

ALASKA LEGISLATURE COMMITTEES DOZ 00/2

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SRES

SB 872

1930

STATE  
of ALASKA

## MEMORANDUM

8/3/82  
Patting

TO: ✓


Glenn Akins  
Deputy Commissioner  
DEC

DATE: July 29, 1982

FILE NO:

TELEPHONE NO: 465-2628

FROM:

F.S. Honsinger, D.V.   
Director  
S&AISUBJECT: July, 1982  
Status Report on Seafood  
Inspection

This salmon season, under a cooperative effort with the U.S. Food and Drug Administration (FDA), combined state/federal inspection teams are conducting many of the cannery inspections, and concentrating on the canning procedures.

Because of the smaller than anticipated Bristol Bay salmon run, we have not experienced the large volume of air shipments we had anticipated. Only on the Kenai Peninsula has it been necessary to use contract inspectors for this phase of the seafood inspection program. By staggering our regular inspectors hours, we have been able to monitor the Anchorage air shipments.

Our inspectors have been covering the Alaska Peninsula and Bristol Bay from the start of the 82 sockeye season, including both shore based and floater operations, and in addition, have monitored the air shipments originating in those same areas.

Because of the Bristol Bay and new Prince William Sound salmon price disputes, and nonfishing by a large segment of the fishing fleet, we have had to alter inspector travel schedule almost on a daily basis.

In Southeastern, with full time state inspectors working out of Ketchikan and Juneau with the FDA inspectors, we are getting much better coverage of the area than ever before.

LEGISLATIVE SUMMARY

SB 872 "An Act relating to sanitation, sanitary practices, and quality assurance in the seafood processing industry."

GENERAL: Adds to the powers of the Commissioner of Environmental Conservation to issue permits and enforce quality assurance plans. Seafood processing can not take place with out a plan of operation approved by the Commissioner. This plan will cover water supply, handling, cleaning, canning, freezing, storage, and transportation to ensure sanitation and to prevent contamination and to insure the integrity of the preservation process for safety. Adds to the Commissioner's authority to classify, grade and inspect the product prior to sale. Also, gives the Commisioner authority to conduct or contract for studies research, experiments and demonstrations to improve sanitation, surveillance techniques and inspection activities. Someone found in violation of the permit is subject to a class A misdemeanor (\$5,000 - 1 year jail sentence).

Sec. 1. Amends the powers and duties of the Commissioner of Environmental Conservation by adding that he may: issue permits and enforce quality assurance plans developed in cooperation with industry representatives.

Sec. 2. Adds a new section to AS 03.05

A seafood processing establishment or processing vessel may not operate with out a plan of operation in writing from the Commissioner nor without a permit issued by the Commissioner.

A plan of operation must include: water supply and treatment to be used in processing and consumption by humans; waste treatment and disposal; handling, cleaning, canning, freezing, storage, and transportation to be used; insure cleanliness, sanitation, wholesomeness, and prevent contamination; surveillance to assure sanitation, integrity of the preservation process and product safety; and other information the Commissioner may require by regulation.

Sec. 3. Adds fisheries to AS 03.05.030 regarding the rules for grading and classification of agricultural products.

Deletes the language that the Commissioner may make and promulgate rules and replaces it with the Commissioner may adopt regulations.

Adds fisheries products to, existing language, for classification, grading and inspection prior to being sold; requires the marking or labeling to show the kind, grade or other classification of the contents.

Adds a new section: stating that the Commissioner means the Commissioner of Natural Resources in areas of his jurisdiction and it means the Commissioner of Environmental Conservation in areas of his jurisdiction.

Sec. 4 Adds a new section to AS 03.05

The Commissioner of Environmental Conservation may conduct or by grants or contracts to accomplish studies, research, experiments and demonstrations to: improve sanitation practices and improve techniques for surveillance and inspection activities.

Sec. 5 Adds that a violation of the permit issued by the Commissioner for a seafood processing establishment or processing vessel to the penalty section. A person found guilty will be guilty of a class A misdemeanor (\$5000 and 1 year jail sentence.)

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SPONSOR: Rules Committee by Request of the Governor

STATE OF ALASKA  
OFFICE OF THE GOVERNOR  
JUNEAU

JAY S. HAMMOND  
GOVERNOR

# NEWS RELEASE



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HAMMOND SUPPORTS MILLER'S PROPOSAL FOR SALMON QUALITY PROGRAM  
4-19-82  
#51

## FOR IMMEDIATE RELEASE

JUNEAU Alaska Governor Jay Hammond this morning expressed strong support for proposals unveiled Friday by Lieutenant Governor Terry Miller including one that a "two-tiered" salmon safety-quality inspection system be established to assure the quality of Alaska seafood products.

Hammond today said he advocated most of the proposals unveiled by Miller before the Republican State Convention in Sitka. They were highlighted by a proposal that all in-state canneries use an extra inspection system which could guarantee the integrity of salmon cans.

Miller also elaborated on several of Hammond's March 12th proposals that the state make a special appropriation to the Alaska Seafood Marketing Institute (ASMI) to help the institute assess the amount of damage done to the public's confidence in canned salmon and then to devise a marketing strategy to reverse sales slumps.

MORE

Such slumps have occurred following the death Feb. 6 of a 26-year-old Belgium man and the recent illness of a 68-year-old Connecticut woman from botulism, both incidents potentially caused by eating canned salmon packed at Alaska canneries.

Miller in his speech also supported an expanded state fish pack loan program to aid processors buy this summer's expected record salmon catch and backed an advanced quality inspection and rating system--concepts advocated earlier this spring by the governor and his Salmon Working Group, a working group of Hammond's Cabinet and the seafood processing industry, fishermen, cannery worker representatives and the marketing institute.

Legislation to serve as a vehicle to bring about the quality inspection program, as well as the appropriation to ASMI, have already been introduced before lawmakers.

"Clearly Terry is correct. For the public to have any substantial confidence in the quality of our canned half-pound salmon after the publicity these two incidents have fostered the industry should plan on requiring substantially upgraded inspection of all of the 1982 pack through methods such as the double dudding and electronic weighing processes proposed for inspection of the 1980 and 1981 packs which have been recalled voluntarily by the industry and the Food and Drug Administration.

"It is absolutely vital that we take substantive measures to assure the public of the quality of our fish products and to guarantee that a similar incident does not occur again. These means of testing all cans for imperfections seem a reasonable, major sign of our commitment to quality and the public's safety," Hammond said.

MORE

Hammond said that by "double dudding," or the process of checking the curves of the cans' ends to guarantee there is a vacuum inside the cans, and then electronically weighing them to make sure that the cans did not have a hole which then resealed, the causes for the recent botulism toxin incident can almost assuredly be eliminated.

Hammond said canneries can install the added inspection devices, to team with the ongoing industry inspection effort, at reasonable costs. More importantly, Hammond said such tests may be required by foreign countries, such as Great Britian, as the minimal condition needed to permit the renewal of export sales this summer. Four European countries banned Alaska canned salmon in late February--the state and Food and Drug Administration seeking to have the ban lifted.

Miller in his Friday speech said dudding could cost the industry as little as 10 cents per 48-can case.

Hammond today joined Miller in again urging legislative leaders to move legislation providing for a marketing study and sales promotional effort to be financed jointly by the state and industry, spearheaded by ASMI.

The governor also urged lawmakers to continue their review of other potential efforts to aid the industry, such as expanding the fish pack loan program introduced by the Hammond-Miller administration two years ago, as they work on finalizing a quality control-inspection bill. Currently, a joint legislative committee is handling all facets of the salmon issue.

MORE

"While it is still too early to tell the full impact of the most recent botulism incident, which may or may not be related to salmon, it is certain, given the national media attention the Connecticut case drew over the weekend, that the impact could be negative. With a record run of salmon just over two months away, it is vital that we move now," Hammond said.

"We have to implement the best program we can afford to save, not just our processing industry, but our entire fishing industry and the towns that depend upon it, from economic ruin this summer and in the years ahead.

"We have no choice," Hammond said, "but to assume that this situation will have a dramatic impact on the state's largest private employer and our third leading industry. We have no choice but to take decisive action despite falling revenues. Otherwise, it could well be too late," Hammond said.



Official Business

# Alaska State Legislature

SB  
872

## House of Representatives

Pouch V  
State Capitol  
Juneau, Alaska 99811

Minutes of the Joint House and Senate Committee  
Meeting on Salmon Quality Control  
March 23, 1982 2:30 P.M.  
House Finance Room

Rep. Rick Halford  
Rep. Haugen  
Rep. Gardiner  
Rep. Sutcliffe

Sen. Bettye Fahrenkamp  
Sen. Kerttula  
Sen. Mulcahy  
Sen. Eliason

The following members were in attendance from the House, Rep's. Halford, Haugen, Gardiner, and Sutcliffe. Present from the Senate were Sen's. Fahrenkamp, Mulcahy, and Eliason. Senator Kerttula was excused.

Rep. Halford opened the meeting and described the format of the meeting. An agenda was passed out and the following order of testimony was taken.

Kenneth Hansen, District Director, U.S. Food and Drug Administration  
Commissioner Ernst Mueller, Dept. of Environmental Conservation  
Commissioner Ron Skoog, Department of Fish and Game  
Ed Hoch, Deputy Commissioner, Commerce and Economic Development  
Lois Cook, Division of Administrative Services, Dept. of Economic Dev.  
Dick Reynolds, Office of Fisheries Development, Department of Commerce and Economic Development  
John Peterson, Ocean Beauty  
Bob Anderson, Chugach Fisheries  
Bob Thorstenson, Icicle Seafoods  
Frank Horseley, Evans Pacific  
Forest Paulsen, CFAB  
Eric Eekholm, Alaska Seafood Marketing Institute  
Rudger Painter, United Fisherman of Alaska  
Hank Ostrosky, Fisherman  
Terry Rutford, Fisherman

Ken Hansen testified first and explained what the Food and Drug Administration was doing to help cope with the botulism scare. He felt that the incident where a Belgian man was killed from the botulism was not just related specifically to the Ketchikan plant that actually canned the salmon but that it was an industry wide problem that had to be solved. He stressed that salmon quality control should be instituted industry wide. He mentioned that an agreement had been made between the F.D.A. and the National Food Processors Association which was a voluntary program where industry was recalling their products and running them through a check weigher or dud detector. Ken Hansen showed

pictures of the indexed defected can. Rep. Haugen asked whether there was a way of checking the weight of the can. Hansen responded that if the check weigher came up with a light can it would be rejected. The loss of weight would indicate a leakage of product and possible contamination to the contents. Rep. Halford asked whether there was a reliability difference between the check weigher and the dud detector. Ken Hansen responded that there was a question of the dud detector's reliability, and an English test showed the dud detector to be less reliable than the check weigher.

Commissioner Mueller testified on the recommendations that were made from the Governor's Task Force. He said there are measures that the state might adopt to mitigate impacts of the Alaska canned salmon emergency. The proposal was passed out to all committee members. He also discussed SB 872, which was introduced in the Senate Resources Committee. The bill establishes more stringent controls on sanitary practices, and quality assurance in the seafood processing industry. Mueller also suggested using HB 699, introduced by Rep. Sutcliffe, as a vehicle for the finance guarantee pack loan program that the legislature will be adopting. He ended his testimony by stating that the Governor had not planned on introducing a Pack Loan Guarantee bill at this time.

Commissioner Skoog, Dept. of Fish and Game, also testified on letting foreign processors into the State of Alaska. He said that Clem Tillion is negotiating with foreign processors about coming to Alaska, and he didn't feel those foreign processors would be in direct competition with Alaska processors.

Ed Floch, Lois Cook and Dick Reynolds testified on the Dept. of Commerce and Economic Development's position on the recent crisis. Lois Cook said there was a \$75,000 appropriation remaining from the overseas Copenhagen office and that this money could be used to help the recent embargo of all American canned salmon in Europe. Ed Floch discussed the ongoing \$200,000 contract they have with a consulting firm regarding salmon market projections. The results of that report will be ready April 1, 1982. Sen. Fahrenkamp asked Ed Floch about the contract and getting more specifics on it. He responded he would get that information at her convenience. She responded, "How about tomorrow?"

John Peterson, Bob Anderson, and Bob Thorstenson testified on the industry's position on the recent crisis. Almost one third of the total salmon market is in canned salmon according to Peterson and that means there has to be improvement in the fresh frozen market to pick up the slack for a loss in the canned salmon sales. Peterson said that the situation had hit certain processors much harder than others. He presented the industry's plan of what had to be done. This was passed out to all Committee members. In the plan there were six important categories that he explained. They were: more research for finding defective cans, a possible ASMI Salmon Recovery Program, a delay of the 1982 Salmon Pack Tax, a recall assistance program costing 13.75 million dollars, a loan program costing 319 million dollars and an ASMI Quality Assurance Program. Peterson explained that recalling the salmon and

taking it off the grocery shelves was very costly. The grocery store owners would essentially have to be paid for the removal of his stock by the processing industry.

There were questions from the committee members to Mr. Peterson. Rep. Haugen asked if the European embargo was all inclusive. He said yes all American canned salmon had been taken off the market. Senator Mulcahy asked what the market would be this year considering that we had \$2.3 million extra cases of salmon left over from the 1981 pack. Peterson responded that he concurred with Commissioner Skoog and that there would be a significant surplus of canned pink salmon but very little effect on red salmon. Rep. Halford said that this session seems to be a session of moving targets. First with state revenues and now with canned salmon. He said we should freeze that moving target now. Sen. Eliason wanted to know what the reaction of foreign processors was. He said it was negative and he didn't favor foreign processors coming in. Terry Gardiner put forth a written plan to the Committee called the Canned Salmon Stabilization Fund Purchase Program.

Forest Paulsen testified for CFAB and explained what their cooperative could do to help solve the problem. Paulsen emphasized that CFAB wanted the commercial banks to participate in the loan program that he proposed. Rep. Halford asked Paulsen as a responsible financial officer of a lending institution how could the state be best protected or would they be better protected holding the Salmon Pack as collateral or actually holding the paper on the fishermen and processors. He responded it would be much better to own the actual Salmon Pack Inventory as collateral versus holding more outstanding loans on the fishermen and processors who would have a lower net worth. Rep. Sutcliffe asked what would happen if the state actually did purchase a portion or all of the salmon pack? He responded that the inventory would be purchased, and then the processor could pay back the banks and CFAB back for loan commitments. They wouldn't default. Presently CFAB has 26% of all outstanding loans in the State for fishermen and processors.

Roger Painter, explained the position of the United Fishermen of Alaska and indicated that the bottom line needed for the industry recover was 100 million dollars. He also endorsed Alaska Seafood Marketing Institute's plan called Alaska Salmon 1982 Recovery Program. He said that 93% of all pink salmon goes into a canned product form and that's your problem area. The fresh and frozen markets have great potential. He also is in favor of getting the foreign processor into Alaska.

Eric Eckholm testified on the ASMI plan that would cost the State 10 million dollars to implement. It essentially calls for a marketing effort aimed at the consumer to restore their confidence in buying salmon. It includes research, reaching the U. S. consumer through the media, hitting the retail supermarkets, and a European promotion.

Ron Laflame and Frank Horseley spoke on a proposed action plan to improve public relations. They felt a consumer awareness campaign was necessary. They suggested a seven day vacation to an Alaskan fishing resort for a winner of their sweepstake program. They said it would be a national marketing campaign including all of the continental United States. They also suggested that they would work with other companies like Blue Diamond Almonds, Sunkist lemons, California avocados, and Iceburg lettuce to push the sales of canned salmon. They felt this type of a joint sales and marketing campaign would be very effective.

Public testimony included Hank Ostrosky and Terry Rutland. Hank spoke on the international cartel manipulation by countries like Japan and Great Britain who are putting a price squeeze on Alaska canned salmon. He went on to say that the Alaska Fisherman was caught between a battle of giants. Terry testified that the fisherman needed the Alaska salmon plan and that ASMI had one of the best plans to restore confidence to the consumer. He thought that this was a real opportunity to improve the marketing of fresh frozen salmon. Right now Alaska fresh frozen salmon is 40% of the total market. It could account for a lot more.

There were no questions from Committee members. Hearing none, Rep. [Halford concluded testimony and adjourned the meeting at 6:15 p.m.]

RECOMMENDATIONS ON MEASURES THE STATE MIGHT ADOPT  
TO MITIGATE IMPACTS OF THE ALASKA CANNED SALMON EMERGENCY

Prepared By  
Governor's Working Group  
on the Canned Salmon Emergency  
March 8, 1982

SB  
872

The Alaska fishing industry faces substantial costs and loss of revenues as a result of the recent death in Belgium of a man who contracted botulism upon consuming salmon from a 7-3/4 oz can processed in the Ketchikan NEFCO-Fidalgo plant in July 1980. Because the can was found to have apparently been contaminated by introduction of botulina spores through a hole which was caused by the processing equipment in Ketchikan, that plant's entire 1980 and 1981 7-3/4 oz packs were recalled in the United States and many other countries. Additionally, all Alaska canned salmon in several European countries was embargoed. At present, the industry is temporarily withdrawing all 7-3/4 oz cans which were processed through the same type of canning equipment and which were not also examined for defects by electronic means. These cans will be subsequently tested and those without defects returned to the market. Depending upon the results of this testing, there may be further recalls of individual processing plants production.

Regardless of the eventual outcome of the present situation, the Alaska salmon canning industry will suffer significant financial loss from two sources--(a) the direct cost of compliance with the recall, the temporary withdrawal and examination of cans and bringing their production runs into compliance, and (b) lost revenues from the likely lowering of consumer demand for canned salmon and a subsequent retail price drop. Traditionally, this time of year is one in which the industry has the positive cash flow needed to finance the summer's pack. This flow is now reversed for many processors because they must pay for the return of the suspect cans, their examination, and ultimate return to the market place.

Governor Hammond established an informal working group to address potential impacts of this situation on the Alaska seafood industry and the State in general, and also to formulate and examine strategies to assist the industry in overcoming the potential loss. The working group members are:

- Commissioner Ernie Mueller, Chairman
- Commissioner Ron Skoog
- Commissioner Charles Webber
- Roger Painter, Executive Director, United Fishermen of Alaska
- x Eric Eckholm, Executive Director, Alaska Seafood Marketing Institute

Rick Lauber, Representative, Pacific Seafood Processors  
Association

Mike Whitehead, Special Assistant to Governor Hammond

Larry Cotter, Business Manager, International Longshoreman's  
& Warehousemen's Union

It must be understood that at this point in time, the exact consequences of this incident cannot be predicted. The number of actual recalls, the number of cans involved, and the cost to the industry will not be known for several months. To some extent, there will be a cause and effect relationship between these factors. The intent of the industry in preparing for the 1982 salmon harvest will not be able to be determined with any degree of accuracy until early May at the earliest. An individual firm's reaction will be dependent upon its own management decisions, economic situation, and how directly it is affected. However, as a practical matter, we can assume that the loss to the industry will be great, and that the loss will be translated into a loss to fishermen, cannery workers, communities, small businesses and the many, many others whose life-style and livelihood depend, at least in part, on Alaska's seafood industry. Thus, any strategy which is developed by the State must attack the situation in a direct and expeditious manner, and also provide means, over the long term, to prevent recurrence of this incident.

After review of the material available to it, the working group has made the following observations and recommendations:

#### MARKETING

I. The State is conducting a comprehensive analysis of the 1982 Alaska seafood market. This project will be able to estimate the market impacts of the canned salmon incident, and the contractor for this ongoing project has been requested to redirect the study where necessary:

- ° Lead agency: Commerce and Economic Development
- ° Additional funds needed: None
- ° Preliminary report: April
- ° Final report: May 15
- ° Further work needed: None

II. Detailed analysis of the market implications will be needed, and detailed market demand statistics and price information will be essential for at least the next two years. The Alaska Seafood Marketing Institute is negotiating a contract to provide these services:

- ° Lead agency: ASMI
- ° Additional funds needed: \$100,000 (estimate)
- ° Contract negotiated: March 30
- ° Reports prepared: To be determined
- ° Further work needed: Secure appropriation

III. A substantial effort in advertising and marketing will be required to reverse any erosion in sales of canned salmon and other fisheries products that will result from reduced consumer confidence. ASMI is developing a detailed proposal based on the work of the Tuna Institute after a tuna-related botulism incident occurred in the early 1960s. No funding exists for such a project, however, HB 453, now in the House Rules Committee would, if amended, be able to provide funding to the Alaska Seafood Marketing Institute for this special project.

- ° Lead agency: ASMI
- ° Additional funds needed: To be determined
- ° Proposal available: March 15
- ° Further work needed: Legislature needs to amend and pass House Bill 453

IV. Opportunity exists for possible large volume institutional purchase of canned salmon by the U. S. Government for use in Defense Department, Bureau of Prisons, and other institutional feeding programs. The State may be able to encourage these purchases through the Alaska Congressional Delegation.

- ° Lead agency: ASMI
- ° Status: Ongoing

V. The European nation embargo on Alaska canned salmon and restriction by other nations must be removed before the industry can become viable. Now that the U. S. Food and Drug Administration has made its final position known, foreign nations should be encouraged to adopt it, rather than a more harsh alternative. The Alaska Congressional Delegation, the U. S. Department of Commerce, and the State Department all need to be contacted by the State.

- ° Lead agency: Governor's Office
- ° Further work to be done: Contact Congressional Delegation and U. S. Government agencies
- ° Time: As soon as possible

## FINANCING

I. The State's current fish pack loan program could help assist the industry in meeting its financial needs for the 1982 harvest. Additionally, the program does hold a substantial amount in notes from the 1981 pack to processors who will suffer economic loss as a result of this incident. Funds in the fish pack loan fund will lapse at the end of June 1982, and no funds will be available for the 1982 pack unless the Legislature takes action. In addition, eligibility requirements for these loans must be amended by the Legislature so that loans can be extended to all those in need. Extending payment period of these loans beyond the current one year statutory limit is extremely important to improving the ability of this program to offer real help to the industry. More funds would be available if the current appropriation were restructured into a loan guarantee program which would leverage additional funds through the private financial market. HB 669, currently in the House Finance Committee, could be amended and passed to meet these needs. Specific statutory language will be available from the Pacific Seafood Processors Association late in the week of March 8.

- ° Lead agency: Commerce and Economic Development and PSPA
- ° Industry position available: March 10
- ° Further work needed: Amend and pass HB 669.

II. Present mechanisms exist to provide funds through State-sponsored programs to assist the industry in meeting this crisis. The Alaska Renewable Resources Corporation, the Commercial Fisheries and Agriculture Bank and the Alaska Industrial Development Authority need to be contacted to determine programs and resources available. The Department of Commerce and Economic Development has scheduled a meeting for Tuesday, March 9, among these programs.

- ° Lead agency: Commerce and Economic Development
- ° Date of Meeting: March 9
- ° Availability of recommendations: March 10

III. The Legislature may want to consider special forms of tax relief for those suffering loss as a result of this incident. The most appropriate tax vehicle may well be the Raw Fish Tax. Consideration could be made of forgiveness or deferral of part or all of the 1981 Raw Fish Tax payments of those who suffer loss, as well as suspension or deferral of the 1982 tax payments. Industry representatives will likely make such a proposal to the Legislature.

- ° Lead agency: Pacific Seafood Processors Association
- ° Proposal prepared: March 10
- ° Further action: Legislation submitted by appropriate committee

## QUALITY ASSURANCE AND PRODUCT SAFETY

I. Research needs to be performed to determine the extent of microbial contamination of cannery environs, possible points of contamination of canned salmon, improved means of preventing contamination, and means of rapidly and effectively detecting can integrity failure. The Pacific Seafood Processors Association is developing a detailed proposal in this area. If this program is supported, funds should be appropriated to the Department of Environmental Conservation, who would then contract with a qualified scientific research establishment.

- ° Lead agency: ADEC with PSDA
- ° Additional funds needed: \$500,000 (estimate)
- ° Proposal available: March 8
- ° Additional work needed: Seek legislative appropriation

II. The Alaska Seafood Marketing Institute has developed a draft model Seafood Quality Assurance Program as part of its mandated effort to improve quality control in the Seafood Processing Industry. This voluntary program will be undergoing wide review in the next few months, and will be in place on a test basis in the 1982 season. The plan would then be updated and made final for the 1982 season. This program would eventually cover all major Alaska seafood, not just canned salmon. ASMI is also looking into means to encourage or enforce voluntary compliance with these guidelines.

- ° Lead agency: ASMI
- ° Draft available: Now
- ° Preliminary implementation: 1982 season
- ° Final implementation: 1983 season

III. The State needs to expand its current program of surveillance over seafood processing in order to help ensure that incidents such as this one do not occur in the future, and to help assure the consumer that we have taken positive steps to increase the safety of the product. As far as the canned salmon industry goes, the currently developed Canned Salmon Control Plan system could be used as a vehicle for strengthening State requirements. If the State required that such a plan be prepared and approved before each processor begins his annual operations, the State could enforce use of the plan through its current inspection and enforcement program.

- ° Lead agency: ADEC
- ° Funds required: To be determined
- ° Further work to be done: Draft and introduce new legislation

## 1982 SEASON

I. The impact of the canned salmon/botulism incident will likely be felt the greatest in the 1982 fishing season. At this point, it is not possible to predict the impact on raw fish prices, cannery operating schedules, product marketing and pricing, and many other factors. It is important to analyze, on an ongoing basis, the capacity for processing fresh, frozen and canned salmon, the intent of the processing industry in using this capacity, actual plant utilization, and any shift from canned salmon to other forms. The Department of Fish and Game conducted an analysis of plant capacity in December 1981, this is not expected to change significantly.

Because of the competitive nature of some of this information, it is not likely that the State will be able to ascertain precisely what the processing industry will do during the 1982 season. Information available will probably be largely limited to monitoring ongoing operations and noting any changes from past practices. The ability of the State to respond to under-utilized fish processing capacity is limited. However, it may be possible to encourage use of foreign fish processing vessels, or air freighting raw fish to other processing areas. The most effective way to keep abreast of this evolving aspect is to rely on periodic reports of the Department of Fish and Game as the season progresses.

- ° Lead agency: ADF&G
- ° Progress reports: As needed

II. In the event that there is significant under-utilization of canning capacity, some fish processors may want to fly fish to freezer plants, or fly them fresh to market. Currently, there is no legal obstruction to air freighting fish directly from the point of catch to a plant or market outside of Alaska. Transporting fish by air intra-state does, however, fall under the jurisdiction of the Alaska Transportation Commission. In the past, the seafood industry has alleged that insufficient certificated carriers were available to transport the quantities of fish required, and the ATC was too inflexible to allow non-certificated carriers or to issue emergency certification that would assure transport of fish to available processors. At this point, it appears that the ATC has sufficient authority to provide sufficient carriers, and merely needs to be convinced of the need. This should be the responsibility of the processing industry in concert with appropriate air carriers. However, the working group should keep informed of developments so that it can take action necessary to assure that harvested fish are not delayed in transporting to available processing facilities.

- ° Lead agency: ATC
- ° Status: Ongoing

III. In the event that active capacity is not sufficient to process the 1982 harvest, it may be appropriate for foreign-owned processing vessels to provide the additional capacity needed. However, there are legal problems associated with the State controlling foreign processing vessel use in Alaska's waters. There is legislation pending before Congress that would allow a governor of the affected state to control foreign processor entry. It is suggested that the State take action necessary to encourage the passage of this legislation.

- ° Lead agency: Office of the Governor and  
Department of Fish and Game
- ° Status: Ongoing

THE LEGISLATURE OF THE STATE OF ALASKA  
TWELFTH LEGISLATURE

Leg Lib  
SB 872  
1982

FISCAL NOTE

I. REQUEST  
Bill/Resolution No. \_\_\_\_\_  
Title \_\_\_\_\_  
Requested by \_\_\_\_\_ Date \_\_\_\_\_

II. FISCAL DETAIL  
Agency Affected \_\_\_\_\_  
Program Category Affected \_\_\_\_\_  
BRU, Program, Or Subprogram(s) Affected \_\_\_\_\_  
(Note: If more than one budget component is affected, separate line-item amounts and funding for each component in the analysis section.)

EXPENDITURES (Thousands of Dollars)

	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87
100 PERSONAL SERVICES		485	485	485		
200 TRAVEL		110	110	110		
300 CONTRACTUAL		590	590	590		
400 COMMODITIES		17	17	17		
500 EQUIPMENT		100	100	100		
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
TOTAL		1,302	1,302	1,302		

FUNDING (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER (Specify Source)						

POSITIONS

FULL TIME						
PART TIME						
TEMPORARY						

III. ANALYSIS (See Fiscal Note Preparation Instruction, Section III)

100'S

1) Upgrade 2 inspectors / Anchorage  
2) Add 1 Compliance inspector - Anchorage  
3) Add 1 inspector / Homer  
4) Add 1 inspector / Bristol Bay  
5) Add 1 inspector / Southcentral  
6) Add 1 inspector / Unalakleet  
7) Add 1 microbiologist / Fairbanks  
8) Add 2 microbiologists / DEC Gabe Palmer  
9) Add 1 Chemist / DEC Gabe Palmer  
10) Add 2 Clerical / Fairbanks  
11) Add 1 inspector / Anchorage

12 - 2400000

IV. DATE \_\_\_\_\_ PREPARED BY \_\_\_\_\_  
AGENCY \_\_\_\_\_

Original: Legislative Finance PHONE \_\_\_\_\_  
cc: Budget and Management  
Prime Sponsor (First Legislator Named)  
33-001 (Rev. 12/81)

200's

Travel equivalent to FY 83 budget

300's

Space 20,000

Utilities 20,000

Training 50,000 (FDA, NHTS, CDC)

Research 500,000 (Microbiology, can integrate)

400's

Equivalent to FY 83 budget

500's

Lab equipment

FISCAL NOTE

*For Thursday  
a.m.*

I. REQUEST

Bill/Resolution No. SB 872 the seafood processing industry  
 Title An Act relating to sanitation, sanitary practices, and quality assurance in  
 Requested by Rules Committee by Request of Governor Date March 23, 1982

II. FISCAL DETAIL

Agency Affected Department of Environmental Conservation  
 Program Category Affected Public Protection  
 BRU, Program, Or Subprogram(s) Affected Seafood & Animal Industries, Seafood Indu  
 (Note: If more than one budget component is affected, separate line-item  
 amounts and funding for each component in the analysis section.)

EXPENDITURES (Thousands of Dollars)

	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87
100 PERSONAL SERVICES		42.8	57.1	57.1		
200 TRAVEL		35.5	35.5	35.5		
300 CONTRACTUAL		500.0				
400 COMMODITIES		3.0	3.0	3.0		
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
<b>TOTAL</b>		<b>581.3</b>	<b>95.6</b>	<b>95.6</b>		

FUNDING (Thousands of Dollars)

	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87
GENERAL FUND		581.3	95.6	95.6		
FEDERAL FUNDS						
OTHER (Specify Source)						

POSITIONS

	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87
FULL TIME	14.0	16.0	16.0	16.0		
PART TIME	2.0					
TEMPORARY						

III. ANALYSIS (See Fiscal Note Preparation Instruction, Section III)

SB 872 provides authority for the Commissioner of Environmental Conservation to conduct research leading to improved techniques to improve sanitation practices and development of improved techniques in surveillance (including inspectional activities). Includes microbiological assessment for botulism and other organisms in seafood products and the research into new technological surveillance of can integrity for canned salmon.

Provides for upgrading two FTT (3 mo.) positions in the seafood component to PFT (PCN 18-7304 and PCN 18-303), and 12.6 for '83 travel for the two positions.

Requests 22.9 for additional travel of seafood inspection personnel for increased surveillance of program responsibilities in SB 872.

IV. DATE April 19, 1982

PREPARED BY F.S. Honsinger, D.V.M.

AGENCY ADEC

Original: Legislative Finance

PHONE 465-2628

cc: Budget and Management

Prime Sponsor (First Legislator Named)

33-001 (Rev. 12/81)

THE LEGISLATURE OF THE STATE OF ALASKA  
TWELFTH LEGISLATURE

*Received*  
4/22/82  
4:30 p.m.

FISCAL NOTE

I. REQUEST

Bill/Resolution No. SB 872 the seafood processing industry  
Title An Act relating to sanitation, sanitary practices, and quality assurance in  
Requested by Rules Committee by Request of Governor Date March 23, 1982

II. FISCAL DETAIL

Agency Affected Department of Environmental Conservation  
Program Category Affected Public Protection  
BRU, Program, Or Subprogram(s) Affected Seafood & Animal Industries, Seafood Indust.  
(Note: If more than one budget component is affected, separate line-item amounts and funding for each component in the analysis section.)

EXPENDITURES (Thousands of Dollars)

	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87
100 PERSONAL SERVICES		42.8	57.1	61.0		
200 TRAVEL		61.2	35.5	35.5		
300 CONTRACTUAL		575.5	15.0	15.0		
400 COMMODITIES		6.0	3.0	3.0		
500 EQUIPMENT						
600 LAND & STRUCTURES						
700 GRANTS, CLAIMS, ETC.						
TOTAL		685.5	110.6	114.5		

FUNDING (Thousands of Dollars)

	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87
GENERAL FUND		685.5	110.6	114.5		
FEDERAL FUNDS						
OTHER (Specify Source)						

POSITIONS

	FY 82	FY 83	FY 84	FY 85	FY 86	FY 87
FULL TIME	14.2	16.0	16.0	16.0		
PART TIME	2.0					
TEMPORARY						

III. ANALYSIS (See Fiscal Note Preparation Instruction, Section III) SB 872 provides authority for the Commissioner of Environmental Conservation to conduct research leading to improved techniques to improve sanitation practices and development of improved techniques in surveillance (including inspectional activities). Includes microbiological assessment for botulism and other organisms in seafood products and the research into new technological surveillance of can integrity for canned salmon.

Provides for upgrading two PPT (3 mo.) positions in the seafood component to PFT (PCN 18-7304 and PCN 18-7305), and 12.6 for '83 travel for the two positions, and also provides for five contract inspectors for '82 canned salmon season, averaging four months per inspector.

Request: 24.9 for additional travel of regular seafood inspection personnel for increased surveillance of program responsibilities in SB 872, and 23.7 for the contract inspectors for the '82 canned salmon season.

Full seafood inspection staffing request will be provided for the FY84 budget as provided for in SB 872.

IV. DATE April 19, 1982 PREPARED BY F.S. Honsinger, D.V.M.  
AGENCY ADEC  
Original: Legislative Finance PHONE 465-2628  
cc: Budget and Management  
Prime Sponsor (First Legislator Named)  
33-001 (Rev. 12/81)

*Adopted*



# Alaska State Legislature

## SENATE Resources Committee

POUCH V  
STATE CAPITOL  
JUNEAU, ALASKA 99811  
(907) 465-3834  
(907) 465-3835

### Official Business

BETTYE FAHRENKAMP, Chairman  
VIC FISCHER, Vice-Chairman  
BRAD BRADLEY  
DICK ELIASON  
DON GILMAN  
BOB MULCAHY  
ARLISS STURGULEWSKI

### MEMBERS PRESENT

Senator Fahrenkamp  
Senator Fischer  
Senator Bradley  
Senator Eliason  
Senator Gilman  
Senator Mulcahy  
Senator Sturgulewski

April 21, 1982  
4:05 p.m.

Beltz Room  
Room 211 - Capitol

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### Hearing:

SB 872 An Act relating to sanitation, sanitary practices, quality assurance, and marketing of Alaska seafood products.

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Lieutenant Governor Terry Miller spoke in support of CSSB 872, calling it a necessary response to the current crisis plaguing the salmon industry. Involved are a state-sponsored mandatory inspection program, and an industry-based voluntary program with incentives. Miller concluded by stating that Governor Hammond supports the philosophical thrust behind CSSB 872.

Ernie Mueller, Commissioner, Department of Environmental Conservation, stated that the current role of the Department is to assure that all seafood is processed in accordance with safety and sanitation regulations, rather than assuring product quality. Mueller suggested the bill be changed to clarify the relationship between DEC and the Alaska Seafood Marketing Institute, and a new section be added mandating that the Department report back to the legislature next year with recommendations on how it will carry out the program in CSSB 872. He stated that the current fiscal note upgrades two part time employees to full time. In regard to regulations, he explained that the Department would prefer that each plant submit a plan to DEC on how it will operate, and inspections will be to assure conformance with each individual plant's plan.

Dr. Fred Honsinger, Director, Seafood and Animal Industry Division, Department of Environmental Conservation, described the difficulty the Department has in finding qualified inspectors.

The meeting was adjourned at 5:00 p.m. until 8:15 a.m. the following day.



# Alaska State Legislature

## SENATE Resources Committee

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STATE CAPITOL  
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### Official Business

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DICK ELIASON  
DON GILMAN  
BOB MULCAHY  
ARLISS STURGULEWSKI

### MEMBERS PRESENT

Senator Fahrenkamp  
Senator Fischer  
Senator Bradley  
Senator Eliason  
Senator Gilman  
Senator Mulcahy  
Senator Sturgulewski

April 22, 1982  
8:30 a.m.

Beltz Room  
Capitol - Room 211

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### Hearing:

SB 872 An Act relating to sanitation, sanitary practices, quality assurance, and marketing of Alaska seafood products.

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Rodger Painter, Executive Director, United Fishermen of Alaska, explained that the U.S. Food and Drug Administration is reviewing its current program of inspection of canned salmon, and is intending to increase surveillance and require additional procedures. He stated that the Alaska Seafood Marketing Institute is working on a model fish hold inspection program. He urged that the State step in only if there is no substantial participation, rather than giving DEC broad inspection powers now. Painter concluded by emphasizing the difference between product safety and product quality, and suggested that SB 872 be amended to instruct the Department of Environmental Conservation to come back to the legislature with a plan on how to implement the quality assurance program.

Rick Lauber, Pacific Seafood Processors, stated that the processors want to do everything possible to make sure no further crises occur, and would like the emphasis of FDA and DEC to be placed on product safety. Lauber urged that ASMI be allowed to continue developing quality control guidelines, and that the State step in only if the processors do not participate voluntarily.

Senator Fahrenkamp expressed concern over the completeness of the fiscal note, stating she wants to make sure DEC has the personnel and the funds necessary to implement the program.

At 9:50 a.m. the meeting was recessed until after session.

The meeting resumed at 12:25 p.m.

Eric Eckholm, Executive Director, Alaska Seafood Marketing Institute, said he was not at liberty to make an official statement on SB 872, as his Board of Directors had not met to discuss the bill, but he believes the majority of the industry supports the bill. He stressed the importance of using in-plant and industry personnel in the inspections. Eckholm stated the basic inspection seal is needed right away to assure confidence in the consumer, but ASMI would like to do a market test on the quality seal this fall to determine its affect on marketability.

Dr. Fred Honsinger, Director, Seafood and Animal Industry Division, Department of Environmental Conservation, presented a new fiscal note allowing for more employees. He stated that an ongoing training program would need to be instituted, and that FDA and the National Marine Fisheries Service are willing to help in this regard. Because of time constraints, contract employees will be most feasible for this season.

The meeting was adjourned at 1:05 p.m.



# Alaska State Legislature

## SENATE Resources Committee

POUCH V  
STATE CAPITOL  
JUNEAU, ALASKA 99811  
(907) 465-3834  
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### Official Business

BETTYE FAHRENKAMP, Chairman  
VIC FISCHER, Vice-Chairman  
BRAD BRADLEY  
DICK ELIASON  
DON GILMAN  
BOB MULCAHY  
ARLISS STURGULEWSKI

### MEMBERS PRESENT

Senator Fahrenkamp  
Senator Fischer  
Senator Eliason  
Senator Gilman  
Senator Sturgulewski

April 23, 1982  
1:40 p.m.

Beltz Room  
Capitol - Room 211

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### Hearing:

- SB 835 An Act establishing a National Petroleum Reserve, Alaska, trust fund account and providing for uses of the money placed in the account: and providing for an effective date.
- SB 872 Relating to sanitation, sanitary practices, and quality assurance in the seafood processing industry.
- CSHB 47 An Act relating to the prohibition against waste of the meat of big game animals and wild fowl.

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### SB 872

Dr. Fred Honsinger, Director, Seafood and Animal Industry Division, Department of Environmental Conservation, suggested that page 3, line 7 of the Committee Substitute be changed from "in conjunction" to "after consultation".

Senator Gilman moved the amendment to page 3, line 7. He then moved the Committee Substitute and asked unanimous consent. Gilman moved the Letter of Intent and asked unanimous consent.

### SB 835

Tom Koester, Attorney General's Office, stated that SB 835 raises some legal questions. It violates the constitutional prohibitions of a dedicated fund, and the enactment of local or special legislation. In addition, it makes an appropriation in an enactment bill, and the wording "minimum of 50%" takes the power of appropriation away from the legislature. Koester concluded by stating that he would provide the Committee with written testimony outlining the legal questions raised by the bill. (See attached.)

Tom Smythe, Consultant, North Slope Borough, provided background on the National Petroleum Reserve, Alaska. He supports SB 835, stating that the funds are needed to continue a program of service in the field and alleviate impacts on the community.

Robert J. DuPere, Consultant, North Slope Borough, explained that the constraint is on the operating budget. Funds are needed for sanitary and solid waste facilities: Search and Rescue: mitigation of environmental impacts: airstrips, roads, and other lines of communication. DuPere then suggested overcoming the constitutional problems outlined by Tom Koester through wording changes that would allow the legislature to make yearly appropriations to impacted communities.

Senator Gilman expressed concern over how impacts will be measured, and how eligibility for funds will be ascertained.

Senator Fischer raised questions about how the 50% that doesn't go to the North Slope Borough will be spent. Also, he suggested that appropriations to the North Slope Borough be subject to legislative review periodically, or that a Letter of Intent be sent with the bill.

Senator Fahrenkamp directed Koester, DuPere, and the Resources Committee Staff to work together after the meeting to find an agreeable solution to the issues raised.

HB 47

Senator Sturgulewski moved CSHR 47 (Jud)(am) with individual recommendations.

The meeting was adjourned at 3:05 p.m.

SENATE  
RESOURCES COMMITTEE  
LETTER OF INTENT  
CSSB 872(Res)

It is the intent of the Senate Resources Committee in passing out this bill that the inspection seal shall not be used by the Alaska Seafood Marketing Institute until authorized by the Commissioner of the Department of Environmental Conservation.

It is also the intent of the Senate Resources Committee that the Department of Environmental Conservation supply, on a regular basis, to the Alaska Seafood Marketing Institute a list of processors that have complied with the permitting and plan of operation provision of this Act.

DEVELOPMENT GUIDELINES

FOR

SEAFOOD PROCESSING

QUALITY ASSURANCE

PLANS OF OPERATION

## INTRODUCTION

These guidelines are provided to assist the Alaska seafood processing industry in the development of their quality assurance plans of operation. Each permit application for a seafood processing operation that is submitted to the Department of Environmental Conservation must be accompanied by a Q.A. plan of operations which conforms to these guidelines.

The objective of the Q.A. plan of operations is to define the specific procedures which will be utilized to detect and prevent the production of unwholesome or adulterated product, and product which does not meet applicable standards of specifications. The plan must demonstrate in a detailed, written format, that when applied; it will effectively and reliably meet this objective.

The format defined in these guidelines has been designed to facilitate ease in the development of the plan of operation and the review process.

## TABLE OF CONTENTS

SUBJECT

PURPOSE

AUTHORITY

PROCEDURES

- (a) Quality Assurance Plan Development
- (b) Quality Assurance Plan Development Guidelines
- (c) Evaluation of Facilities and Equipment
- (d) Quality Assurance Plan Review and Evaluation
- (e) Permit
- (f) Inspection

SUBJECT: Guidelines for Quality Assurance Plans of Operation

PURPOSE: Provide guidelines for development of quality assurance plans of operation for seafood processing operations to insure consistent production of safe, wholesome, unadulterated, acceptable quality fish and fishery products.

AUTHORITY: AS.03.05.010(c), AS 03.05.025, AS 03.05.026

PROCEDURES:

(a) Quality Assurance Plan Development

- (1) Each seafood operation must submit for review and approval by the department, a comprehensive, written quality assurance plan which conforms to these guidelines. Every element contained in the guidelines must be specifically addressed in the quality assurance plan.
- (2) The format prescribed in these guidelines will be required for all quality assurance plans submitted to the department for review.
- (3) The department will not actively participate in the development of quality assurance plans for industry other than to provide clarification of specific requirements contained in the guidelines.

(b) Quality Assurance Plan Development Guidelines

I. Permit Application

To include revised application form with instructions.

II. Facilities & Equipment Plans & Specifications

To include step by step instructions for development of plans, specifications and associated information for land based and vessel based operations

General Categories of information will be as follows:

1. Site Plan (land based)
2. Operating Location Information (vessel based)
3. Equipment & Operation Locations
4. Surface Finishing Schedules
5. Equipment & Material Specifications
6. Plumbing Plan
7. Lighting
8. Ventilation
9. Structure Characteristics and Equipment for Insect & Rodent Control

III. Water Supply & Treatment

To include:

1. Description of Water Source(s)
2. Raw Quality of Water Source
3. Methods of Protection of Source
4. Carriage System from Source to Operation

5. Quantity of Water Used
6. Methods of Treatment
7. Monitoring Program for Quality & Treatment

IV. Waste Treatment & Disposal

To include:

1. Types of Waste Generated
2. Quantities of Waste by Type
3. Methods of Treatment
4. Methods & Locations for Storage
5. Methods & Locations for Disposal

V. Quality Assurance Plan

1. Statement of the Purpose of the Plan
2. Organizational Structure
  - a. Organizational Chart
  - b. Direct Management Relationships
  - c. Functional Relationships
  - d. Assignment of Responsibility & Authority
  - e. Individual's Names
3. Products Processed & Process Methods
  - a. Basic Products Processed
  - b. Finished Product's Form
  - c. General Process Methods by Product Form

4. In - Process Controls
  - a. Product & Product Form
  - b. Process Flow Diagrams with Critical Point Identification & Inspection Station Identification & Report Flow
  - c. Process Flow Narratives
  - d. Description of each Q.A. activity at each inspection Station to Include: Attributes Inspected For, Specifications, Sample Plan or Control, Action Taken on Non-conformance
  - e. Recordkeeping & Reporting
  
5. Packaging Operation Controls
  - a. Product, Product Form, Type of Packaging
  - b. Flow Diagrams with Critical Point Identification, Inspection Station Identification & Report Flow
  - c. Coding & Labeling Controls to be Included
  - d. Packaging Process Flow Narratives
  - e. Description of Each Q.A. Activity at Each Inspection Station to Include: Attributes Inspection for, Specifications, Sample Plan or Control, Action Taken on Non-conformance.
  - f. Recordkeeping & Reporting
  
6. Finished Product Evaluation
  - a. Product, Product Form & Quantity

- b. Description of Evaluation Process to Include:  
Attributes Inspected For, Specifications, Sample  
Plan or Control, Action Taken on Non-conformance
- c. Recordkeeping & Reporting

7. In-Coming Material Controls

- a. Lists of Materials by Category
- b. Description of Q.A. Inspection Activities by  
Material or Category to Include: Attributes  
Inspected For, Specifications, Sample Plan or  
Control, Action Taken on Non-conformance
- c. Recordkeeping & Reporting

8. Warehousing Requirements & Controls

- a. Floor Plan for Warehousing Areas
- b. Quantities of Materials to be Warehoused by
- c. Plan for Product & Material Segregation & Rotation
- d. Plan for Damaged Materials Handling
- e. Recordkeeping & Reporting

9. Control & Handling of Non-Conforming or Unacceptable  
Materials

- a. Identification Procedures
- b. Segregation Procedures

- c. Disposal Procedures
- d. Recordkeeping & Reporting

10. Sanitation Monitoring

- a. Cleaning Methods & Schedules
- b. Facilities & Equipment Condition
- c. Grounds Maintenance
- d. Pest Control & Pesticides
- e. Instructions for Personnel Hygienic Practices
- f. Scheduled Inspections
- g. Recordkeeping & Reporting

11. Calibration of Equipment & Instruments

- a. Equipment & Instruments Requiring Calibration
- b. Frequency of Calibration for Each Piece of Equipment or Instrument
- c. Method of Calibration For Each Type of Equipment or Instrument
- d. Verification of Control Used for Calibration
- e. Recordkeeping & Reporting

12. Recordkeeping & Reporting Forms

This section will include recommended, and in some cases mandated form examples. Each plan submitted will include examples of all forms to be used

13. Analytical Methods Reference

This section will include definitive descriptions for each evaluation, testing or analytical procedure used in the Q.A. process

14. Product & Materials Specifications

This section will include copies of all product and materials standards or specifications used by the processor

15. Contingency Plans

This section will include proposed contingency plans in case of failure of major systems to include notification of the department of reversion to the contingency plan. Major areas to be addressed are as follows:

- a. Water Supply & Treatment Systems
- b. Waste Treatment and Disposal
- c. Major System or Equipment Failure, i.e. steam generation, refrigeration, electrical, etc.
- d. Disaster Plan
- e. Recall Plan

16. Technical Reference Appendix

This section will include copies or listings of

technical references used as support for the Q.A.  
process

VI. Definition of Terms

This section will be used to define terms used in the development guidelines and will be recommended to be included in each plan of operations to define terms used in the actual plan

(c) Evaluation of Facilities and Equipment

- (1) An onsite evaluation of the facilities and equipment will be conducted by a department inspector to determine compliance with Alaska Statutes and Regulations prior to formal review of the submitted quality assurance plan. A report of the inspector's findings will be submitted to the reviewing official and a copy provided to a responsible individual representing the processing operation at the time of inspection.
- (2) The onsite evaluation will be scheduled upon receipt of a written request from the operator of the seafood processing facility. Onsite evaluations will be conducted within a reasonable period of time after receipt of the written request.
- (3) Onsite evaluation of the processing facilities may be postponed at the discretion of the department. Postponement of onsite evaluation will not preclude provisional approval of the proposed quality assurance plan.

(d) Quality Assurance Plan Review and Evaluation

- (1) Upon receipt of the proposed quality assurance plan and onsite evaluation report, they will be forwarded to an evaluation team which will consist of department staff members with specific expertise in the various types of processing technologies, (i.e.: low acid canning, curing and smoking, freezing, processed prepared foods, etc.) as well as product characteristics and associated public health and product quality concerns.
- (2) The quality assurance plan and onsite evaluation will be reviewed for compliance with the guidelines and Alaska statutes and regulations. Any significant deficiencies noted will be reported to the seafood program administrators with suggestions for corrective actions to make the plan acceptable.
- (3) The department will respond within 15 days after receipt of each permit application and quality assurance plan.

(e) Permit

- (1) Upon approval of the quality assurance plan and onsite evaluation the department will issue a permit to operate in accordance with 18 AAC 34.020 which incorporates the quality assurance plan.

(2) Failure to comply with the terms of the permit may result in suspension of the permit in accordance with 18 AAC 34.020(e), (f).

(f) Inspection

Inspection may include the collection of samples for examination and/or testing to include: product, raw materials, ingredients, food additives, chemical compounds and substances, packaging materials, labels, records, and documents relating to the quality control and quality assurance process.

NOTE: An attachment for the Guidelines for Quality Assurance Plan Development which consists of a copy of 18 AAC 34, FISH INSPECTION, with a compliance definition and public health explanation by section and/or paragraph will be provided to clarify interpretation and promote understanding of regulatory requirements.

SB872

TESTIMONY ON SALMON SAFETY AND QUALITY ASSURANCE  
BEFORE THE  
SENATE RESOURCES COMMITTEE

BY  
LT. GOVERNOR TERRY MILLER

April 21, 1982

I appreciate the opportunity to appear before this committee to talk for a few moments about the need for a safety and quality program for Alaska's sea food products. The legislation before the committee provides for basic safety and establishes the framework for improving quality of Alaska seafood products by establishing a two-tier quality assurance program.

The first tier would warrant Alaska's salmon as safe and edible as a result of state-sponsored inspection. Within one year, we can have a State of Alaska seal on the labels of canned salmon that ensures that the product has been inspected for safety and quality.

Such a safety warranty program would at once accomplish two purposes, first, it would advise the consumer that the fish has been inspected to help ensure it is fit for human consumption; it would reassure those who have read or heard worldwide media announcements of the botulism death and sickness and the canned salmon recall.

Second, it would enhance marketing. Alaska is salable. Our tourism promotions have proven that the allure and excitement of our state appeals to a national and international market. A prominent seal indicating that the salmon has been caught in Alaska waters can enhance the image of the product. This would also allow future advertising and promotion efforts to be done generically by advising the consumer to look for the seal of integrity. Alaska salmon can be as appealing as Maine lobster, Florida oranges, or Washington apples.

The first-tier program would be mandatory. As a major world salmon producer, Alaska must put the interests of consumers first, we must try to ensure that consumers will be protected. This mandatory first-tier inspection is nothing but basic public protection; a traditional government function. It is not massive market inference and will not require an army of state employees to administer. To the contrary, the Department of Environmental Conservation, ASMI, and industry can jointly design a system which minimizes state intervention and optimizes industry benefit.

Through the use of "dudding" machines, cans can be electronically checked for their convexity which helps assure the integrity of the can and avoids botulism. Some responsible salmon canners already do this. "Dudding" adds only 10¢ to the cost of a case of salmon, with 48 cans to the case. Dudding can be done at high speed as the cans are sent in for labels. Indeed, it should be done in conjunction with electronic weighing, to try to avoid further incidences of botulism. Any can that is dudded and electronically weighed would qualify for a state seal.

By emphasizing the "dudding" process I do not mean to preclude a continuing search for other means or methods that may be even more effective in preventing an unsafe product from reaching the market. The legislation before you does provide for a continuing effort on the part of the Department of Environmental Conservation to improve surveillance and inspection activities.

We also need a second-tier quality assurance program, one that is voluntary and involves the active participation of industry. In many foreign markets, Alaska salmon (both canned and frozen) has the reputation of not being a quality product. The designation "premium grade", or the equivalent, could be added to the seal to indicate to the consumer that not only is the product safe, but the quality is intact. This quality check can be accomplished through statistical checking of case batches through the laboratories of the National Food Processors Association or similar organizations. The National Food Processors Association already does sampling for the FDA.

Several quality assurance programs could be examined as possible models. I would favor the one resulting in the least state interference with normal market behavior. Again, this grading could be voluntary, but marketing generically through the use of the seal would encourage industry participation. The money that the state spends marketing canned salmon would be spent only to promote salmon bearing the Alaska mandatory safety and voluntary quality seal. We should not spend a dime trying to market salmon that will bomb in the market place.

I believe the voluntary approach as outlined in this legislation for the second tier system is feasible. It is my expectation that the Department of Environmental Conservation (DEC) and the Alaska Seafood Marketing Institute (ASMI) will implement this system first for canned salmon and that, over a period of time, quality standards will also be set for other means of preserving salmon and other seafoods. However, I think that quality is so important to the future of this industry that the legislature and the administration should monitor the

efforts of DEC and ASMI so that further steps can be taken if necessary to improve the reputation of Alaska seafood in the marketplace.

It should be made clear that DEC will be the lead agency in ensuring that the quality guidelines are set. I believe that language in the bill does make this clear but also provides for ASMI participation to the extent that their expertise in marketing and their understanding of the processing industry can be useful in setting realistic and reasonable standards.

So, I support the two-tiered quality assurance program as outlined in this bill. The first tier being mandatory and guaranteeing basic product safety and being implemented as quickly as possible. The second tier would address product taste, color, and general desirability; it would be based on voluntary industry participation with strong incentives for involvement and would be implemented in stages over a three-to-five year time frame.

This seal of safety and quality program can be modeled after an existing program. The federal tuna safety inspections helped that industry rebound and could well become our example.

Governor Hammond earlier this week endorsed the approach that is outlined in this bill. Fishermen and representatives of the processing industry have agreed that the directions set in this legislation can be accomplished and agree with the need for a certification of these goals. That, by the way, is a significant step. There is general recognition by those dependent upon the fishing industry that if we are to maximize market potentials and allow for future economic growth, these steps are necessary.

I don't want to belabor the importance of what you are now considering. There are many in the legislature who believe that aid to the industry in the wake of the market instability due to the botulism incidents is contingent upon safety and quality assurance. Frankly, I agree with them. I believe that this bill does provide these basic assurances and that this legislation should be the catalyst for marketing and pack loan assistance to an industry reeling from the death of a Belgian man and the illness of an American woman who possibly may have eaten a can of tainted salmon.

Today, now, the salmon industry is in mortal jeopardy. The crisis has reached such proportions that the state must take dramatic and immediate action to rescue this industry from what otherwise may become certain disaster. Make no mistake about it, the stakes are high if we fail. A collapse or crippling of this industry will leave few Alaskans untouched.

Let's review what this industry means to our state. Fishermen in Alaska waters last year earned about \$600 million and the wholesale value of the fish pack is double that. The fishing industry is the state's largest private employer with a peak of about 55,000 jobs each summer, and the industry is the second-largest revenue generator for the state behind petroleum. Employment in the processing industry has grown by 43% in the past eight years. The support industries in the service sector, transportation fields and other businesses, ranging from hardware to electronics, also benefit substantially from the industry. It is time to also explode the myth that only the small coastal communities benefit from fishing. More commercial fishermen live in Anchorage than any other community and Anchorage employs more than 1,500 in the processing industry and salmon transportation sector.

While it may seem unreasonable that one, and possibly two, botulism-tainted cans out of the more than 210 million cans packed last year can threaten an industry that is so integral to the economic future of Alaska, it is unfortunately true. We are faced with the almost certain failure of some of the canneries in Alaska with consequent job losses, diminished earnings to the fishermen because of market instability, and falling state revenues generated by the industry. The processors, if they reopen, will be buying fish this year while they have yet to sell much of the fish from the 1980 and 1981 pack.

In 1963, the tuna industry suffered through a similar incident. Following the botulism related death of two Detroit women, 85,000 cans were recalled and the sales of tuna dropped nearly 50%. But it is hard to draw comparisons. In the tuna incident, only one cannery was involved--in this salmon incident, several canneries are involved and 50 million cans recalled. Also, tuna is a loss leader, traditionally sold in grocery store bins at a loss to attract customers while salmon is traditionally sold off the top shelf at a premium price.

Also in 1963, the tuna industry launched a \$10 million public relations effort to offset their botulism scare. That was in 1963 dollars. The tuna industry worked aggressively to recoup lost markets. If they hadn't, tuna canners and fishermen might not have survived. They also established a quality assurance program; one that is still in force today in modified form. Industry solicited FDA and National Marine Fisheries Service (NMFS) inspection, and cooperated in establishing safeguards to prevent a recurrence of these incidents.

It is time to stop arguing and lamenting about the setback; we must counterattack with a multi-faceted effort. It took 18 months to turn around the tuna industry in

1963-64. A sustained market slump for salmon beyond 18 months could doom the canned salmon industry in Alaska--processors, fishermen and all.

So, if safety and quality guidelines similar to what you are now considering pass, I strongly advocate these two actions: appropriation of money immediately to ASMI to stabilize and then expand the market for Alaska salmon, and adjustment of the fish pack loan program so that most processors can open this year. To be effective, these actions must be taken soon since the fishing season is nearly upon us and industry must know the extent of the state response so it can plan for the season.

Again, I appreciate the opportunity to testify before you this afternoon. I am gratified that this legislation is receiving consideration by this committee and I wish you success in your deliberations.

STATE OF ALASKA  
THE LEGISLATURE

7

POUCH Y STATE CAPITOL  
JUNEAU ALASKA 99811  
437 465 3800

LEGISLATIVE AFFAIRS AGENCY

MEMORANDUM

April 7, 1982

SUBJECT: Federal-state jurisdictional conflicts in  
the regulation of seafood processing vessels.  
(SB 872)

TO: Senator Bettye Fahrenkamp, Chairman  
Senate Resources Committee

FROM: Edward H. Hein *ELH*  
Legislative Counsel

You have asked whether Sec. 2 of SB 872 presents a potential for conflicts with federal agencies, such as the Coast Guard, over the regulation of seafood processing vessels.

The general rule is that a state has authority to regulate matters affecting the health and safety of its citizens and to regulate the purity of food products produced in the state. The regulation may affect areas beyond the state's borders to the extent that the regulated activity affects or is connected to a legitimate state interest, such as health and safety. State regulation may be limited or pre-empted by federal regulation in areas of national concern that require uniformity across the country.

Section 2 of the bill appears to be aimed at protecting the health and safety of consumers of Alaska seafood products. The section bolsters the inspection and permit system that already exists under 11 . . . 37 by requiring processors to submit to the department an annual plan of operation.

Commissioner Mueller informs me that the department currently cooperates with the U.S. Public Health Service in Seattle and the King County (Washington) Health Department in providing for vessel sanitary inspections.

Under 46 U.S.C. §§367 and 404, vessels up to 5,000 gross tons "used in the processing or assembling of fishery pro-

Senator Bettye Fahrenkamp  
Page 2  
April 7, 1982

ducts in the fisheries of the States of Oregon, Washington, and Alaska" are exempt from Coast Guard inspections.

It appears, therefore, that Sec. 2 of SB 872 on its face does not present a conflict with federal law as it relates to processing vessels.

EHH:jdn



# MEMORANDUM

# State of Alaska

TO: The Honorable Ernst W. Mueller  
Commissioner  
Department of Environmental  
Conservation

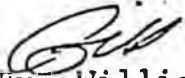
DATE: November 30, 1982

FILE NO:

TELEPHONE NO: 465-3603

FROM: Wilson L. Condon  
Attorney General

SUBJECT: State liability on  
"sealed" seafood

  
By: William G. Mellow  
Assistant Attorney General

You have asked whether the state can be held liable for injury associated with consumption of seafood bearing a state approved seal. The answer is yes.

State liability claims can be predicated upon two broad bases; (1) negligence in carrying out statutory and regulatory duties and, (2) misrepresentation of the quality of food products.

The broad concept of sovereign immunity which shielded state and federal government from operational negligence a decade ago is now almost nonexistent. The basic rule applied by our court is that where there is negligence, there should be liability; immunity is the exception. State v. Abbott, 498 P.2d 712 (Alaska 1972). The state is liable for negligent inspections and failure to enforce discovered safety violations. Adams v. State, 555 P.2d 235 (Alaska 1976); Wallace v. State, 557 P.2d 1120 (Alaska 1976). Nevertheless, by statute, AS 09.50.250, the state is immune from liability arising solely from misrepresentation. Consequently, it is probable that as to this latter base of liability there would be state immunity. However, here the immunity is somewhat ethereal as the court's declaration that immunity is the exception will generally result in a finding wherever conduct which results in "misrepresentation" is also negligence of another form.

To reduce the above to a concrete example assume that pursuant to AS 03.05.010(c) regulations authorizing inspections and setting standards are promulgated and that a state inspector negligently fails to detect a sanitary violation or having detected same, fails to diligently pursue enforcement. A subsequent death which is proximately linked to the unsanitary condition of the product exposes the state to liability to the estate of the decedent. Simultaneously, if the contaminated product carried a State of Alaska quality seal, it could be stated that the decedent relied upon the quality assurance of the seal to his detriment and thereby has a claim for damages for the misrepresentation. A claim based solely upon misrepresentation might

well be struck on grounds of sovereign immunity but would survive challenge if it also rested upon the claim of negligence in inspection. It would be very unlikely, where a large damages claim is involved, that an attorney would himself be negligent enough to present a claim solely on the basis of injury by misrepresentation. Rather, it can be anticipated that all claims would also include a claim based upon negligent performance of a ministerial function.

The letter of November 1, 1982 from Eric Eckholm to Glenn Akins, a copy of which you attached to your opinion request, states that Canada, the U.S. Department of Commerce, and the State of Maine have no liability for the quality of products passing through their respective inspection programs. This is surely because of specific, well defined statutory immunity. Carefully drafted statutory language specifically addressing state inspection and quality assurance would eliminate state liability exposure. Unless such statutory immunity comes into existence in the future, the unequivocal answer to your question is that there is liability for state negligence to the same extent as would be present if the liability exposing activity were carried out by a nongovernmental entity.

I am willing to meet informally with your staff or representatives of the ASMI to discuss this matter and answer your questions and will additionally provide desired bill drafting upon request.

WGM/jal

Draft

DEVELOPMENT GUIDELINES

FOR

SEAFOOD PROCESSING

QUALITY ASSURANCE

PLANS OF OPERATION

## TABLE OF CONTENTS

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- (c) Evaluation of Facilities and Equipment
- (d) Quality Assurance Plan Review and Evaluation
- (e) Permit
- (f) Inspection

## INTRODUCTION

These guidelines are provided to assist the Alaska seafood processing industry in the development of their quality assurance plans of operation. Each permit application for a seafood processing operation that is submitted to the Department of Environmental conservation must be accompanied by a quality assurance plan of operations which conforms to these guidelines.

The objective of the quality assurance plan of operations is to define the specific procedures which will be utilized to detect and prevent the production of unwholesome or adulterated product, product which does not meet applicable standards of specifications, and insure compliance with Alaska regulations and statutes. The plan must demonstrate in a detailed, written format, that when applied it will effectively and reliably meet this objective.

Examples provided in these guidelines are intended only to clarify explanations of what type of information is necessary, and a method of presenting that information. They are not intended to be a complete example of all information that may be required, and may not be considered as approved for any specific product or process.

While the guidelines and information required in a quality assurance plan of operation are concerned only with regulatory and public health concerns, the plan may be expanded to include application for product image enhancement, elegance and functional attributes for marketing purposes and consumer satisfaction.

The format defined in these guidelines has been designed to facilitate ease in the development of the plan of operation and the review process.

Submit the completed plan of operation, as well as questions regarding requirements of these guidelines, to:

Seafood Program Supervisor

Division of Seafood and Animal Industries

Department of Environmental Conservation

P.O. Box 1832

Anchorage, AK 99510 Telephone (907) 272-1561

SUBJECT: Guidelines for Quality Assurance Plans of Operation.

PURPOSE: Provide guidelines for development of quality assurance plans of operation for seafood processing operations to insure consistent production of safe, wholesome, unadulterated, acceptable quality fish and fishery products.

AUTHORITY: AS 03.05.010(c), AS 03.05.025, AS 03.05.026.

PROCEDURES:

(a) Quality Assurance Plan Development

(1) Each seafood operation must submit for review and approval by the department, a comprehensive, written quality assurance plan which conforms to these guidelines. Every element contained in the guidelines must be specifically addressed in the quality assurance plan.

(2) The format prescribed in these guidelines is required for all quality assurance plans submitted to the department of review.

If a processor wishes to submit an existing quality assurance program manual as their plan or in place of portions of the plan, an outline of the major requirements of these guidelines which provides direct reference to the section of the submitted manual that satisfies each requirement will be included with the plan.

(3) The department will not actively participate in the development of quality assurance plans for industry other than to provide clarification of specific requirements contained in the guidelines.

(b) Quality Assurance Plan Development Guidelines

I. Permit Application: Complete "ANNUAL UNIFORM PERMIT APPLICATION FOR SEAFOOD PROCESSORS" (Form 18-304) and include with the remainder of your Quality Assurance Plan of Operation.

II. Facilities and Equipment Plans and Specifications: Plans and specifications for design and construction of facilities and equipment are required with an initial permit application and plan of operation and prior to any major change in operation, and/or addition to or major renovation of facilities.

Drawings or plans do not need to be prepared by a registered engineer if all requested information is provided in accordance with these instructions:

(A) Site Plan: A drawing to scale (1 inch = 8 feet or larger) of the entire premises showing the location of all buildings, roadways, alleys, dock areas, streams, catchbasins, water wells, reservoirs, storage tanks, septic systems and solid waste storage. The character and surfacing of all traffic areas and drainage features of the premises must be provided. The north point of the compass must be indicated on the drawings.

Vessel based operations shall provide the navigational coordinates (latitude and longitude) of their anchorage for processing. They shall also include a chart (map) of the harborage or anchorage area where processing will be accomplished.

(B) Floor Plans: A floor plan must be prepared to scale (1 inch = 4 feet or larger) for each floor and all buildings that are utilized by the operation for any purpose. Each floor plan is to accurately illustrate the facilities as they will exist when the establishment is in operation.

Essential information which must be included are as follows: 1) walls; 2) partitions; 3) posts; 4) doorways; 5) windows; 6) floor drainage openings and gutters; 7) principal pieces of equipment; 8) facilities for equipment and utensil cleaning and sanitizing; 9) hand wash facilities; 10) employee work positions; 11) conveyors; 12) chutes; 13) storage areas (indicate type; i.e., dry, cold, chemical, etc., as well as temperature for cold storage areas); 14) shelves; 15) racks; 16) ventilation fans (indicate exhaust or intake); 17) ramps; 18) stairways; 19) lockers; 20) benches; 21) toilets; 22) urinals; 23) lavatories; 24) number of employees to be using each welfare and toilet room; 25) ceiling height; 26) operational use for each room; and 27) floor pitch is to be indicated by grade lines or arrows to show drainage characteristics.

(C) Finishing Schedule: The following information must be provided:

1. Material make-up of walls, floors, ceilings, shelves, counters, etc. (For example gypsum board, concrete, marlite).

2. Finish used on surfaces. (For example, specifications for paint, epoxy, fiberglass, etc.)

(D) Specifications: Manufacturers specifications or complete description of equipment must be provided (dimensions, materials, welded construction, etc.). Photographs of equipment are recommended in addition to specifications.

Note: Lighting, ventilation and plumbing may be incorporated on one drawing but, must be on a drawing or plan separate from the floor plan. The scale for the lighting, ventilation and plumbing plans shall be the same as the floor plan (1 inch = 4 feet or larger).

(E) Lighting: Plans must define the location, type and size of all lighting fixtures as well as indicate shielding (to protect against breakage and falling glass) in all exposed product packaging and storage areas.

(F) Ventilation and Insulation: Plans must indicate the type, size and location of ventilation and insulation used to control excessive steam, vapors, fumes and condensation.

(G) Plumbing:

- (1) Potable water, hot and cold (domestic and processing systems).
- (2) Seawater or salt water systems for fluming, processing, equipment washing, etc.
- (3) Nonpotable systems.
- (4) Waste systems (processing and domestic).
- (5) The following information must be provided in the plans for each of the above systems:
  - (a) Line sizes and locations;
  - (b) Location of each outlet or connection;
  - (c) Backflow/anti-siphonage protection; and
  - (d) The color coding system used in the plant for identification of each line as to the system.

(H) Pest Control: Plans must indicate the structural controls utilized to prevent access to the establishment by insects, birds and animals such as doors, screens, air curtains, etc.

This information may be included on either the floor plan or lighting, ventilation and plumbing plan.

III. Water Supply and Treatment: Engineered plans must be submitted in accordance with 18 AAC 80.100(C) which provides the following information:

- A. A description of the water source(s).
- B. Raw quality of the water source(s) which must comply with 18 AAC 70 and 18 AAC 80.050.
- C. The methods of protection of the water source(s).
- D. Carriage system from the source(s) to the operations(s).
- E. Quantity of water used.
- F. Methods and system for treatment of water supplies.

Sampling and analysis of water from water systems will be accomplished in accordance with 18 AAC 80.060 and 18 AAC 80.070.

Reporting and recordkeeping will be accomplished in accordance with 18 AAC 80.080.

IV. Waste Treatment and Disposal: The following general information must be provided:

- A. The types of waste generated.
- B. The quantities or volumes of each type of waste generated per 24 hour period.
- C. The methods and locations for storage of each type of waste.
- D. The methods of treatment for each type of waste.
- E. The methods and locations for disposal of each type of waste.
- F. The frequency and methods for monitoring waste storage, treatment and disposal to assure compliance.

The following specific information is required:

A. Domestic Sewage.

1. The maximum number of individuals served per day by the system.
2. If food service is provided and number of meals served per day.
3. The name of the municipal system, if discharged to such.
4. The following is required if a septic tank and leach system are utilized:
  - a. Tank size, type and number of compartments.
  - b. The soil type or percolation rate.
  - c. The type of soil absorption (leach) system.
  - d. Dimensions and size of the soil absorption system.
  - e. Separation or distance from the nearest well or water source.
  - f. Separation or distance from the nearest body of water.
  - g. Separation or distance from the water table.
  - h. Separation or distance from subsurface impervious layer (if applicable).

Note: An Alaska Department of Environmental Conservation <sup>approved</sup> adequacy test by a professional engineer licensed in the State of Alaska may substitute for the information (a through h) above.

5. The following is required for use of a septic tank with sand filter:
  - a. Tank size, type and number of compartments.
  - b. The sand filter size and load rate.
  - c. Specific information describing the discharge point and load rate.
  - d. Specific information describing the discharge point and location.
  
6. The following is required for use of package treatment plants:
  - a. Manufacturer or brand name of treatment plant.
  - b. The model of the treatment plant.
  - c. The capacity of the treatment plant.
  - d. The type of treatment.
  - e. Specific information describing the discharge point and location.

B. Processing waste.

1. The volumes in gallons per day of salt water discharged and fresh water discharged.
2. The maximum quantity of processing solids generated per day (24 hour period).
3. Environmental Protection Agency NPDES permit number if issued. If no NPDES permit issued, explain why; i.e., EPA declined to issue based on discharge quantity or volume.

4. Type of treatment; i.e., grinding or screening and recovery. In the case of grinding provide the following information regarding the grinder:
  - a. Manufacturer or brand name.
  - b. Model.
  - c. Capacity ratings for solid and liquid volumes.
  - d. Maximum discharge particulate size.
5. If disposal is to a third party recovery plant specify the name and location.
6. If disposal is by landfill or land discharge specify the location, name and solid waste disposal permit number of the operator.
7. As built or construction plans are required for all discharge systems. Information to be included is as follows:
  - a. Discharge point and location.
  - b. Depth at which the line is buried.
  - c. The type and size of the outfall line.
  - d. The depth below mean low, low water of the discharge point.
  - e. The loading facilities, storage facilities and site barge if barging, as well as chart coordinates for ocean dumping site or locale.

V. Quality Assurance Plan:

A. Statement of Purpose

This section shall state the purpose of the Quality Assurance Plan of Operations.

Example: The purpose of this plan is to define the specific procedures to be utilized to assure production of a safe, wholesome, unadulterated product in accordance with Alaska statutes and regulations and in conformance with applicable standards and specifications.

B. Organizational Structure

The quality assurance organization will be independent of the production organization to insure that quality assurance is exempt from control or direct pressure from production or other facets of the processing organization which might interfere with their performance.

Exception: In small operations where the owner or general manager (the final decision making authority) directly and actively supervises and/or participates in the on-line operations as a normal daily function, the aforementioned segregation of organization structure is not necessary.

This section will include an organization chart with corresponding statements which provide the following (Example, see Figure #1):

1. Direct management and supervisory relationship of the quality assurance organization and personnel to other major facets of the organization.

2. The functional relationship of the quality assurance organization and personnel to the other major facets of the organization.

3. Facets of organization to be addressed are as follows: a) management; b) production; c) warehousing; d) sanitation; e) maintenance; and f) quality assurance.

4. A description of general responsibilities by organizational area.

5. Names of individuals assigned major organizational responsibility and authority.

6. Identification of personnel who have authority to stop production and/or retain (prevent use or distribution of) product and materials.

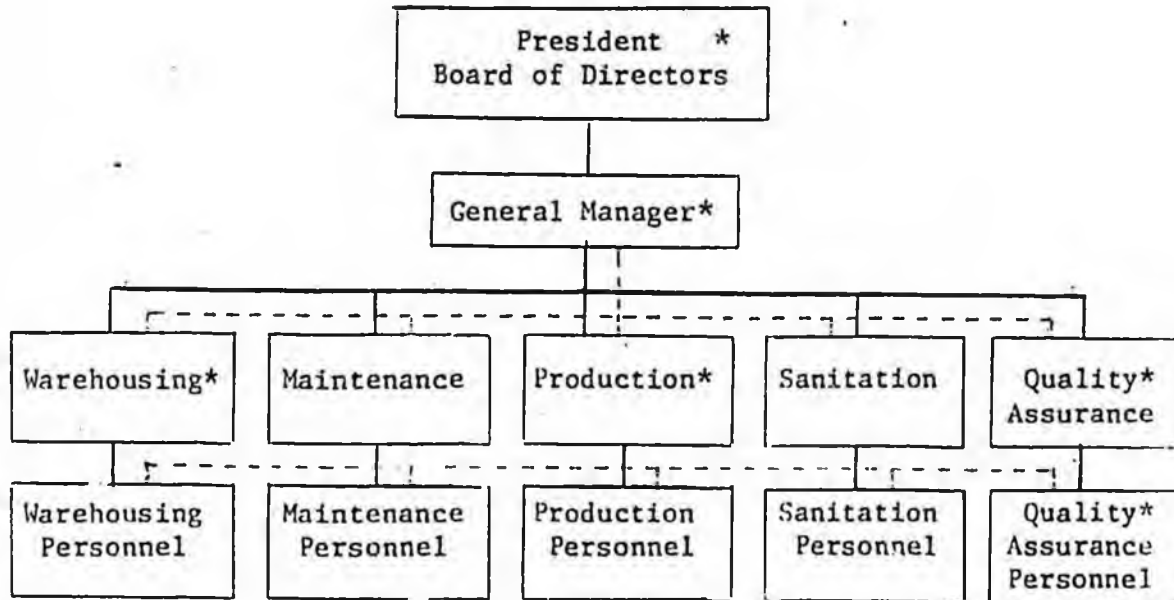
#### C. Products Processed and Process Methods

1. A list of products processed which identifies the species processed and the finished product form.

2. Identification of major process methods utilized.

(Example: See Figure #2)

Organizational Chart



General Manager: Overall authority and responsibility for all operations.  
John Chinook

Warehousing Responsibilities: Receiving, storage and shipping of all product, materials, and equipment, sanitation of warehousing areas and quality control. Bill Chum

Maintenance Responsibilities: Maintenance and repair of all facilities, equipment and grounds, operation of water and waste systems, and quality control. Bob Prawn

Production Responsibilities: Processing and packaging operations, on shift sanitation of processing areas and equipment, and quality control. Joe Kita

Sanitation Responsibilities: General sanitation, pest control and quality control. Jack Silver

Quality Assurance Responsibilities: Assure production of safe, wholesome, unadulterated product and compliance with applicable standards, specifications, laws and regulations through monitoring and inspection procedures. Charles Coho

\* Authority to stop production and/or retain (prevent use or distribution of) product and materials

ProductsProcess

Canned Pacific Salmon,  
 All species.  
 Can sizes: 307 x 200.25  
                   301 x 408

Mechanical Butchering  
 and sliming, horizontal  
 still retorting, air  
 cooling.

Pacific Salmon, fresh  
 frozen; All species,

~~individually vacuum~~

Manual butchering,  
 mechanical sliming,  
 blast frozen, packed.  
 individually vacuum  
 packed.

D. In Process Controls

The following information is to be provided for each general process:

1. A process flow diagram which identifies:
  - a. products processed;
  - b. each step or procedure in the processing operation;
  - c. critical control points in the operation;
  - d. each quality assurance inspection point through the process; and
  - e. the report flow from each inspection point.

(Examples: See Figures #3 and #6)

2. A narrative description of the process which provides an explanation of each step or procedure. (Example: See Figures #4 and #7)

3. A description of each quality assurance activity at each inspection station to include:

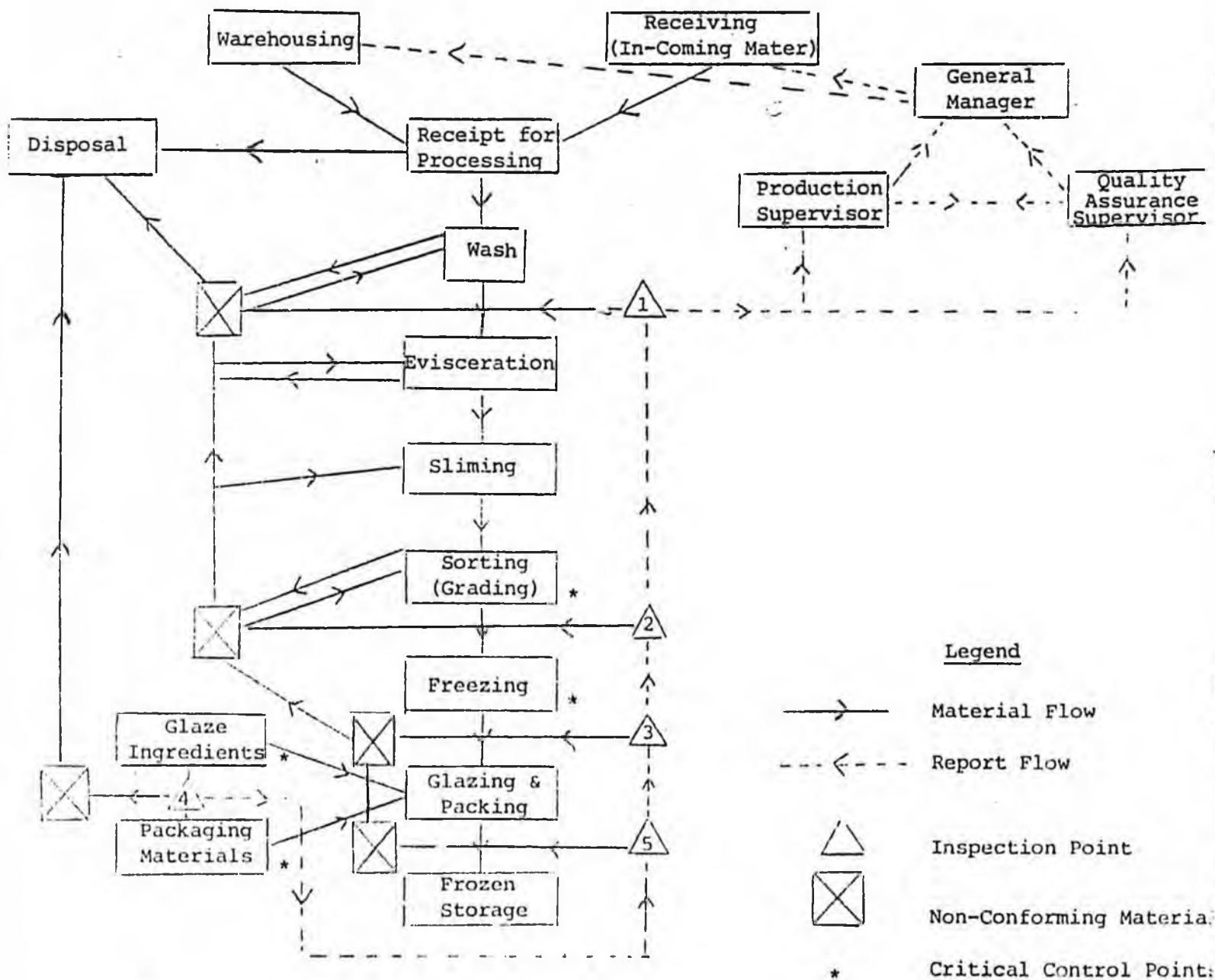
- a. Attributes inspected for
- b. Specifications for attributes
- c. Sample plan or control
- d. Action taken on non-conformance

(Examples: See Figures #5 and #8)

4. Recordkeeping and reporting will be maintained for not less than three years and will include the following information for each inspection conducted:

- a. Product or Item Inspected
- b. Date and Time of Inspection
- c. Attributes Inspected For
- d. Specifications for Attributes
- e. Inspection Results
- f. Inspector's Name (Signature)
- g. Reviewer's Name (Signature)
- h. Disposition of Product or Item, or Action Taken.

Products: Pacific Salmon, All Species - Eviscerated, Fresh, Frozen



Note: The flow for non-conforming materials should show the possible flow for rework or reconditioning as well as disposal.

## Process Narrative

Product: Pacific Salmon, All Species, Eviscerated, Fresh, Frozen

## Procedures

1. Salmon are received in totes or via conveyor from refrigerated storage, after in-coming materials inspection at the dock.
2. Salmon are inspected and washed by processing personnel and placed on butchering line for evisceration heading, gilling and rinsing.
3. Salmon are placed on a conveyor for sliming through a mechanical slimer and discharged to a holding table with a continuous flow of water.
4. Salmon are removed from the slimer discharge table, inspected, sorted by species, size and grade by processing personnel and placed on a receiving table with dividers for segregation.
5. Salmon are removed from the sorting table and placed on freezer racks which are transferred to the blast freezer.

6. Salmon are removed from the blast freezer when a core temperature of  $-10^{\circ}$  F is reached (approximately five hours freeze time) and transferred to the packing area for glazing and packing.

7. Salmon are removed from freezer racks and placed in a mechanical glazer for a three stage glaze application and discharged to a receiving table.

8. Glazed salmon are removed from the glaze discharge table, placed in individual plastic bags and placed in pre-labeled fish boxes which are strapped with plastic bands.

9. The boxes of salmon are weighed, marked with the net weight, (based upon glaze percentage and packaging tare subtracted from gross weight) and placed upon pallets.

10. Loaded pallets of boxed salmon are removed immediately to cold storage rooms or refrigerated vans.

EXAMPLE

Pacific Salmon, All Species  
Product/Material

Evisceration, Freezing and Packaging  
Process/Procedure

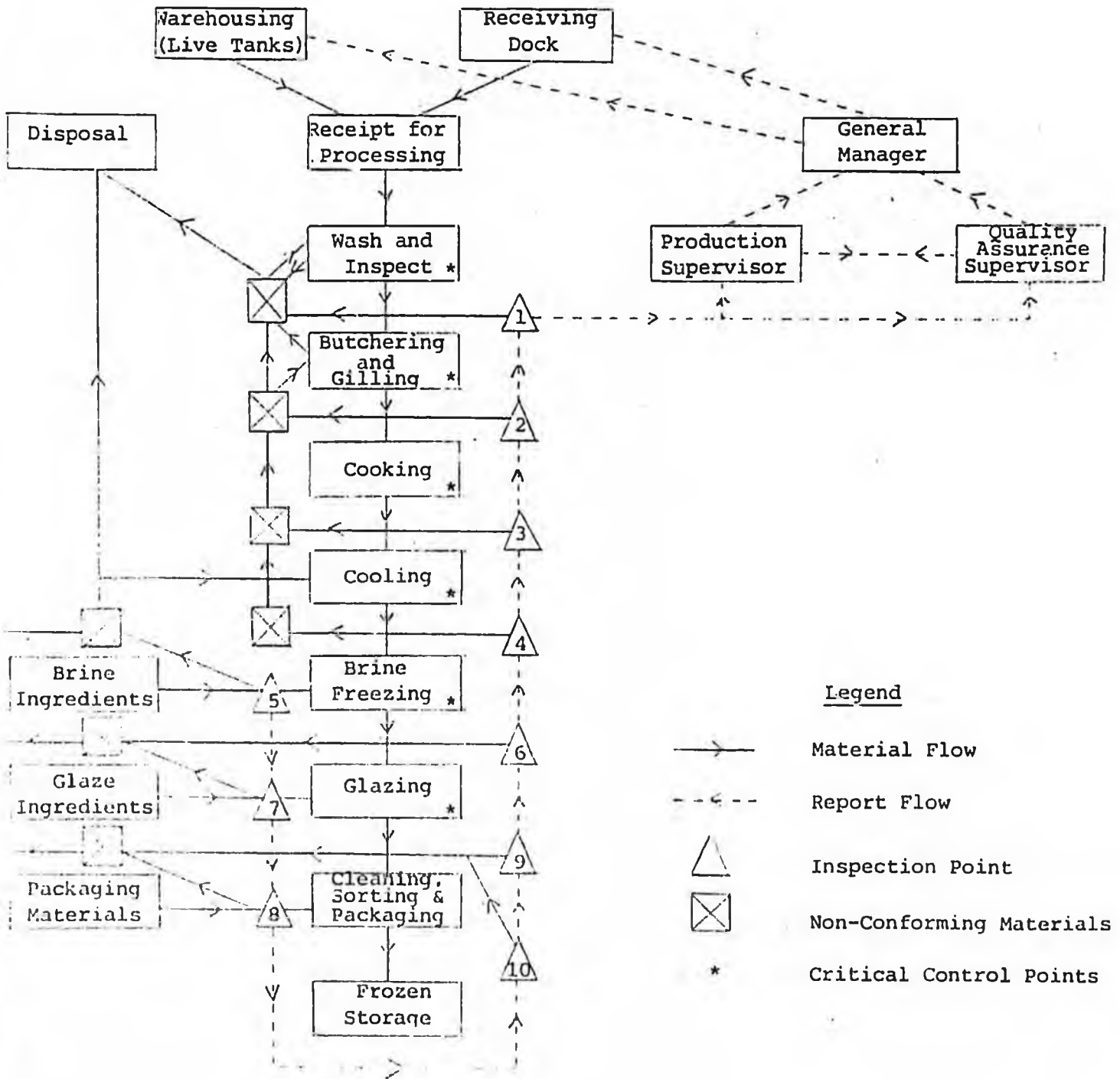
In-Process Control/Packing Control  
Quality Assurance Function #1.

Inspection Point	Attribute	Specification	Sample Plan or Control	Action Taken
#1. Following process inspection and wash.	Wholesome and clean-free from adulteration.	Fresh, no sign of decomposition.  Clean, free of sand, dirt, and other adulteration.	Monitor fish after wash procedure, once every 2 hours minimum and examine minimum of 25 fish.	All fish acceptable, no action.  Any fish unacceptable, notify production and quality assurance supervisors.  Check product down line for unacceptable product.  Improve process inspection and/or wash procedures.
#2. Following process inspection and sorting.	Wholesome, clean/unadulterated, complete evisceration, reasonably free of slime; properly sorted.	Fresh, no sign of decomposition.  Clean, free of sand, dirt and other adulteration.  Head, gills, viscera and blood line completely removed.  Reasonably free of slime, properly sorted by species and/or size.	Monitor fish after process inspection and sorting, once per hour minimum.  Examine minimum of 25 fish.	All fish acceptable, no action.  Any fish unacceptable, notify production and quality assurance supervisors.  Check product down line for unacceptable product.  Improve process inspection and/or sort procedures.

Inspection Point	Attribute	Specification	Sample Plan or Control	Action Taken
<p>#3. Prior to removal from blast freezer.</p>	<p>Internal (core) temperature.</p>	<p>-10° F Maximum internal (core) temperature.</p>	<p>Check internal temperature in the thickest portion of the loin muscle in the largest fish on the last rack to enter freezer.</p> <p>Check minimum of 3 fish for internal temperature.</p>	<p>All temperatures less than or equal to -10 ° F remove from freezer for immediate glazing and boxing.</p> <p>Any temperature greater than -10° F fish remain in freezer.</p> <p>Recheck temperature periodically until all temperatures acceptable.</p>
<p>#4. Prior to each shift during preparation of glaze solution.</p> <p>Prior to beginning each shift during set up of packing operation.</p>	<p>Cleanliness of glazer, proper ingredients, proper mixture.</p> <p>Cleanliness of packaging materials.</p> <p>Proper packaging materials.</p>	<p>Glazing equipment clean, (dependent upon formulation of glaze). (Ingredients must be acceptable as food additives).</p> <p>Clean, free from dirt or other adulteration.</p> <p>(Boxes or liners specified for type of pack).</p>	<p>Inspect glazing equipment prior to mixing of glaze solution at the beginning of each shift for cleanliness.</p> <p>Check glaze ingredients prior to mixing glaze.</p> <p>Prior to beginning each shift check each major container, pallet, etc.</p>	<p>Equipment clean, no action.</p> <p>Not clean, notify production and quality assurance supervisors. clean.</p> <p>Proper ingredients, proper quantities, no action.</p> <p>Improper ingredients or quantities, notify production and quality assurance supervisors. Correct problem.</p> <p>Clean and proper materials, no action.</p>

Inspection Point	Attribute	Specification	Sample Plan or Control	Action Taken
				<p>Not clean or improper materials, notify production and quality assurance supervisors. Correct problem.</p>
<p>#5. After glazing and packaging.</p>	<p>Glaze percentage net weight labeling.</p>	<p>Glaze of 6%, average actual net weight not less than marked net weight.</p> <p>Proper species. Keep frozen. Packer name and address, AK number. Net weight.</p> <p>(State proper placement on box and size of lettering).</p>	<p>Once every 2 hours, 10 fish for glaze %.</p> <p>10 cases for net weight and labeling.</p>	<p>All within specifications, no action.</p> <p>Any deviations from specifications, notify production and quality assurance supervisors.</p> <p>Check product packed since last quality assurance inspection for non-conformance, rework non-conforming product.</p>

Product: Frozen, Fancy King Crab Legs and Claws



Note: The flow for non-conforming materials should show possible flow for re-work or re-conditioning as well as disposal.

## Process Narrative

Product: Frozen, Fancy King Crab Legs and Claws

## Procedures

1. Crab are received in totes from holding tanks or the dock area after in-coming materials inspection.
2. Crab are inspected and washed by processing personnel and transferred to the butchering line.
3. Crab are butchered, gilled, washed and discharged to a receiving table.
4. Crab are packed in crates for cooking
5. Filled crates are transferred to a cooker filled with circulating salt water at a temperature of 212° F and cooked to an internal temperature of 186° F (approximate cook time 20 minutes).
6. Upon reaching internal temperature of 186° F crab is transferred from the cooker to a chiller filled with circulating salt or fresh water

at a temperature of 35° F, and chilled to an internal temperature of 40° F

7. Upon reaching an internal temperature of 40° F crates of crab are removed from the chiller and placed in a brine freezer filled with circulating salt water at a temperature of -10° F until internal (core) temperature of 0° F or below is reached.

8. Upon reaching an internal (core) temperature of 0° F or below the crates of crab are removed from the brine freezer. Crab is transferred to a glaze tank where it is immersed and removed allowing a frozen glaze to form. Control is exercised to insure uniform consistent glaze percentage.

9. Glazed crab is transferred by hand from crates to a table where it is inspected, sorted, and packed in plastic lined, pre-labeled boxes.

10. Boxes of crab are weighed, marked with the net weight (ascertained based upon glaze percentage and tare weight of packaging materials).

11. Boxes of crab are placed on pallets and full pallets are removed immediately to the cold storage areas or refrigerated vans.

EXAMPLE

Fancy King Crab Legs and Claws  
Product/Material

Butchering/Freezing/Packaging  
Process/Procedure

In-Process/Packaging Controls  
Quality Assurance Function

Inspection Point	Attribute	Specification	Sample Plan or Control	Action Taken
#1. Following processing inspection and wash.	Live, clean, free from adulteration. Correct species.	Crab must be live, clean, free of sand, dirt and other adulterants. Must be king crab, blue king crab or deep water king crab.	Monitor a minimum of once per hour. Examine a minimum of 25 crab for all attributes.	No deficiencies noted - no action.  Any deficiencies noted - check product down line for non-conformance. Rework or reject if non-conformance found.  Improve process procedures to prevent reoccurrence.
#2. Following butchering, gilling and wash.	Properly butchered, all gill material removed.  Clean, free from adulteration.	Crab must be separated into sections (3 walking legs and claw) and the tail with total carapace removed.  All gill tissue must be removed.  Sections must be clean and free from adulteration.	Monitor a minimum of once per hour. Examine a minimum of 25 sections for all attributes.	No deficiencies noted - no action. Any deficiencies noted - check product down line for non-conformance.  Rework or reject if in non-conformance found.  Improve process procedures to prevent reoccurrence.

NOTE: Continue with specific information for each inspection point, attributes, specifications, sample plan or control and action taken.

VI. Packaging Operation Controls: Packaging is an integral part of the food manufacturing process in that it (1) assures continued integrity of the processed product, and; (2) includes satisfaction of regulatory requirements for economic (net weight or fill) and labeling aspects.

#### Plan of Operation Requirements

The following information shall be provided with each type of packaging process and shall include a list of specific products and container sizes associated with each packaging process.

A. Flow Chart: Provide a flow chart of the packaging process which identifies each step of the procedure and identifies critical control points within the procedure. (Example: See Figure #9).

B. Labeling and Coding: Although labeling, and coding aspects of the packaging process are not truly "critical" in nature, these aspects must be controlled to maintain product identity and meet regulatory requirements. Therefore, regular scheduled monitoring procedures must be included as part of the packaging operation controls.

C. Process flow narrative. (Example: See Figure #10).

D. Inspection for Attributes: This section shall include the following information;

1. The item and/or packaging procedure.
2. A definition of each attribute for which examination, evaluation and/or testing is conducted.
3. The specification for each attribute.
4. A description of the control; i.e., the sampling plan and inspection procedure. (Note: may refer to analytical methods for procedure definition.)
5. The action to be taken when non-compliance is noted.

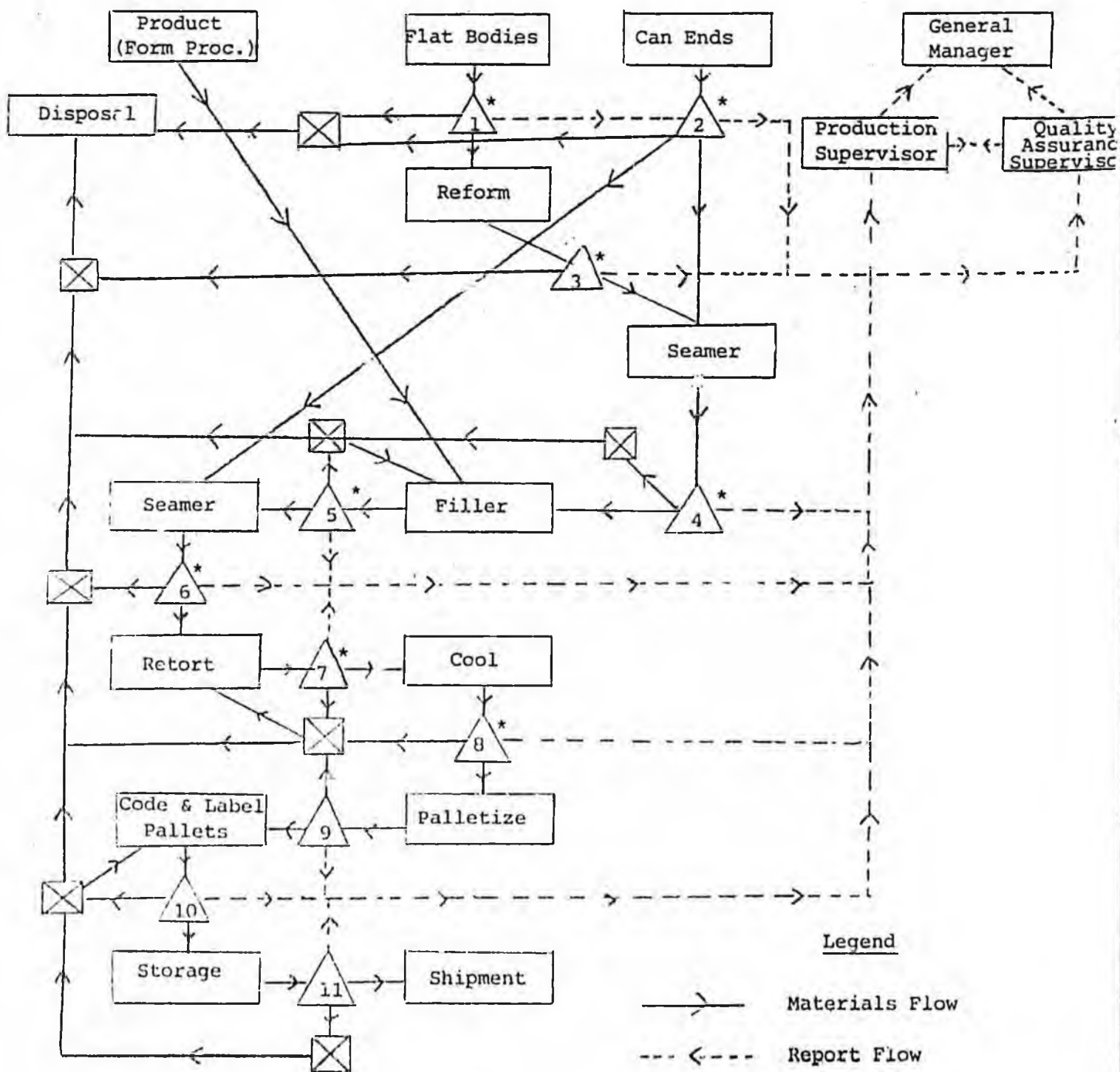
See Figure #11 for example.

D. Recordkeeping and Reporting: Results of each inspection for attributes must be recorded on forms designed for that purpose and maintained by the processor.

Records must include the following basic information: product/line or location; date of inspection; time of inspection; code (if applicable); attributes inspected for; specification; number of samples inspected; inspection results; action taken and individuals reported to; inspector's name and signature; and reviewer's name and signature.

Product: Pacific Salmon, All Species

Container Type: Reformed 301 x 408 and 307 x 200.25 Cans



Legend

→ Materials Flow

- - - Report Flow



Inspection Point

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Critical Control Point



Non-Conforming Material

Note: The flow of non-conforming materials should indicate possible flow for re-work or reconditioning as well as disposal.

EXAMPLE

Product: Pacific Calmon, All Species

container: Reformed 301 x 408 and 307 x 200.25 cans

1. Each case of flat bodies, non-code and code ends are inspected by processing personnel and records maintained of can manufacturers lot identification, quantities, time frame of use and inspection results.
2. Flat bodies are reformed.
3. Non-code end is seamed to reformed bodies. Repeated visual examinations of the non-code end double seams and side seams of reformed cans are performed daily during the first one-half hour after start-up of can reforming operations, following a prolonged shutdown, following a jam-up in the seaming head, and after each adjustment of the can reforming and non-code end seaming equipment. Thereafter, visual examinations are made at intervals not to exceed 30 minutes. Records are prepared covering the results of these examinations, including notations for all noted irregularities and the corrective actions taken.
5. Cans are conveyed via cable conveyors to the packing line. Cable conveyors which move empty cans to the filler are operated to minimize can damage. Cables are shut off when empty can runs are full and cans are not moving.