9	100	15	-	-
October	101	8	104	7	106	10	106	10	100	15	100	6
November	101	8	104	7	106	10	106	10	108	7	102	5
December			104	7	105	10	106	8	108	11	101	6
January			103	8	106	9	105	10	108	11	97	6
February			103	8	106	9	104	11	107	12	101	6
March			102	9	105	10	104	11	107	12	-	-
April			102	9	105	10	108	7	112	7	105	4
May			102	9	106	9	106	9	109	10	105	4
June			102	7	102	10	104	12	110	6		

	FY 80	FY 79	FY 78	FY 77	FY 76
(1)	<u>ACTUAL</u>	<u>ACTUAL</u>	<u>ACTUAL</u>	<u>ACTUAL</u>	<u>ACTUAL</u>
ENFORCEMENT	5063.6	5384.8	4557.8	3607.6	3336.2
DIRECTOR'S OFFICE	695.5	560.4	603.9	466.0	482.8
AIRCRAFT	831.1	805.9	700.9	617.8	501.4
MARINE ENFORCEMENT	1581.9	1123.9	903.2	489.9	766.9
Totals	8172.1	7875.0	6765.8	5181.3	5087.3
(2) TOTAL INCOME from fish seized and given to processor by Dept. Deposited or AV'd to GF	\$14.4	N/A	N/A	N/A	N/A

(1) PERSONNEL BY COMPONENT: AUTHORIZED POSITIONS (AU) - PERMANENT FULL- TIME POSITIONS (PF) - PERMANENT PART-TIME POSITIONS (PP)

	<u>AUTHORIZED</u>			<u>ACTUAL</u>			<u>AUTHORIZED</u>			<u>ACTUAL</u>			<u>AUTHORIZED</u>			<u>ACTUAL</u>			<u>AUTHORIZED</u>			<u>ACTUAL</u>		
	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP	AU	PF	PP
ENFORCEMENT	111	87	[24]*142	88	54		111	87	[24]	111	88	[23]	100	86	[14]	100	86	[14]	72	72	0	72	72	0
DIRECTOR'S OFFICE	12	12	0	12	12	0	11	11	0	12	12	0	14	14	0	14	14	0	14	14	0	14	14	0
AIRCRAFT	11	10	[1]	11	10	[1]	11	10	[1]	11	10	[1]	11	10	[1]	11	10	[1]	9.3	8	[1-3]	9.3	8	[1.3]
MARINE ENFORCEMENT	17	17	[3]	19	17	1+1	20	17	[3]	20	17	[3]	13.8	13	[.8]	13.8	13	[.8]	14	14	0	14	14	0

*[] designate "temporary", rather than permanent part-time positions

(3) (4) BY MONTH, FISCAL YEAR: FILLED AND VACANT COMMISSIONED OFFICERS ONLY

	<u>Filled</u>	<u>Vacant</u>	<u>Filled</u>	<u>Vacant</u>	<u>Filled</u>	<u>Vacant</u>	<u>Filled</u>	<u>Vacant</u>	<u>Filled</u>	<u>Vacant</u>
July	93	11	89	11	76	18	-	-	-	-
August	90	11	90	11	83	13	-	-	-	-
September	91	10	89	13	82	14	72	11	-	-
October	91	10	89	13	90	6	72	11	-	-
November	94	9	89	13	-	-	72	11	-	-
December	91	10	-	-	88	8	-	-	89	7
January	87	10	91	8	89	8	70	13	-	-
February	91	10	-	-	88	8	69	14	-	-
March	89	12	93	8	87	9	69	14	-	-
April	-	-	93	12	90	7	75	8	-	-
May	91	10	-	-	92	5	76	7	-	-
June	-	-	92	12	-	-	78	5	-	-

(1) Data Source: Short Form Free Conference Committee Report, FY 77 - FY 86

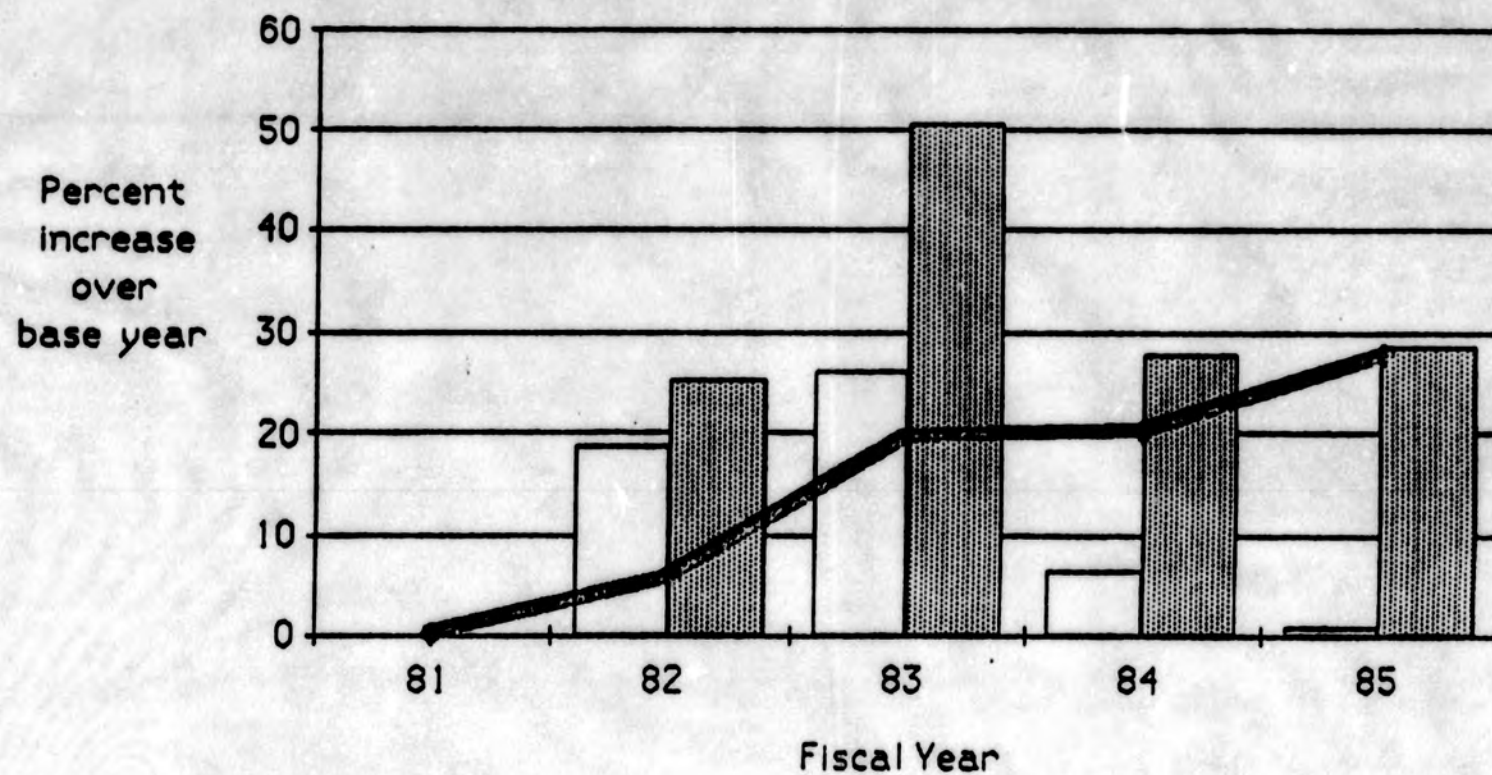
(2) Data Source: DPS, Administrative Services, Accounting

(3) Data Source: "Monthly Summary of Personnel Changes"

(4) Data not shown for Seasonal employees; records do not indicate information requested.

Violation Rate Increase--Fish & Wildlife Offenses

Citations and warnings vs. resource users contacted in the field



Contacts

Violations

Violation Rate

CY85 BRISTOL BAY SALMON FISHERY ESTIMATED COSTS
JUNE 15 - AUGUST 15, 1985

<u>PERSONNEL</u> (Costs prorated, based on actual time spent in fishery enforcement.)					
	<u>NUMBER</u>	<u>SALARY COSTS</u>	<u>PREMIUM/OT COSTS</u>	<u>TOTAL</u>	<u>CY84 (EST.)</u>
<u>Supervisory:</u>					
1 Capt., 2 Lt.'s 2 1/Sgt.'s	5	\$ 32,703	\$ 768	\$ 33,470	1 Lt. 1 1/Sgt. \$13,388
<u>Other Commissioned Officers:</u>					
2 Sgt.'s, 1 Cpl., 15 Trp.'s	18	107,622	58,841	166,463	2 Sgt's 9 Trp's 101,727
<u>Seasonal Personnel</u>	6	70,007	10,860	30,867	3 15,450
<u>Civilians:</u>	<u>4</u>	<u>\$ 15,819</u>	<u>\$ 7,280</u>	<u>\$ 23,099</u>	2 <u>\$ 11,549</u>
TOTAL:	33	\$176,151	\$77,749	\$253,900	\$142,114
<u>VESSELS</u>					
(estimated operational costs - w/o crew)		<u>DAY</u>	<u># DAYS</u>	<u>TOTAL</u>	
P/V Vigilant		\$2,060	39	\$ 80,340	\$80,340
P/V Trooper		875	39	34,125	
P.S. #1		600	61	36,600	36,600
Compliance		600	41	24,600	24,600
2 Whalers		200 (ea)	39	15,600	7,800
6 Skiffs (included in P/V costs)					
TOTAL VESSEL OPERATIONAL COSTS (includes maintenance)				\$191,265	\$149,340
<u>AIRCRAFT</u>					
		<u>FLYING HOURS</u>	<u>COST</u>		
Grumman Goose @ \$400/hour		50.3	\$20,120		
2 Cessnas @ \$200/hour		10.0	2,000		
2 Cubs @ \$72/hour		<u>97.4</u>	<u>\$ 7,013</u>		<u>\$7,013</u>
TOTAL:		157.7	\$29,133		\$7,013
OTHER TRANSPORTATION COSTS:			\$16,928		\$10,345
TOTAL (EST.) COSTS:			\$491,226		\$308,812

Alaska Statewide Fines for Wildlife and Fishery Offenses

Total fines assessed by courts (dollars)

Calen. Year	Game	Sp. Fish	Com. Fish	Total
1974	52,880	36,110	66,312	165,702
1975	60,180	40,420	166,626	275,326
1976	78,950	63,838	278,621	428,998
1977	78,040	81,925	268,292	442,077
1978	68,590	85,371	305,163	484,377
1979	53,435	75,580	372,776	511,894
1980				
1981	107,825	108,810	528,142	769,362
1982	122,823	126,125	986,997	1,289,793
1983	203,205	207,140	1,076,626	1,528,121
1984	177,470	158,023	632,085	1,018,480

Net fines assessed by courts (dollars)

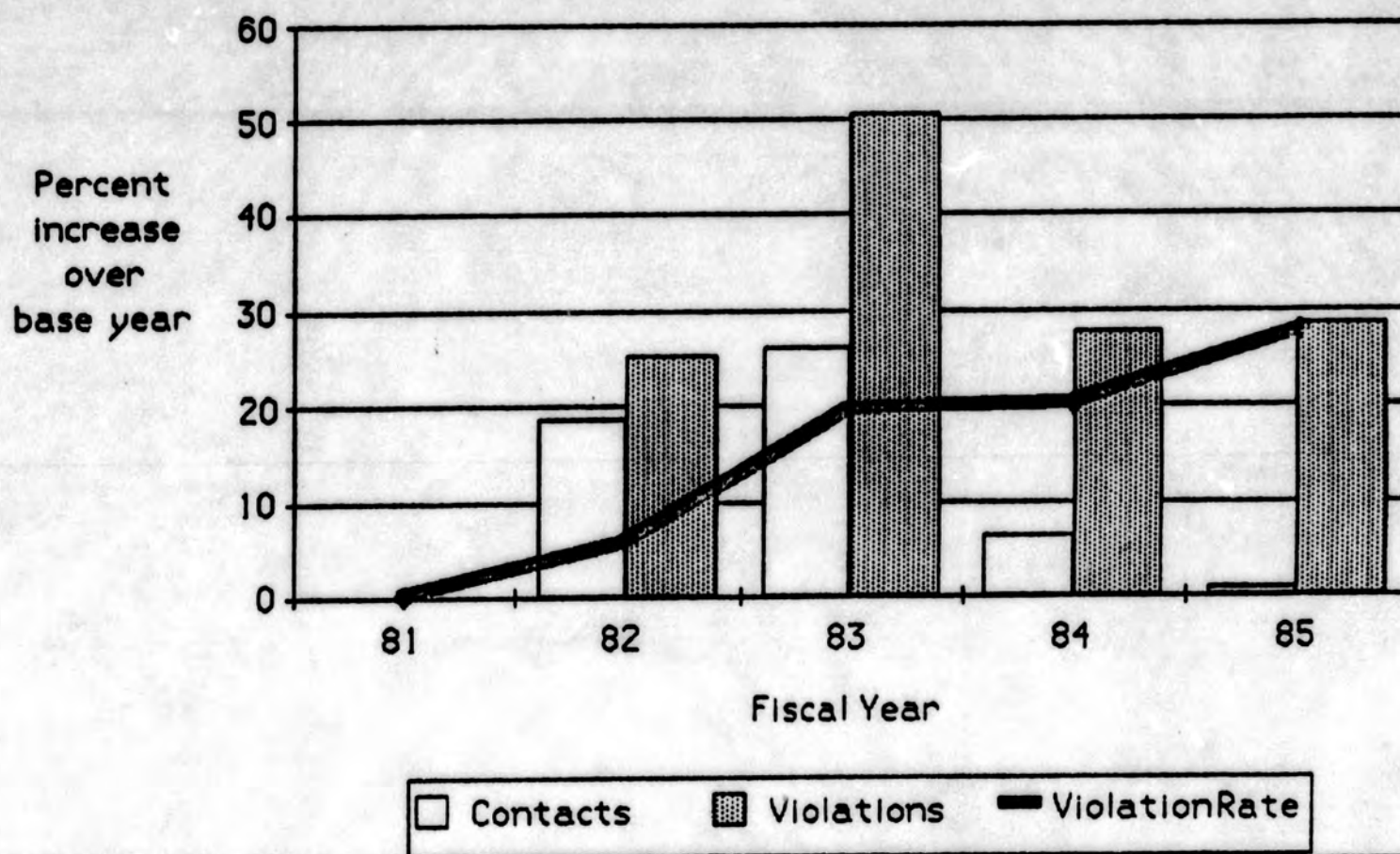
Calen. Year	Game	Sp. Fish	Com. Fish	Total
1974	22,627	24,495	47,362	102,379
1975	32,180	24,760	70,661	132,696
1976	45,065	46,433	149,140	245,072
1977	42,880	56,845	128,073	235,543
1978	42,170	58,326	159,755	284,484
1979	30,820	49,045	237,405	324,198
1980				
1981	62,950	61,700	290,267	430,463
1982	72,535	74,195	598,648	784,606
1983	122,020	114,865	561,901	825,201
1984	102,720	82,653	342,687	554,635

Δ Totals include additional offenses such as licensing and guiding

Δ Net fines are actual fines to be paid by the defendant, while the remainder is suspended based on probation

Violation Rate Increase--Fish & Wildlife Offenses

Citations and warnings vs. resource users contacted in the field





ALASKA STATE LEGISLATURE
HOUSE OF REPRESENTATIVES
RESEARCH AGENCY

Pouch Y, State Capitol
Juneau, Alaska 99811
(907) 465-3991

February 21, 1986

MEMORANDUM

TO: Representative Andre Marrou

FROM: Nancy Pease *Nancy Pease*
Legislative Analyst

RE: Volunteer Wildlife Enforcement Agents
Research Request 86-106

At your request, we are providing information on Montana's program for commissioning volunteers as wildlife enforcement agents.

*P. Young/JW
465-2814* → As you know from your conversation with a former Montana resident, Montana apparently had a program thirty years ago to train volunteers from the community as plainclothes fish and game enforcement agents. Elmer Davis, a 22-year employee of the Enforcement Division of Montana's Fish, Wildlife & Parks Department (MFWP), was unable to recall this program. Mr. Davis stated that, at one time, forest rangers were deputized as game wardens. From the mid-1960s to the present, Montana has trained volunteers who are nonenforcement employees of the Fish, Wildlife and Parks Department as ex officio game wardens.¹

Volunteers for Montana's ex officio warden program must complete one week of intensive training, which the MFWP conducts once each year either at Montana's police academy or at a camp. The training program is led by fish and game wardens and by representatives of the legal system, usually including an attorney general, a state prosecutor and a judge. The program covers legalities and physical procedure for wildlife law enforcement, including:

- fish and wildlife laws;
- officer liability;
- court decisions;

¹Until recently, all biologists with the Alaska Department of Fish and Game (ADFG) were deputized as fish and wildlife protection officers. Since a change in job classifications three years ago, ADFG biologists must opt to receive training for law enforcement.

Representative Marrou
February 21, 1986
Page Two

- search and seizure;
- arrest;
- writing of citations;
- legal preparation of court cases; and
- mock violations, mock arrests and mock trials.

Upon completion of the training program, the ex officio wardens are given peace officer status. The ex officio wardens are not issued wardens' uniforms; they are issued badges. Ex officio wardens who wear the standard field uniform for all Montana's Fish, Wildlife and Parks personnel create a visible law enforcement presence in the field. Some of the most successful ex officio wardens are issued two-way radios. Ex officio wardens are neither encouraged nor discouraged to carry firearms. If they wish to carry firearms, they must qualify quarterly by passing the regular wardens' firearms handling exam.

Most ex officio wardens are field personnel, such as game biologists. However, Mr. Davis states that Montana Fish, Wildlife & Parks management and office staff also volunteer as ex officio wardens and are accepted for training whenever space in the training program allows. Members of the general public are not trained as ex officio wardens.

According to Mr. Davis, the ex officio wardens do not catch a large number of fish and game law violators. However, their visibility and presence in the field may be an important deterrent to potential violators. Mr. Davis states that, in addition to preventing fish and wildlife violations, the program has unified the research/management and law enforcement branches of the Fish, Wildlife and Parks Department by giving field researchers and office staff an appreciation for the difficulties of law enforcement. However, the program has evoked some management complaints that ex officio wardens divert too much time to enforcement in lieu of their regular duties.

You also asked if other states use volunteers for fish and game law enforcement. As of 1984, twenty states had commissioned a total of 1,243 volunteers to assist with enforcing game violations. According to Gordon Robertson of the International Association of Fish & Wildlife Agencies, the powers and responsibilities delegated to these volunteers varies from state to state. At your request, we will provide details on volunteer warden programs in other states.

I hope this information is helpful.

NP



Official Business

Alaska State Legislature

House of Representatives

Pouch V
Juneau, Alaska 99811

Phone:
(907) 465-4924

Special Committee on Fisheries

MEMORANDUM

February 20, 1986

TO: Members
House Special Committee on Fisheries

FROM: Representative Peter Goll
Chairman

SUBJECT: Fish and Wildlife Enforcement Hearings

The House Special Committee on Fisheries will conduct hearings on fish and wildlife protection at 8:30-10:00 a.m., February 25 and 27. We will be soliciting public testimony on both days from all sites on the teleconference network. All legislative information offices are now scheduled to participate in the teleconference, and I have given permission to add any other site upon request.

I have identified three primary areas of concern that we will address during the hearing process: (1) enforcement coverage; (2) training; and (3) general law enforcement responsibilities. Other issues are likely to be raised during public testimony and committee discussion; attached are some of the comments we have received to date (attachment #1).

Enforcement Coverage

Information provided by the Department of Public Safety indicates that the personnel levels in the Division of Fish and Wildlife Protection have decreased slightly over the past five years (attachment #2), while the violation rate has increased. According to department statistics, 9.8 percent of the people contacted in the field during FY85 were found to be in violation of fish and game laws, compared to a 7.7 percent violation rate in FY81.

Considering recent increases in the state's population base and expansion of Alaska's commercial fisheries, the slight decline in personnel suggests that enforcement coverage has actually decreased.

Training

The last training session for troopers at the Public Safety Academy in Sitka offered a 42-hour course in fish and