ALASKA LEGISLATURE COMMITTEE FILES 1985-1986 8672

4336 SRES HCR 18

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James O. Smith
Signature of Camera Operator

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Date

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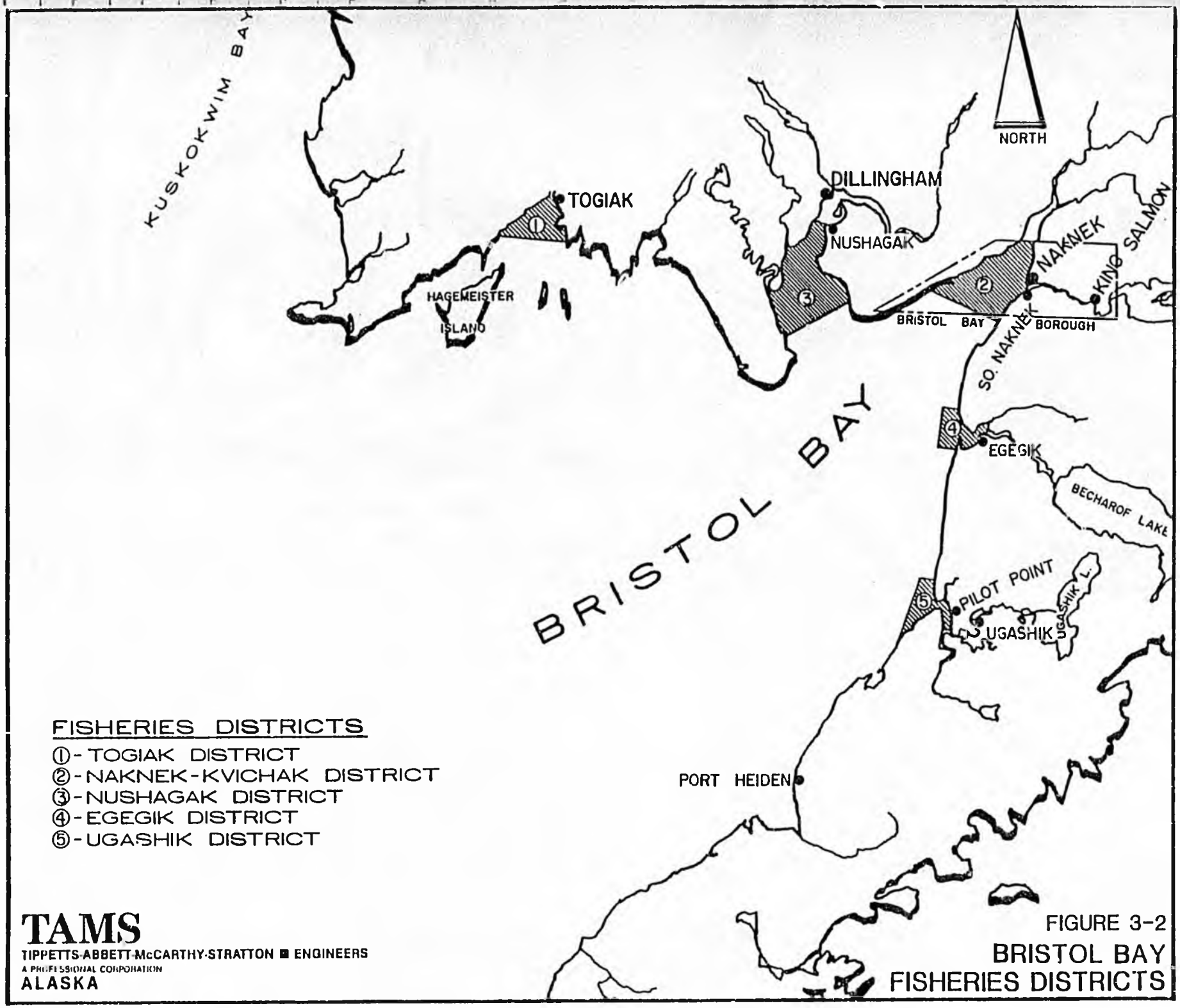
HCR

18



TAMS
TIPPETTS-ABBETT-McCARTHY-STRATTON ■ ENGINEERS
A PROFESSIONAL CORPORATION
ALASKA

FIGURE 3-2
BRISTOL BAY
FISHERIES DISTRICTS

STATE OF ALASKA

BILL SHEFFIELD, GOVERNOR

DEPARTMENT OF FISH AND GAME

OFFICE OF THE COMMISSIONER

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

March 29, 1985

The Honorable Adelheid Herrmann
Alaska State House
Pouch V
Juneau, AK 99811

Dear Representative Herrmann:

Shortly after you introduced HCR 18, you asked the department to provide you with some information on Bristol Bay escapement goals. Enclosed are a number of items addressing those goals. The two single pages labeled APPENDIX C and the three-page letter dated May 2, 1984, were public handouts. Additionally, escapement goal revisions were discussed at the last two rounds of advisory committee meetings held throughout the bay and at the last two Board of Fisheries meetings. There was also at least one news release by Karen Lew, our Public Communications Specialist.

I believe most of the public concern relates to escapement levels identified for the Kvichak River. As you know, the Alaska Department of Fish and Game (ADF&G) has, since Statehood, managed the Kvichak as a five-year cyclic system with peak year (1960, 1965, 1970, 1975 and 1980) escapement goals of about 14 million, prepeak escapement goal of 6 million, and the 3 "off" year escapement goals of 2 million. Using this approach, the escapement goals for 1984 would have traditionally been 6 million and for 1985 would have been 14 million, totaling 20 million for the two years. However, monitoring of various biological parameters suggested that 1984 would be a very strong run to the Kvichak and that 1985 may not be of "peak-cycle" magnitude. Therefore, we proposed to the public and Board of Fisheries that we increase escapements in 1984 from 6 to 10 million and reduce escapements from 14 to 10 million in 1985. This would allow harvests on both years and provide substantial benefits to fishermen.

The 1984 run to the Kvichak was extremely strong (22.8 million) as anticipated. Our escapement was 10.5 million, which allowed a 12.3 million harvest from the Kvichak River. The 1985 forecast for the Kvichak River is still being prepared, but will probably

total 12 to 14 million, which should provide for a moderate commercial harvest with an escapement goal of 10 million, but would result in no harvest if we were to go with the more traditional 14 million escapement goal. Obtaining a 10 million escapement last year allows us to drop the 1985 escapement goal from 14 to 10 million with no net decrease in escapements for the two high production years of 1984 and 1985.

My discussion here is a rather simplified version of the many hours of consideration by myself and numerous biologists, as well as members of the public through the advisory committee and Board of Fisheries process. The enclosures should describe this matter in more detail.

Regarding House Resolution No. 18, the Bristol Bay staff would welcome public input on escapement goals for the Kvichak River in 1986 through 1988, the normal "off" cycle years in which we have a traditional escapement goal of only 2 million. Our general feeling is that this level is too low, but we have not yet analyzed the data sufficiently to make specific recommendations for increasing these escapement levels. A series of public meetings prior to this season would probably be premature. Due, however, to your assessment of lack of public understanding of escapement goals for the 1985 season, I would like to support your idea of using the public radio station KDLF to inform those members of the public who were not adequately informed through our handouts at advisory committee meetings.

Should you have any questions regarding the enclosed material or specifics as to what might be included in a radio show, please contact me.

Sincerely,

Don W. Collinsworth
Commissioner

Enclosures

STATE OF ALASKA

BILL SHEFFIELD, GOVERNOR

DEPARTMENT OF FISH AND GAME
DIVISION OF COMMERCIAL FISHERIES

333 RASPBERRY ROAD
ANCHORAGE, ALASKA 99502
(907) 344-0541

May 2, 1984

Subject: BRISTOL BAY SOCKEYE SALMON SPAWNING ESCAPEMENT GOAL REVISIONS

From: Stephen M. Fried, Project Leader, Bristol Bay Salmon Research

The purpose of this notice is to provide a brief account and explanation of recent changes in desired spawning escapement goals for sockeye salmon stocks of the freshwater systems draining into Bristol Bay commercial fishing districts. Escapement goal changes were based upon information and recommendations from fishery scientists and managers participating in an interagency workshop held in King Salmon, Alaska, during January 1984. In attendance were ADF&G research and management staff for Bristol Bay as well as representatives from the U.S. Fish & Wildlife Service, University of Alaska (School of Fisheries, Juneau), and University of Washington (Fisheries Research Institute). Some recommendations were modified after further discussions among ADF&G Area, Regional, and Headquarters staff, and a short presentation of escapement goal revisions was presented to the Alaska Board of Fisheries during their meeting in Anchorage, February 1984. The following is a summary of findings and recommendations.

During the early 1970's disastrously low returns of sockeye salmon to Bristol Bay caused a commercial fishing industry crisis. However, since 1975, sockeye salmon runs to Bristol Bay have increased enormously. Three factors appear to be responsible for the decline and subsequent recovery: high seas fishery interceptions were substantial during the 1960's and early 1970's, but were sharply curtailed in 1974 and again in 1978; ocean temperatures were below normal during the 1960's and early 1970's, but rose to average and then above average levels begining in the mid-1970's; increased spawning escapements were allowed into systems such as the Wood, Nuyakuk and Ugashik, which had previously been subject to overfishing. To maintain current high levels of sockeye salmon production, it is necessary to continually evaluate available information and revise management practices accordingly. Review and revision of sockeye salmon spawning escapement goals is an integral part of this procedure.

To determine spawning escapement levels which result in maximum sustained sockeye salmon production, historic data (1956-1978 brood years) was used to calculate the spawner-recruitment relationships for major Bristol Bay salmon stocks (i.e. the number of returning adults produced by different numbers of spawners). This allowed optimal goals to be set for seven systems: Ugashik, Egegik, Naknek, Nuyakuk, Wood, Igushik, and Togiak (Table 1).

Insufficient information was available to warrent escapement goal revisions for three systems: Branch, Nushagak-Mulchatna, and Snake. Determination of a suitable long-term escapement goal policy for the Kvichak system, the greatest producer of sockeye salmon within Bristol Bay, awaits completion of contracted studies by investigators at University of Washington (F.R.I.). Past management of the Kvichak system has been based upon a policy of allowing cyclic escapements, rather than a single optimal level each year. Historic run size information available for this system follows a five year abundance cycle with low returns during three consecutive years (off-cycle years), a moderately high return during the fourth year (subdominant year), and the highest return during the fifth year (dominant year). In the past investigators felt that this abundance cycle was natural (i.e. inherent within the system) and set escapement goals to reflect this: a 2.0 million spawner goal for each off-cycle year, a 6.0 million spawner goal for the subdominant year, and the highest goal (8.0 million in 1965, 19.0 million in 1970, and 14.0 million in 1975 and 1980) for the dominant year . However, recent information from preliminary studies suggest that cyclic escapement goals may enhance, or actually cause, cyclic abundance patterns. Therefore, it may be possible to at least smooth out the cycle by allowing relatively high levels of escapement into the system during several consecutive years (5.0 to 10.0 million spawners per year). This would have to be accomplished over a relatively long time period, since returns during off-cycle years would be low at first. Findings of studies by University of Washington investigators will not be available for Department review until sometime this summer. However, a goal of 10.0 million spawners has been adopted for the Kvichak system for 1984 since, even if Kvichak sockeye salmon stocks do cycle naturally, there is evidence that 1984 rather than 1985 may be the dominant year within the cycle.

Table 1. Projected 1984 Bristol Bay sockeye salmon harvests based upon the pre-season forecast and revised escapement goals.

River System	Run Forecast (Millions)	Spawning Escapement Goal (Millions)	Projected Catch (Millions)
Kvichak	16.704	10.000	6.704
Branch	0.305	0.185	0.120
Naknek	2.982	1.000	1.982
Total	19.991	11.185	8.806
Egegik	3.541	1.000	2.541
Ugashik	1.916	0.700	1.216
Wood	2.666	1.000	1.666
Igushik	0.837	0.200	0.637
Nuyakuk	1.560	0.500	1.060
Nush./Mulchatna	0.152	0.050	0.102
Snake	0.017	0.040	0.000
Total	5.232	1.790	3.465
Togiak	0.453	0.150	0.303
Grand Total	31.133	14.825	16.331

APPENDIX C

NUSHAGAK DISTRICT SOCKEYE SALMON ESCAPEMENT GOAL
REVISIONS FOR 1983 AND FUTURE YEARS (May, 1983)

Historically, Nushagak district has been the second most productive system in Bristol Bay, averaging a 5.0 million sockeye salmon catch for 20 years from 1899 to 1918, 2.8 million for the following 30 years, and finally dropping to an 882,000 average in the 29 year period from 1949 to 1977 (Appendix C Figure 1). Total run statistics (catch and escapement) exhibited the same drastic decline in production. High sustained exploitation rates (up to 80%) in the early years of the fishery resulted in precipitious declines in production, and although the other districts in Bristol Bay have experienced a decline as well, it has been neither so distinct nor so drastic in nature as in Nushagak district.

In an effort to reverse the downward trend in Nushagak district sockeye production, larger escapements were provided by reduction in fishing time. The downward trend in force from the 1920's through the late 1950's were generally halted, and total run production was stabilized, but at a level well below that seen in the period of fishery development during the early 1900's.

Commencing in 1978 a remarkable transformation was experienced in Nushagak sockeye production, when 6.6 million fish returned, the largest inshore run recorded since the mid-1940's. The remarkable return in 1978 was followed by an equally strong return in 1979 (6.4 million), and in 1980 over 12.8 million sockeye returned to Nushagak district, breaking numerous long-held total run estimates, and establishing a record 8.3 million escapement to the district's river systems. Peak sockeye production continued in 1981 and 1982 when Nushagak district river systems produced total returns of 10.6 and 8.0 million fish, respectively.

Since 1978, Nushagak district's sockeye average catch production has increased to 4.9 million fish, while the total run from 1978-82 has averaged 8.9 million compared with the previous 20 year average (1958-77) of 2.3 million. The recent five year total run average of 8.9 million sockeye is higher than any previous five year average in the long history of this fishery. Although it is apparent that exceptional survival conditions have greatly aided in boosting sockeye production in the last five years, increased and consistent escapements to major contributing Nushagak district river systems appear to be essential to increased and sustained production for this fishery.

In an effort to maintain the recent high production, it will be necessary to increase sockeye escapement goals to the major river systems of Nushagak district. Without escapement goal increases, it's probable that Nushagak's sockeye runs will eventually revert back to the previous recent long-term average of 2 or 3 million fish. Accordingly, in 1983 Nushagak district escapement goals will be increased by 25% to the upper management range already in effect:

Wood River	- from	800,000	to	1.0 million
Igushik River	- from	150,000	to	200,000
Nuyakuk River	- from	250,000	to	300,000
Nushagak River	- from	40,000	to	50,000
Snake River	- from	30,000	to	40,000
Total District:		1,270,000	to	1,590,000

Additionally, sockeye escapement goal evaluations presently in progress will continue for all river systems of Bristol Bay, and the Department will present further updated escapement goal recommendations for public input at Advisory Committee meetings in the fall of 1983.

Through these adjustments to escapement goals, the Department hopes to sustain the recent high levels of salmon production in future years.

APPENDIX C

KVICHAK AND WOOD RIVER ESCAPEMENT GOAL REVISIONS, 1982

Due to excellent sockeye salmon production during the last few years and anticipated record levels of abundance in 1982, and increased biological understanding of the mechanisms influencing salmon production, an opportunity has presented itself to sustain increased runs and harvests in future years, specifically from the Kvichak - Lake Clark and Wood River systems.

The Kvichak - Lake Clark system demonstrates two stable levels of production, one at escapement levels below about 3 million spawners and the other above that number. The Department is attempting to cross this transition boundary from the lower production stability domain to the higher production stability domain by increasing the escapement goal from the typical non-peak goal of 2 million up to 4 million spawners for 1982. Recent analysis of salmon production from escapements of 4 million indicates that juvenile salmon production will increase four-fold and that an additional 5 to 10 million adults could be expected, spread over the years 1986, 1987, and 1988. The Lake Clark component of the system may be playing an important role in the 1982 salmon run. It now appears that this rumored past major salmon contributor has returned to production. A significant portion of the 1982 run is anticipated to be of Lake Clark origin and our desire is to achieve strong escapements to Lake Clark. Much of the escapement to Lake Clark is expected to come from the early portion of the run.

The Wood River system may also see an increase beyond the traditional 800,000 escapement goal, depending on age composition of the run. The larger 3-ocean sockeye tend to spawn in the short rivers connecting the Wood River Lakes while the smaller 2-ocean fish tend to spawn on lake beach areas and smaller streams. The river areas have quite limited spawning areas while the beach and small stream spawning areas are considerably more extensive. Therefore, if the salmon return has a high percentage of 3-ocean river spawners, the escapement goal would remain at 800,000, whereas, if the return had a high percentage of 2-ocean beach and stream spawners, the system could accommodate an increased number of spawners and the escapement goal would be set at 1.2 million fish. The age composition will be determined in season, as will the specific escapement goal.

Through these adjustments to escapement goals the Department hopes to increase and sustain high levels of salmon production in future years.

Helen M. Chythlook
P.O. Box 32
Aleknagik, AK 99555

January 14, 1986

Representative Herrmann and Bush Legislators
House of Representatives
Pouch V
Juneau, AK 99811

Dear Representative Herrmann, and Bush Legislators:

Whaka, chum-i. I am writing about two main issues that concern me, and probably our local Alaska Native people in Bristol Bay. I wanted to get these concerns written before I leave for school. First of all, I understand that the "subsistence" issue will be brought up before the Alaska State Legislature this session. I can recall in the early 1980's when the issue was brought up, what total chaos it caused between the rural Alaska Native people, and the urban residents of our state. From my point of view, the people that are causing strife between the true Alaskan "subsistence users," and "sport" fish and game persons', are the owners of sportsfishing businesses. These people live in urban communities during the winter and have access to legislation, and have the "know how" of convincing state politicians to get state legislation passed into law in their favor.

In comparison, there are some rural village Native heads of households who have no main profession other than relying on seasonal commercial gillnet fishing, as their main source of income. The Alaska Native men who mainly rely on a subsistence way of life, are the ones who are unaware of the daily status of important State legislation pertaining to their livelihood, for many reasons. For example, during April through May, the men are on the Togiak herring grounds trying to earn enough money to put bread on the table. Shortly after the herring season, the men change net gear to king salmon gillnet gear, or else prepare their boat and gear for the red salmon commercial fishing season. The busiest time of the year is during the red salmon season, which usually opens mid-June through the latter part of July. If the fishing season was a poor one, the men will continue to commercial fish for the pink and silver salmon season. The latter salmon season depends on whether Fish & Game will keep the Nushagak District open. If the fishing season was a bad year, and the Fish & Game choose to close "shop" early, then the fishermen are hurting financially, because they don't have sufficient net income to support their living expenses during the Fall and Winter months. This is hard on the local fishermen who do not have other occupations during the winter to financially supplement their economic needs. As a last resort, the Native heads of will turn to Food Stamps, but this hurts some of our people's pride in not being able to pay "cash" for their family needs. Our people prefer being self-sufficient and living off the land as much as they can, because it is expensive to live in the rural areas, and the local people

choose to rely on what the land and sea provides to supplement their subsistence needs. As you are aware, local employment in the villages is scarce due to limited positions, so in the Fall, our local people hunt moose for subsistence use. During the trapping season, the local men hunt and trap beaver, fox, marten, lynx, otter and other fur-bearing animals they catch to live on. Again, like commercial fishing season, it is a "gamble" to trap, because some years the trappers catch very little fur animals. Nowadays, the men go as far as Third, Fourth, and Fifth Lake to trap and travelling expenses, such as gas, food, and other necessary expenses can take up the "fur money" received; what little money is left is used to support the family. These examples mentioned briefly describe the life of a village family provider.

Other subsistence activities that still take place in the villages are splitting, drying, and freezing red, silver, pink, and dog salmon to be eaten in the Winter months. When the men bring home game such as moose, caribou, or beaver, they are butchered and frozen or dried for food to be eaten during the non-fishing seasons. This time of the year, the men and women "ice fish" for lake trout, smelts, and whatever freshwater fish they can catch to sustain their subsistence needs. The village family provider has a lot of things to consider in choosing to live a subsistence way of life, such as continuous upkeeping of his subsistence gear, which are boats, snowmobiles, guns, outboard motors, sleds and other related chores. This subsistence way of life in a rural village is an occupation, itself, although there is little or no pay, but the reward is personal pride of being who you are and knowing what your limits are in pursuing the subsistence foods. Other important cultural value benefits reaped, that are usually unspoken by the subsistence hunter is his/her personal respect and appreciation for what the land provides. The feelings gained are undescribable because each person gains different spiritual and cultural benefits of human value from depending on the land and the sea. But, we know one thing, that if we have been putting up fish for years; picking berries; putting away moose, caribou and other foods from the land and sea, this right to continue living our traditional way of life cannot be taken away. To us, Native Alaskan people, we have to stop our winter jobs, if we have occupations, to pick berries and subsist off the land, because it is a part of our Native lifestyle. If this right to continue living a subsistence way of life is taken away, we will no longer be a part of who we are--Alaska Natives.

Representative Herrmann, Bush Legislators, and other State Legislators, I hope the issue discussed above clarifies the importance of the Alaska Natives who choose to continue living a subsistence way of life. The main people who will be affected by the changes in the subsistence laws will be the Alaska Native people who have no choice but reply on the land and the sea for their food, income, and well-being. The main people who should have a voice on the subsistence issue are the village family providers who are usually out hunting, trapping, and fishing when these

major issues are brought before the Alaska State Legislative committees. I would recommend that you, Representative Herrmann, as House Resource Cha man, be sure that the local Alaska Native men who aren't used of spe g up for their subsistence rights, be contacted and included in vo g their concerns, and that this subsistence issue be brought b ore the local people in a language that could be understood by all. If you have to utilize Native translators, that would be greatly appreciated by those Alaska Natives who have little or no knowledge of the English language. I feel that if all of our local Alaska Native people are reached to voice their opinions and recommendations on the subsistence issue, a realistic subsistence law that applies to rural people can be legislated and possibly passed. I am aware of the time and consideration it takes to get public meetings, interviews and constituent contacts going, but through this method, your department will get relevant data and back-up to support a realistic subsistence bill pertaining to our needs in our region.

The second main issue of concern relates to us set netters in the Nushagak District. Last summer, we had only 12-hour fishing periods, and to some of us set netters, that 12-hour fishing period is only one (1) high-tide for us to catch fish in, the other remaining 6 hours of the 12-hour total, our nets were high and dry. I noticed that during last summer's commercial fishing season, the Fish & Game opened certain district's to set netter's only, and the Nushagak Set Netters were left out. I believe that if the Department of Fish & Game choose to continue this period opening method, they should include the Nushagak set netters to fish. For example, last summer, the Nushagak District was closed some fishing periods, and the Igushik District was open. The drift gillnetters benefitted, as well as the Igushik District set netters, but the Nushagak Set Netters lost out on the fish they could have caught. As a result of being left out during some fish period openings, some Nushagak set netters are hurting financially. If commercial fishing is the set netters' main occupation, they are in financial jeopardy and despite their pride in being self-sufficient, some set netters are relying on Food Stamps, and other public assistance aid to help them live through the Winter. I would like to recommend that the set netters in the Nushagak District be treated equally in the future. For instance, the Alaska Department of Fish & Game could announce a set net opening for the Nushagak District only, to give the set netters a chance to earn some income. The drift gillnett boats have access to transferring to other districts, while us set netters have to sit out a "few" closed fishing periods and suffer financially in the mean time. I hope something can be resolved to ease the Nushagak set netters minds before the next 1986 Commercial Fishing period.

Thank you for your time and consideration in these issues that have been of concern to me.

Sincerely,

Helen M. Chythlook

Helen M. Chythlook

cc: State Legislators

ALASKA SETNETTER'S ASSOCIATION

P. O. BOX 3548, KODIAK, ALASKA 99615

January 27, 1986

Representative Adelheid Herrmann
ALASKA STATE LEGISLATURE
PouchV
Juneau, Alaska 99811

Dear Adelheid,

It was nice to meet you this past weekend and I'm sorry that I was unable to talk with you more. I did receive your note from the LIO this morning.

In reference to a resource economist on the Board of Fisheries as a staff person, I feel that it is a good idea. I have a letter being sent to our board of directors to get their views on the matter and will contact you as soon as I get a concensus on that idea. One potential problem I can see initially is that a person who is hired by the state might have some difficulty being totally objective on issues. I'm sure that could be handled, however.

I would appreciate any information you could send me on HCR 18. I did review the resolution and feel that it is an excellent, if not totally appropriate request.

In regards to the funding request by the ADF&G for a scale sample study in Bristol Bay and the Peninsula, I'm sure you've already had an opportunity to review the letter I sent to your office last week. I can only reiterate that I feel it is high time for such a study to be completed. It will eliminate the guess work that seems to be involved in a lot of management decisions.

As the President of the Alaska Setnetter's Association, I would like to urge your support on the appointment of Doug Blossom to a seat on the Board of Fisheries. I'm sure I've said enough on that issue for one lifetime. We would welcome any questions or comments from you regarding our group and would very much like you as a member of the ASA.

Again, let me say that it was very nice to meet you and be able to participate in the conference this past weekend. I did appreciate your comments to the group.

Sincerely,

Linda

JAN 31 1986

Linda Dowie

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* DELIVER TO: JPOM
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* ORIGINAL
* SENT: 04/02/85 TIME: 17:48
* FROM: LIODLG
* SUBJECT: PUBLIC OPINION MESSAGE
* PRINT DATE: 04/02/85 TIME: 17:48
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TO: REPRESENTATIVE ADELHEID HERRMANN, CO-CH RESOURCES COMMITTEE

FROM: STOSH ANDERSON, VICE-CHAIR, NAKNEK\KVICHAK ADV.COMM.,BOX KS, LEVELOCK, ALASKA 99625, PHONE 287-3015

RE: HCR 18- BRISTOL BAY SALMON MANAGEMENT POLICIES

IT IS APPARENT THAT REASONS FOR ADF G CHANGE IN EXCAPEMENT GOALS IS NOT UNDERSTOOD BY MOST FISHERMEN AND RESIDENTS OF BRISTOL BAY. AS IMPORTANT AS THE SALMON RESOURCE IS TO OUR REGION IT IS BENEFICIAL THAT WE HAVE CONFIDENCE IN MANAGEMENT POLICIES. WITHOUT BEING BURDONSOME ON THE DEPT. ANOTHER ATTEMPT TO GET THE PLAN UNDERSTOOD WOULD BE HELPFUL.

EOM

TO: ALL LEGISLATORS

FR: MITCH KINK, A.I.F.M.A. GENERAL MANAGER
700 14TH STREET
BELLINGHAM, WA. 99825

RE: HCR 18 BRISTOL BAY SALMON MANAGEMENT

I AM THE GENERAL MANAGER OF A.I.F.M.A. COOP. WE HAVE A MEMBERSHIP OF APPROXIMATELY 400 WHICH FISH BRISTOL BAY. A.I.F.M.A. FOR YEARS HAS BEEN ADVOCATING SUCH FORUMS AS ARE ENCOMPASSED IN THIS BILL. WE FEEL THAT MEETINGS SUCH AS THIS WOULD BE ADVANTAGEOUS TO ALL FISHERMEN IN BRISTOL BAY. IT WOULD PUT ALL FISHERMEN ON AN EQUAL LEVEL AS TO THE PUBLIC SAFETY ENDORCEMENT POLICIES AND IT WOULD ADD CREDENCE TO THE DEPARTMENT OF FISH AND GAME'S POLICIES ON ESCAPEMENT AND HARVEST GOALS IN BRISTOL BAY. IT'S LONG IN COMING AND VERY MUCH NEEDED.
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* DELIVER TO: JPOM
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* ORIGINAL
* SENT: 04/02/85 TIME: 15:40
* FROM: LIODLG
* SUBJECT: PUBLIC OPINION MESSAGE
* PRINT DATE: 04/02/85 TIME: 15:40
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TO: REPRESENTATIVE ADELHEID HERRMANN

FROM: KAY LARSON, EXECUTIVE DIRECTOR BRISTOL BAY NATIVE ASSOC.,BOX 189, DILLINGHAM, ALASKA 99576-PHONE 842-5257

RE: HCR18: BRISTOL BAY SALMON MANAGEMENT POLICIES

BRISTOL BAY NATIVE ASSOC. SUPPORTS HCR 18. LOCAL SUBSISTENCE USERS AND COMMERCIAL FISHERMEN ARE NOT ADVISED OF MANAGEMENT STRATEGIES AND THEREFORE DO NOT UNDERSTAND WHEN CHANGES ARE MADE SUCH AS EXCAPEMENT GOALS BEING INCREASED. MANAGERS SHOULD EXPLAIN THEIR STRATEGIES SO THAT PEOPLE WHO ARE IMPACTED BY THEIR MANAGEMENT DECISIONS UNDERSTAND WHAT IS HAPPENING.

EOM

TO: REPRESENTATIVE ADELHEID HERRMANN

FROM: MOSES TOYUKAK, MAYOR, GEN.DEL. MANOKOTAK, ALASKA 99628, PHONE 842-5978

RE: HCR 18: BRISTOL BAY SALMON MANAGEMENT POLICIES

MANOKOTAK IS IN FULL SUPPORT OF HCR 18. THE DEPARTMENT HAS NOT FULLY INFORMED US OF THEIR DECISIONS REGARDING EXCAPEMENT GOALS AND MANAGEMENT POLICY IN THE NUSHAGAK DISTRICT.

EOM

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* DELIVER TO: JPOM
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* ORIGINAL
* SENT: 04/02/85 TIME: 17:56
* FROM: LIODLG
* SUBJECT: PUBLIC OPINION MESSAGE
* PRINT DATE: 04/02/85 TIME: 17:56
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TO: REPRESENTATIVE ADELHEID HERRMANN

FROM: GERALD ANELON, ILIAMNA VILLAGE COUNCIL, BOX 159, ILIAMNA, ALASKA 99606

RE: HCR 18: BRISTOL BAY SALMON MANAGEMENT POLICIES

THE ILIAMNA VILLAGE COUNCIL IS IN FULL SUPPORT OF HCR 18. PLEASE DO ALL POSSIBLE TO SEE THAT THIS RESOLUTION PASSES. THANK YOU.

EOM

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* DELIVER TO: JPOM *
* ORIGINAL *
* SENT: 04/02/85 TIME: 17:52 *
* FROM: LIODLG *
* SUBJECT: PUBLIC OPINION MESSAGE *
* PRINT DATE: 04/02/85 TIME: 17:52 *
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TO: REPRESENTATIVE ADELHEID HERRMANN

FROM: BETTY THOMPSON, GEN.DEL. NAKNEK, ALASKA 99633

RE: HCR 18: BRISTOL BAY SALMON MANAGEMENT POLICIES

I AM IN FULL SUPPORT OF HCR 18. IT IS IMPORTANT THAT WE UNDERSTAND WHAT IS HAPPENING.

EOM

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* DELIVER TO: JPOM
*
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* ORIGINAL
* SENT: 04/02/85 TIME: 18:00
* FROM: LIODLG
* SUBJECT: PUBLIC OPINION MESSAGE
* PRINT DATE: 04/02/85 TIME: 18:00
*
****

TO: REPRESENTATIVE ADELHEID HERRMANN

FROM: EDWIN ANDERSON, BOX 473, KING SALMON, ALASKA 99613 PHONE 246-3039

RE: HCR 18: BRISTOL BAY SALMON MANAGEMENT POLICIES

I FULLY SUPPORT HCR 18 ONE HUNDRED PER CENT. KEEP UP THE GOOD WORK.

EOM

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*
* DELIVER TO: JPOM
*
*
* ORIGINAL
* SENT: 04/02/85 TIME: 18:16
* FROM: LIODLG
* SUBJECT: PUBLIC OPINION MESSAGE
* PRINT DATE: 04/02/85 TIME: 18:16
*
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TO: REPRESENTATIVE ADELHEID HERRMANN

FROM: GUST BARTMAN, VILLAGE ADMINISTRATER, GEN.DEL., MANOKOTAK, ALASKA 99628, PHONE 842-5978

RE: HCR 18: BRISTOL BAY SALMON MANAGEMENT POLICIES

I AM IN SUPPORT OF HCR 18. THIS IS VERY IMPORTANT. WE NEED TO BE INFORMED OF POSSIBLE CHANGES AHEAD OF TIME.

EOM

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* DELIVER TO: JPOM
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* ORIGINAL
* SENT: 04/02/85 TIME: 18:09
* FROM: LIODLG
* SUBJECT: PUBLIC OPINION MESSAGE
* PRINT DATE: 04/02/85 TIME: 18:09
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TO: REPRESENTATIVE ADELHEID HERRMANN

FROM: MOSES JOHN, COUNCIL CHAIRMAN, GEN.DEL.,MANOKOTAK, ALASKA 99628 PHONE 842-5978

RE: HCR 18: BRISTOL BAY SALMON MANAGEMENT POLICIES

I SUPPORT HCR 18. THIS RESOLUTION IF VERY IMPORTANT TO THE FISHERMEN AND PEOPLE OF BRISTOL BAY.

EOM

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* DELIVER TO: JPOM
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* ORIGINAL
* SENT: 04/02/85 TIME: 18:04
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TO: REPRESENTATIVE ADELHEID HERRMANN

FROM: HARVEY SAMUELSEN, CHAIRMAN-WESTERN ALASKA MARKETING COOP. ASSOC., BOX 18, DILLINGHAM, ALASKA 99576, PHONE 842-5591

RE: HCR 18: BRISTOL BAY SALMON MANAGEMENT POLICIES

WE ARE IN FULL SUPPORT OF HCR 18. THIS LEGISLATION IS VERY IMPORTANT AND A GREAT NECESSITY.

EOM

Norman Stadem
Bio Economic Research & Analysis
1826 E. 26th Ave.
Anchorage, AK 99508
(907) 272-0908

Board of Fisheries
Alaska Department of Fish and Game
Division of Boards

Mr. Chairman
Ladies and Gentlemen of the Board
Staff of the Alaska Department of Fish and Game:

Preliminary forecast by the Alaska Department of Fish and Game calls for an escapement of 6 million sockeye for Kvichak River. As a result, the projected harvest for 1986 in the Kvichak is zero. This is a serious situation for many people who each year struggle to financially keep their "head above water" in the fishing industry.

The purpose of this paper is to show that, unless there are compelling biological reasons to justify the additional escapement, an escapement of 6 million sockeye is excessive, given the forecasted size of the total 1986 Kvichak run. Furthermore, it will demonstrate that the optimum level of escapement for the Kvichak River, is no more than 4 million sockeye in 1986.

Because of the serious social and economic implications of this forecasted harvest, several important questions must be answered. (1) Is this level of escapement, given the forecasted size of the Kvichak run, biologically necessary when consideration is given to the social and economic costs which are involved? (2) What is the cost of the program? (3) Who pays the cost of the program? (4) What are the overall biological, social, and economic goals of the ADF&G management policies?

Briefly this paper concludes that:

(1) The optimum escapement goal for 1986 is no more than 4 million sockeye for Kvichak. (2) The ex-vessel cost of an extra 2 million escapement is some $7.5 million. The present value of the expected harvest from this additional escapement is only $4.875 million. (3) Fishermen/women, the Bristol Bay Borough, cannery workers (many of whom come from Northwestern Alaska where this is their only source of cash income), and processors pay the full cost of this biological experiment. (4) Unless there are compelling biological reasons, then the goal of management policies should be to maximize social and economic welfare. This can be done by maximizing the net present value of the fishery.

DISCUSSION:

The following assumptions are used in the discussion:

a. The pattern of yearly escapement levels are to continue into the future; i.e., the same level of escapement will be the goal as for the brood year. That is, peak year escapement of 10 to 14 million will be repeated every 5 years. Likewise, the 1986 escapement of 6 million will occur every 5 years.

b. The "harvestable surplus" will be that part of the return run(s) in excess of replacement.

c. Past data can be expected to reasonably reflect expectations of future performance.

d. The discount rate (interest rate) used to compute the present value is 9%. Whether current income is used to pay off debt, or to invest in capital assets, the loss of current income represents foregone opportunities. Since the interest rate available can be expected to vary, this rate is representative.

e. A conservative average weigh[illegible]r sockeye, 5#, is used.

f. A conservative average ex-vessel price of $.75 is used.

ADF&G, Board of Fisheries--November
1985 Hearings, Anchorage

(1) IS THIS LEVEL OF ESCAPEMENT, GIVEN THE FORECASTED SIZE OF THE KVICHAK RUN, BIOLOGICALLY NECESSARY WHEN CONSIDERATION IS GIVEN TO THE SOCIAL AND ECONOMIC COSTS WHICH ARE INVOLVED?

Table 2 summarizes the relationship between escapement levels and resulting harvestable surplus (excess escapement). The top half of the table consists of the annual "Escapement Levels Grouped Into Intervals" of 2 million. Above 12 million, the interval is 3 million. There has been no escapement in the range 6 to 8 million. Nor has there been any in the range between 12 and 22 million.

The bottom half of the table relates the "Harvestable Surplus Associated With Each Interval of Escapement." Note that all numbers are in thousands (last three digits have been dropped).

The averages (arithmetic means) of all of the intervals, with the exception of the third (4 to 6), occurs at approximately the midpoint of its respective interval.

Interval in Millions from Table 2	If the Average Annual Escapement is: x 1000	The Average Annual Harvestable Surplus Can be Expected to be: x 1000
0 to 2	882	2,305
2 to 4	3,009	426
4 to 6	4,291	11,324
6 to 8	Empty	Empty
8 to 10	8,919	13,243
10 to 12	11,214	30,313
12 to 15	13,902	22,454
15 to 22	Empty	Empty
22 to 25	[illegible]415	5,429

It is hypothesized that an increase in escapement will result in an increase in harvest. If this hypothesis is accepted, then there has to be some evidence to support the relationship between escapement and future harvest. Past records are the source of data. The

expected return from the increased escapement can be estimated from average returns in prior ears. As Table 2 shows, we have no experience with escapement of 6 million sockeye. However, note that the average harvestable surplus does not differ significantly with escapement levels ranging from 4 million to 9 million sockeye.

Interval in Millions from Table 2	If the Average Annual Eacapement is: x 1000		The Average Annual Harvestable Surplus Can be Expected to be: x 1000	
4 to 6	4,291	(4,000)	11,324	(11,000)
8 to 10	8,919	(9,000)	13,243	(13,000)

Notice that we can expect only an 18% increase in Average Annual Harvestable Surplus from an increase of 125% in Average Annual Escapement.

Looking at it in absolute terms, if escapement is increased by 5 million sockeye, harvest can be expected to increase by only 2 million. Sacrifice 5 million in current income and receive a payoff of 2 million five years later. If you were asked to put $5 into an account today with a promise of getting $2 back in five years, it could be safely assumed that you would decline. But, this is what the fishermen/women of the Naknek/Kvichak are being asked to accept.

(2) WHAT IS THE COST OF THE PROGRAM?
(3) WHO PAYS THE COST OF THE PROGRAM?

The cost of an additional 2 million escapement, at an average ex-vessel price of $.75 per pound is $7.5 million ($7,500,000). This is an expensive biological experiment. The economic (net present value) analysis will show that forcing the fishermen to shoulder this cost cannot be justified from a social and economic point of view.

In addition to the loss of ex-vessel revenue there is a loss in tax revenue to the Bristol Bay Borough (at 3% of ex-vessel) of some $.225 million.

If we assume that the ex-vessel price is 44% of processors' wholesale price ($1.70 per pound), then we can estimate the loss of revenue to processors to be about $17.045 million.

Many of the cannery workers come from North-western Alaska where cash employment opportunities are limited. In fact, to many, seasonal cannery work is their only source of cash income. We can expect that many of these will not be hired for the 1986 season based on the forecast for Kvichak.

It is a well known fact that primary income is subject to multiplier effects as purchases of goods and services circulates the initial income throughout the communities.

Thus, we see that the total social and economic effects of the loss of 2 million sockeye harvest can be estimated to be well in excess of $17.045 million.

The economic and social cost of this biological experiment is exorbitant based on the 1986 forecast.

(4) WHAT ARE THE OVERALL BIOLOGICAL, SOCIAL, AND ECONOMIC GOALS OF THE ADF&G MANAGEMENT POLICIES?

It is not the purpose of this paper to conjecture on an answer to this question. I will go so far, however, to state that unless there are compelling biological reasons to justify an escapement of 6 million sockeye to Kvichak, this biological experiment cannot be justified on social or economic grounds. The economic criterion for evaluating a current investment (escapement) is to estimate what can be expected to be gained from the investment. If the investment (escapement) exceeds the future expected gain, then it is not a good investment.

Since the benefits from an investment occurs in the future--I assume a point harvest of 5 years--the future

benefits must be discounted in order to take into consideration the loss from not having the income early. For example, income today can be used to retire debt, thus saving the fisherman/woman interest charges, or it can be invested in other assets which would bring in additional income to the fisherman/woman. This is the opportunity cost of money. The Net Present Value (NPV) criterion is used to compare present and future values. NPV requires that the opportunity cost of money be estimated in terms of an average interest rate (discount rate). I will use 9% compounded yearly.

ESCAPEMENT			EXPECTED HARVEST		
Millions of Sockeye	Millions of Pounds	Millions of Dollars	Millions of Sockeye	Millions of Pounds	Millions of Dollars
4.00	20.00	$15.00	11.00	55.00	$41.25
6.00	30.00	$22.50	13.00	65.00	$48.75

Net Present Value Analysis: 4 million escapement.

NPV = -$15.00 + ($41.25)x(.650)
= $11.81 million

Net Present Value Analysis: 6 million escapement.

NPV = -$22.50 + ($48.75)x(.650)
= $9.19 million

From this brief analysis we see that the net present value is maximized with an escapement of 4 million sockeye for Kvichak.

Therefore, if we are to consider the human element of the Bristol Bay fishery, we must conclude that the maximum escapement for Kvichak in 1986 should be no more than 4 million sockeye.

Analysis of Kvichak River Escapement and Total Return

Brood Year	Escapement X 1000	Total Return X 1000	Harvestable Surplus X 1000	Return per Spawner	Ln Ret/Spn
1956	9443	39044	29601	4.13	1.42
1957	2842	4088	1246	1.44	0.36
1958	534	288	-246	0.54	-0.62
1959	680	545	-135	0.80	0.36
1960	14630	55243	40613	3.78	1.33
1961	3705	3500	-205	0.94	-0.06
1962	2580	5348	2768	2.07	0.73
1963	338	1078	740	3.19	1.16
1964	957	5752	4795	6.01	1.79
1965	24325	45232	20907	1.86	0.62
1966	3775	6219	2444	1.65	0.50
1967	3216	1516	-1700	0.47	-0.75
1968	2557	541	-2016	0.21	-1.55
1969	8394	5278	-3116	0.63	-0.46
1970	13935	15835	1900	1.14	0.13
1971	2387	2829	442	1.19	0.17
1972	1009	1941	932	1.92	0.65
1973	226	2456	2230	10.87	2.39
1974	4433	26163	21730	5.90	1.78
1975	13140	37990	24850	2.89	1.06
1976	1965	10447	8482	5.32	1.67
1977	1341	2983	1642	2.22	0.80
1978	4149	5067	918	1.22	0.20
1979	11218	41531	30313	3.70	1.31
1980	22505	12456	-10049	0.55	-0.59
Column Totals	154284	333370	7163	64.65	14.40
Arithmetic Mean	6171	13335	7163	2.59	0.58
Geometric Mean					1.78

Table 1

Kvichak River Sockeye Salmon

Analysis of Harvestable Surplus at Various Levels of Escapement

	Escapement Levels Grouped Into Intervals							
	0 to 2 Million	2 to 4 Million	4 to 6 Million	6 to 8 Million	8 to 10 Million	10 to 12 Million	12 to 15 Million	22 to 25 Million
	X 1000	X 1000	X 1000	X 1000	X 1000	X 1000	X 1000	X 1000
	226	2387	4149	0	8394	11214	13140	22505
	338	2557	4433		9443		13935	24325
	534	2580					14630	
	680	2842						
	957	3216						
	1009	3705						
	1965	3775						
	1341							
Average	881	3009	4291	0	8919	11214	13902	23415

	Harvestable Surplus Associated With Each Interval of Escapement							
	X 1000	X 1000	X 1000	X 1000	X 1000	X 1000	X 1000	X 1000
	2230	442	918	0	-3116	30313	24850	-10049
	740	-2016	21730		29601		1900	20907
	-246	2768					40613	
	-135	1246						
	4795	-1700						
	932	-205						
	1642	2444						
	8482							
Average	2305	426	11324	0	13243	30313	22454	5429

Table 2

Analysis of Kvichak River Escapement and Total Return By Brood Year

Brood Year	Total Escapement x 1000	Total Return By Year and Return As a Proportion of Total Return: 3 year 4 year x 1000	Ratio to Total Return	5 year x 1000	Ratio to Total Return	6 year 7 year 8 year x 1000	Ratio to Total Return	Total Return x 1000
1956	9443	24300	0.62	13435	0.34	1307	0.03	39044
1957	2842	250	0.06	3575	0.87	261	0.06	4088
1958	534	76	0.26	182	0.63	29	0.10	288
1959	680	212	0.39	322	0.59	10	0.02	545
1960	14630	1448	0.03	47298	0.86	6496	0.12	55243
1961	3705	333	0.10	2481	0.71	683	0.20	3500
1962	2580	106	0.02	4819	0.90	422	0.08	5348
1963	338	52	0.05	687	0.64	328	0.30	1078
1964	957	238	0.04	2757	0.48	656	0.11	5752
1965	24325	10584	0.23	33412	0.74	1233	0.03	45232
1966	3775	526	0.08	5307	0.85	384	0.06	6219
1967	3216	348	0.23	1080	0.71	86	0.06	1516
1968	2557	291	0.54	111	0.21	137	0.25	541
1969	8394	136	0.03	4518	0.86	622	0.12	5278
1970	13935	82	0.01	14483	0.91	1267	0.08	15835
1971	2387	262	0.09	2262	0.80	304	0.11	2829
1972	1009	256	0.13	1365	0.70	319	0.16	1941
1973	226	580	0.24	1302	0.53	573	0.23	2456
1974	4433	6646	0.25	18719	0.72	796	0.03	26163
1975	13140	5983	0.16	31415	0.83	590	0.02	37990
1976	1965	5346	0.51	4897	0.47	203	0.02	10447
1977	1341	1998	0.67	887	0.30	97	0.03	2983
1978	4149	1772	0.35	2445	0.48	848	0.17	5067
1979	11218	18293	0.44	19871	0.48	3366	0.08	41531
1980	22505	2944	0.24	9511	0.76	n.a.	0	12456
Totals	144284	83062		227141		21017		333370
Average	5771	3322		9086		876		13335

Table 3

BIO
ECONOMIC
RESEARCH AND ANALYSIS

NORMAN STADEM
ECONOMIST

1826 E. 26th Ave.
Anchorage, AK 99508

(907) 272-0908

January 27, 1986

Rep. Adelheid Herrmann
House of Representatives
Pouch V
Juneau, AK 99811

Dear Rep. Herrmann:

I am enclosing a copy of the economic analysis of the Kvichak River escapement goals for 1986 which I prepared for presentation at the November-December 1985 Board of Fisheries hearing in Anchorage. Also enclosed is a copy of the DRAFT "ADF&G Preliminary Forecast of 1986 Return" dated November 5, 1985. It appears that ADF&G had planned for an escapement of 6 million sockeye for Kvichak. Note that their "Standard ADF&G," "Pooled Forecast," "Low End of Pooled Forecast," and "High End of Pooled Forecast," all project a planned escapement of 6 million. Perhaps the compelling economic evidence presented in my paper will help to persuade the ADF&G to reduce their escapement goal for Kvichak River to no more than 4 million sockeye for 1986.

You will note, on page 6, that the net present value (NPV) calculation is not technically complete. In the NPV analysis, under the assumption of 4 million escapement, I did not include the approximately 1.2 million expected harvestable surplus (5.178 - 4.000 = 1.178 rounded to 1.200). This has an estimated ex-vessel value of some $4.5 million, based on the conservative average weight of 5 pounds per sockeye and ex-vessel price of $.75 per pound. Secondly, since no data is available for the escapement interval of 6-8 million (Table 2), I used the harvestable surplus for the 8-10 million interval.

These calculations are recast in a more complete manner on page 3 of this letter.

First, to get a point estimate for the missing data within the 6-8 million escapement interval, I average the data for the 4-6 and the 8-10 million escapement intervals as follows.

	Actual Escapement Number of Sockeye x 1000	Actual Return Number of Sockeye x 1000
	4,149	5,067
	4,433	26,163
	8,394	5,278
	9,443	39,044
Total	26,419	75,552
Mean	6,604	18,888

Under the definition used in this study, we get an expected harvestable surplus of 18.888 - 6.000 = 12.888 million sockeye from a 6 million escapement. Rounding this to 12.9 million harvestable surplus results in 64.5 million pounds with an ex-vessel value of $48.38 million. This is slightly less than the $48.75 million which was used in the original analysis.

The table on page 4 is expanded as follows:

Interval in Millions from Table 2	If the Average Annual Escapement is: x 1000		The Average Annual Harvestable Surplus Can be Expected to be: x 1000	
4 to 6	4,291	(4,000)	11,324	(11,000)
6 to 8	6,604	(7,000)	12,888	(13,000)
8 to 10	8,919	(9,000)	13,243	(13,000)

Notice that the data show that <u>expected harvestable surplus</u> does not change significantly within this range (4 to 10 million) of escapement.

As noted above, at 4 million escapement there will be a harvestable surplus of some 1.2 million sockeye in 1986. This is based on ADF&G "Pooled Forecast" of 5.178 million rounded to 5.2 million. This amounts to a harvest of some 6.0 million pounds with an ex-vessel value of around $4.5 million.

A more complete analysis, therefore, is as follows:

Net Present Value Analysis: 4 million escapement.

$$NPV = -\$15.00 + \$4.50 + (\$41.25)x(.650)$$
$$= \$16.31 \text{ million}$$

Net Present Value Analysis: 6 million escapement.

$$NPV = -\$22.50 + \$0.00 + (\$48.38)x(.650)$$
$$= \$8.95 \text{ million}$$

Note that this presents even more compelling evidence that the Kvichak River escapement goal for 1986 <u>should not exceed 4 million sockeye</u>. The analysis on page 6 of my original paper shows NPV of $11.81 and $9.19, respectively.

The data do not support the hypothesis that the fishery can be engineered to produce a sustained high level of production on a year-to-year basis. The average harvestable surplus for escapement in excess of 6 million is 16.877 million. This is from an eight year average escapement of 14.698 million. (See table on page 4 below.) The average escapement in excess of 4 million is 12.617 million. This has generated an average harvestable surplus of 15.767 million over a ten year record.

Thus we see that expected harvest from high levels of escapement does not yield an additional increment to net present value sufficient to justify the sacrifice in terms of increased escapement.

The average escapement less than 4 million has been 1.874 million. This has generated a harvestable surplus of 1.428 million over a 15 year record. These

data indicate that there seems to be a critical escapement level of around 4 million sockeye which generates the best return on investment for Kvichak River.

These analyses are tabulated below:

Interval in Millions	If the Average Annual Escapement is: x 1000		The Average Annual Harvestable Surplus Can be Expected to be: x 1000	
Less than 4	1.875	(2.000)	1.428	(2.000)
More than 4	12.617	(13,000)	15.767	(16,000)
More than 6	14.698	(15,000)	16.877	(17,000)

As a final note, it should be pointed out that experimental programs like the 1985 escapement of some 7.2 million--the goal was 10 million, scaled down from 14 million--must be evaluated in terms of economic costs and compared to the expected future benefits. It seems obvious that escapement goal of less than 4 million is not productive, however, there is question as to what upper limit can be justified on economic terms, provided that the fishery is not biologically jeopardized.

Your work on behalf of fishery issues is appreciated by those of us concerned with the economic as well as the biological health of these valuable resouces.

Sincerely yours,

Norman Stadem
Economist

Encl:

BILL SHEFFIELD, GOVERNOR

DEPARTMENT OF FISH AND GAME

333 RASPBERRY ROAD
ANCHORAGE, ALASKA 99502

DIVISION OF COMMERCIAL FISHERIES

March 10, 1985

Dear Naknek/Kvichak Setnetters:

Due to the number of letters received by our department from setnetters regarding the management of commercial fisheries in the Naknek/Kvichak district we would like to take this opportunity to provide you with some information and hopefully alleviate some of your concerns.

We are aware of the decreased catches experienced in recent years by some individuals fishing the west side of the Kvichak district and we understand the economic hardship this creates. However, the Commercial Fisheries Division is responsible for obtaining adequate escapement into the Naknek and Kvichak Rivers while providing for an orderly harvest of the surplus.

Some allege our staff has favored the drift fleet and has managed the Naknek/Kvichak district accordingly. The department does not initiate allocative management. The Board of Fisheries makes the allocative decisions and the department carries out those decisions. The Board of Fisheries addressed this issue fully at its December 1984 meeting and decided that it was in the best public interest not to change the historical harvest distribution between the setnetters and drift fleet. The board did state, by regulation, that the department could in some situations allow the setnetters to fish if their harvest would not endanger escapement while the district remained closed to the drift fleet.

Other actions taken by the Board of Fisheries that should benefit setnetters include a minimum of 100 feet between set nets and drift nets, no set nets allowed seaward of another limited entry permit holder in the Kvichak section (except for that area south of Happy Creek), and the Naknek section south of the Naknek River and no waiting period for relocating sites within the district.

It remains to be seen what impact the reduction in the 48 hour waiting period to 24 hours for district transfers will have on setnetters. In those districts with marginal returns the reduction may be beneficial to setnetters by allowing the drift fleet to transfer to more productive districts 24 hours earlier, thereby decreasing the effort.

Our projected forecast for the Naknek/Kvichak district is for a total return of 17,521,000 sockeye for 1985. This includes an escapement goal of 10.0 million for the Kvichak with a harvest of 2.2 million, the Branch River with 185,000 escapement and 286,000 harvest and the Naknek with an escapement of 1.0 million and 3.9 million harvest.

Much of the concern expressed by setnetters relates to the escapement goals for the Kvichak River. Since statehood the department has, managed the Kvichak on a five-year cycle with peak year (1960, 1965, 1970, 1975 and 1980) escapement goals of about 14 million fish. Just prior to the peak year the escapement goal is 6 million fish and in other years the goal is 2 million fish. Using this plan the 1984 escapement goal would have been 6 million and 1985 would have been 14 million, totaling 20 million sockeye salmon for the two years.

A workshop was held in January 1984 to review escapement goals for the various Bristol Bay systems and the Kvichak River dominated those discussions. Since the early 1900's the peak return year for the Kvichak River has shifted between four and five year cycles as well as periods when no peak brood year cycle was evident.

The 1984 preseason forecast suggested a very strong return to the Kvichak in 1984 and suggested that 1985 might not be the peak return year. We therefore proposed to the public, Board of Fisheries, and Advisory Committees that we increase Kvichak escapement in 1984 from 6 million fish up to 10 million and reduce the 1985 escapement from 14 million fish down to 10 million. This change should allow harvests in both years and provide substantial benefits to the fishermen.

Escapement goals for 1986-1988 have not yet been set, but any change from the original 2.0 million will be reviewed by both the public and the Board of Fisheries before being implemented.

Don Bill, the Naknek/Kvichak District Management Biologist, sent each of you a questionnaire requesting input as to the best time to open fishing periods in your area. We realize this may vary with individual and site but we will try to accommodate as many as possible so please return your questionnaire as soon as you can.

We are approaching this upcoming season with a willingness to consider all options available to us to conduct a successful and orderly fishery. We request your cooperation and any suggestions you may have to help our management would be appreciated. As a final note, the Board of Fisheries will again consider proposals on the 48 hour transfer period during its December meeting, so please make your 1985 experiences with the 24 hour regulation known to them at that time.

Sincerely,

Dennis G. Haanpaa
Management Coordinator

Introduced: 3/8/85
Referred: Resources

IN THE HOUSE BY HERRMANN

HOUSE CONCURRENT RESOLUTION NO. 18

IN THE LEGISLATURE OF THE STATE OF ALASKA

FOURTEENTH LEGISLATURE - FIRST SESSION

Relating to the Bristol Bay salmon management policies of the Department of Fish and Game.

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

WHEREAS the salmon fisheries are critical to the economy of the Bristol Bay region; and

WHEREAS changes in fisheries management by the Department of Fish and Game can have significant economic impacts on the resident fishermen of ~~Bristol~~ the State Bay; and

WHEREAS the department has significantly altered the management strategy for the Bristol Bay management area in an attempt to rebuild certain year classes of sockeye salmon; and

WHEREAS, in accordance with this new strategy, the department has raised the escapement goal for sockeye salmon on the Kvichak River from a goal of 2 million in 1982 and 1983 to 10 million for 1984 and 1985; and

WHEREAS the department has also raised escapement goals on the Naknek, Igushik, Nushagak, Egegik and Ugashik Rivers; and

WHEREAS these changes in escapement goals have resulted in numerous fishing closures that have had significant economic impacts on Bristol Bay residents; and resident fishermen of the State

WHEREAS the commissioner of fish and game has a responsibility to disseminate statistics, data, and information that tend to promote the management, protection, maintenance, and improvement of fishery resources of the state;

BE IT RESOLVED that the Alaska State Legislature respectfully requests

the Governor to direct the Department of Fish and Game to hold public meetings in the Bristol Bay region in order to explain the intent of the department's change in sockeye salmon management strategy and its plans for implementing ~~the strategy during the 1985 season~~.

COPIES of this resolution shall be sent to the Honorable Bill Sheffield, Governor; to the Honorable Don Collinsworth, commissioner of fish and game; and to the Honorable Loren Lounsbury, commissioner of commerce and economic development.

STATE OF ALASKA 1986 LEGISLATIVE SESSION
FISCAL NOTE

Revision Date : _____

REQUEST

Bill/Resolution No. : SCR 18
Title : Relating to Guide Licensing and Control Board

Sponsor : Sen. Faiks
Requestor : ~~Senate Resources~~
Date of Request : 4/2/86

FISCAL DETAIL

Agency Affected : Commerce
BRU : _____

Components : _____

EXPENDITURES/REVENUES : (Thousands of Dollars)

OPERATING	FY 86	FY 87	FY 88	FY 89	FY 90	FY 91
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	- 0 -	- 0 -	- 0 -	- 0 -	- 0 -	- 0 -
CAPITAL	- 0 -	- 0 -	- 0 -	- 0 -	- 0 -	- 0 -
REVENUE	- 0 -	- 0 -	- 0 -	- 0 -	- 0 -	- 0 -

FUNDING : (Thousands of Dollars)

GENERAL FUND						
FEDERAL FUNDS						
OTHER						
TOTAL	- 0 -	- 0 -	- 0 -	- 0 -	- 0 -	- 0 -

POSITIONS :

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : Attach a separate page if necessary

Prepared by : Senate Resources Committee
Division : _____
Phone : 465-4907
Date : 4/2/86

Approved by ~~Commissioner~~ : Senator Arliss Sturgulewski
Agency : Chairman, Senate Resources Committee
Date : 4/2/86

Distribution (by Agency preparing fiscal note) :
Legislative Finance
Legislative Sponsor
Requestor
Office of Management and Budget
Impacted Agency(ies)

10/25/85

Proposed Amendments to HCR 18

By Representative Adelheid Herrmann

Page 1, line 13

Replace "Bristol Bay"

with

"the state"

Page 1, delete lines 17 - 21

Replace with

"WHEREAS, while the most extreme changes have been made to the management of the Kvichak River, changes have also resulted on the Naknek, Igushik, Nushagak, Egegik, and Ugashik Rivers; and"

Page 1, between lines 24 and 25

Insert

"WHEREAS Bristol Bay residents are directly impacted by the changes and often times are unaware of the reasons for the management changes; and"

Page 2, line 4

Delete

"during the 1985 season"

CORRECTION

Discard SCS HCR 18 (RES)

and retain this corrected version.

Offered: 4/3/86
Referred: Rules

Original sponsor: Herrmann

IN THE HOUSE BY THE RESOURCES COMMITTEE

SENATE CS FOR HOUSE CONCURRENT RESOLUTION NO. 18 (Resources)

IN THE LEGISLATURE OF THE STATE OF ALASKA

FOURTEENTH LEGISLATURE - SECOND SESSION

Relating to the Bristol Bay salmon management policies of the Department of Fish and Game.

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

WHEREAS the salmon fisheries are critical to the economy of the Bristol Bay region; and

WHEREAS changes in fisheries management by the Department of Fish and Game can have significant economic impacts on the resident fishermen of the state; and (Changed from B.B.)

WHEREAS the department has significantly altered the management strategy for the Bristol Bay management area in an attempt to rebuild certain year classes of sockeye salmon; and

WHEREAS, while the most extreme changes have been made to the management of the Kvichak River, changes also have resulted on the Naknek, Igushik, Nushagak, Egegik, and Ugashik Rivers; and

WHEREAS these changes in escapement goals have resulted in numerous fishing closures that have had significant economic impacts on resident fishermen of the state; and

Change from B.B.

WHEREAS Bristol Bay residents are directly affected by the changes and often are unaware of the reasons for the management changes; and

WHEREAS the commissioner of fish and game has a responsibility to disseminate statistics, data, and information that tend to promote the management, protection, maintenance, and improvement of fishery resources of the state;

BE IT RESOLVED that the Alaska State Legislature respectfully requests

the Governor to direct the Department of Fish and Game to hold public meetings in the Bristol Bay region in order to explain the intent of the department's change in sockeye salmon management strategy and its plans for implementation.

COPIES of this resolution shall be sent to the Honorable Bill Sheffield, Governor; to the Honorable Don Collinsworth, commissioner of fish and game; and to the Honorable Loren Lounsbury, commissioner of commerce and economic development.

Introduced: 3/8/85
Referred: Resources

IN THE HOUSE BY HERRMANN

HOUSE CONCURRENT RESOLUTION NO. 18

IN THE LEGISLATURE OF THE STATE OF ALASKA

FOURTEENTH LEGISLATURE - FIRST SESSION

Relating to the Bristol Bay salmon management policies of the Department of Fish and Game.

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

WHEREAS the salmon fisheries are critical to the economy of the Bristol Bay region; and

WHEREAS changes in fisheries management by the Department of Fish and Game can have significant economic impacts on the resident fishermen of Bristol Bay; and

WHEREAS the department has significantly altered the management strategy for the Bristol Bay management area in an attempt to rebuild certain year classes of sockeye salmon; and

WHEREAS, in accordance with this new strategy, the department has raised the escapement goal for sockeye salmon on the Kvichak River from a goal of 2 million in 1982 and 1983 to 10 million for 1984 and 1985; and

WHEREAS the department has also raised escapement goals on the Naknek, Igushik, Nushagak, Egegik and Ugashik Rivers; and

WHEREAS these changes in escapement goals have resulted in numerous fishing closures that have had significant economic impacts on Bristol Bay residents; and

WHEREAS the commissioner of fish and game has a responsibility to disseminate statistics, data, and information that tend to promote the management, protection, maintenance, and improvement of fishery resources of the state;

BE IT RESOLVED that the Alaska State Legislature respectfully requests

the Governor to direct the Department of Fish and Game to hold public meetings in the Bristol Bay region in order to explain the intent of the department's change in sockeye salmon management strategy and its plans for implementing the strategy during the 1985 season.

COPIES of this resolution shall be sent to the Honorable Bill Sheffield, Governor; to the Honorable Don Collinsworth, commissioner of fish and game; and to the Honorable Loren Lounsbury, commissioner of commerce and economic development.

adopted

Proposed Amendments to HCR 18

By Representative Adelheid Herrmann

Page 1, line 13

Replace "Bristol Bay"

with

"the state"

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Replace with

"WHEREAS, while the most extreme changes have been made to the management of the Kvichak River, changes have also resulted on the Naknek, Igushik, Nushagak, Egegik, and Ugashik Rivers; and"

Page 1, between lines 24 and 25

Insert

"WHEREAS Bristol Bay residents are directly impacted by the changes and often times are unaware of the reasons for the management changes; and"

Page 2, line 4

Delete

"during the 1985 season"

Page 1 line 23

Replace "Bristol Bay" with "the state"

"resident fisherman of the state"

P 2 line 4

change "implementing" to "implementation" add period and delete rest of sentence

Introduced: 3/8/85
Referred: Resources

IN THE HOUSE BY HERRMANN

HOUSE CONCURRENT RESOLUTION NO. 18

IN THE LEGISLATURE OF THE STATE OF ALASKA

FOURTEENTH LEGISLATURE - FIRST SESSION

Relating to the Bristol Bay salmon management policies of the Department of Fish and Game.

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

WHEREAS the salmon fisheries are critical to the economy of the Bristol Bay region; and

WHEREAS changes in fisheries management by the Department of Fish and Game can have significant economic impacts on the resident fishermen of ~~Bristol~~ the State; and

WHEREAS the department has significantly altered the management strategy for the Bristol Bay management area in an attempt to rebuild certain year classes of sockeye salmon; and

WHEREAS, in accordance with this new strategy, the department has raised the escapement goal for sockeye salmon on the Kvichak River from a goal of 2 million in 1982 and 1983 to 10 million for 1984 and 1985; and

OUT + REPLACE

WHEREAS the department has also raised escapement goals on the Naknek, Igushik, Nushagak, Egegik and Ugashik Rivers; and

WHEREAS these changes in escapement goals have resulted in numerous fishing closures that have had significant economic impacts on ~~Bristol Bay~~ the State residents; and

INSERT →

WHEREAS the commissioner of fish and game has a responsibility to disseminate statistics, data, and information that tend to promote the management, protection, maintenance, and improvement of fishery resources of the state;

BE IT RESOLVED that the Alaska State Legislature respectfully requests

the Governor to direct the Department of Fish and Game to hold public meetings in the Bristol Bay region in order to explain the intent of the department's change in sockeye salmon management strategy and its plans for implementing ~~the strategy~~ during the 1985 season.

COPIES of this resolution shall be sent to the Honorable Bill Sheffield, Governor; to the Honorable Don Collinsworth, commissioner of fish and game; and to the Honorable Loren Lounsbury, commissioner of commerce and economic development.

Hein
3/26/86

Original sponsor: Herrmann

IN THE HOUSE BY THE RESOURCES COMMITTEE

SENATE CS FOR HOUSE CONCURRENT RESOLUTION NO. 18 (Resources)

IN THE LEGISLATURE OF THE STATE OF ALASKA

FOURTEENTH LEGISLATURE - SECOND SESSION

Relating to the Bristol Bay salmon management policies of the Department of Fish and Game.

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

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WHEREAS the department has significantly altered the management strategy for the Bristol Bay management area in an attempt to rebuild certain year classes of sockeye salmon; and

WHEREAS, in accordance with this new strategy, the department has raised the escapement goal for sockeye salmon on the Kvichak River from a goal of 2 million in 1982 and 1983 to 10 million for 1984 and 1985; and

WHEREAS the department has also raised escapement goals on the Naknek, Igushik, Nushagak, Egegik and Ugashik Rivers; and

WHEREAS these changes in escapement goals have resulted in numerous fishing closures that have had significant economic impacts on Bristol Bay residents; and

WHEREAS the commissioner of fish and game has a responsibility to disseminate statistics, data, and information that tend to promote the management, protection, maintenance, and improvement of fishery resources of the state;

BE IT RESOLVED that the Alaska State Legislature respectfully requests

the Governor to direct the Department of Fish and Game to hold public meetings in the Bristol Bay region in order to explain the intent of the department's change in sockeye salmon management strategy and its plans for implementing the strategy during the 1986 season.

COPIES of this resolution shall be sent to the Honorable Bill Sheffield, Governor; to the Honorable Don Collinsworth, commissioner of fish and game; and to the Honorable Loren Lounsbury, commissioner of commerce and economic development.

Alaska State Legislature

P. O. BOX V
JUNEAU, ALASKA 99811
(907) 465-4907

Senate
Committee on Resources

M E M O R A N D U M April 1, 1986

TO: All Members
Senate Resources Committee

FROM: Staff, Senate Resources Committee

RE: HCR 18 Relating to the Bristol Bay salmon management policies of the Department of Fish and Game

HCR 18 calls upon the Governor to direct the Department of Fish and Game to hold public meetings in the Bristol Bay region to explain the intent of the department's change in sockeye salmon management strategy.

A CS has been prepared which changes the date on page 2 line 4 from 1985 to 1986.

Enclosure
POM from AIFMA

TO: ALL LEGISLATORS

FR: MITCH KINK, A.I.F.M.A. GENERAL MANAGER
700 14TH STREET
BELLINGHAM, WA. 99825

RE: HCR 18 BRISTOL BAY SALMON MANAGEMENT

I AM THE GENERAL MANAGER OF A.I.F.M.A. COOP. WE HAVE A MEMBERSHIP OF APPROXIMATELY 400 WHICH FISH BRISTOL BAY. A.I.F.M.A. FOR YEARS HAS BEEN ADVOCATING SUCH FORUMS AS ARE ENCOMPASSED IN THIS BILL. WE FEEL THAT MEETINGS SUCH AS THIS WOULD BE ADVANTAGEOUS TO ALL FISHERMEN IN BRISTOL BAY. IT WOULD PUT ALL FISHERMEN ON AN EQUAL LEVEL AS TO THE PUBLIC SAFETY ENDORCEMENT POLICIES AND IT WOULD ADD CREDENCE TO THE DEPARTMENT OF FISH AND GAME'S POLICIES ON ESCAPEMENT AND HARVEST GOALS IN BRISTOL BAY. IT'S LONG IN COMING AND VERY MUCH NEEDED.
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