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TRANSBOUNDARY RIVERS ANNEX: Program Operational Plan

Coho salmon support important commercial, recreational, and subsistence fisheries. Increasingly intense competition between gear groups for the right to harvest coho salmon is being demonstrated both on the fishing grounds and at Board of Fisheries meetings. Use of more efficient gear and increased targeting on coho salmon because of their high value, and restrictions on other species, has placed increased pressure on the stocks. There is an urgent need for more technical information on the migratory patterns, harvest rates, stock contributions, and status of coho salmon stocks to guide the Department, Board of Fisheries and Pacific Salmon Commission in making sound management decisions.

Coded-wire tagging studies provide useful information for evaluating management needs and options by determining the migratory characteristics of discrete stocks and groups of stocks, and harvest rates by sequential fisheries. Associated escapement enumeration projects also provide comparable escapement estimates that can be used for annual management assessment. Coded-wire tagging studies also provide information that will be of use in implementing the U.S./Canada Pacific Salmon Treaty, including estimates of harvest percentages by nation, fishery, and time period for selected stocks. Improved annual escapement assessment and harvest distribution information is needed for coho salmon stocks in the transboundary rivers in order to set management objectives for U.S. and Canadian fisheries that achieve both allocation and conservation goals.

OBJECTIVES

1. Manage the District 106, 108, and 111 commercial net fisheries in such a manner as to abide by Treaty harvest sharing arrangements.
2. Provide estimations of the stock composition of the sockeye salmon harvested in Subdistricts 106-41, 106-30, District 108 and District 111 gill net fisheries each week, and present results to managers prior to the next fishery opening announcement.
3. Estimate the number of Transboundary Stikine River sockeye harvested in Subdistricts 106-41, 106-30, District 108, and Transboundary Taku River sockeye harvested in District 111.
4. Estimate the escapement of sockeye salmon in the Taku River on an in-season basis, and pink and coho salmon on a postseason basis using mark-recapture methods.
5. Document the stock timing of the sockeye salmon escapements to the Taku River drainage.

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6. Enumerate and document the timing of sockeye salmon escapements to Crescent and Speel Lakes.
7. Collect sockeye salmon scale samples and associated biological data throughout the period of escapement to these systems for stock identification and age composition purposes.
8. Statistically reconstruct the sockeye runs in the Stikine and Taku Rivers and Port Snettisham drainage.
9. Estimate escapement, fisheries contribution, harvest rate, migratory timing, juvenile or smolt to adult survival rate, and age composition for one coho stock in the upper Taku River. This information will be used to monitor fishery harvest patterns and to establish objective escapement goals for the stock.
10. Develop escapement index sites on the Taku River for coho salmon where comparable escapement counts can be obtained annually by conducting helicopter and foot surveys.

FIELD SAMPLING METHODS

In-season monitoring, mid-June to early August, of the Stikine drift gill net fishery in District 108 will be accomplished by skiff from either Petersburg or Wrangell, while personnel will work from a wannigan stationed in Salmon Bay to monitor the Prince of Wales fishery (District 106). Fishing vessels will be sampled each week for catch by species, area and times fished, gear used, and any additional factors that might influence the fishery. Except for the first day of each fishing period, vessels will be interviewed randomly each day of the fishery. Sampling will vary depending upon the area open and the target species.

Sampling of fishing vessels throughout each week's fishery will provide daily in-season catch trends and account for vessel movements. Vessel interviews will produce an initial estimate of fishery performance and serve as a basis for extensions of ongoing weekly fishing periods. In addition to the interviews, effort levels, fleet dispersement, and fishing conditions will be recorded. Aerial surveys of the fishery will also be periodically flown to assist with monitoring the distribution of the fleet and to record vessel names to help verify fish ticket effort by location. Fish tickets will be collected in Petersburg and Wrangell and processed through an in-season fish ticket program to obtain overall weekly catches. This information will be evaluated to gauge weekly run strength and serve as a basis for establishing future open periods.

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Commercial fishery landings (and some test fishery landings) will be sampled at processing plants and aboard tender boats. Scales will be collected and fish length and sex recorded. A sample goal of 700 sockeye per week (for age composition estimation) has been established to achieve the desired precision for stock and age composition estimates. One hundred scales from age 1.3 fish will be digitized each week, in-season, from Subdistricts 106-30, 106-41, and Districts 108 and 111. Up to 100 scales from each of the 1.2, 2.2, and 2.3 age groups will be digitized postseasonally. The data will be shipped to Juneau where scales will be aged and digitized. Stock compositions will be estimated with models developed from the previous year's escapements. Scales will also be collected from spawning escapements in the fall and used in a postseason analysis to update the in-season analysis.

The District 111 gill net fishing area is located immediately south of Juneau, Alaska. The Taku River flows from its headwaters in northwestern British Columbia through Southeast Alaska and empties into Stephens Passage at Taku Inlet, approximately 40 km southeast of Juneau. Fish wheels will be operated at Canyon Island, approximately 18 km above saltwater. The Canadian inriver fishery operates upstream from the international border for approximately 20 km. Estimation of the inriver return of Taku River sockeye, pink and coho salmon will be made using mark-recapture techniques. Salmon will be captured in two fish wheels at Canyon Island, tagged with numbered spaghetti tags, and recaptured in the upstream Canadian gill net fishery and on the spawning grounds. Marked:unmarked ratios of sockeye salmon caught in the Canadian commercial fishery will be used to generate in-season estimates of the sockeye salmon escapement (lagged approximately 10-14 days from the District 111 fishery). Marked:unmarked ratios in the Canadian commercial and test fisheries will be used to develop the coho salmon escapement estimate. Pink salmon recovered on the Nakina River spawning grounds will be used to estimate the escapement of this species.

Fish wheels at Canyon Island will operate 24-hours per day. AWL data (scales, sex, length) will be collected from all uninjured salmon (except pink salmon) captured in the fish wheels. Tagging and sampling at the fish wheels will be conducted at least three times per day, or more often when catches are high. All uninjured sockeye and coho salmon captured in fish wheels will be sampled and tagged. One out of every ten pink salmon will be tagged because catches are normally so high that they can only be subsampled.

Canadian gill net catches of sockeye salmon will be sampled on a weekly basis for AWL, scales, sex, and length data. Catches of other species will be sampled for biological data when time permits. Approximately 200 sockeye per week will be sampled for AWL data from the Canadian Taku River fishery to provide scales from the principal age class each week for stock identification studies. Samples from three weeks can then be pooled to provide estimates of the proportion of each age class in the catch

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to within +/-5 percentage points with a level of precision of 95%. AWL sampling goals of 600 fish per season have been set for Canadian in-river catches of chinook, coho and chum salmon.

Weirs are operated on the outlets of Crescent and Speel Lakes to enumerate sockeye escapements. They also serve as collection sites for AWL and scale data used for baseline stock separation data. Sockeye salmon escapement enumeration and biological sampling will commence 1 July and continue through 31 August; data analysis will be performed postseason. Data from the weirs will include daily escapements, scale samples, mid-eye-to-fork-of-tail length measurements, sex of sampled fish, water temperature in degrees C, and daily water level fluctuations.

Coho salmon juveniles and smolts will be coded-wire tagged with discrete tag codes at Little Tatsamenie Lake on the Taku River. Tagged adults will return in one to two years and will be recovered from Alaskan fisheries by the Coded-wire Tag Recovery Project. Returning tagged fish will be enumerated at the weir. The following parameters will be estimated for the four tagged stocks: contribution of the tagged stock by area, gear type, and time period; total escapement; harvest rate (total and for sequential fisheries; and survival rate.

Minnow traps will be used to capture rearing coho juvenile salmon at Little Tatsamenie Lake. Fifty minnow traps baited with salmon roe will be checked and set three to four times daily at two hour intervals to capture rearing juveniles at the other sites. Traps will be moved frequently to maintain high catch rates and to systematically "fish out" the habitat. Juveniles will be held in pens before tagging until a total of 1,000 to 4,000 is captured, but not for a period longer than four days. Outmigrating smolts captured at smolt weirs and traps will be tagged and released daily. Rearing juveniles 62 mm in length and larger, and smolts 80 mm and larger will be tagged with a full length coded-wire tag and the adipose fin removed.

The minimum statistical objective for individual studies has confidence limits from 0.50 to 0.70, for a total harvest rate point estimate of 0.60. Given average or slightly lower survival rates for tagged fish, a total escapement count, and a 20% average fishery sampling rate, this objective can be achieved by tagging 5,000 juvenile coho salmon (or 2,500 smolts). These are absolute minimum tagging objectives for any system. The actual number tagged is the number that can be feasibly captured in most cases. For example, minnow trap catches decline sharply as accessible habitat is trapped out. A small system can be trapped to the point of greatly diminished returns in two to three weeks by a four person crew. All smolts captured at smolt weirs or in downstream migrant traps will be tagged. Based on past experience, the minimum tagging objective for rearing juveniles will be 12,000 for Little Tatsamenie Lake.

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A weir will be constructed on the outlet stream of Little Tatsamenie Lake. All adult coho salmon passing the weir will be counted and examined for missing adipose fins. Those with adipose clips will be examined with a magnetic field detector to determine whether or not there is a tag. Marked fish that register a strong, consistent signal will be released, while those that do not will be sacrificed and the head sent to the Coded-Wire Tag Lab in Juneau for further examination. All fish passing the weirs will be examined for fishery marks. Scale samples (four scales per fish) and mid-eye-to-fork-of-tail length measurements will be taken from 600 fish. Separate escapement records will be kept for jacks (age .0) and adults (age .1). Exploitation rate estimates will be based only on adult (age 1.) returns.

Helicopter surveys will be conducted on the Nahlin and Dudidontu Rivers in the upper Taku River system and on U.S. tributaries of the Stikine River. Surveys of lower Taku River tributaries will be conducted by ADF&G's Sport Fish Division. Survey locations will be chosen for good visibility in holding and spawning areas of adult coho salmon. Surveys will be timed as near as possible to the period of peak abundance of coho in the survey area. One to three surveys will be conducted in each index area during the run depending on funding, weather, and the results of early surveys. The helicopter will be flown the full length of the survey area at 6-20 m above the ground at a ground speed of 8-30 km per hour, depending on visibility and the presence of fish. The door will be removed on the observer's side and the helicopter maneuvered so that the observer will be looking directly into the stream at all times. The observer will wear polarized glasses and a billed cap to reduce interference from reflection and propwash. All visible adult coho salmon will be counted. Time, weather, and visibility conditions will be recorded, as well as any other pertinent observations (distribution and condition of the fish, observations of other species, etc.).

ANALYTICAL METHODS

Linear discriminant function (LDF) analysis will be used for determining stock composition of scale samples from catches of sockeye salmon. Stock composition of the sockeye harvest by district and week will be determined by applying stock estimates from LDF, with adjustments for classification errors, to the entire catch, and 90% confidence intervals will be calculated. Contingency table analysis will be used to test if the in-season stock composition analysis is accurate (with respect to the postseason analysis). Z-tests and log-likelihood (G) tests will be used to examine differences in age, sex, and length compositions, as well as between in- and postseason SPA stock composition estimates.

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Percent age and sex composition of catch and escapement will be estimated. A stratified mark-recapture estimator will be used to determine escapement estimates for the Taku River. Migratory timing statistics will be computed for each species in the Taku River and for sockeye salmon in the Stikine River.

Point estimates will be computed for coho contributions to fishery catches by area and gear type, percent of total harvests by area and gear type, escapements, total harvest rates, harvest rates by sequential fisheries, mean migration times, densities by area and gear type, escapements, total harvest rates, harvest rates by sequential fisheries, mean migration times, densities by area and gear type for major fisheries, survival rates from tagging to recovery, total smolt outmigrations, age compositions, and total returns by brood year. Ninety-five percent confidence limits will be computed for escapement and smolt outmigration. Standard error will be computed for age composition. Confidence limits for other estimates generated from coded-wire tag data will be computed pending biometrics and computer programming support.

PACIFIC SALMON TREATY IMPLEMENTATION

PROGRAM JUSTIFICATION

FEDERAL FISCAL YEAR 1991
(STATE FISCAL YEAR 1992)

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AGENCY: Alaska Department of Fish and Game
CATEGORY: Fisheries Management and Stock Assessment
SUBCATEGORY: Northern Boundary Area Annex
TOTAL COST: \$ 678,361

JUSTIFICATION:

Annex IV, Chapter 2, of the Pacific Salmon Treaty specifies limitations in catches of sockeye salmon in the district 4 purse seine and District 1 gill net fisheries. It also requires that conservation actions be taken to ensure rebuilding of Portland Canal chum stocks. Catch and effort must be monitored in these areas and stock identification programs conducted in order to determine interceptions of Canadian salmon in these waters. The Chapter also states that a joint Northern boundary Technical Committee shall be maintained and report to the Northern Panel on, among other things, the effectiveness of management actions, the status of the salmon stocks, and information on efforts to determine optimal escapement goals. This program funds the personnel and activities necessary to manage pertinent Alaskan fisheries, conduct catch monitoring and stock identification programs, evaluate sampling and analytical methodologies, and participate in joint technical committee meetings and work groups.

Monitoring of the boundary area fisheries is conducted primarily for the Noyes Island purse seine fishery and the Tree Point/Cape Fox gill net fishery. Due to the increased interest within the PSC of monitoring catches of Fraser sockeye salmon in our Northern Boundary fisheries and in order to improve our ability to make timely estimates of catch and effort, to sample catches, and to conduct surveys of fleet fishing patterns, a permanent field station at Craig is being established this year. This program will supply a vehicle and boat for use by this office. Additional fisheries monitoring is accomplished by aerial overflights. Extensive port sampling is conducted at fish processing plants and on tenders in order to sample catches for biological data and scales for use in stock identification. Coded-wire tag studies are used on chinook, chum, and coho salmon to help determine migration patterns and exploitation rates. Aerial and foot surveys are used to estimate spawning escapement for important salmon stocks. A weir at Hugh Smith, one of Southeast Alaska's larger sockeye producers, is manned to estimate spawning levels and timing to that system.

COST BREAKDOWN:

Salaries and Benefits	\$ 475,131
Travel	8,700
Equipment and Supplies	128,450
Contractual Services	63,080
Publishing and Communications	3,000
Total	\$ 678,361

NORTHERN BOUNDARY ANNEX: FISHERIES MANAGEMENT AND STOCK ASSESSMENT

Cost Element Breakdown

a. Personnel - Salaries¹

REGIONAL PERMANENT STAFF

Fisheries Biologist IV	6	mm @ 3,708	22,248
Fisheries Biologist II	12	mm @ 3,963	47,556
Fisheries Biologist I	12	mm @ 2,617	31,404
Biometrician II	6	mm @ 3,837	23,022
Fish & Wildlife Tech IV	6	mm @ 2,705	16,230
Clerk Typist III	6	mm @ 2,234	13,404

IN-SEASON MANAGEMENT, SEASONALS

Fish & Wildlife Tech	2.5	mm @ 1,924	4,810
Fisheries Biologist I	3	mm @ 2,617	7,851
Data Processing Clerk	3	mm @ 1,866	5,598
Overtime			1,136

STOCK IDENTIFICATION TECHNICIANS, SEASONALS

Fisheries Biologist I	3	mm @ 2,901	8,703
5 Fish & Wildlife Tech III's	17.5	mm @ 2,174	38,045
2 Fish & Wildlife Tech II's	5	mm @ 1,924	9,620
2 Fish & Wildlife Tech I's	4	mm @ 1,763	7,052

HUGH SMITH WEIR SEASONALS

Fish & Wildlife Tech III	2.5	mm @ 2,452	6,130
Fish & Wildlife Tech II	2.5	mm @ 1,984	4,960
Overtime			1,000

COHO PROJECT SEASONALS

Fish & Wildlife Tech III	1.2	mm @ 2,528	3,034
Fish & Wildlife Tech II	1.4	mm @ 1,984	2,778
Overtime			1,000

PORTLAND CANAL CHUM SEASONALS

Fisheries Biologist I	4.5	mm @ 2,617	11,777
Fish & Wildlife Tech II	4.5	mm @ 1,924	8,658
Fish & Wildlife Tech I	4.5	mm @ 1,718	7,731
Overtime			1,500

Subtotal \$ 339,583

b. Fringe Benefits¹

Fisheries Biologist IV	12	mm @ 1,622	19,464
Fisheries Biologist II	6	mm @ 1,398	8,388
Fisheries Biologist I	12	mm @ 1,468	17,616
Fisheries Biologist I	12	mm @ 1,100	13,200
Biometrician II	6	mm @ 1,389	8,334
Fish & Wildlife Tech IV	6	mm @ 1,093	6,558
Clerk Typist III	6	mm @ 970	5,820
Fish & Wildlife Tech	2.5	mm @ 889	2,223
Fisheries Biologist I	3	mm @ 1,070	3,210
Data Processing Clerk	3	mm @ 874	2,622

¹ Salaries and Fringe Benefits are based on actual and projected costs for each position. The amount may vary with who is in the position, how long they have worked for the State, and what type of retirement plan they have.

b. Fringe Benefits (Continued)

Fisheries Biologist I	3	mm @	1,178	3,534
5 Fish & Wildlife Tech III's	17.5	mm @	955	16,713
2 Fish & Wildlife Tech II's	5	mm @	889	4,445
2 Fish & Wildlife Tech I's	4	mm @	847	3,388
Fish & Wildlife Tech III	2.5	mm @	1,055	2,638
Fish & Wildlife Tech II	2.5	mm @	905	2,263
Fish & Wildlife Tech III	1.2	mm @	1,076	1,291
Fish & Wildlife Tech II	1.4	mm @	905	1,267
Fisheries Biologist I	4.5	mm @	1,070	4,815
Fish & Wildlife Tech II	4.5	mm @	889	4,001
Fish & Wildlife Tech I	4.5	mm @	835	3,758
<u>Subtotal</u>				\$ 135,548

c. Travel

Field travel for management				2,500
Port sampling trips from Juneau	5	@	320	1,600
Port sampling trips from Ketchikan	3	@	100	300
Juneau to Ketchikan (round trip)	4	@	200	800
Travel to Portland Canal				1,700
Ferry vehicles to/from Hyder				1,500
Per Diem				300
<u>Subtotal</u>				\$ 8,700

d. Equipment (>\$5,000)

Vehicle (4x4) for Craig office	1	@	20,000	20,000
Boat for Craig office	1	@	60,000	60,000
<u>Subtotal</u>				\$ 80,000

e. Supplies

ADF&G Vessel Support (Groceries, fuel, etc.)				15,000
TREE POINT FIELD STATION				
Groceries	90	p-d @	12	1,080
Rain gear, gloves, etc.				320
Other field supplies				1,000
Ketchikan office supplies				1,000
Douglas office Supplies				620
Fuel oil for Klawock trailer				800
ESCAPEMENT SAMPLING TRIPS				
Groceries	4	trps@	145	580
Sampling supplies (forms, counters, tweezers, nets, etc)				600
Gas and oil for boats and vehicles				700
Field camp supplies (stoves, lanterns, radios, etc)				600
HUGH SMITH WEIR FIELD CAMP				
Groceries for field crews	180	p-d @	12	2,160
Replacement of weir materials				2,000
Field camp supplies				1,000
Sampling supplies (forms, counters, tweezers, etc)				300
Fuel for heating and cooking				500

p-d = per-person/per-day

NORTHERN BOUNDARY ANNEX Cost Element Breakdown (Continued)

e. Supplies (Continued)

COHO TAGGING FIELD CAMP

Groceries	90	p-d @	12	1,080
Sampling supplies				2,200
Chestwaders	3	pr @	120	360
Rain gear	3	pr @	150	450
Field supplies				2,000
Coded-wire tags	30,000	@	0.04	1,200
Fish anesthetic	1	kg @	200	200
Fuel: gas, oil, jet fuel, propane				1,200

PORTLAND CANAL CHUM FIELD CAMP

Sampling supplies				1,800
Groceries for field camp	400	p-d @	12	4,800
Fuel: gas, oil, propane				1,000
Field camp hardware and supplies				400
Weir materials (pickets, sandbags, etc)				3,500

Subtotal \$ 48,450

f. Contractual

IN-SEASON MANAGEMENT PROJECT

Outboard and skiff repair and maintenance				400
Supply flight to Tree Point Field Station				1,300
Aerial escapement surveys of Portland Canal				7,000
District 104 overflights for effort levels				4,300

SOCKEYE ASSESSMENT PROJECT

Shipping (gear, samples to and from port)				500
Vehicle and skiff maintenance and repair				200
Air Charter for escapement trips	6	trips @	1,100	6,600
Space rental, Klawock trailer				2,100

HUGH SMITH WEIR PROJECT

Air Charter - fixed wing	16	hr @	330	5,280
Helicopter Charter	6	hr @	550	3,300
Transport, McDonald Lake foot surveys				5,000
Outboard motor maintenance, repair				500

COHO TAGGING PPROJECT

Air Charter - PA-18 Supercub	15	hr @	150	2,250
Air Charter - C185 or C206 float	15	hr @	240	3,600
Helicopter Charter - Hughs 500	15	hr @	550	8,250
Air Charter - Beaver float	7	hr @	300	2,100
Air Charter - Otter float	5	hr @	480	2,400
Equipment repair and maintenance				1,000

PORTLAND CANAL CHUM PROJECT (Continued)

Air Charter, air freight				1,200
Air Charter, remote sampling				4,500
Equipment storage, Hyder				500
Equipment repair				800

Subtotal \$ 63,080

NORTHERN BOUNDARY ANNEX Cost Element Breakdown (Continued)

g. Construction N.A.

h. Other (Publishing and Communications)

KETCHIKAN

Photocopying

1,200

Telephone

1,200

Postage

600

Subtotal

\$ 3,000

Total

\$ 678,361

**NORTHERN BOUNDARY ANNEX:
FISHERIES MANAGEMENT AND STOCK ASSESSMENT**

PROGRAM OPERATIONAL PLAN

Program Leader:	Ben Van Alen
Agency:	ADF&G, Commercial Fisheries, Region I, Southeast Alaska
Date Submitted:	April 15, 1991
Fiscal Year:	Federal FY 91, State FY 92
Program Cost:	\$ 678,361

INTRODUCTION

The Pacific Salmon Treaty places numerical limits on the catches of sockeye salmon in Districts 101 and 104 net fisheries and calls for conservation actions to be taken on catches of chum salmon outside Portland Canal. While the sockeye limits are for catches of all sockeye, the intent is to reduce interceptions of Canadian sockeye stocks. Significant numbers of both Canadian and Alaskan origin sockeye salmon are taken in boundary area fisheries. As part of an equity exercise, both Parties are required to determine interceptions in their fisheries of the other Party's salmon. In order to determine the percentage of catch by nation of origin, stock identification programs are needed. Alaska has used scale pattern analysis to determine sockeye stock compositions in most fisheries with high interception rates.

Effective management of a mixed stock fishery requires knowledge of the harvest rate by the fishery, migratory timing routes of all major stocks harvested by the fishery, and percent stock composition in the catch. This information is especially critical if some of the natural stocks contributing to the fisheries become weak or if large numbers of hatchery fish are migrating through the fisheries, such that harvest of the weak stocks may be reduced while allowing for optimum harvest of the more productive stocks.

Information related to the magnitude and timing of spawning escapements to southern Southeast Alaskan systems is essential to the estimation of their production potential. Sockeye salmon escapements to Hugh Smith and McDonald Lakes have been enumerated annually since 1979. Escapements to Hugh Smith lake are counted as they pass through a weir. Escapements to McDonald Lake are estimated using intensive foot surveys which are calibrated to total escapement based on a historical foot-to-weir survey conservation factor. Data collected here will provide accurate stock status information that may be used in relation to U.S./Canada Treaty allocations and special management actions.

NORTHERN BOUNDARY ANNEX: Program Operational Plan

The chum salmon stocks in upper Portland Canal have been designated as stocks of special concern to the Pacific Salmon Commission. The stocks returned to their home streams by complicated and often poorly understood migration routes and are intercepted by the fisheries of both countries. Coded-wire mark-recovery studies on the Fish and Marx Creek stocks can provide accurate information on the timing and abundance of these stocks in Alaskan and Canadian fisheries.

In addition to the commercial harvest, coho stocks support important recreational and subsistence fisheries. Increasingly intense competition among gear groups for the right to harvest coho salmon is being demonstrated both on the fishing grounds and at Board of Fisheries meetings. Use of more efficient gear and increased targeting on coho salmon because of their high value (and restrictions on other species) has placed increased pressure on the stocks. There is an urgent need for more technical information on the migratory patterns, harvest rates, stock contribution, and status of coho salmon stocks to guide the Department, Board of Fisheries, and Pacific Salmon Commission in making sound management decisions. Coded-wire-tagging studies provide useful information for evaluating management needs and options by determining the migratory characteristics of discrete stocks and groups of stocks, and exploitation rates by sequential fisheries. Associated escapement enumeration projects also provide comparable escapement estimates that can be used for annual management assessment. Estimates of escapement, total return and age composition will be useful for refining escapement objectives for index systems. Coded-wire-tagging studies also provide information that will be of use in implementing the U.S./Canada Pacific Salmon Treaty including estimates of harvest percentages by nation, fishery, and time period for selected stocks. Improved annual escapement assessment and harvest distribution information is needed for coho salmon stocks in the northern boundary area in order to set management objectives for U.S. and Canadian fisheries that achieve both allocation and conservation goals.

OBJECTIVES

1. Estimate, in-season, the sockeye salmon harvest in the District 104 purse seine fishery prior to statistical Week 31 so as to remain within the catch limits imposed by the U.S./Canada Pacific Salmon Treaty.
2. Manage the Tree Point gill net fishery to stay within the average annual harvest of sockeye salmon stipulated by the Treaty.
3. Estimate in-season, chinook salmon harvest rates in the gill net and purse seine fisheries so as to remain within the chinook salmon quota level.

NORTHERN BOUNDARY ANNEX: Program Operational Plan

4. Estimate the stock composition of sockeye salmon in major boundary net fisheries (District 101 purse seine and gill net and District 104 purse seine) to nation and/or system of origin. Commercial catches and escapements on the Boundary Area need to be representatively sampled for sex, length, and scale data.
5. Estimate the sockeye spawning escapements to Hugh Smith and McDonald Lakes in southern Southeast Alaska. Collect run timing information and scale and biological samples from these escapements.
6. Estimate escapement of chum salmon to Fish Creek in upper Portland Canal and the expansion factor between foot and weir survey estimates.
7. Use the coded-wire tag mark-recovery study to estimate the total contribution and harvest rate of Fish and Marx Creek chum salmon by the gill net and purse seine fisheries in Alaska and the net and troll fisheries of British Columbia. Estimate the catch distribution and migratory routes and timing of these chum stocks.
8. Estimate escapements, fisheries contributions, exploitation rates, migratory timing, juvenile or smolt to adult survival rates, and age compositions for three coho salmon stocks in Southeast Alaska. Estimate smolt outmigration for two stocks in Southeast Alaska.

FIELD SAMPLING METHODS

Catch information is collected through fish ticket information and daily communication with the fish processors and from interviews conducted by field personnel with fishermen on the grounds. Catch information is collected on a "real-time" basis with daily contact with as many processors as possible. This is done with telephone and radio calls to companies and packers. The information received includes catch by area and number of individual boat deliveries. Although no formal data base is generated with this information it is the most important day to day catch information we utilize.

Fishing effort by area is collected through aerial and skiff surveys and from fish ticket information. The field observations give us real-time effort information, where as the fish tickets give us final fishing effort. The fish ticket information is used for managements final data base. Environmental conditions are noted because it greatly affects aerial surveys and fishing effort and success. No formal data base is formulated to encompass environmental conditions such as weather, sea conditions, water temperatures, etc.

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Salmon escapement surveys are conducted using fixed wing aircraft. These surveys represent visual estimates of the number of fish, both live and dead, and the species composition. Aerial overflights of District 104, prior to Statistical Week 31, are done once a week during an open fishing period. Skiff surveys in the Tree Point/Cape Fox gill net fishery are conducted each week during an open fishing period. Salmon escapement surveys of index systems are done as warranted depending on weather, usually once a week depending on the development of the fishery.

Weekly landings of sockeye salmon from major drift gill net and purse seine fisheries in Districts 101 and 104 are sampled for scales, sex, and length data at processors in Ketchikan, Petersburg, Craig, and Steamboat Bay. Samples are collected when fishing boats and tenders deliver to processors. Escapement scale samples will be collected from eight to ten of the most productive sockeye systems contributing to southern Southeast Alaska fisheries. Systems most likely to be sampled are McDonald, Karta, Naha, Salmon Bay, Petersburg, Luck, Warm Chuck and Kegan. However, these priorities may be changed based on observed abundances of escapements. Sampling occurs approximately 5 days a week, depending on the length of fishery openings.

A sampling goal of 600 sockeye per week was established to achieve age composition estimates within $\pm 5\%$ with 90% confidence. Up to 100 scales from each of the 4 major age groups (1.2, 1.3, 2.2, 2.3), which account for over 95% of the catch, are analyzed (digitized) for each gear type and weekly fishery opening.

Sockeye salmon escapement enumeration at the Hugh Smith weir will commence 1 June and continue through 15 September biological sampling will be conducted 1 June through 15 September data analysis will be performed post-season. Stream surveys at McDonald Lake will commence on September 1 and continue through October 15. Scale samples, mid-eye to fork of tail length measurements in mm, and sex of sampled fish are taken. Data are recorded on standard AWL form and the Departments Mark Sense form. Water temperature in degrees C and daily water level fluctuations are also taken. Scale sample collections are set at a level that will provide an estimate of age composition within $\pm 5\%$ with 90% confidence. This requires a minimum of 600 readable scales per season.

Juvenile chum salmon were coded-wire tagged for four years (1988-91) in Fish Creek and four years (1986-89) in Marx Creek. These tagged chum salmon will be returning through 1995. Both systems are tributaries to the Salmon River which drains into the upper end of Portland Canal near Hyder Alaska. The mouth of the two streams are separated by approximately one statute mile with the Marx Creek Spawning channel entering the Salmon Rivers upstream of Fish Creek.

NORTHERN BOUNDARY ANNEX: Program Operational Plan

A weir will be operated on Fish Creek. Returning adults will be examined for coded-wire tag data and sampled for age, sex, and size data. A study to calibrate foot survey counts with weir (total) counts will be conducted.

Outmigrating coho smolts are captured for tagging at Hugh Smith Lake with a smolt weir that is operated at the outlet. Drop traps installed at spillways on Beaver Ponds and wire-mesh minnow traps placed in the main slough are used to capture smolts on the Berners River. Minnow traps are used to capture rearing juveniles at Ford Arm Lake. Fifty minnow traps baited with salmon roe are checked and set three to four times daily at 2 hour intervals to capture rearing juveniles at the other sites. Traps are moved frequently to maintain high catch rates and systematically "fish out" the habitat. Juveniles are held in pens before tagging until a total of 1,000 to 4,000 is captured, but not for a period longer than 4 days. Outmigrating smolts captured at smolt weirs and traps are tagged and released daily. Rearing juveniles 62 mm in length and larger and smolts 80 mm and larger are tagged with a full length coded-wire tag and the adipose fin is removed. Snout-fork length and scales are taken approximately 600 smolts captured throughout the run at Hugh Smith Lake. Twenty samples are taken on days when less than 200 smolts are captured while 10% of the catch is sampled when more than 200 fish are caught.

Weirs are constructed on the outlet streams of three systems (Ford Arm and Hugh Smith Lakes). All coho salmon passing the weirs are counted and examined for missing adipose fins. Those with adipose clips are examined with a magnetic field detector to determine whether or not there is a tag. Marked fish that register a strong, consistent signal are released while those that do not are sacrificed and the head is sent to the coded-wire tag lab in Juneau for further examination. All adult coho salmon that pass through the Ford Arm and Hugh Smith Weirs are dorsal clipped. These tagged fish help insure an unbiased escapement estimate if the weir does not remain fish-tight. All fish passing the weirs are examined for fishery marks. Scale samples (four scales per fish) and mid-eye-fork length measurements are taken from 600 fish. Separate escapement records are kept for jacks (age .0) and adults (age .1). There is a slight overlap in the size distributions of the two ocean age groups, so there is a small degree of subjectivity in assigning fish to these categories. Age-length data is taken randomly over both ocean age groups which allows some correction to be made later. Harvest rate estimates are based only on adult (age 1.) returns. Tagged jacks are very seldom recovered from the fisheries and some pass between the weir pickets uncounted. Tag recovery surveys are conducted in inlet streams of the lake if there is any suspicion that adults escaped past the weir uncounted. Three to six trips are made to each system during the spawning period (late October through mid-February). Fish are sampled by almost any feasible means including beach seine, dipnet, sport gear, and on rare occasions, gill net. The presence or absence of a floy tag and secondary mark is recorded. The secondary mark is important because tag loss rates for floy tags are commonly as high as 20-30%.

NORTHERN BOUNDARY ANNEX: Program Operational Plan

Adult coho salmon are captured in pools in the lower Berners River during 15 September-7 October soon after they arrive from saltwater. All captured fish are given a mark with an opercular punch, examined for the presence of a coded-wire tag and released. The opercular punch location/pattern is changed weekly to identify fish tagged in specific weekly periods. The upper Berners River is surveyed and sampled during the last 10 days of October. There is a window of time coinciding with this period when virtually the entire escapement has entered the river but very little actual spawning and, subsequently, very little mortality has occurred. The water is clear and the dark fish are highly visible against the light colored bottom as they hold in pools. Visibility is normally excellent in all holding areas. The entire upper drainage is surveyed on foot while the lower river is surveyed by helicopter before departing. A total count is made and as many fish as possible are seined or dipnetted and sampled for coded-wire tags and opercular punch marks. The tag sampling objective is 25% or more of the total escapement count. Scales and lengths are taken from 600 fish. However, the age-length sampling objective is dropped to as low as 400 fish if necessary to allocate more time toward achieving the tag recovery sampling objective.

Helicopter surveys are conducted on selected coastal streams in southern Southeast. Survey locations are chosen for good visibility in holding and spawning areas of adult coho salmon. Surveys are timed as near as possible to the period of peak abundance of fish in the survey area. One to three surveys are conducted in each index area during the run depending on funding, weather, and the results of early surveys. The helicopter is flown the full length of the survey area at 6-20 m above the ground (except to clear taller trees) and at a ground speed of 8-30 km per hour depending on visibility and the presence of fish. The door is removed on the observer's side and the helicopter is maneuvered so that the observer is looking directly into the stream at all times. The observer wears polaroid glasses and a billed cap to reduce interference from reflection and propwash. Foot surveys are conducted on selected streams in southern Southeast. All holding and spawning areas of each are walked. All visible adult coho salmon are counted. Time, weather, and visibility conditions are recorded as well as any other pertinent observations (distribution and condition of the fish, observations of other species, etc.).

All data from weirs, coded-wire tagging operations and escapement surveys are initially recorded in field notebooks. Weir counts are summarized daily, on standard forms. AWL data is transferred daily to mark-sense forms. Data from CWT samples (heads sent to the tag lab) is recorded in field notebooks and summarized on standard forms provided by the tag lab. Escapement survey data and total weir counts by species are transferred from field notebooks to standard escapement survey forms.

The minimum statistical objective for individual studies has been confidence limits from 0.50 to 0.70 for a total harvest rate point estimate of 0.60. Given average or slightly lower survival rates for tagged fish, a total escapement count, and a 20% average fishery sampling rate, this objective can be achieved by

NORTHERN BOUNDARY ANNEX: Program Operational Plan

tagging 5,000 juvenile coho salmon (or 2,500 smolts). These are absolute minimum tagging objectives for any system. The actual number tagged is the number that can be feasibly captured in most cases. For example, minnow trap catches decline sharply as accessible habitat is trapped out. A small system can be trapped to the point of greatly diminished returns in 2-3 weeks by a four person crew. All smolts that are captured at smolt weirs or in downstream migrant traps are tagged. Based on past experience, minimum tagging objectives by system for rearing juveniles are: Ford Arm Lake - 7,000 and Hugh Smith Lake and the Berners River - 10,000 smolts at each location.

Every attempt is made to examine all of the escapement, or as much as possible, for tags. The minimum objective of 25% for the Berners River escapement is based on the percentage that a crew can reasonably expect to capture during a 10 day trip. Many of the fish hold in pools with snags or overhanging brush and are difficult or impossible to capture with a seine.

All adult coho salmon that are passed through the Ford Arm and Hugh Smith Weirs are tagged. Rare exceptions occur when a very large number of fish passes the weir in a single day and all cannot feasibly be tagged. Mark-recapture sampling is conducted in inlet streams if there is any reason to believe that fish have escaped uncounted. Recapture sampling objectives are established to provide 95% confidence limits that are $\pm 10\%$ of the point estimate. As much productive effort as possible is put into sampling until this objective is achieved. In some cases, weather and fish behavior make this confidence level impossible to achieve.

The age-length sampling objective for adults and smolts is 600 fish. A minimum of 454 samples is the standard established by the Stock Biology Group for a 3 age class population. If one age class is estimated to comprise 50% of an infinite population, this sampling level results in 90% confidence limits of 45% and 55%, respectively. The higher sampling objective (600) was established to allow for a high scale regeneration rate observed in coho salmon and to tighten confidence limits somewhat beyond the established standard. The sampling objective is sometimes relaxed to as low as 400 fish for the Berners River to allocate more sampling effort to tag recovery. The Berners River population is comprised almost entirely (98%+) of age 1.1 and 2.1 fish and, therefore, can realistically be treated as a 2 age class population.

Coho salmon are often elusive animals during their freshwater phase. Therefore, instead of setting fixed target tagging and sampling rates, all efforts are maximized as much as is feasible under current funding levels in order to hedge our bets, statistically. All of these tagging and sampling rates are interrelated statistically so that increasing samples above a minimum target level for one parameter can compensate

NORTHERN BOUNDARY ANNEX: Program Operational Plan

for reduced sampling effort in another area because of conditions beyond our control. There needs to be a much thorough statistical evaluation of these studies for both project planning and data presentation.

ANALYTICAL METHODS

Early in a fisheries opening, weekly catch rates are projected from limited raw data collected during skiff and aerial surveys and from available fish ticket information. These estimates are revised as the week progresses and more information becomes available.

Biologists from the Alaska Department of Fish and Game and Canadian Department of Fisheries and Oceans will cooperate in research to estimate stock composition of sockeye salmon harvested in Northern Boundary (U.S. and Canadian) fisheries. ADF&G, CDFO, and Pacific Salmon Commission biologists will also cooperate in scale pattern-based stock identification of the contribution of Fraser River sockeye salmon to Northern Boundary fisheries. Scale samples will be processed, aged, and analyzed at the scale lab in Douglas. A combination of discriminant models will be used to estimate the return and/or stock of origin of sockeye salmon sampled from Boundary Area fisheries.

Linear Discriminant Function models based on scale circuli counts and incremental distances between circuli of scale samples collected in escapements will be used to allocate samples of weekly catches by gear type and fishing district to nation and/or stock of origin. A proportional cutpoint analysis classification procedure will also be used to discriminate between Alaskan and Canadian origin sockeye salmon in some fisheries.

Three day moving averages are used to estimate escapement curves; daily averages of past years escapements for comparison with current year; estimate of interception rates using Peterson method; expansion of observed escapements from stream surveys to provide estimates of total escapement to McDonald Lake.

Estimates will be computed for chum salmon fishery contributions by area and gear type, percent of total harvest by area, and gear type, escapement, total harvest rate, harvest rate by fishery, migratory timing and routes, survival rates, total age composition, and return by brood year. Ninety percent confidence limits with an accuracy of +/- 10%, are targeted for all data analyses whenever possible.

Comparisons of harvest rates determined from recoveries of wild stock and hatchery-reared chum salmon will be conducted following each year's recovery programs. Analysis of age structure, migration route

NORTHERN BOUNDARY ANNEX: Program Operational Plan

and timing, plus other key characteristics deemed useful for management proposes, will be conducted. Final determination of which statistical test are appropriate for this analysis is pending biometrics review.

All statistical analysis of the chum salmon coded-wire-tagging data will be geared towards providing reliable harvest rate information for all concerned fisheries. Ultimately, derivation of interception rates for each fishery that these stocks transverse will be the target of this project. In addition, data on optimum escapement levels, total age composition, and the effects of environmental factors on survival will be a side benefit of this research.

Linear and multiple regression analysis will be used to evaluate: (1) relationships between age .0 and age .1 returns; (2) correlation between escapement and environmental factors and adult return; (3) correlation among smolt outmigration timing, smolt age and size, environmental factors, marine survival rates and ocean age composition at the time of return; and (4) relationships between in-season tag recoveries vs. total returns and survival rates of tag releases. These tests will be conducted after several years of data are available for individual stocks. They will help in evaluating the predictive relationship between jacks and adult returns; optimum level of escapement; effect of environmental variables on marine survival, total return, and ocean age composition; and the effect of smolt migratory timing and size on ocean age composition.

ATTACHMENT H

**LETTERS, MEMORANDUMS, AND TESTIMONY RELATING TO THE
INTENT OF THE SALMON ENHANCEMENT MITIGATION FUNDS**

ATTACHMENT H
Letters, Memorandums and Testimony Relating to the Intent
of the Salmon Enhancement Mitigation Funds

- ADF&G. Chinook Salmon Fisheries and Harvests in Southeast Alaska: Report to the Alaska Board of Fisheries. January 3, 1992.
- Allee, Brian. Director FRED Division, ADF&G. Letter to mitigation fund reviewers. March 25, 1988.
- Amend, Donald. Manager, Southern Southeast Regional Aquaculture Association, Inc. Letter to Governor Cowper. April 27, 1988.
- Anderson, Aven. National Marine Fisheries Service. Report to the Inspector General. May 12, 1988.
- Collinsworth, Don. Commissioner, ADF&G. Letter to Early Krygier, executive director of the Alaska Association. February 21, 1985.
- Collinsworth, Don. Commissioner. Letter to Senator Ted Stevens. July 19, 1990.
- Congress. Fish and Wildlife Committee, Part 1. Hearings before Subcommittee on Fisheries and Wildlife, House Merchant Marine Fisheries Committee. February 21, 25, 27 and March 5, 1985. Pp. 104.
- Congress. Senate Committee on Appropriations. Report 99-150. September 30, 1985.
- Congress. Senate Committee on Appropriations. Report 99-425. September 3, 1986.
- Katz, John. Special Counsel to the Governor. Memorandum to Alaska Congressional delegation. April 10, 1985.
- Kelley, Dale. Executive director, Alaska Trollers Association. Letter to Norm Cohen, deputy director of ADF&G. June 1, 1990.
- Kelley, Dale. Executive director, Alaska Trollers Association. Letter to Kevin Duffy, ADF&G FRED Division. June 17, 1990.

ATTACHMENT H (continued)

Kelley, Dale. Executive director, Alaska Trollers Association. Letter to Brian Allee, director FRED Division, ADF&G. January 30, 1990.

Krygier, Earl. Executive director, Alaska Trollers Association. Letter to Commissioner Collinsworth. May 24, 1988.

Northern and Southern Southeast Regional Planning Teams. Draft minutes of joint planning team meeting. November 18 - 19, 1985.

Pennoyer, Steve. Deputy commissioner, ADF&G. Letter to Southeast Alaska Chinook Technical Team. April 8, 1985.

Pennoyer, Steve. Deputy commissioner, ADF&G. Letter to Alaskan fishermen. February 6, 1987.

Pennoyer, Steve. Deputy commissioner, ADF&G. Letter to Earl Krygier, executive director, Alaska Trollers Association. May 6, 1987.

Sheffield, Bill. Governor. Letter to Senator Ted Stevens. January 28, 1985.

Shultz, George. Secretary of State. Letter to Senator Ted Stevens. March 5, 1985.

Stevens, Ted. "United States-Canada Salmon Treaty Negotiations: The Alaskan Perspective. *Environmental Law*. 16: 422 - 430.

Stevens, Ted. Senator from Alaska. Letter to Dale Kelley, executive director of the Alaska Trollers Association. June 29, 1990.

CHINOOK SALMON FISHERIES AND HARVESTS IN SOUTHEAST ALASKA

Informational Report to the Alaska Board of Fisheries

January 3, 1992

Prepared By:

Alaska Department of Fish and Game

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(updated 10/23/91)
ALASKA HATCHERY ADDON

YEAR	Total Alaska Hatchery	Sport Component	Troll Component	Net Component	Risk Factor	Addon
1965	0	0	0	0	0	0
1966	0	0	0	0	0	0
1967	0	0	0	0	0	0
1968	0	0	0	0	0	0
1969	0	0	0	0	0	0
1970	0	0	0	0	0	0
1971	0	0	0	0	0	0
1972	0	0	0	0	0	0
1973	0	0	0	0	0	0
1974	0	0	0	0	0	0
1975	0	0	0	0	0	0
1976	0	0	0	0	0	0
1977	0	0	0	0	0	0
1978	0	0	0	0	0	0
1979	0	0	0	0	0	0
1980	0	0	0	0	0	0
1981	0	0	0	0	0	0
1982	0	0	0	0	0	0
1983	872	872	0	0	0	0
1984	1,904	1,904	0	0	0	0
1985	13,872	3,372	8,100	2,400	700	8,172
1986	17,610	5,010	9,900	2,700	1,400	11,210
1987	24,008	5,108	16,600	2,300	2,300	16,708
1988	30,415	5,545	19,716	5,154	1,700	23,715
1989	33,986	6,351	18,804	8,831	2,300	26,686
1990	58,993	16,612	30,040	12,341	5,700	48,293
1991	79,546	26,700	38,234	14,612	9,000	65,546

Appendix 3.

Total Southeast Alaska harvest of chinook salmon produced by Alaska hatcheries, by gear, with calculated "addon".

STATE OF ALASKA

DEPARTMENT OF FISH AND GAME

DIVISION OF FISHERIES REHABILITATION,
ENHANCEMENT & DEVELOPMENT (FRED)

STEVE COWPER, GOVERNOR

P.O. BOX 3-2000
JUNEAU, ALASKA 99802-2000
PHONE: (907) 465-4160

March 25, 1988

Dear U.S./Canada Mitigation Fund Reviewer:

The Alaska Department of Fish and Game (ADF&G) plans to hold a meeting in the ADF&G Headquarters conference room on April 13 to review project matrices and receive advice and guidance regarding which projects to undertake with the next increment of federal funding for U.S./Canada mitigation enhancement. At the January 28 meeting held in Juneau, it was agreed that any new projects should be written in a narrative format similar to the Crystal Lake proposal (enclosed) that was provided at the meeting.

Based on previous decisions, priority status for funding still remains with the Snettisham sockeye salmon central incubation facility, the Medvejie Creek/Hidden Falls chinook salmon project, and the Southern Southeast Regional Aquaculture Association (SSRAA) Beaver Falls sockeye salmon program. All of these projects have been initiated but not completed. It is our intent to again review the particulars associated with each of these projects because construction costs associated with the first two projects have increased. Additionally, construction associated with the initial phase of the heat exchanger project at SSRAA's Beaver Falls facility has not yet been completed.

We are requiring that any new project proposals for enhancement of chinook, chum, or sockeye salmon as part of the U.S./Canada mitigation program be submitted to Kevin Duffy in the ADF&G, Fisheries Rehabilitation, Enhancement and Development (FRED) Division by Wednesday, April 6 so they can be incorporated into the appropriate matrix and be distributed for review and comment at the April 13 meeting.

The priority for production of chinook salmon with these funds still remains. We will be looking primarily for chinook salmon projects that have a production potential of 30,000 or more fish, will deliver fish to the troll fishery in areas where they can be selectively harvested while minimizing the impact on our all-gear chinook salmon quota, and have the potential for expansion in the future. However, this priority is not meant to preclude the submittal of project proposals for sockeye and chum salmon enhancement.

**SOUTHERN SOUTHEAST REGIONAL
AQUACULTURE ASSOCIATION, INC.**

1621 Tongass Ave., #103

(907) 225-9605

Ketchikan, Alaska 99901

Governor Steve Cowper
Governor's Office
P.O. Box A
Juneau, AK 99811-0101

April 27, 1988

Dear Governor Cowper:

The Board of Directors of the Southern Southeast Regional Aquaculture Association (SSRAA) wishes to express concern that the budget of the Department of Fish and Game (FRED Division) continues to decrease, and to make up this shortfall, the FRED Division has used, and continues to use for operational expenses, the mitigation funds which resulted from the signing of the treaty with Canada.

The fishermen of Alaska had to give up a significant loss of their fishery when the treaty was signed with Canada. The Alaskan fishermen only agreed to the treaty conditions on the promise from the federal government that these fish would be mitigated by replacing them with "new" salmon produced in Alaska. As a consequence of this treaty, twenty million dollars was to be used to enhance salmon in Southeast Alaska, and this figure is in serious question now.

The regional planning teams emphasized in 1985 that the funds were to be used for capital projects to construct new production facilities. To date, \$10,382,100 of the mitigation dollars have been received by the state. The Department of Fish and Game has used \$891,000 and proposes to use an additional \$471,400 in FY89 for operational expenses. The enclosed table summarizes how the Department of Fish and Game has used the funds for operations. These figures do not include capital improvements and SSRAA has no objection for the capital expenditures.

It is unfortunate that the state government has not fully funded the state hatcheries. However, even with the transfer of four state hatcheries to the Regional Associations, the Department is

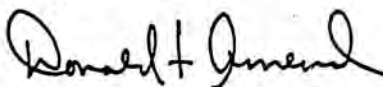
PRIVATE NON PROFIT HATCHERIES

still proposing to use \$471,400 of mitigation funds in FY89 to operate FRED facilities. The concern of fishermen is that the mitigation funds will be spent on operational expenses and the goal of replacing the fish given up by signing the treaty will not be realized. SSRAA urgently requests that the \$471,000 in operational expenses be added to the FRED budget so that the mitigation funds can be used to increase production capacity!

If the state does not add the \$471,000 for operations now, what will happen to the projects when the mitigation money is gone? There is a possibility that there will be no mitigation funds next year. Please consider increasing the FRED budget this year to cover these operational expenses. If this cannot be done, it does not seem like a wise use of the money to continue operating facilities which may be closed down. Better use of the money should go into projects which have the potential of producing more fish and have the potential of being self supporting.

I would very much appreciate having your staff look into this matter. The use of mitigation funds to support FRED operational expenses should be stopped now unless there is a commitment by the state to cover these costs when the mitigation funds are gone.

Sincerely,



Donald F. Amend
General Manager

cc: Senator Lloyd Jones
Representative John Sund
Representative Robin Taylor
Earl Krygier, Alaska Trollers Association
John Peckham, SE Alaska Seine Boat Owners
Geron Bruce, SE Alaska Gillnetters Association

USE OF U.S./CANADA FUNDS
TO SUPPORT ADF&G (FRED)
OPERATIONAL COSTS

FY1987

Sockeye Projects	
Beaver Falls	\$185,000
Turner Lake	\$63,200
Speil Lake	\$48,000
Commercial Fisheries Projects	\$30,200
Contract Adminstration	\$20,000
=====	
TOTAL FY1987	\$346,400

FY1988

Sockeye Projects	
Beaver Falls	\$168,600
Naha River	\$76,800
Karta River	\$76,800
Klawock	\$40,000
Neck Lake	\$10,000
Snettisham	\$100,000
Chum Projects	
Marx Creek	\$18,100
Contract Administration	\$54,500
=====	
TOTAL FY1988	\$544,800

FY1989

Sockeye Projects	
Beaver Falls	\$192,000
Naha River	\$115,000
Karta River	\$46,800
Klawock	\$45,000
Chum Projects	
Marx Creek	\$18,100
Contract Administration	\$54,500
=====	
TOTAL FY1989	\$471,400

TOTAL OPERATIONAL COSTS (FY87-FY89)	\$1,362,600
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A REVIEW OF ALASKA'S SALMON ENHANCEMENT PROGRAM UNDER THE PACIFIC SALMON TREATY AND THE STATE'S MATCHING OF FEDERAL FUNDS

I. SUMMARY

The Congress of the United States and the State of Alaska agreed that some salmon enhancement would be necessary to mitigate the adverse impacts of the Pacific Salmon Treaty on Alaska salmon fishermen. The State and the Federal Government agreed to support equal shares of the cost, up to a maximum of about \$25 million. The specific enhancement projects (methods, sites, species) were never specified but were required to be related to the Pacific Salmon Treaty. The State selected the projects it would fund during 1986 and 1987 by a public process, and it reported to the Pacific Salmon Commission about those projects. The projects selected for funding in any given year were only one part of the total mitigation enhancement program. To date, the State has provided at least \$7,024,505 for this salmon enhancement program and the Federal government has contributed \$7,017,300. Thus, the State has matched the dollar-for-dollar matching requirement.

II. BACKGROUND

Details are poorly documented, but the Congressional appropriations for salmon enhancement in Alaska resulted from an agreement reached between Alaska's congressional delegates and the Reagan Administration through the chief U.S. Negotiator for the Pacific Salmon Treaty. The agreement was basically this: If Alaska's State government and its congressional delegates would agree to the treaty, then the Reagan Administration would support Congress appropriating \$25 million to Alaska to "mitigate" the impacts of the treaty on Alaska salmon fishermen. Some evidence of this agreement appears in the following documents: (a) the letter dated March 7, 1985, from Secretary George P. Shultz to Senator Ted Stevens (attachment 1), (b) the memorandum dated April 10, 1985, from John W. Katz to Senators Stevens and Murkowski and Congressman Young (attachment 2), and (c) the 1986 article by Senator Stevens in Environmental Law (attachment 3; see p. 426 and 429).

(The letter dated January 28, 1985, from Governor Sheffield to the Alaska congressional delegation might shed more light on the agreement, but we have been unable to obtain a copy. If the Office of the Inspector General needs a copy of the Governor's letter, we will do our best to obtain one.)

The original agreement for the \$25 million was to build a "world-class" chinook and chum salmon hatchery somewhere in Southeast Alaska and to do some enhancement of transboundary rivers sockeye (See attachment 4, the "Request for Federal Funding for Alaska Salmon Enhancement, Research and Management Programs for Implementation of Proposed U.S./Canada Salmon Treaty" dated January 1985.) As time went on, the State decided a new hatchery was not the best way to use the money; that the best use might be to increase or improve present artificial production facilities so they could produce more salmon.

Congress, apparently, was unconcerned about specific salmon enhancement projects; it was only concerned that its appropriations be used for enhancement projects that Alaska deemed appropriate for mitigating the alleged adverse effects of the treaty. The report of the Senate Committee on Appropriations (attachment 5) makes no mention of specific enhancement projects or even which salmon species should be enhanced. It notes that "Alaska has already contributed \$25,000,000 to build facilities and enhance salmon runs which provide benefits related to" the treaty, and that the State agreed to match "any Federal enhancement moneys dollar for dollar" and had requested \$25 million for FY86.

For the FY86 appropriations, the Committee reports that it recognized the commitments the Reagan Administration made to Alaska during the treaty negotiations but felt, in view of its budget-reduction initiatives, it should constrain its FY86 appropriations. "Therefore," the report states, for FY86 "the Committee has agreed to an appropriation of \$3,500,000 to NMFS for the express purpose of contracting with Alaska Department of Fish and Game to carry out enhancement efforts which implement the United States-Canada Salmon Treaty."

For FY87, the Senate appropriated \$4 million more to Alaska for salmon enhancement as a part of the Department of Commerce appropriations (attachment 6). The Senate Committee on Appropriations reported it was providing this funding "for the express purpose of contracting with the Alaska Department of Fish and Game to carry out the enhancement efforts which supplement the stock rehabilitation initiative mandated by the United States-Canada Salmon Treaty."

The Senate report makes no mention of any specific enhancement projects, facilities, or salmon species, but notes that the Pacific Salmon Commission should be appraised of the specific nature and results of the enhancement efforts. The report concluded that the appropriation "is contingent upon the State's agreement to match the Federal contribution."

It is worth noting here that the Congress appropriated money for Alaska salmon enhancement on its own volition. Neither the

Department of Commerce (attachment 7) nor the U.S. Section of the Pacific Salmon Commission (attachment 8) requested these funds in their budget submissions. To date, the U. S. Section of the Commission has not been involved in the process of obtaining funding for salmon enhancement (attachments 8, 9, and 10).

III. SALMON ENHANCEMENT PROJECTS FUNDED BY FEDERAL FUNDS

The salmon enhancement projects in Alaska funded by Federal funds to mitigate the effects of the treaty have varied from year to year. The particular sites, species, and nature of the enhancement projects are determined by a public participation process and are reviewed by a number of groups, including the Pacific Salmon Commission.

A. Public Process Selects the Enhancement Projects.

Each year, the Alaska Department of Fish and Game requests suggestions from fishermen and others as to what enhancement projects should be funded by the Federal enhancement money (they operate with the understanding that they can match new Federal money with current-year appropriations and prior-year investments). For example, Attachment 11 is a copy of the 1988 request. Attachment 12 is a copy of the list of projects considered for State fiscal year 1988 and includes a list of the attendees at the first meeting. A second meeting was held Friday, 13 May 1988, to refine priorities. After the Commissioner of the Alaska Department of Fish and Game and his staff review the list of projects proposed by the review group, he will decide which of the projects to fund. Attachment 13 lists the projects selected for State fiscal year 1987.

Note, some of the projects proposed and some of those funded are not projects of the Alaska Department of Fish and Game but are projects of cooperating groups, such as the Southern Southeast Regional Aquaculture Association (SSRAA) and the National Marine Fisheries Service (NMFS) facility at Little Port Walter, Alaska.

B. Review of Projects Ensures Relation to the Treaty

All the supported enhancement projects (whether State, nonprofit, or Federal) are carefully reviewed to ensure that they are related to the Pacific Salmon Treaty. Reviewers included the U.S. Section of the Northern Panel of the Pacific Salmon Commission (see attachment 14) and NMFS (attachment 15).

Under Article V of the treaty, any enhancement project that either country might establish must be consistent with the principles of Article III of the treaty, and each year each country must provide the other country and the Pacific Salmon Commission with information on its existing enhancement projects and any plans for new enhancement projects. Accordingly, Alaska's enhancement projects are reviewed not only by interested groups in Alaska, but by representatives from Washington, Oregon, and Idaho and by Canada.

Enhancement activity on the transboundary rivers is a special case. These projects must be undertaken cooperatively or with the consent of the other country (Article VII). In February 1988, the Pacific Salmon Commission agreed to an "Understanding Between the United States and the Canadian Sections of the Pacific Salmon Commission Concerning Joint Enhancement of Transboundary River Salmon Stocks" (attachment 16). Parts of this agreement relate directly to ongoing and proposed salmon enhancement projects funded in part by Federal enhancement money.

In 1987, the Pacific Salmon commission directed the two countries to begin some background studies on the potential benefits of enhancing salmon runs on the transboundary rivers (attachment 17). The result of this directive is summarized in attachment 18. Central to proposed enhancement of sockeye salmon on the transboundary rivers is the planned Snettisham Central Incubation Facility (CIF, attachment 19), on which the State has placed a high priority for funding with Federal enhancement money.

C. Federal Funds Support A Variety of Enhancement Projects

To date, Federal funds have been appropriated for three Federal fiscal years: 1986, 1987, and 1988. Duffy's memorandum of 12 April 1988 to Allee (Attachment 12) summarizes the projects and allocations of funds for FY86 and FY87. Details on these projects are contained in the Alaska Department of Fish and Game's annual proposals for the cooperative agreements. The projects and proposed allocations of funds for FY88 are pending the decision of the Commissioner of ADF&G.

IV. STATE MATCHING FUNDS

A. Relevant Agreements and Requirements

The agreement between the Congress and the State of Alaska for Federal funds to support salmon enhancement projects in

Alaska was contingent upon Alaska matching the Federal funds "dollar for dollar" (see attachment 5). Details on how the State intended to provide those matching funds are presented in John W. Katz's letter of 10 April 1985 to the Alaska congressional delegation (see attachment 2).

Relevant Federal standards and requirements governing matching funds are contained in the General Services Administration's Federal Management Circular 74-7: "Uniform Administrative Requirements for Grants-in-Aid to State and Local Governments," particularly Attachment F: "Matching Share." According to this document, the matching share can consist of cash or in-kind contributions.

In essence, cash contributions can include money contributed to the matcher by other public agencies and institutions, private organizations, and individuals; in-kind contributions represent the value of noncash contributions and may consist of charges for real property, equipment, and goods and services directly benefitting and specifically identifiable to the program.

Department of Commerce standard terms and conditions for financial assistance provides that DOC expects the recipient to pay out its funds "at the same general rate as the 'Federal Share' expenditure" although, "in any event one-half of the Recipient's share of project costs shall be available, incurred or expended by the time two-thirds of the Federal share has been disbursed." Thus, DOC allows the recipient to have expended all of its share before any of the Federal share is disbursed.

B. NOAA Legal Advice

During June and July 1987, we discussed the legality of the matching funds the State of Alaska had proposed with NOAA general counsel in Alaska and Washington State. Attorney Charles E. Albertson (GCNW) raised the issue. He questioned the State's use of prior-year investments to match current-year Federal funds. The acting NOAA Regional Counsel for Alaska, Jay S. Johnson, was of the opinion that prior-year investments were appropriate, and he discussed the issue with his colleague, Mr. Albertson. The conclusion of this discussion was that any appropriations or investments the State made in relevant salmon enhancement programs from the date the Pacific Salmon Treaty was signed (15 March 1985) would be appropriate for use as matching funds.

Our understanding was that the State could use appropriations and expenditures of cash made after 15 March 1985. Further, we understood it could use prorated amounts of the present value of even earlier capital investments (hatcheries, rearing ponds, etc.) if the State used those facilities in the projects. Thus, if the State built a hatchery

in 1960 and that hatchery would be used to produce salmon to support the Pacific Salmon Treaty, the State could determine the present value of the hatchery (which might be considerably greater than the original investment), determine what proportion of that hatchery would be used for treaty work during the year, and use a prorated amount of the present value of that proportion to help match the current-year Federal funds. For example, if the State had a small hatchery with a present value of \$100,000 and a useful life of 10 more years, and 25 percent of that hatchery was used for salmon treaty work during 1988; then, the present value of the hatchery for 1988 would be about \$10,000 (\$100,000 divided by 10 years), and the 25% being used would be worth \$2,500 (1/4 of \$10,000). Thus, the State could use that hatchery to match \$2,500 of Federal funds during 1988.

C. The State Matching Program

On 15 June 1987, the State submitted its proposal for enhancement projects for the FY87 cooperative agreement (see attachment 15). This proposal included a description of the capital and operating funds the State was using to match the Federal funds. NOAA attorney Albertson (GCNW) reviewed the proposal and objected to the matching funds proposed because they included funds Alaska had spent for salmon enhancement capital improvements and operations before the treaty was signed.

As a result of NOAA's legal opinion, Alaska agreed to revise its list of matching funds to include only those spent on salmon enhancement costs beginning with 1 July 1985 (attachment 20). This list shows that Alaska expended or would have expended a total of \$7,914,400 for treaty-related salmon enhancement during the period from 1 July 1985 to 30 June 1988. That amount corresponded to Federal contributions of \$7,017,300. In summary, the State had provided funds exceeding the Federal share.

In November 1987, the State provided a more detailed list of its expenditures (attachment 21). The numbers differ slightly from the earlier document because the two documents use different bases and because of rounding. The July document did not have the actual amount for FY87, whereas the November document did. And the July document rounded off to the nearest hundred dollars. Nevertheless, the grand totals were quite close: \$7,914,400 for the July document and \$7,024,505 for the November one. Both exceeded the Federal contribution of \$7,017,300.

At this point, we should discuss the cooperative project the State has with NMFS at Little Port Walter. Since about 1974, the State has helped support salmon enhancement activities at the NMFS facility at Little Port Walter. The goal of these activities was to develop techniques for spawning and rearing chinook salmon. The State has contributed funds, materials, and

personnel. In fact, the State paid for the original freshwater pipeline at the facility. The State agreed to continue to support these activities in 1987. Accordingly, NMFS withheld \$60,000 of the \$3,903,800 made available for the mitigation enhancement activities in 1987 for work at Little Port Walter (attachment 22).

Thus, with the \$60,000 withheld for Little Port Walter in FY87, the total amount of Federal funds made available to the State for mitigation enhancement activities was \$3,173,500 in FY86 and \$3,843,800 in FY87 for a total of \$7,017,300.

In regard to matching the Federal funds, the State has pointed out that up to this time it has not used three sources for matching that it could: (1) capital and operating expenses of the private nonprofit aquaculture associations and (2) prorated amounts of the present value of prior-year capital investments, and (3) State capital and operating expenditures between the time the treaty was signed (15 March 1985) and the start of the State fiscal year (1 July 1985).

In summary, the State contributed at least \$7,024,505 to salmon enhancement projects related to the Pacific Salmon Treaty between 1 July 1985 and 30 June 1988. The Federal contribution during this time amounted to \$7,017,300. The State has three additional sources it could use as matching funds but has not yet done so.

V. CONCLUSION

The State of Alaska and the Congress of the United States agreed that salmon enhancement was necessary to mitigate the adverse impacts of the Pacific Salmon Treaty on Alaska salmon fishermen. Congress agreed to match State contributions dollar for dollar. The State claimed it had invested or would invest \$25 million in salmon enhancement programs related to the Pacific Salmon Treaty. Congress appropriated \$3.5 million in 1985 and \$4.0 million in 1986, a total of \$7.5 million; the State received \$7,017,300. In an itemized report, the State claims it matched the Federal money it received with at least \$7,024,505. Thus, the State and the Federal Government have met the matching requirements.

The salmon enhancement projects supported by the Federal money are directly related to the Pacific Salmon Treaty. Congress did not propose which projects should be funded nor which species should be enhanced. The projects the State funded with the Federal money were selected by a public process and were reviewed by the Pacific Salmon Commission as well as others. The State has reported to the Pacific Salmon Commission about its existing and planned salmon enhancement projects.

Those enhancement projects funded during the period 1 July 1987 to 30 June 1988 are only a part of the total salmon enhancement program to mitigate the adverse effects of the Pacific Salmon Treaty; they must be viewed in the context of the complete enhancement picture. There is no requirement that Federal dollars spent on a particular aspect of the enhancement program be matched exactly by State dollars. Thus, Federal funds used to purchase incubators for salmon eggs at the Snettisham hatchery need not be matched by State dollars spent on incubators at Snettisham. The requirement is that for every Federal dollar spent on the multi-year, multi-species, multi-facility salmon enhancement program be matched by a State dollar spent on the program. Therefore, according to the State documents and this report, the State has appropriately matched the Federal funds dollar for dollar.

V. LIST OF ATTACHMENTS

<u>Number</u>	<u>Description of the Attachment</u>	<u>Pages</u>
1	Sec. Shultz letter of 7 MAR 85 to Sen. Stevens.	1
2	Katz letter of 10 APR 85 to Senators Stevens and Murkowski and Congressman Young.	3
3	Article by Sen. Stevens in Environmental Law Vol. 16, No. 3. 1986.	8
4	Alaska's JAN 85 Request for Federal Funding.	8
5	Senate Committee on Appropriations, extract of Report 99-150, dated 30 SEP 85.	2
6	Senate Committee on Appropriations, extract of report 99-425, dated 3 SEP 86.	3
7	Extract of NOAA's Budget Submission to Congress for Fiscal 1987.	4
8	Extract of the U.S. Section of the Pacific Salmon Commission's Budget Justification for FY 1987.	6
9	U.S. Section Chairman Wapato's letter of 30 March 1987 announcing allocation of funds to implement the Pacific Salmon Treaty during FY 87.	2
10	Chairman Wapato's letter of 6 JUN 86 announcing a meeting to prepare the FY 88 budget.	4
11	Alaska's letter requesting advice on which salmon enhancement projects to undertake.	5
12	Duffy's memorandum of 12 APR 88 to Allee on funds and projects associated with the enhancement mitigation program (and list of attendees).	7
13	Alaska's letter to fishermen announcing which enhancement projects would be funded in FY 87.	2
14	Pennoyer's memorandum of 22 JAN 87 to the U.S. Section of the Northern Panel of the Pacific Salmon Commission on Federal Mitigation Monies.	2
15	Collinsworth's letter of 15 JUN 87 to Andersen transmitting Alaska's proposal for FY 87 salmon enhancement programs.	2

16	Wapato letter of 19 FEB 88 to Secretary Shultz reporting on understandings by the Pacific Salmon Commission, including the Understanding Between the U.S. and Canada Concerning Joint Enhancement of Transboundary River Salmon Stocks.	8
17	Shinners' letter of 25 MAR 87 to the Honorable Joe Clark on understandings by the Pacific Salmon Commission for 1987 (The first relates to the Transboundary Rivers and enhancement).	2
18	Report from the Transboundary Rivers Technical Committee on Enhancement Potentials (JAN 88).	6
19	Extract from a report on the Port Snettisham Central Incubation Facility.	1
20	Alaska's 17 JUL 87 summary of the State matching funds and a list of the projects.	4
21	Alaska's 20 NOV 87 summary of the State matching funds and detailed accounting of expenses.	29
22	Collinsworth's letter of 21 APR 87 to McVey about an allocation of \$60 thousand to the cooperative State-Federal salmon enhancement project at Little Port Walter.	4

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 Revised 23MAY88:ama

February 21, 1985

Mr. Earl Krygier
130 Seward Street, Suite 213
Juneau, AK 99801

Dear Mr. Krygier:

The Senate and House have scheduled hearings on U.S./Canada implementing legislation for February 25 and March 1, respectively in Washington, DC. We do not anticipate any last minute changes or problems with the portions of the implementing legislation dealing with the commission, panels and advisory committee structure, function, and appointment procedures as we had reviewed them in Seattle in January. One aspect of the implementing legislation, however, is still undecided, and that is the funding to support Alaska's participation in the treaty process. While funding for commission operations is probably pretty well assured, funding levels for research, management, and enhancement in Alaska have not been solidified.

It now seems probable that funding for activities other than indirect support of the commission structure will be handled through the normal budget process as part of the appropriation to the Department of Commerce. It is too early to tell what the general level of support will be for this funding, but I think we can anticipate that given federal budget deficit problems, we may have to scrap for every dollar. I know that our delegation placed high priority on receiving federal funding to offset costs incurred by Alaska in implementation of the new treaty. Mitigation funding to promote enhancement to offset losses attributable to fisheries quota reductions or to the accommodation of Canadian harvests had been part of the delegation discussion since at least 1980. Particular reference has been made to compensation for transboundary river losses and reductions in the chinook troll fishery. At various times our delegation has received assurances that federal funding for these items was a justifiable expenditure.

February 21, 1985

As promised at our last meeting, I have enclosed a copy of the proposal we have sent to our congressional delegation from the Governor's Office. I believe the text is self-explanatory, particularly in regards to the research and management expenditures. The enhancement proposal is somewhat generic in nature since there are different ways that, in particular, the chinook enhancement could be carried out. For example, we may want more than one facility or we may want a combination of new production and expansion from existing facilities. Depending on the total funding received, of course, we may have to structure the program in different fashions.

We will keep you informed of the progress on this funding request. Thank you for your support.

Sincerely,

Don W. Collinsworth
Commissioner

Enclosure

DWC/SP/jao

STATE OF ALASKA

DEPARTMENT OF FISH AND GAME

OFFICE OF THE COMMISSIONER

STEVE COWPER, GOVERNOR

P.O. BOX 3-2000
JUNEAU, ALASKA 99802-2000
PHONE: (907) 465-4100

1990 JUL 27 4 51

July 19, 1990

The Honorable Ted Stevens
United States Senate
522 Hart Building
Washington, DC 20510

Dear Senator Stevens:

This is in response to your letter of June 29 which requested information on the U.S./Canada enhancement program in Alaska. I understand that concerns were expressed to you by the Alaska Trollers Association over rebuilding of chinook salmon stocks and implementation of the U.S./Canada Pacific Salmon Treaty (PST).

The Alaska Department of Fish and Game (ADF&G) initiated a fisheries program in 1985 designed to assist in implementation of specific provisions of the PST by providing newly enhanced salmon for harvest by Alaska fishermen. This effort constituted our plan for new chinook enhancement in addition to the regional chinook harvest ceiling of 263,000 fish imposed by the PST. Also considered at this stage were sockeye and chum salmon enhancement to offset harvest restrictions mandated in the PST. Initial goals of 100,000 harvestable chinook salmon, 1 million chum salmon, and 20,000 to 40,000 sockeye salmon were established as a beginning basis for mitigation. This hatchery production was expected to mitigate current reductions in harvest necessitated by natural stock conservation, while at the same time providing additional fish for future harvest.

In March 1985, ADF&G Deputy Commissioner Steven Pennoyer appointed the Southeast Alaska Chinook Salmon Technical Team, a multi-disciplinary team with members from the public and private sector agencies and organizations, to prepare a plan for production of 100,000 harvestable chinook salmon to offset reductions in the Alaskan harvest required under the terms of the PST. This team was appointed following a joint meeting of the Southern and Northern Southeast Regional Planning Teams (RPTs).

An appropriation of approximately \$20 million in federal funds was originally anticipated for enhancement projects. The funds were expected to be provided in increments over a five-year period beginning in federal fiscal year 1986. The first increment of \$3,173,500 was received in late April 1986.

July 19, 1990

The team evaluated a total of nine proposals for chinook salmon production according to a series of specific criteria. The Commissioner's Office, after a review of the technical team's efforts and discussions at the joint RPT meeting, elected to fund two projects for chinook salmon enhancement with the initial allocation of federal enhancement funds. They were an expansion of the Southern Southeast Regional Aquaculture Association's Whitman Lake Hatchery and an expansion of the Northern Southeast Regional Aquaculture Association's Medvejie Creek Hatchery.

In 1988, ADF&G solicited project proposals for enhancement of chinook, chum, or sockeye salmon as part of the U.S./Canada mitigation program. Three meetings were held in 1988 to review the project proposals and to receive advice and guidance from gear group representatives on which enhancement projects to undertake with federal mitigation funds. Participants in these meetings included representatives from the troll, seine, and gillnet fleets, private nonprofit hatchery operators, regional aquaculture association representatives, ADF&G staff, National Marine Fisheries Service representatives, and other interested parties.

In 1990, ADF&G held a mitigation meeting to discuss the current status and future direction of the U.S./Canada enhancement program. Following this meeting, project proposals were solicited and a project proposals packet, including comparative matrices, was distributed for review prior to a second meeting. At the meeting held this spring, all proposals were reviewed and gear group representatives attempted to reach consensus on which projects to fund with federal fiscal year 1989 and 1990 available funds. Based on these recommendations, ADF&G distributed to gear group representatives a proposed allocation of enhancement funds, by species. Project expenditures and adult production associated with each project were included for comparison purposes. ADF&G provided an opportunity for comments on the proposed allocation of federal enhancement funds, and the Alaska Trollers Association letter which you received constituted their response. The gear group comments were considered, and some proposed revisions to the initial allocation are currently under consideration by the Commissioner's Office.

Current production of chinook salmon resulting from projects funded with these mitigation monies should result in an annual adult return of 57,000 adults. As a result of additional chinook salmon projects which have been funded and are currently under way, annual returns of chinook salmon should increase to approximately 119,000 adults. Based on the revised allocation of project funds associated with federal FY 89 and 90 funds, an additional return of 89,000 chinook salmon adults will eventually be realized. Approximately 208,000 adult chinook salmon should be available for harvest on an annual basis when these enhancement projects are completed.

July 19, 1990

To date, ADF&G has received \$10,585,100 in federal mitigation funds, and \$7,182,600 has been either expended or dedicated toward chinook enhancement projects. With the revised allocation of \$7,125,600 in federal FY 89 and 90 funds, approximately \$10,082,200 out of \$17,710,700 in federal mitigation funds for the U.S./Canada enhancement program will have been dedicated towards chinook salmon enhancement projects.

We believe that we have been successful in initiating and conducting the U.S./Canada enhancement program for the benefit of the troll fleet in southeast Alaska. Due to a number of factors, harvest from chinook enhancement projects has not reached levels projected when the Treaty was signed in 1985. However, significant contributions are being made in southeast Alaskan fisheries, and these contributions will increase as planned production comes on line.

Thank you for your continued support of this enhancement program. If you have any additional questions or concerns, contact me at your earliest convenience.

Sincerely,



Don W. Collinsworth
Commissioner

cc: Mel Seibel
John Katz

Pacific Salmon Treaty Act of 1985

March 15, 1985

Public Law

- 1.1 Public Law 99-5, approved Mar. 15, 1985. (H.R. 1093)

(CIS85:PL99-5 9 p.)

"To give effect to the Treaty Between the Government of the United States of America and the Government of Canada Concerning Pacific Salmon, signed at Ottawa, January 28, 1985."

Provides for implementation of the 1985 U.S.-Canadian treaty establishing a basis for cooperative management, research, and enhancement activity pertaining to Pacific salmon and other species.

Includes provisions for appointment of representatives from Northwest States and Indian tribes to the U.S. Section and panels of the Pacific Salmon Commission established by the treaty.

Repeals the Sockeye Salmon or Pink Salmon Fishing Act of 1947.

P.L. 99-5 Reports

99th Congress

- 2.1 H. Rpt. 99-16 on H.R. 1093, "Pacific Salmon Treaty Act of 1985," Feb. 28, 1985.

(CIS85:H563-1 19 p.)
(Y1.1/8:99-16.)

P.L. 99-5 Debate

131 Congressional Record

99th Congress, 1st Session - 1985

- 4.1 Mar. 5, House consideration and passage of H.R. 1093.
- 4.2 Mar. 7, Senate consideration and passage of H.R. 1093.

P.L. 99-5 Hearings

99th Congress

- 5.1 "Fish and Wildlife Miscellaneous, Part 1," hearings before the Subcommittee on Fisheries and Wildlife, House Merchant Marine and Fisheries Committee, Feb. 21, 25, 27, Mar. 5, 1985.

(CIS85:H561-21 vi+345 p.)

(Y4.M53:99-3.)

- 5.2 "Pacific Salmon Treaty," hearings before the Senate Foreign Relations Committee, Feb. 22, 1985.

(CIS85:S381-22 iii+143 p.)
(Y4.F76/2:S.hrg.99-19.)

- 5.3 "Pacific Salmon Treaty Act of 1985," hearings before the Senate Commerce, Science, and Transportation Committee, Mar. 1, 1985.

(CIS85:S261-33 iii+72 p.)
(Y4.C73/7:S.hrg.99-25.)

P.L. 99-5 Documents

99th Congress

- 7.1 Treaty Doc. 99-2, "Treaty with Canada Concerning Pacific Salmon, Message from the President," Feb. 19, 1985.

(CIS85:S385-2 xix+23 p.)
(Y1.1/4:99-2.)

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Mr. BREAUX. I would like to welcome up our first panel, and ask them to take their seats at the witness table, the Honorable Edward Derwinski and the Honorable Theodore Kronmiller.

It is not surprising to me that they have done such a good job as they both received their training here in the House.

Ed, of course, is a former colleague of all of us, and we are certainly pleased to have him. Ted Kronmiller was formerly our staff counsel for the Fish and Wildlife Subcommittee.

We felt confident we had a good team and the results are indicative of that. Since Ted was a former employee on my staff, I am trying to find something that pertains in the treaty to the Gulf of Mexico.

Ed is now counselor to the Secretary of State and here in that capacity. Ed, do you wish to go first?

STATEMENTS OF HON. EDWARD DERWINSKI, COUNSELOR TO THE SECRETARY OF STATE, U.S. DEPARTMENT OF STATE; AND HON. THEODORE G. KRONMILLER, U.S. NEGOTIATOR

Mr. DERWINSKI. Thank you, Mr. Chairman.

I would like to introduce Miss Mary Walker, the Deputy Solicitor of the Department of Interior, and Dave Colson, who heads the legal team at the Department of State that worked on the treaty and the legislation, and the other problems that arose.

I am mindful of the fact that the distinguished Governor of Washington will follow us and representing the administration that is dedicated to States' rights and home rule; therefore, I will be a bit brief, recognizing the preeminent role the respective States play in this issue.

I would like to point out the remarks that you and Don Young and others have made concerning Ted were very accurate. Ted Kronmiller has continued his efforts to put this Treaty together; if he had not, it wouldn't have been done. I came in rather late, I didn't know too many of the players, but he knew the issues, the technicalities and was able to put this thing together.

My role reflected the importance of developing U.S.-Canadian relations as Secretary Shultz stressed.

We have periodic meetings between our Secretary of State and the External Affairs Minister of Canada, discussing a range of issues, and we work to try to solve them. While we couldn't have better relations with a neighbor, probably the best example of neighborly relations in the world, there are problems that require periodic attention, and this problem was one of them.

The treaty, along with the annexes and a memorandum of understanding, were all signed on January 20th in Ottawa, after, depending on how one counts, 15 years of negotiations.

It is our hope, our firm belief, the treaty will serve to rebuild a valued salmon resource for the users of both countries along the Pacific Coast.

The Treaty is also a symbol of the Administration's effort to improve the quality of our bilateral relationship with our good neighbors and to resolve other outstanding problems.

Mr. Mitchell Sharp, former Minister of External Affairs, is very distinguished statesman. He was invaluable in helping to create a

positive atmosphere within the Canadian delegation that finally achieved the goal of the Treaty.

This was a fascinating negotiation. Very often, we had as many problems working out differences among the respective fishing interests in the United States as we did in dealing with the Canadians, and that is very understandable. I am told that earlier efforts in part failed because of the conflicts that arose between the conflicting fishing interests within the United States, and we worked hard to see that that did not happen.

At one time or another, by my amateur nose count, there must have been 150 participants in the U.S. delegation. No group, regional or otherwise, was left out, and as a result, we were able to reach an effective agreement.

We had the complete cooperation of the three State Governments mainly involved, Alaska, Washington, Oregon, and the respective Commissioners of the three States, Bill Wilkerson of Washington, Don Collingsworth of Alaska, and Jack Donaldson of Oregon. The Governors of the States were also most helpful. I am pleased to see Governor Gardner is here in support of the legislation and the Treaty.

We had tremendous leadership, and statesmanship, by the representatives of the Indian tribes and all the fishing interests who realized that now is the time to finally work out an agreement that is in everybody's long-term interest.

We can all see there are some short-term problems. This is neither surprising nor upsetting. In the long-term we believe everybody will be better served, and that is the purpose behind our urging you to pass this implementing legislation.

As you noted, Mr. Chairman, there is a timetable we would like to meet. It is not an artificial timetable in that we had indicated to all participants that we hoped to ratify the treaty and pass the enabling legislation before the 1985 fishing season started so that would have been a logical goal, anyway.

Instead, we have possibility of this package being the centerpiece of the President's visit to Canada in approximately 3 weeks to meet with Prime Minister Mulroney and this will highlight our increased efforts to solve this and many other problems that exist between us.

With that, Mr. Chairman, I would like to turn the testimony over to Mr. Kronmiller.

[The prepared statement of Mr. Derwinski follows:]

PREPARED STATEMENT OF HON. EDWARD J. DERWINSKI, COUNSELOR, DEPARTMENT OF STATE

Mr. Chairman, I am pleased to meet with you today to testify in favor of H.R. 1093, a bill to implement the U.S.-Canada Pacific Salmon Treaty.

Let me say a few words first about the political significance of the Treaty, to which H.R. 1093 is related, and then ask Mr. Ted Kronmiller to give the Administration's detailed views on H.R. 1093.

This Treaty, along with its annexes and a Memorandum of Understanding, was signed in Ottawa on January 25, 1985, after nearly 15 years of negotiations. The Treaty will serve to rebuild a valued salmon resource for the users of both countries along the Pacific Coast. The Treaty is also a symbol of the Administration's effort to improve the quality of our bilateral relationship with our good neighbors to the north, and to resolve outstanding problems in a mutually beneficial way.

Last summer, during one of his periodic meetings with his Canadian counterparts, Secretary Shultz and then-Foreign Minister MacEachen agreed to appoint "overseers" at a senior level to monitor the negotiations and provide assistance as required to get the talks moving again.

Mr. Shultz asked me to take on this job for the United States and the Canadian Government appointed Mr. Mitchell Sharp, a former Minister of External Affairs and former holder of other senior Cabinet posts. Mr. Sharp is a world-renowned statesman and an eloquent advocate of his country's interests. The new government of Prime Minister Mulroney retained Mr. Sharp in this position as an indication of his government's desire to insulate the negotiations from political partisanship and sustain the negotiating momentum then being developed.

The proposed U.S.-Canada Pacific Salmon Treaty is one of the first concrete results of the new dialogue between Canada and the United States. It is designed, as I mentioned, to rebuild the Pacific Salmon population for the long term benefit of users in both countries. To achieve this result, many user groups in both countries have had to make difficult adjustments or reallocations in the short run. However, there has been a remarkable consensus among both the American and Canadian delegations that despite the unhappy need to allocate scarcity in the short run, all parties will benefit greatly over time from the enhancement plans incorporated in the Treaty and from the careful management of the salmon resource by the U.S.-Canada joint Commission, as outlined in the Treaty and H.R. 1093.

The Treaty and its annexes thus represents a delicate balance of give and take, especially by tribal, commercial and sports groups in the Pacific Northwest and Alaska. The Treaty and its annexes, the implementing legislation contained in H.R. 1093, and a companion agreement to be submitted in the courts, reflect a set of delicate compromises. It is clear to all involved in these negotiations that changes or amendments to any one of these documents will have an adverse chain reaction that will fatally damage the consensus underpinning the Treaty. For these reasons, Mr. Chairman, the Administration is particularly anxious that H.R. 1093 be passed in its current, agreed form without further substantive changes.

I must mention that one of the important reasons the U.S. delegation was able to achieve a consensus during this last round of negotiations was the extraordinary work of the chief negotiator, Ted Kronmiller. Ted's performance has been truly outstanding. He has a complete grasp of all the complexities of the Pacific salmon issue, and has led his diverse delegation with unusual sensitivity and diplomatic skills.

I am pleased to report that the Governors of the states directly concerned—Governor Sheffield of Alaska, Governor Atiyeh of Oregon, Governor Evans of Idaho, and Governor Gardner of Washington (as well as former Governor Spellman) have all indicated their warm support of the Treaty.

The three state Commissioners, Mr. Don Collingsworth of Alaska, Mr. Bill Wilkerson of Washington, and Mr. Jack Donaldson of Oregon, constituted the backbone of the negotiating team. Without their leadership and cooperation, it is unlikely we could have succeeded. Many other individuals representing the treaty Indian Tribes, commercial and sports fishing groups, and the federal government agencies, all contributed enormous amounts of time and energy; unfortunately there are too many to list here.

Finally, Mr. Chairman, I want to thank you and members of this Committee who have been so helpful in arranging for prompt consideration of this implementing legislation, H.R. 1093.

If as a result of our mutual efforts all the legislative pieces fall into place in the next week or so, the Pacific Salmon Treaty will serve as a centerpiece during President Reagan's trip to Canada in mid-March and as a further example of the practical progress that the United States and Canada can achieve in an atmosphere of mutual confidence and understanding.

STATEMENT OF HON. THEODORE G. KRONMILLER

Mr. KRONMILLER. I appreciate the opportunity to appear before the subcommittee to testify on H.R. 1093, a bill to implement the United States-Canada Pacific Salmon Treaty. For the past 2 years, it was my honor to serve as the U.S. negotiator for the treaty.

Last week, Counselor Derwinski and I appeared before the Senate Foreign Relations Committee to urge advice and consent of the Senate to ratification of the treaty. I was pleased to do so with

the strong and widespread support of the affected States, treaty Indian tribes, and commercial and sports fishermen.

A detailed description of the treaty is found in my testimony before the Senate Foreign Relations Committee. I would like to request that those remarks be included in this hearing record.

Mr. Chairman, the administration strongly supports H.R. 1093 and believes that no changes are necessary for the United States to implement the treaty. It is a matter of record that non-Federal members of the U.S. delegation to the treaty negotiations seek only minor, fiscal amendments.

The negotiations began 15 years ago. As the talks proceeded, the United States confronted an internal negotiation among the treaty Indian tribes, the State of Alaska and the States of Washington and Oregon, among organizations of commercial and recreational fishermen, and among various commercial fishing gear groups.

Each was represented on the U.S. delegation, which grew over the years to number more than 100 persons. Often the disagreements made it difficult to put forward national positions. In the end, it was only because each member of our delegation was willing to respect and accommodate the basic interests of the others that we were able to reach consensus agreement on the treaty.

For his special contributions to the development of that consensus, we owe Counselor Derwinski, the political overseer of our delegation, a particular debt of gratitude.

The support of the U.S. delegation for the treaty and for its early implementation warrants prompt action by the administration and the Congress on this essential legislation. Early enactment of this legislation will make it possible to implement the treaty before the major 1985 Pacific salmon fishing seasons. The response of the executive branch and both Houses of Congress, with the support of the interested State and tribal managers, and the many user groups, reflects the importance that is attached to achieving an immediate and effective answer to the severe conservation problems of Pacific salmon.

The treaty provides for a new intergovernmental institution, the United States-Canada Pacific Salmon Commission, with three associated panels: Northern, Southern, and Fraser River. The Commission and Panels will have the responsibility to develop regimes for fisheries in which the fishermen of one country intercept Pacific salmon spawned in the rivers of the others, and to establish Fraser River fisheries regulations corresponding generally to those now developed by the International Pacific Salmon Fisheries Commission.

H.R. 1093 identifies the roles of the Federal Government, the States of Washington, Oregon, and Alaska, the treaty Indian tribes and the commercial and recreational fishing sectors. The bill also identifies how decisions will be taken by the U.S. section of the Commission and Panels.

As you might expect, these matters are of great importance to those concerned in the Pacific Northwest and Alaska. Most of the domestic salmon fisheries regulation that will be required by the treaty will relate to fisheries now under State or tribal management.

It is natural that those authorities insist that their management responsibilities not be supplanted by decisions of the Federal Government. On the other hand, it is reasonable that the Federal Government make certain that the United States can meet its obligations under the treaty.

The bill which has been introduced strikes an ideal balance of these legitimate interests.

H.R. 1093 leaves it entirely to the States and the treaty Indian tribes to regulate the fisheries subject to their jurisdiction in a manner consistent with our bilateral treaty obligations. At the same time, the bill provides the Federal Government the right to preempt State or tribal regulations which would violate those obligations.

Because preemption is an extraordinary power intended for only the most critical situations, the role reserved by H.R. 1093 to State and tribal managers is fundamental to the successful implementation of the treaty.

The proposed legislation provides for full participation by the States and treaty Indian tribes in the development of international obligations under the Pacific Salmon treaty. Indeed, as I shall describe, States and Indian treaty tribes are assured greater power in the U.S. section than is provided the Federal Government.

H.R. 1093 provides that the U.S. section of the Commission will be composed of four persons appointed by the President. There will be a Federal official, a person appointed from a list submitted by the Governors of Washington and Oregon, a person appointed from a list submitted by the Governor of Alaska, and a person appointed from a list provided by the treaty Indian tribes of Idaho, Oregon, or Washington.

Decisions of the U.S. section will be taken by consensus. The Federal Commissioner will not have a vote, but will be expected to play an important advisory and conciliatory role.

H.R. 1093 ensures that the composition and voting arrangements for the Panels will also be fair and reasonable. The bill provides an appropriate balance among the Federal agencies, the State and tribal management entities, and the fishermen.

As you know, following the *Boldt* decision, some difficulty was encountered in providing for U.S. treaty Indian participation in the regulatory process of the International Pacific Salmon Fisheries Commission. At long last, this matter will be put behind us.

The Pacific Salmon Treaty clearly provides for such participation, and this bill ensures the treaty Indian tribes will have a voice, not only in the U.S. section of the Commission, but also on the Fraser River and Southern Panels.

The U.S. section of the Fraser River Panel will be made up of a Federal official, an official from Washington State, a person nominated by the treaty Indian tribes that fish the Fraser River salmon, and a commercial fisherman.

These four must concur on the preseason management positions to be taken by the United States, thus ensuring industry, the tribes and the State of Washington important roles in the establishment of the basic regime for each season.

However, H.R. 1093 reflects the reality that, for in-season adjustments, the principal decisionmaking power should rest with Washington State and the treaty Indian tribes.

For such adjustments, a majority vote, with a concurrence of the State and tribal Panel members, is required. This permits the two principal management units to act expeditiously during the fishing season.

The United States will be represented on the Southern Panel by six members, one Federal, one from the State of Oregon, one from the State of Washington, two from the treaty Indian tribes, and one from the commercial or recreational sector, alternating each year.

At least one member will have to be a voting member of the Pacific Fishery Management Council. Decisions and recommendations of the Southern Panel will require a concurring vote of the Oregon and Washington representatives and one tribal representative. In addition, the Southern Panel will require concurring votes of the majority of all Panel members present.

The Northern Panel will be comprised of six members on the U.S. side, one Federal, one from the Government of the State of Alaska, and four others who are knowledgeable and experienced in salmon fisheries in the Northern Panel jurisdiction.

At least one member will have to be a voting member of the North Pacific Fishery Management Council. All decisions and recommendations of the Northern Panel will require concurring votes of the majority of panel members present.

Mr. Chairman, it was understood by all members of the U.S. delegation that, to resolve the critical issues relating to the management of Pacific salmon, it would be necessary, but not sufficient, to negotiate an acceptable treaty with Canada.

It was agreed that two domestic matters also had to be satisfactorily resolved. One of those matters was the adoption of implementing legislation which would resolve the domestic political, economic and legal issues. That legislation is before this subcommittee. In my estimation, any amendment to the provisions of H.R. 1093 that would relate to the essential balances of which I have spoken would be opposed by one or another of the constituent interests. Minor fiscal matters aside, H.R. 1093 as drafted is strongly supported by all concerned domestic interests as a pragmatic accommodation.

The other matter was the resolution of the *All Citizens* lawsuit. I am pleased to report that a stipulation settling critical issues of that lawsuit has been filed by representatives of Alaska, Washington, Oregon and the treaty Indian tribes, and the Federal Government.

Mr. Chairman, it has been a rewarding challenge to serve as the U.S. negotiator. It was a privilege to work with a delegation of Americans who successfully overcame, by enormous effort, by great patience, and by good will, the deep and painful conflicts of many years.

The treaty is not without its disappointments to various affected interests on both sides of the border. But the treaty has the support of the U.S. delegation and the administration, and of the Canadian Government, because bilateral cooperation is essential to

the effective conservation and management of the Pacific salmon stocks intercepted by the fishermen of each country.

With the enactment of this enabling legislation, a goal sought over 15 years by the thousands of fishermen, by their communities, by their Representatives in Congress, by the Federal agencies, and by the affected States and tribes, will at last be realized.

I urge you to act favorably on H.R. 1093 as quickly as possible.

Thank you.

Mr. BREAUX. I thank both you and Ed for your presentation, and we will proceed to questions.

I note that the term enhancement is defined by the treaty to mean either manmade improvements to habitat or applications of artificial culture technology.

I would imagine that means hatcheries that lead to the increase in the salmon stocks. The bill that we have before us authorizes, I would note for the members, such sums as may be necessary for enhancement and other activities necessary to carry out the U.S. responsibility under the treaty.

I also note that the principles in article III of the treaty speak to the question of salmon enhancement programs.

Can you give the committee an interpretation as to what we are talking about with regard to that, in light of the fact that the Administration, this year, is recommending zero funding for fish hatcheries. As this treaty speaks to enhancement activities and authorizes such sums as may be necessary, is this a potential conflict for us?

Mr. KRONMILLER. Mr. Chairman, an honest answer to that question probably would begin with a confession that perhaps the budget process is a little bit behind the power curve with respect to this treaty.

It has already been noted that we are on a very, very fast track in attempting to bring this treaty into effect before the 1985 Pacific salmon fishing season. There are inevitably some disconnects from what we are trying to do here.

I can assure you that it is my view that there is going to be required substantial sums to assure that this treaty is effectively implemented in accordance with our international obligations, and I hope administration recommendations to that effect will be forthcoming.

Mr. BREAUX. What about Interior's response on that or anybody else? We got a zero budget request for enhancement for fish hatcheries, and I am just concerned that this treaty authorizes, among other things, such sums as may be necessary, and I take it that some of the enhancement activities might include fish hatcheries, or does it not include fish hatcheries?

Mr. Kronmiller.

Mr. KRONMILLER. I think that it is only reasonable to expect that there will be a need for additional hatcheries and, most certainly, there will be a need for more aggressive utilization of the hatcheries that exist now, if we are to meet our treaty obligations.

I would like to elaborate for a moment on the expectations of the U.S. fishermen concerning this treaty. It is obvious that if we are going to conserve a resource that has been in a state of serious de-

cline for a considerable period of time, it is going to be necessary to cut back fishing.

When we cut back fishing, we will have an inevitable economic impact, though not over an extended period of time, on U. S. fishermen. The Canadians will suffer the same sort of impact on their side of the border.

When we attempt to deal with delicate issues of allocation of the available resources, we also inevitably have some impact upon the economics of certain fisheries.

As a result, it appears that enhancement is a way to address and mitigate the sorts of adverse impacts that can be expected in the short to medium term.

In the long term, we do expect that a great deal many more fish will be in the oceans and streams. In the meantime, we do have to deal with the rather severe economic consequences, and enhancement is the least painful way of doing that.

Mr. BREAUX. Does the treaty obligate the United States to additional fish hatchery operations in the United States?

Mr. KRONMILLER. The treaty speaks of an obligation to use enhancement to address the impacts of the conservation measures established by this treaty, to which I should add that there will also be in accordance with other perhaps less binding, but no less significant elements of this treaty, a need to address the impacts of equity adjustments. It might be found that the United States is in a deficit position in relation to its production of fish resources. In that case, we will have to make it up to Canada. Enhancement is a way to do that.

I can say it would be an expectation of U.S. fishermen that when we are carrying out our obligations to Canada, we try to take whatever measures are available to mitigate the impact upon our own fishermen.

Mr. BREAUX. Looking at the summary of costs for both the State Department and the Department of Commerce, I note that with regard to the Department of Commerce, they speak to management costs of \$200,000 and Federal research costs of \$3 million, saying that the research costs consist of \$1.2 million appropriated annually in recent years, plus an additional \$1.8 million more research on Pacific salmon stock.

They don't have anything in their budget request for hatcheries, or for any item that I would see to be more than research. Does this fulfill their obligations if the treaty were in effect?

Mr. KRONMILLER. No, it does not.

Mr. BREAUX. In what ways would it be deficient?

Mr. KRONMILLER. To provide for even minimal amounts of enhancement and research that would be required to accommodate the provisions of the treaty. I would note, however, that opinions differ widely concerning the requirements of funding for research.

There are many in the fishing community who believe strongly that a great deal more money than that which has been proposed is going to be required to meet the research needs established by this treaty.

Mr. BREAUX. Well, the problem I have is—and I will conclude and let others question—that the bill authorizes such sums as are necessary, and the Commerce Department apparently has no sums

which would go to the question of enhancement. I don't know who is going to make the cuts on what is sufficient.

Who is going to make that cut? You, the negotiators, are saying that what is in their summary of costs does not meet their obligation. Somebody at the Appropriations Committee is going to have to make a cut on this, and I am not sure what that cut is going to be, and I don't know how to solve that problem.

Such sums as are necessary is no limitation.

Mr. KRONMILLER. Mr. Chairman, I hope that the administration will be prepared to provide you with more detailed funding requests and analysis during the next several weeks.

We can't spend a dollar on enhancement this year and expect the fish to be in the oceans ready to be caught the following year. Ordinarily, it is several years before we begin to see the results of enhancement funding, and that needs to be addressed now very carefully.

I doubt that it has been addressed yet, however.

Mr. YOUNG. Ted, if there is enhancement in hatcheries on both sides, Canada and the United States, the money put in, development of those hatcheries, those fish produced from those hatcheries, they would be, shall I say, given back to the producers?

Mr. KRONMILLER. Congressman, it is not clear at this point precisely how that will fall out in any given case.

Mr. YOUNG. Wasn't the intent of that program to take where we cut back on our quotas, the first shot at the newly-enhanced production would go to those areas which were cut back?

Mr. KRONMILLER. Yes, that is right. In the longer term, if there is an equity deficit on the U.S. side, enhancement should be the primary and first means used to address that deficit, so there is a short to medium term conservation impact to be addressed and a long-term equity impact that needs to be addressed.

Mr. YOUNG. Both sides have enhancement programs, if they are successful, we can change the figures in the treaty as far as the total catch on all species?

Mr. KRONMILLER. Yes, as long as, in the case of chinook, for example, we don't draw the rebuilding period out beyond 1998, which is the year in which we are to have a completed rebuilding program.

Mr. YOUNG. Canada has been neglectful in their role in enhancement. It has worked well in Chile. You wanted to know what was in there in the gulf. I had dinner at McCormack's in Seattle, one of the best fishing houses. I was shocked to find out the eggs originated in Alaska, 1974, and we helped them down there with a little work, and now we are being imported into the Northwest salmon.

Anyway, I think this treaty is long overdue. Ed, I didn't forget you. You have called me up more times, more than anybody I know of, explaining where you were going during this period of time.

Congratulations.

Mr. DERWINSKI. I knew from our previous contact that I better keep you informed or I would have trouble somewhere along the line.

Mr. YOUNG. No further questions.

Mr. BREAU. Congressman Bonker.

Mr. BONKER. The funding requirements to carry out and implement the treaty—and I am sorry we have to dwell on one sore spot when you have done such an incredible job in bringing us to this point, and I don't deny your sincerity, but the fact is that you are no longer with the Government, as I understand it, and Mr. Colson is with the State Department, and we are left to deal with the usual witnesses who come before this committee recommending zero funding for a number of these programs.

And it seems to me that the administration's budget this year contains no money for research and data collection, which is vital if we are going to maintain any scientific basis upon which to make these allocation decisions in the future.

Zero funding for the hatcheries along the Columbia River, a long-standing and binding commitment by the Federal Government; and then, we have enhancement funds that are necessary to meet the terms of the treaty.

How do we reconcile what you are saying about funding requirements to meet the terms of the treaty and what this committee can fully expect in the course of the year, trying to take up this matter with OMB, and administration witnesses who really don't feel bound by that treaty, but feel more committed to carrying out the President's budget proposals that are submitted to Congress?

Mr. DERWINSKI. May I address the broader question, Mr. Bonker?

Ted mentioned earlier some of the budget approaches were a little behind the curve in the sense of our ability to first get the treaty approved by the U.S. delegation, and to move it along to the point where we have ratification and the legislation.

It seemed to me quite logical at that point that the obligations and the realities imposed by the legislation and the treaty would be such that the administration would properly look at the responsibility for enhancement that is called for.

I personally feel that that would not be a difficult point to make. In fact, it would be quite consistent.

Mr. BONKER. I don't doubt that the administration would want to adhere to the provisions of the treaty, but I would look for them to say, this is an obligation that rightly belongs to the States involved, and that has been the rationale for the budget cuts on Federal hatcheries, or that perhaps the Pacific Northwest Regional Power Commission, which now has a budget, ought to meet the terms and commitments inherent in the treaty.

Are we going to have the administration say that the funding requirements really don't belong to the Federal Government, but instead, belong to the States and the Regional Power Commission?

Mr. DERWINSKI. Speaking as the official of the State Department responsible for this treaty, I would make the argument, the rather valid one, that this is an international obligation. Therefore, the responsibility of the Federal Government to meet the conditions of the Treaty is obvious.

Mr. BONKER. Well, I hope that is obvious. The whole rationale behind termination of the hatcheries is that it is no longer a Federal responsibility. It belongs to the State, and that is why I am pleased that Governor Gardner is here, to ask him whether the State is prepared to assume this responsibility.

I am wondering whether the United States in the long term will be prepared to match Canada's pledge of \$200 million for salmon enhancement. I don't know if the amount was a source of discussion in the negotiations, but I understand that Canada a while back had set aside a \$200 million commitment for salmon enhancement pending the outcome and the ratification of the treaty.

It seems to me if Canada has made that pledge, set aside a large amount of money for salmon enhancement, that the United States is expected to make a similar commitment.

Is that what is at stake when you talk about additional requirements for hatcheries and additional salmon runs?

Mr. KRONMILLER. The negotiations did not involve matters pertaining to specific commitments for particular amounts of money on enhancement, no, but there were expectations that we would meet rather large obligations.

The amount of \$200 million was not discussed, and the United States did not indicate that it was going to commit any particular sum of money to this process.

Mr. BONKER. It seems to me, until we train salmon to respect territorial boundaries, we are going to have this problem, and Mr. Chairman, I would expect the implementing legislation, which is the authorizing bill before us, ought to contain the amount necessary to fully implement the treaty.

Otherwise, we are going to have problems downstream, if you forgive the pun, upstream.

Mr. BREAUX. Questions on this side from anyone?

Mr. Lowry, from Washington.

Mr. LOWRY. Mr. Derwinski, last year, the National Marine Fisheries Service requested legislation that specifically shifts the funding for the hatcheries programs to the Bonneville Power Administration. We are expecting that to happen again this year. That would be asking the ratepayers within those utilities to pay for this international Treaty, as you are also well aware. That is why the concern.

We all agree the people sitting at this table are honorable people, but we can also understand the concern. The same organization has asked for the elimination, in this budget, of the fish count program necessary for treaty research and the other things that would make the treaty work.

Do you feel yourselves personally committed to, in the future, fight for the appropriations, for the enhancement dollars that were discussed during the negotiations? It is my understanding that many times, during the negotiations as the negotiations were running into trouble, we would talk of commitments, Federal dollar commitments for enhancement to be able to make the treaty work.

Do you feel committed to fight for the appropriations to get those dollars?

Mr. DERWINSKI. I personally feel committed, and if I may make the point, when I left you noble gentlemen, I became a diplomat, and diplomats tend to be above sordid matters like budgets and whatnot, but I feel a commitment to make the treaty work.

There is a commitment and the Federal responsibility, and I am quite confident that that would continue to be the view that the

State Department would very energetically pursue in any inter-agency deliberations.

Mr. LOWRY. A Federal commitment for future dollars to mitigate harvest loss?

Mr. DERWINSKI. In negotiating the treaty, we recognized the obvious, that there would be an enhancement factor that was a budgetary factor, that that was a commitment under the treaty, and that would require a Federal investment.

Mr. LOWRY. Mr. Kronmiller, I have been told that there would be times when we would be in trouble on this treaty, this great job in bringing this together, and then there would be a Federal commitment made for future enhancement dollars to mitigate harvest loss as a result of the treaty.

Mr. KRONMILLER. That is exactly so.

Mr. LOWRY. That was the understanding within the treaty negotiations that it would be the responsibility of this Government to go ahead and stick with that commitment for future dollars?

Mr. KRONMILLER. That is my view, yes.

Mr. BREAUX. Any questions from the New York perspective?

Mr. MANTON. No questions, Mr. Chairman.

Mr. BREAUX. Article VI, section 5, indicates that the parties are to review proposals made by the Fraser River Panel to determine "consistency with domestic legal obligations." Does that mean that certain domestic legal obligations such as some of our domestic legal obligations with regard to the U.S.-Indian treaty rights would be in a position to override some of the panel recommendations?

What are we talking about, domestic legal obligations, Indian treaty rights?

Mr. KRONMILLER. Yes, Indian treaty rights are an important part of the process. There is substantial participation by the treaty tribes in the Commission and in the various Panels. We believe there really is no possibility of a recommendation by the Commission that would be inconsistent with Indian treaty rights.

For the Commission to make a recommendation, both the U.S. section, which has one collective vote, and the Canadian section, which has one collective vote, must agree.

For the U.S. section to take a position before a vote in the Commission, the U.S. Commissioners who have votes must agree. The Federal member is not a voting member, but the members from Alaska and the member from Washington or Oregon, and the member from the treaty tribes, each has a vote, and they must, by consensus, reach positions to take to the Commission.

I doubt that the treaty tribe member would come up with something that is incompatible with the rights of the treaty tribes, and that is why that member is there, among a number of other reasons.

The same applies to the Panels that deal with these particular issues. They also have treaty Indian representation, so it is doubtful, if not inconceivable, that there would be any sort of legal problem arising.

I don't think it is an issue we will ever have to address.

Mr. BREAUX. Is steelhead trout specifically covered by this treaty outside of the general statement that is contained in article IX?

Mr. KRONMILLER. Article IX is perhaps the most obvious, and one of the least substantive provisions in the treaty. In taking a look at this issue, which was brought to my attention recently, I came to the conclusion that article IX would mean whatever the U.S. section to the Commission wanted it to mean.

There is no obligation to establish conservation measures for steelhead. The language is, in fulfilling their functions, the Panels and Commission shall "take into account" the conservation of steelhead, so I think that if it is deemed by the U.S. section of the Commission to be important to address the steelhead issue, it will be addressed.

If it is felt better not to address it, it does not have to be addressed.

Mr. BREAU. Our definition of salmon in the legislation before the committee includes steelhead as part of that definition.

Is that something that should be deleted from the legislation?

Mr. KRONMILLER. I wouldn't think so, Mr. Chairman. Steelhead is an undefined subject mentioned in article IX, so you might need some mention of steelhead in the legislation, and in its definitions. It is innocuous to have it there.

Mr. BREAU. We do not have a definition, I am told, for enhancement in the legislation. Would you recommend that we try to reach a definition of enhancement that parallels the treaty. That would, I presume, include items under enhancement other than just hatcheries.

Mr. KRONMILLER. Mr. Chairman, the purpose of the legislation is quite narrow, to implement our treaty obligations. From that standpoint, since that is the sole purpose of that legislation, and since the treaty defines enhancement, I don't think it is necessary to have a definition of enhancement in the legislation.

Mr. BREAU. I disagree. The legislation also funds such sums as are necessary for enhancement, and if we don't have a definition of enhancement, I am not going to be anxious to push such sums as necessary, if we are not sure what it does.

Someone better have a definition of enhancement. To say this legislation doesn't do anything but implement the treaty is not correct. I point out that we are authorizing whatever sums, \$1, \$10 million, whatever, as are necessary to implement the treaty, and one of the ingredients of the treaty is enhancement.

Does enhancement mean fish hatcheries, other actions that could be taken, stream improvements, reduced fishing opportunities, a limited entry program which would be an enhancement for the conditions of the stocks that we are talking about?

Enhancement could be all those things, and I would like to know what we are talking about before I am going to be very anxious to go forward with a definition of giving them whatever money is necessary to carry out the terms of the treaty, that is all.

Mr. KRONMILLER. I think I have your message, Mr. Chairman.

Mr. BREAU. I echo what has been said; I think the delegation has done a superb job of putting to rest something that has been going on for 15 years, and I think you certainly are to be commended for an outstanding job in that regard.

Thank you, gentlemen.

DEPARTMENTS OF COMMERCE, JUSTICE, AND STATE, THE
JUDICIARY, AND RELATED AGENCIES APPROPRIATION
BILL, 1987

SEPTEMBER 3, 1986.—Ordered to be printed

Filed under authority of the order of the Senate of January 3, 1985

Mr. RUDMAN, from the Committee on Appropriations,
submitted the following

REPORT

[To accompany H.R. 5161]

The Committee on Appropriations, to which was referred the bill (H.R. 5161) making appropriations for the Departments of Commerce, Justice, and State, the Judiciary, and related agencies for the fiscal year ending September 30, 1987, and for other purposes, reports the same to the Senate with various amendments and presents herewith information relative to the changes made.

AMOUNT IN NEW BUDGET (OBLIGATIONAL) AUTHORITY

Amount of bill as passed by the House.....	\$12,311,620,000	a
Amount of Senate bill below House.....	378,300,251	b
Total bill as reported to Senate.....	11,933,320,000	c
Amount of appropriations, 1986.....	12,244,572,747	d
Amount of budget estimates, 1987, as amended.....	15,958,615,000	e
The bill as reported to the Senate:		
Under the appropriations for 1986.....	311,252,747	F = (d)
Under the estimates for 1987.....	4,025,295,000	G = (e)

Within the \$2,000,000 restored for resource survey activities, the Committee expects NMFS to continue contracting with South Carolina Wildlife and Marine Resources Department for resource surveys. The National Oceanic and Atmospheric Administration should continue with the development of procedures for multiyear contracts for maintaining ongoing resource survey activities in support of fisheries management activities.

The Committee has provided \$1,000,000 for fish oil research at the Charleston Seafood Laboratory of NMFS. These funds will permit continuation of the program to produce refined fish oil for use in medical research on the health benefits of fish oil.

The Committee is concerned with reports that the redfish population may be becoming seriously depleted. The Committee requests the Secretary of Commerce to undertake a scientific study sufficient to enable the Secretary to determine and report by October 1, 1986, what level of harvest is appropriate to ensure the survival of the redfish population.

The U.S. section of the Pacific Salmon Commission has recommended that approximately \$6,175,000 be appropriated to fund research and management programs of the Department of Commerce for implementation of the United States-Canada Salmon Treaty. The Committee recognizes that these programs are necessary to support the Pacific salmon management regime specified in the treaty. The Committee supports the U.S. section's recommendation and is providing \$6,175,000 to implement this program. Of this amount, \$2,924,000 shall be contracted to the Alaska Department of Fish and Game to conduct research and management activities as recommended by the U.S. section.

During the United States-Canada Salmon Treaty negotiations, State Department officials indicated that the Federal Government would support funding measures to help restore salmon stocks in Alaska. The State of Alaska has agreed to match any Federal money for the enhancement of salmon stocks dollar for dollar. The State of Alaska has already engaged in a substantial State-funded enhancement program. Therefore, the Committee is providing \$4,000,000 to the State for Alaskan salmon enhancement. This funding shall be for the express purpose of contracting with the Alaska Department of Fish and Game to carry out the enhancement efforts which supplement the stock rehabilitation initiative mandated by the United States-Canada Salmon Treaty. The Pacific Salmon Commission should be apprised of the specific nature and results of the enhancement efforts, to enable coordination with all regional salmon enhancement activities. The appropriation is contingent upon the State's agreement to match the Federal contribution.

The one issue left unresolved by the United States-Canada Salmon Treaty negotiations was bilateral fishery management in the extensive Yukon River system. The delegations of both nations have concluded that further data about chinook populations and spawning patterns is necessary before an agreement can be reached. The Committee recognizes the need to support continuing negotiations on this subject, and is

to
ADF 1.4

Salmon
enhancement project

Yukon
funds

The Committee is concerned about the proposed contracting weather observations at the Newark, NJ, Airport. Therefore, NOAA to submit for Committee approval, subject to the reining procedures in section 606, any plan for contracting out observations at Newark Airport, along with an impact analysis, entering into a contract for weather observations or otherwise reining weather service functions.

The Committee is distressed that NOAA continues to pro-elimination of operating budgets for programs for which capitalments have recently been made, such as the Colorado River floing system and the Hawaiian weather data buoy network. Suc-tions are counterproductive and the Committee urges that this changed in the fiscal year 1987 budget.

The Committee is seriously concerned about reports of Management and Budget's delay of the next generation weath[NEXRAD] procurement process. The Committee directs that a NEXRAD contract is awarded, that it be in substantial complia-the specifications delineated in the request for proposals of F NOAA. The Committee is further concerned that the NEXRA is concomitantly causing delays in the Terminal Doppler Radar [TDWR] Program and, therefore, directs NOAA to budget requests for fiscal year 1987 which are consistent orderly procurement of TDWR and NEXRAD.

The U.S. section of the Pacific Salmon Treaty Commission recommended that approximately \$6,600,000 be appropriated to search and management efforts of the Department of Commerce implementation of the United States-Canada Salmon Treaty. This mendmentation is significantly less than the original proposal subm-the Office of Management and Budget by the Department merce. The Committee supports the U.S. section's recomme-and is providing \$6,000,000 to implement this program.

Of this amount, \$2,726,000 shall be contracted to the Alaska ment of Fish and Game to conduct research and management for the northern area as recommended by the U.S. section.

During the United States-Canada Salmon Treaty negotia-tion of the severe economic impact the rebuilding cycle wo-on Alaskan fishermen. The support was confirmed by a letter f-etary Shultz to Senator Ted Stevens dated March 7, 1985.

The State of Alaska has already contributed \$25,000,000 to cilities to enhance salmon runs which provide benefits relate United States-Canada Salmon Treaty. The State has agreed any Federal enhancement moneys dollar for dollar. The State requested that the Federal Government contribute \$25,000,00 enhancement effort for fiscal year 1986. The Committee recog-commitments made by the administration to Alaska during the tions, but the Senate's budget reduction initiatives constrain a

Enhancement
ADD ON

See
Cong. Record
Senate on 52675
5 MAR 87

SOURCE: SENATE COMMITTEE ON APPROPRIATIONS REPORT 99
30 SEP 85 [Revised 4 OCT 85] TO ACCOMPANY HR 290
222 121 29-150

priation of this amount. Therefore, the Committee has agreed to an appropriation of \$3,500,000 to NMFS for the express purpose of contracting with Alaska Department of Fish and Game to carry out enhancement efforts which implement the United States-Canada Salmon Treaty. The Pacific Salmon Commission should be appraised of the specific nature of these enhancement efforts and the results of this enhancement shall be reviewed by the Pacific Salmon Commission in order to coordinate all regional salmon enhancement activities. This appropriation is contingent upon the State's agreement to match the Federal contribution.

Last year, the Committee funded a study on the subarctic ecosystem performed jointly by the Oceanic Institute of Hawaii and the University of Alaska's School of Fisheries and Science. The Committee recognizes the need to determine the impact of the marine food chain on fish populations. Therefore, \$500,000 of the funds appropriated to NMFS for the FOCI Program shall go to the Oceanic Institute and the Alaska School of Fisheries to conduct the second phase of the subarctic study.

The United States and Canada have recently entered into bilateral negotiations on the Yukon River chinook fishery. Both delegations have reached an agreement that further discussion is inappropriate until an adequate data base is established on the chinook population and relative abundance. Therefore, \$250,000 is appropriated to NMFS for the express purpose of contracting with the Alaska Department of Fish and Game to conduct the study. The study will focus on the annual number of Yukon chinook caught in the domestic and foreign fisheries, including the marine and in river populations. The study will be designed to improve estimates of Canadian and Alaskan stock contributions to the subsistence and commercial fisheries along the Yukon, and provide better data on the abundance of individual stocks. The results of the study will also be used in the ongoing bilateral negotiations between Japan and the United States on the interception of chinook salmon by the Japanese mothership and land-based salmon fisheries. These funds are included in the total provided to the Alaska Department of Fish and Game for research related to the United States-Canada Salmon Treaty.

The Committee has provided \$1,000,000 for the National Coastal Resources Research and Development Institute authorized by Public Law 98-364. Last year, \$250,000 was appropriated for administrative expenses related to startup costs. The Committee is convinced of the continuing national need for economic diversification of coastal communities and the potential economic benefits which can be derived from short-term research and demonstration projects. The Committee is concerned, however, that funds not be used to promote redundant planning and scoping activities related to management of fisheries and coastal resources. Such management-related activities are the primary responsibility of several other existing State, regional, and national agencies and shall not be the subject of funding by the Institute.

The Committee is providing \$450,000 for the Limnological Research Center at the University of Nevada, Las Vegas, Environmental Research

LL SHEFFIELD
GOVERNOR

FILE



State of Alaska
OFFICE OF THE GOVERNOR
WASHINGTON, D.C.

April 10, 1985

RECEIVED
APR 15 1985

DEPARTMENT OF FISH AND GAME

MEMORANDUM

TO: THE HONORABLE TED STEVENS, U.S. Senate
THE HONORABLE FRANK MURKOWSKI, U.S. Senate
THE HONORABLE DON YOUNG, U.S. Congress

FROM: *JK* JOHN W. KATZ, Director of State/Federal Relations
and Special Counsel to the Governor

SUBJECT: U.S./CANADA SALMON ENHANCEMENT

On January 28, 1985, Governor Sheffield wrote to you outlining the State's proposals for federal financial support of costs related to implementation of the U.S./Canada Pacific Salmon Treaty. Since that time, the State has been working with the National Marine Fisheries Service, the U.S. Fish and Wildlife Service, and the Department of State on funding proposals for research and management costs. These proposals should be submitted by the appropriate federal agencies to the Appropriations Committees shortly. However, at this time proposals for funding enhancement projects are being pursued by the individual states involved and no joint proposals are currently anticipated.

In the Governor's letter, the State requested a total enhancement appropriation of approximately \$20,000,000 in capital construction costs with annual operating funding of nearly \$1,750,000. This proposal was intended to fund a chinook and chum salmon hatchery facility and a sockeye salmon facility. These facilities would provide for the restoration of fishing levels reduced as a result of the treaty's fishing limits on Southeast Alaska's salmon fisheries.

Since this initial proposal was sent to you, efforts to trim the federal budget have prompted us to review our proposal and to attempt to provide a more conservative approach to enhancement funding. Consequently, we suggest a federal/state matching fund to provide monies for

enhancement activities for the Southeast Alaska salmon fisheries. The funding formula we propose would include a maximum federal contribution of \$20,000,000, with a limit of \$4,000,000 per year. The annual federal contribution would be based upon a dollar-for-dollar match of the State's contribution for U.S./Canada treaty-related enhancement. The State's share would include funds appropriated by the Legislature for capital and operating costs of enhancement projects in Southeast Alaska with an effective date of July 1, 1984. In other words, if the State spent \$3,500,000 on enhancement projects related to the fisheries covered by the treaty, the federal match would be \$3,500,000. Subtracting this amount from the \$20,000,000 limit would leave \$16,500,000 available in subsequent years.

In our opinion, the advantages to this approach are threefold. First, our proposal does not require a large up front contribution by the federal government. Second, it requires the State to continue to participate financially while recognizing that the State has already made a large commitment. Finally, the proposal provides the flexibility to respond to changing conditions and needs.

The State is committed to a program to restore fisheries reductions required by the treaty. In fact, the State began this process prior to the latest round of negotiations in order to be moving forward when the treaty was finalized. The State has ten facilities in Southeast Alaska that provide benefits related to the U.S./Canada treaty. Recent expenditures include approximately \$22,000,000 in capital appropriations for facilities at Crystal Lake, Deer Mountain, Hidden Falls, and Snettisham. Operating costs for all ten facilities run about \$3,000,000 annually.

This state commitment is in place and is coming up to full fish production-potential. The federal dollars requested for enhancement (\$20,000,000) are the necessary mitigation to complete the "full package" of fish production to replace fish lost to Alaskan fishermen and those fishermen that fish in Alaska pursuant to the treaty.

Without including a lengthy discussion of the obligation of the federal government incurred by the treaty, it is appropriate that the national interest in achieving an accommodation with Canada be recognized through enhancement funding. Considerable time was spent during the Congress' action on the treaty to confirm the obligation of the federal government to fund enhancement projects in Alaska and the Pacific Northwest. We believe that this proposal is a responsible one which will go a long way toward fulfilling the promise of the treaty and will benefit the fishing industry of Southeast Alaska.

Thank you for your continued interest. We look forward to working with you on this matter.

cc: The Honorable Don Collinsworth, Commissioner, DF&G
John Shively, Chief of Staff



**Trollers
Association**

130 Seward St., No. 213
Juneau, Alaska 99801
(907) 586-9400

FEB 2 1990

January 30, 1990

Dr. Brian Allee, Director
ADF&G/FRED Division
P.O. Box 3-2000
Juneau, AK 99802

Dear Brian:

The trollers would like to commend FRED Division for the apparent success of the chinook fry outplant project undertaken by the Crystal Lake staff on the Farragut River. It is our understanding that the returns from this enhancement effort have been far more rewarding than expected. We are hoping to see the Farragut project continue, and request that you plan for sufficient appropriations, from either FRED or mitigation monies, to accommodate this program in the FY 91 budget. We wonder if there might also be a chance of incorporating this project into the FY 90 budget at this late date?

Many times we have expressed to you our fleet members concern over the inability to access the Alaska hatchery stocks, that were promised to them at the signing of the Pacific Salmon Treaty. With such a condensed chinook season, and the increased abundance of chinook in our mixed stock fishery, it is hard to realize what benefits may already be available from our current rebuilding program. In 1989 the troll fleet was expecting to approach the add-on target goal of 100,000 chinook - at 18,000 fish we fell a bit short!

Still, we are hopeful that as the Treaty process matures we will be able to gain enough additional fishing time to make the add-on program viable. With this thought in mind, we find it important to make every effort to find suitable projects to help us meet the add-on goal.

You and your staff have been working with our board to develop chinook enhancement alternatives. Options involving a hatchery facility dedicated to chinook are very costly, and do not present timely methods for meeting our mitigation needs. Though we would still would like to pursue a hatchery program, we need to see some relief soon and therefore encourage projects like the one at Farragut River.

Sound fry outplant programs offer a method of bioenhancement that is not only cost effective, but readily endorsed by the fishing fleets. With a spawner to recruit ratio of 1:10, the Farragut program appears very desirable. Brood stock development is an issue of concern in Southeast, and could be aided through this project. Further, if FRED Division is unable to find full funding resources, perhaps one of the

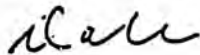
Page 2 Farragut River Chinook Fry Outplants

regional aquaculture associations would be interested in a cooperative effort based on the potential for brood stock acquisition.

An additional bonus to this particular effort is its terminal nature, which provides opportunities for other commercial and sports interests as well.

We hope you will consider our thoughts on this matter, and that you will also pass along our appreciation to your staff for a job well done!

Sincerely,



Dale A. Kelley
Executive Director

cc: Governor Steve Cowper
Don Collinsworth, Commissioner, ADF&G
Representative Cheri Davis
Representative Peter Goll
Representative Robin Taylor
Senator Dick Eliason
House/Senate Finance Committees
House/Senate Resources Committees



Alaska Trollers Association

REPRESENTING ALASKA TROLLERS

130 Seward St., No. 213
Juneau, Alaska 99801
(907) 586-9400

June 1, 1990

Norman Cohen, Deputy Commissioner
Alaska Department of Fish & Game
P.O. Box 3-2000
Juneau, AK 99802

Dear Norm:

The Alaska Trollers Association (ATA) would like to advise you of their priorities for the disbursement of the remaining US/Canada mitigation monies. What follows is some insight into the trollers perspective on mitigation, as well as an initial listing of projects for your review.

I would like to stress that ATA believes that the original intent of this funding was to provide for 100,000 additional chinook in the holds of the troll fleet on an annual basis. This number is well remembered by many members of the Treaty delegation, and has been documented through inter-departmental memos between ADF&G staff since 1985. Though the numbers promised to the other gear groups was not so clearly stated, the most widespread understanding has been 20-40,000 sockeye for the gillnetters and one million chum for the seiners.

The ATA appreciates the advantages of assisting all of the Southeast fleets to the greatest extent possible through the allocation of this funding but believes that, as the initiators of this funding, the trollers should come as close to their 100,000 goal as is practicable prior to further large expenditures toward other species enhancement.

In years past, the troll fleet enjoyed an exploitation rate on Alaska hatchery chinook somewhere in the neighborhood of 50%. Currently that rate hovers between 30 - 40% due to our compressed season. In effect, we need more fish in the water than previously estimated in order to achieve the 100,000 in the holds.

To date, there are just not enough chinook project proposals to garner the fish promised the troll fleet. Therefore, we suggest that some FY 1990 funds be held in reserve to allow the chinook planning team time to consider the viability of any additional options that might be available for new or expanded chinook programs. This would also provide an opportunity to examine more closely the merits of the

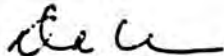
other species proposals, and consider the important inter-relationships between old, new, and future hatchery production and our current fishing regimes.

ATA PROJECT PRIORITIES

1. Chinook: Farragut R
Crystal Lk Renovations
Harding R
Deep Cove
Medvejie rearing space
Whitman Lk expansion
Hidden Falls netpens/freezer
2. Beaver Falls
3. NSRAA Redoubt Lk CIF
4. Neets Bay expansion
5. Hugh Smith Lk, et al
6. McDonald Lk
7. SSRAA Earl West Cove
8. SSRAA Whitman Lk

Thank you for the opportunity to express ATA's viewpoint. As I stated earlier, these are initial selections and may be open to further discussion. If I can provide you with additional information, please do not hesitate to contact me.

Sincerely,



*Dale A. Kelley
Executive Director*



Alaska Trollers Association

OFFICIAL LETTERHEAD

130 Seward St., No. 213
Juneau, Alaska 99801
(907) 586-9400

June 17, 1990

Mr. Edwin C. Duffy
ADF&G/FRED Division
P.O. Box 3-2000
Juneau, AK 99802

Dear Kevin:

In response to the call for comment on the proposed allocation of U.S./Canada mitigation funds, the Alaska Trollers Association (ATA) would like to offer the following remarks.

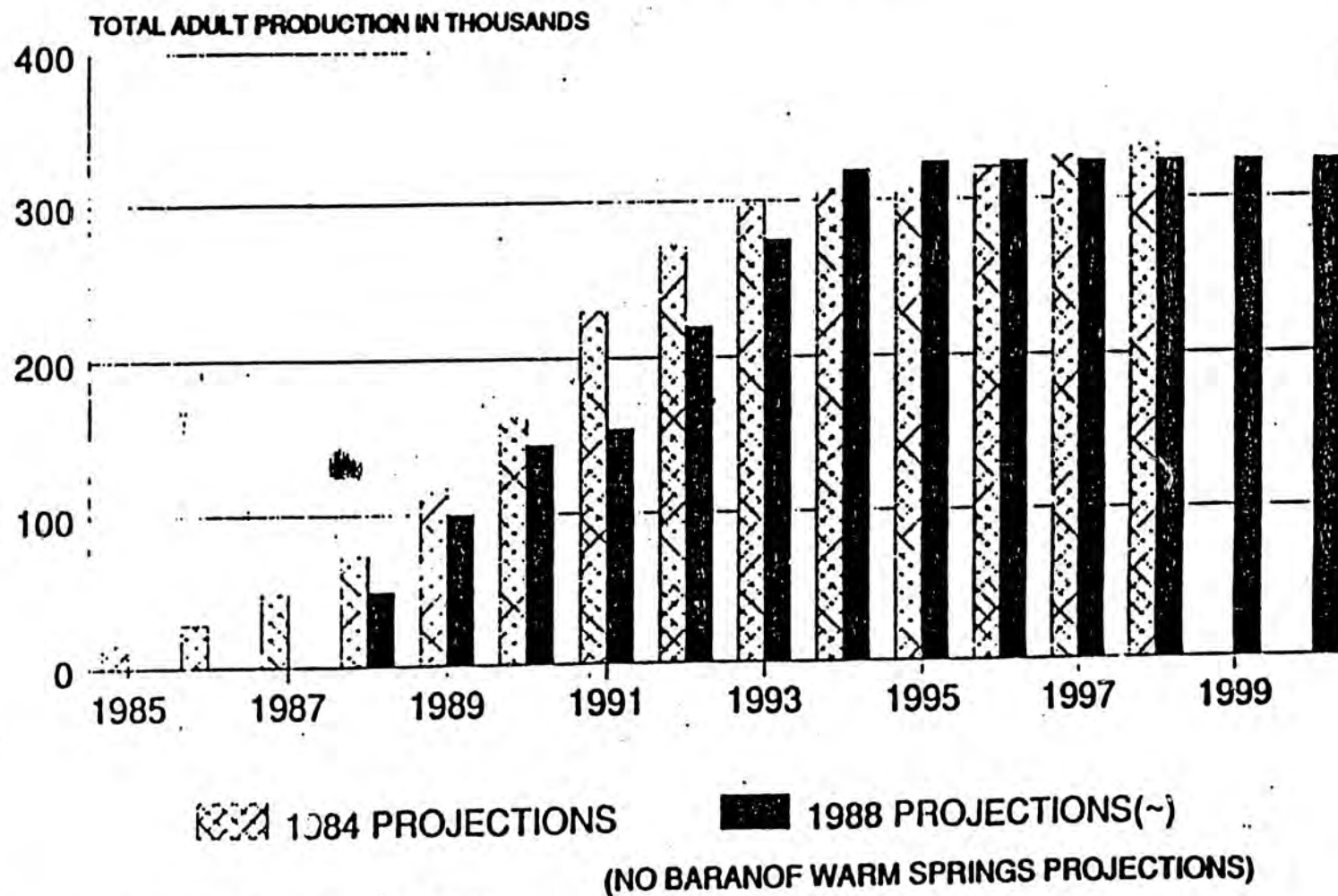
Chinook

The chinook proposals to date are inadequate to meet our goal of 100K harvested chinook per year. In our June 1 letter to Norm Cohen (enclosed) this fact was stated quite clearly, as was our suggestion to delay final decision making on a portion of the funds in order to discuss further chinook production, and to insure that any new or expanded hatchery production would not bring about unwanted allocative side-effects.

Chinook enhancement has not yet provided the benefits intended for the troll fleet. When the Treaty was signed it was projected that the mitigation funding would provide 100K additional chinook to the troll harvest by roughly 1990 (Table 1). In anticipation of the 1990 season, a pre-season forecast was issued for an add-on of 43.7K. This estimate has since been revised, based on hatchery contributions to the winter fishery, and predicts an add-on of only 20-30K; 21K appears to be the betting man's choice. The 1988 add-on of 21K was only half of the anticipated 42K. Table 2 depicts the pre-season and in-season predictions, as well as the post-season tally of the chinook add-on since 1985. Pre-season estimates are based on fish which are said to be in production. The numbers tallied at the end of the season reflect a hard reality; either the troll fleet is unable to effectively harvest the available hatchery fish, or the fish are not there to harvest.

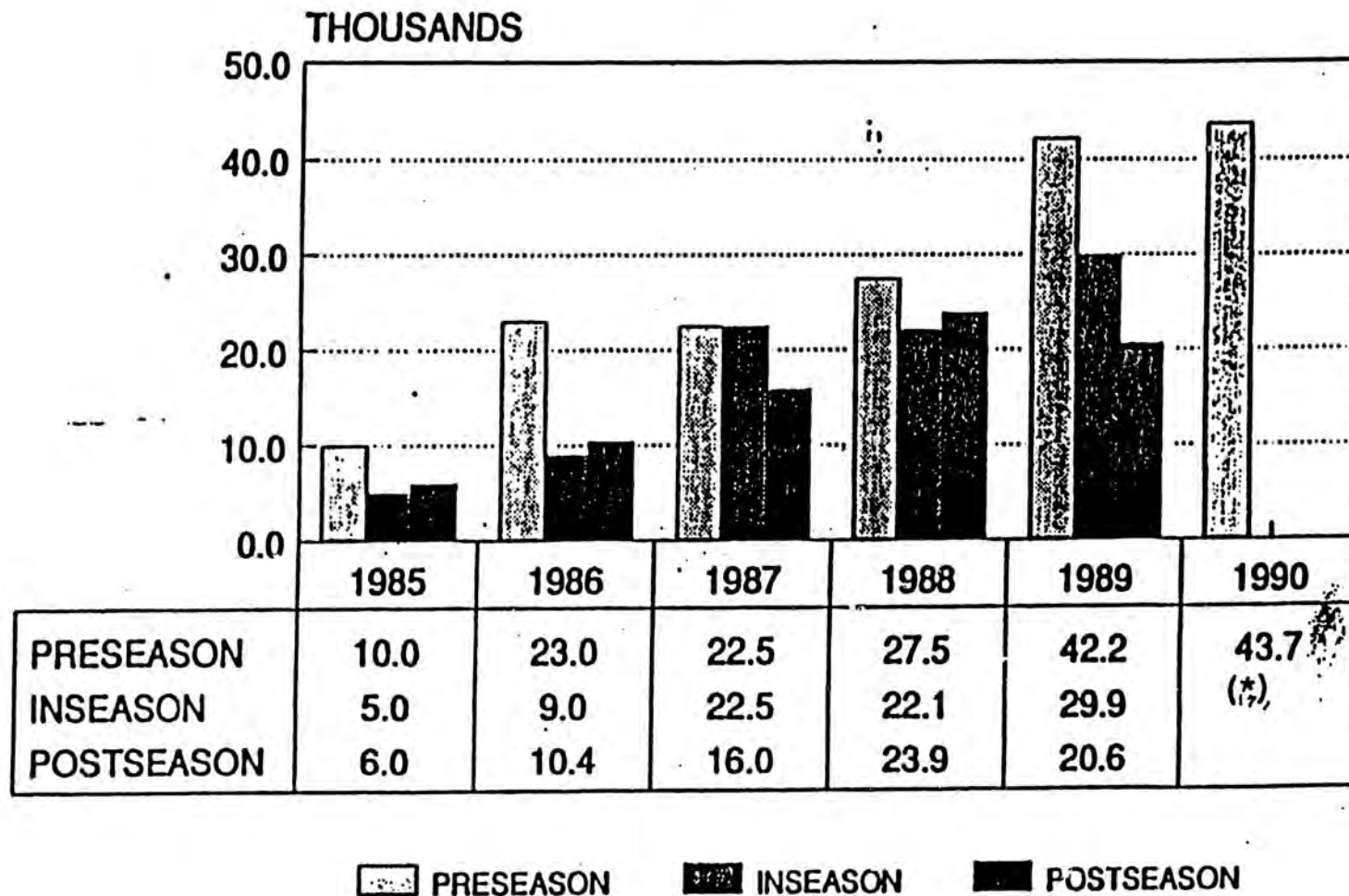
The troll fleet is no where near the 50% exploitation rate on hatchery fish that it once enjoyed. Recent figures indicate a rate of 30 to 35%. This adds up to a need to produce 300 - 350K adults in order to reach the minimum requirement of 100K; these figures reflect no margin of error whatsoever.

COMPARISON OF PROJECTIONS OF S.E. ALASKA HATCHERY CHINOOK PRODUCTION MADE IN NOV. 1984 AND JULY 1988



[FILE: HAT2.CHT; DISK: FEB '89 BOARD]

ADDON OF HATCHERY CHINOOK SALMON SOUTHEAST ALASKA, 1985 TO PRESENT



[FILE:ADDON2.CIT; DISK: 1990 US/CAN GEN]
2/22/90

Table 2

(*) The current estimate for 1990 is 20 - 30,000 based on the hatchery contribution of the winter fishery

Mitigation Funding Proposal

The numbers of mitigation fish which were originally promised to the other gear groups has been a rather hazy issue, but the most widespread understanding has been 20 - 40K sockeye for the gillnetters and one million chum for the seiners. It is interesting to compare this proposal's anticipated production figures relative to the margin of error allowed to produce those original mitigation fish. The following example reflects the pre-Treaty 50% exploitation rate for trollers on chinook and, assuming that the bulk of the hatchery fish will be taken terminally, a 90% exploitation rate for both the seine and gillnet fleets.

Species	Original Goal	Proposed Production	% Margin of Error
Chinook	100,000	208,000	4 %
Chum	1,000,000	2,500,000	125 %
Sockeye	20 - 40K	1,600,000	3500 - 7100%

The trollers recollection is that the mitigation agreement came about after our Treaty representatives prompted Senator Stevens to initiate funding to produce chinook salmon. We do not believe that this proposal sufficiently pursues our 100K production goal, and note that it is unfairly weighted toward sockeye enhancement. There is no doubt a need to help the other gear groups mitigate their Treaty losses through this funding as well, but somewhere along the way the original intent seems to have been lost. Any way you look at this proposal packet, the troll fleet is losing out in the mitigation scheme of things.

With respect to the particulars of the proposed chinook projects the ATA:

- * Supports items 1 - 7
- * Requests the addition of the Hidden Falls freezer
- * Protests the itemization of the computer under "chinook" expenditures!

Sockeye

As mentioned above, ATA is gravely concerned about the level of sockeye production that has been proposed. In a worst case scenario the sockeye produced will be 71 TIMES the original stated loss of 20 - 40K sockeye. We believe that mitigation monies are to be used to ameliorate the losses suffered by Southeast fishermen under Treaty management regimes. These funds were not dedicated to assist the State develop new sockeye technology, rehabilitate stocks that have fallen victim to management error or natural decline, or address obligations under the Transboundary Annex.

Considerable federal funding is provided annually to implement the Treaty in Southeast. Additionally, the Transboundary agreement carries a heavy fiscal note from which the Department also benefits. Those are the funds that should be used to administer the Treaty and

3 Mitigation Funding Proposal

meet Alaska's obligations under the process - not our limited mitigation dollars.

Although it was not indicated in the proposal packet, the ATA issued a resounding NO to the funding of Snettisham at any level. This facility has yet to prove itself worthy of such a large increment of funding. With over 10 million dollars already invested, Snettisham can boast very few successes. We believe that to invest an added 2 million dollars, at this time, would be throwing good money after bad. Snettisham Phase II comes as an irritating surprise; wasn't the reasoning behind Snettisham at the 40 million level just this - to meet transboundary commitments? This item was not openly discussed and will not be supported by our organization based on our contention that transboundary projects are an inappropriate use of mitigation funds.

Beaver Falls is a project that we have endorsed, however we have some questions with respect to projects and financial need. The legislature has given the State 244K, so why does the cost still reflect 450K? Also, didn't the original Beaver Falls package include the Hugh Smith, Bakewell, Badger Lakes rehabilitation? If so, why are we considering these projects separately? Since SSRAA may eventually take over this facility, we hope that their suggestions and concerns will be considered and addressed to the extent possible.

The Redoubt Lake rehabilitation project is another that we question. It was pointed out at the last mitigation meeting that the CIF could stand alone without the rehabilitation project, and three of the gear groups chose the CIF as the number one sockeye project, yet the rehabilitation program was selected - why? We still strongly support the CIF facility and believe it has the desirable advantage of providing benefits to both of the net groups.

ATA supports the Sweetheart/Speel Lake fry stocking, and the McDonald Lake evaluation.

Chum

It was disappointing that Neets Bay chum project was not on the roster, especially since it was supported by all of the gear groups. ATA strongly supports the chum portion of this proposal as it is likely to benefit all gear groups to some extent.

The saltwater netpen proposal is unacceptable to ATA. Limestone Inlet currently has a remote release program in place, but we find no justification for increased releases at this site until we see how the current program interacts with the management of local wild stocks. Further, our association cannot endorse enhancement of any kind in Taku Inlet due to coho bycatch concerns. Our fleet is impacted by both early and late run coho from the Taku River, though in different ways. The early run is an indicator used to manage our coho fishery, even though our exploitation on this stock is minimal. The late run is a stock that we do access and so we are economically dependent upon

ge 4 Mitigation Funding Proposal

the health of the run. Since most all of the Taku R. coho are of Canadian origin, we must also pay close attention to the ramifications that any enhancement program might have on our delicate Treaty relationships.

ATA endorses the Hidden Falls, Kendrick Bay, and Earl West Cove projects.

US/Canada Administration

This item was not discussed and ATA cannot endorse the expenditure without an explanation as to how this money is being used.

FFY91 Funds

Our association takes exception to the FFY 91 proposal that has been submitted for review. We were told that it was questionable whether or not these funds would be available and there has been no prior dialogue concerning their usage.

With or without a Treaty it remains the responsibility of the State to assure sound management of our fisheries and a new tag lab and computer link up are merely tools to carry out this charge. Agreed, new production is expected from the Treaty and therefore creates a heavier workload for tag lab staff, but the existing Treaty implementation funds already provide supplemental allocations to help decrease the burden. It is unclear how much, if any, responsibility we have to fund this program with mitigation money. ATA does not support the tag lab purchase with these funds, however, due to our need for timely reporting of hatchery contributions, we will support the computer link-up.

The "Contract Administration/Technical Support" item is again questionable and not supported by ATA.

The contingency fund is unacceptable to ATA. All proposals include some degree of "slop" to account for unanticipated costs. Allowing dollars to be appropriated in this manner encourages poor budgeting practices and has nothing to do with producing more fish!

This proposal offers nothing to realize additional chinook production and targets the bulk of the funds toward the ADF&G budget; we hope to see this sorry proposition withdrawn.

General Concerns

Perhaps the greatest concern that we have is that this mitigation process is moving along too fast, and without proper regard to the original intent or the final outcome.

Mitigation Funding Proposal

we trollers believe that their fleet should be considered first in this process, but are not asking for more than what they were promised. All gear groups in Southeast should be afforded equal consideration in terms of their Treaty losses.

The numbers of proposed sockeye and chum are of a level that should concern us all. ATA does not think that the division of commercial fisheries has had sufficient input into this process, and are concerned about complications that may arise as these fish return and be managed in tandem with our existing fisheries. The last thing that ATA wants is to compromise the wild stocks in the rush to "get re". Equally important, we don't want to buy allocative battles and/or lawsuits with these mitigation monies, which is fast becoming an alarming trend.

One avenue that has not been thoroughly explored is that of coho production. One option might be to produce the original numbers of fish promised, and then target any remaining funding toward habitat rehabilitation projects for coho. Coho is a "user-friendly" species that everyone enjoys in their hold. There are many coho systems that have suffered from the effects of logging. If we develop cooperative projects with the Forest Service this money could go a long way toward helping all of Southeast's fishermen. Coho is more and more becoming a topic of discussion within the Treaty forum, and it will become increasingly important to develop healthy Alaskan populations that we can count on.

ATA still believes that some portion of this money should be held in reserve to provide additional time for consideration of this important issue of mitigation enhancement.

In conclusion, we resubmit to you our original proposal for this year's allocation of mitigation funds:

Chinook: Farragut River
Crystal Lk Renovations
Harding River
Deep Cove
Medvejie rearing space
Whitman Lk expansion
Hidden Falls netpens & freezer

Beaver Falls @ 244K
NSRAA Redoubt Lk CIF
Neets Bay Expansion
Hugh Smith Lk, et al
McDonald Lk
SSRAA Earl West Cove
SSRAA Whitman Lk
Tag Lab computer link-up



**Trollers
Association**
130 Seward St., No. 213
Juneau, Alaska 99801
(907) 586-9400

May 24, 1988

Mr. Don W. Collinsworth
Commissioner, ADF&G
P.O. Box 3-2000
Juneau, AK 99802

Dear Don:

This letter is submitted to inform you of the serious conflict which has arisen over the U.S./Canada Federal Mitigation monies. We believe that there is a concerted effort by other gear groups to re-prioritize and redirect these monies from the original mitigation goals. Your strong stewardship is needed to re-establish the original goals of these mitigation funds.

It should be remembered that during the treaty ratification hearings, in Congress, three specific types of enhancement were discussed. The first method was to directly mitigate reductions in quotas to meet conservation needs. Ted Kronmiller stated it best when he said "...enhancement is a way to address and mitigate the sorts of adverse impacts that can be expected in the short to medium term". He and other dignitaries went on to define what was meant by this. The State Department then clarified who fell under these guidelines when they responded to a question by Senator Dodd, "In the short term, Alaskan trollers fishing in Southeast Alaska will realize cutbacks. In the longer term, conservation and enhancement should enable greater harvest by United States and Canadian fishermen....". Trollers were the only federally recognized group flagged as facing "cutbacks". Others might face restrictions, but our fleet took the brunt of the loss. Even the State of Alaska, through Mr. Norm Cohen, testified: "The State of Alaska's fisheries, especially the Chinook fishing in Southeast, had to undergo severe cutbacks in order to attain a treaty, and the understanding during the discussions in the negotiations was that there would be funding for enhancement in order to compensate or to mitigate for those cutbacks".

The second form of mitigation was not so clear cut, but implied other forms of short term enhancement. (This could be construed to cover issues like joint enhancement on the transboundary rivers [TBR's] which were needed to reach agreement in 1987.) Thirdly, Ted stated that in the long term, enhancement was a rational approach to solving Equity problems.

Don, the institutional memory of the troll delegates and the troll fleet is that we agreed to sign off on this treaty with the understanding we would be mitigated by the federal government with

an additional increment of 100,000 chinooks which trollers could harvest. This was in addition to other "new fish" which were planned by the state and/or regional associations supported by fishermen. We had requested a number of fish instead of a dollar amount because we knew that the costs might vary. You might recall a 20 million dollar figure which FRED came up with - but this was their best guess as to what it would take to give us our 100,000 fish. In the final days of the treaty trollers were the only ones asking to be mitigated with fish. While we know that seiners talked about a vessel buy-back program, none of the delegates remember gillnetters requesting any form of mitigation.

Despite what you have probably heard from some gillnetters, there are plenty of paper tracks on the intent of mitigation. After the treaty was ratified, trollers continued to lobby our congressional delegation for mitigation money. The November 1985 final draft of the "Evaluation of Chinook Mitigation Hatchery Proposals" prepared by the S.E. Alaska Chinook Planning Team, which included RPT's, ADF&G and NMFS, stated as its goal: "To evaluate proposals and to plan for new hatchery production of chinook salmon that would mitigate the losses to Alaskan fishermen due to chinook harvest ceilings imposed by implementation of the U.S./Canada Salmon Treaty. ...the team evaluated proposals for the production of a new increment of 100,000 harvestable chinook intended primarily for the troll fleet".

I doubt that I need take further space quoting State, Federal and regional authorities affirming the mitigation goal of 100,000 harvestable chinook for the trollers. Further, we do not disagree that some discussion, after negotiations were concluded (8-9 months later), did make attempts to include mitigation of chum and sockeye salmon. These discussions were in the neighborhood of 1,000,000 chum, which might help solve "Equity" problems in the future or mitigate the fact that there was no vessel buy-back program, and 20,000 - 40,000 adult sockeye for potential transboundary river sites. (Dave Cantillon has stated that the most gillnetters have lost on the TBR's is 20,000 fish, while 40,000 was the estimate from the 1985 production plan report suggesting a sockeye isolation facility).

The tables we have provided point out that the gillnetters 20,000 sockeye loss would be mitigated by 2,538 % if mitigation monies are spent as some gillnetters would like. While the troll fleet, who was singled out as the beneficiary of mitigation, will only approach 49.6% of its mitigation goal if we can increase our harvest rate to 50%. What we really find to be scandalous is the dollar value which each gear group will receive from the mitigation expenditures (2 million for the trollers, 4 million for the gillnetters, and 4-5 million for the seiners).

The fact that I have had to personally put up with the abuse of Mr. Jev Shelton during his unrelenting run at mitigation dollars, which he was unwilling to request or work for from the Feds in the first place, is untenable. That Mr. Shelton refused a seat on the

northern panel of the PSC where he could at least remain current to Alaska's enhancement plans, and now claims special knowledge of our bi-lateral agreements, makes his comments of little value. Additionally, we are very perplexed that mitigation dollars are flowing to FRED operational costs. We were told in 1985 that a one time request for operational funds for the Beaver Falls sockeye facility was all that was needed. Yet each of the last two years normal Beaver Falls funding were excluded from the Governor's budget because "there was another source of funding out there" (our mitigation money). We understand budget cuts, and I personally spent many hours lobbying on your Departments' behalf this year. The fact that Senator Jones went for the "House numbers" was because his constituents and their Representatives sent him a clear message of the importance of your budget. Never-the-less, mitigation dollars were not met for operational costs.

The Board of Directors of our association, the troll fleet in general, and myself are extremely upset with the direction the mitigation evaluation work group appears to be heading. The troll fleet is beginning to believe that they will never see the fish we were promised and that the gillnet fleet is being greatly advantaged. To have the Department re-arrange priorities toward sockeye production leads us to believe the tactic of the gillnet fleet (squeaky-wheel gets greased) is the method of choice. Our permits have not gone from \$30,000 to \$85,000 as the gillnetter's have since the signing of the treaty; you can still find troll permits for less than \$30,000. Furthermore, if the inequities in harvest continue there will be a lot more troll permits available as more of our fleet loses faith and buys Oregon, Washington, and California troll permits.

What we are saying is, ENOUGH IS ENOUGH!!! Even though many of those involved in this process believe we should build a CIF at Snettisham for \$1.1 million (we only reluctantly agreed to \$800,000. last year), it is the consensus of the troll fleet that not one penny further should be spent for sockeye mitigation until we are mitigated as we were promised. This means if we get more federal mitigation money next year, it goes to solve the trollers problem first. Once the original intent of mitigation is resolved then we should be looking at the production of coho which all gear groups can benefit from. We would ask that you reaffirm the original goals and that you direct these mitigation funds to reflect these goals.

Sincerely,

Earl E. Krygier
Executive Director

EEK/dk

Enclosures: Production Tables
Mitigation Fund Expenditures

MITIGATION FUND EXPENDITURES FY 88/89

<Alaska Trollers Association suggested allocation of funds>

\$ 5,163,800. Available Funds

Generally Agreed Upon Expenditures:

- 2,377,803.	Hidden Falls	<set aside>
- 800,000.	CIF Snettisham (1)	<set aside>
- 353,000.	Beaver Falls Operations FY89	
- 54,000.	Central Administration	

\$ 1,579,000.	Total available funds	

Proposed Allocations:

- 420,000.	Crystal Lake renovation
- 100,000.	Baranof Warm Springs (BWS) project evaluation/preparation
- 90,000.	Little Port Walter (LPW) water pipe
- 200,000.	Hidden Falls chum incubation
- 469,697.	Burnett Inlet expansion for chinook (2)
- 300,000.	Further set aside for BWS

- (1) Many of those in the work group suggested 1.1 Million for the CIF, but only 750 -800,000 was agreed to.
- (2) [If Alaska Aquaculture does not receive matching funds for this project, at the Burnett Inlet, then the \$469,697. should be held for BWS development.]

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Joint Regional Planning Team Meeting

CHINOOK SALMON MITIGATION IN SOUTHEAST ALASKA

Northern and Southern Southeast Regional Planning Teams (NSERPT-SSERPT)

November 18-19, 1985

Room 202, Department of Labor Building

November 18, 1985

Unrecorded by Judy

The meeting was started by Steve McGee at 8:30 a.m.

Attending the meeting sometime during the two days were:

<u>NAME</u>	<u>REPRESENTING</u>
Donald Amend	SSRAA
Bruce Bachen	NSRAA
Jim Bray	SSERPT
Geron Bruce	United Southeast Alaska Gillnetters
Dave Cantillon	ADF&G/Commercial Fisheries
Bob Dewey	USDA/Forest Service
Dennis Eames	NSERPT
Gary Freitag	SSRAA
Marilyn George	Alaska Trollers Association
Bill Heard	NMFS/Auke Bay Laboratory
Harold Heinkel	ADF&G/FRED
Johrny Holland	ADF&G/FRED
Roger Ingman	SSERPT
Jake Jacobson	SSERPT
Earle Johnson	NSERPT
Karl Johnson	NSERPT

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<u>NAME</u>	<u>REPRESENTING</u>
Paul Kissner	ADF&G/Sport Fish
Earl Krygier	Alaska Trollers Association
Mark LaRiviere	NSERPT
Ken Leon	ADF&G/FRED
Bob Lium	Armstrong-Keta, Inc.
Jerry Madden	ADF&G/PNP Office
Steve McGee	ADF&G/PNP Office
Christopher Pace	ADF&G/PNP Office <i>took minutes</i>
Steven Pennoyer	ADF&G/Deputy Commissioner
Ben Pollard	ADF&G/FRED
Phil Rigby	ADF&G/Commercial Fisheries
Mel Seibel	ADF&G/Commercial Fisheries
George Snyder	NMFS/Auke Bay Laboratory
Frank Van Hulle	ADF&G/Sport Fish
Alex Wertheimer	NMFS/Auke Bay Laboratory

I. Comment: Steven Pennoyer, Deputy Commissioner, ADF&G:

The current funding picture indicates the federal government favors an incremental funding approach to treaty mitigation. The current appropriation in Congress is for \$3.5 million in federal funding per year up to a total amount of \$22 million over the next five years to be matched by the State of Alaska. However, this is subject to future appropriations by Congress.

Given the change in the schedule of funding by the federal government from Alaska's initial one-time funding proposal, it may be necessary to review the report of the Southeast Alaska Chinook Technical Planning Team with regard to the impacts of incremental funding on the development of the proposed mitigation project.

Ingman:

Is mitigation only for chinook?

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Pennoyer:

At the treaty discussions, it was proposed that \$22 million be appropriated for mitigation of chinook, sockeye, and chum. Discussion of chinook mitigation has been initiated at this time because it is the most complex of these species and requires the greatest lead time. Expanding existing chum enhancement projects may provide mitigation opportunities. The door has not been closed to use of federal funds for other species enhancement, and we will be working on development of an approach to this question.

Krygier:

The only specific item listed during the treaty discussions was the 100,000 king salmon.

Pennoyer:

Transboundary sockeye mitigation was also discussed but not in terms of specific figures. The treaty only references hatchery add-on for chinook. Chum salmon possibilities were discussed in terms of future equity mitigation.

Ingman:

Who comes up first with the matching funds, the state or the federal government?

Pennoyer:

The existing state investment in ongoing capital improvement projects comes first in the match. These amounts have already been budgeted and serve as the funding reference that the federal government will match. New state funding may prove to be more difficult to match.

II. Presentation of Report: "EVALUATION OF CHINOOK MITIGATION HATCHERY PROPOSALS," Southeast Alaska Chinook Technical Planning Team Members.

McGee:

(Steve gave a brief review of the methodology and findings of the report).

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The team was also concerned with the method of risk adjustment for new enhancement add-ons and the potential impact that method might have on the mitigation analysis. Specifically, it would be necessary to adjust the goal of 100,000 harvestable chinook upwards in relation to the risk adjustment. The team was concerned that the risk adjustment was based on extremely conservative assumptions and tended to suboptimize hatchery projects. The team believed that if conservative assumptions were to be employed in risk adjustment, the results should be compensated for by reciprocal conservative assumptions in the mitigation analysis and recommendations.

III. Discussion of Report: NSERPT, SSERPT Members, and others in attendance:

Jacobson:

(Regarding the cover page) - Thought the report was prepared at the request of the joint RPTs rather than the Commissioner.

Pennoyer:

All of the teams work at the request of the Commissioner. The report should emphasize the RPTs' role in the process. Regarding the fisheries management aspects of the analysis, we should be most concerned about management implications of coded wire tag (CWT) recoveries, by area, and future actions by the Board of Fisheries with regard to seasons and areas. The important aspect is the harvestability of the newly enhanced stocks - can they be taken in the troll fishery? And if so, where?

Seibel:

Because no data exists, the team had to resort to educated guesses when it came to evaluating management questions of new facilities in new areas. The ratings were made relative to the other proposals rather than independently or against an objective standard.

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Pennoyer:

How adequate was the existing information from CWT returns to make the evaluations? Will the team's ability to rate the proposals improve as we get more data?

Seibel:

At present, data is minimal. It indicates that the harvest of Alaska hatchery fish is 20 times greater in the inside areas than the outside areas, due to a number of factors.

Wertheimer:

The big question is the feasibility of terminal- and near-terminal directed troll harvests. Making projections on terminal-harvest feasibility was based on very inadequate data.

Ingman:

The inferences from tag recoveries were not presented in the report. It appears that the harvest and management evaluations are only somebody's guess.

Krygier:

Trollers are concerned about gear-group conflicts, Canadian interception of Alaskan fish, and the potentials, or lack thereof, of terminal harvest.

Bray:

Whitman Lake fish can only be harvested at the 50% exploitation level due to the rebuilding program and shortened seasons.

Wertheimer:

Little Port Walter and Deer Mountain harvests have declined from 76% to 50%.

Eames:

A goal should be to get fish into the winter fishery.

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Seibel:

Until hatchery terminal returns get large enough to produce a good CPUE, efforts will remain on the outer coast.

Pennover:

Are Alaskan stocks more prevalent in the winter fishery?

Seibel:

At present, five to six percent of the winter fishery harvest is Alaska hatchery stocks. In the summer, this proportion declines to three to four percent.

Krygier:

Winter troll fishery takes a higher proportion of whites, indicating predominantly Alaskan and northern British Columbia stocks.

Van Hulle:

The question is what portion of the 50% exploitation will come from outside of the terminal-harvest areas?

Freitag:

At Mountain Point during the June 3-12, 1985 troll season, 35%-40% of the harvest were Whitman Lake stocks. Similarly, 32% of the Whitman Lake fish were taken in all areas during the ten-day opening. During this time, a large number of Neets Bay and Deer Mountain tags were also recovered.

Pennoyer:

Terminal harvest of chinook may help mitigate losses by the net fisheries due to U.S./Canada Pacific Salmon Treaty provisions.

Ingman, Eames:

Did not like the quality of terminal harvest fish, especially chinook.