ALASKA LEGISLATURE COMMITTEE FILES 1987-1988 8672
4887 HRES PRIEFINGS: DNR (2-11-87) - N. COOK INLET FISHERIES 459

COMMISSIONS

MISSION

The purpose of the Citizen's Advisory Commission on Federal Areas in Alaska (CACFAA) is to oversee federal land management issues and to minimize conflicts between federal statutes and regulation and traditional uses of the land. The Mental Health Commission is directed to establish procedures and guidelines for the audit of the State's mental health lands, and propose recommendations pertaining to the management of the mental health trust account, the mental health trust land, and the mental health program of the state.

FUNDING SUMMARY

	FY 87 Authorized	PFT	PPT	FY 87 Revised	PFT	PPT	FY 88 Governor	PPT	PPT
GF	$247.0	2	0	$210.0	2	0	$61.2	0	0
Total	247.0			210.0			61.2		

IMPACT OF BUDGET CUTS - ALTERNATIVE SERVICE PLAN

- CACFAA - eliminates public input into the federal land management planning process.
- CACFAA - limits public hearing options for citizen input to the Executive, legislative and local municipal decision-making process.
- Mental Health Commission - reduced travel for Commission members.

CONTACT: Executive Director CACFAA: Stan Leaphart 456-2012

MISSION

-Bowhead Whale Census Project - To support the North Slope Borough's efforts to provide more accurate estimates of the Bowhead whale population.
-Eskimo Walrus Commission - To support efforts of the Eskimo Walrus Commission to collect and analyze data relating to the habitat and population of walrus.
-Kawerak Reindeer Grant - To support reindeer inoculation (one-time grant).

FUNDING SUMMARY

	FY 87 Authorized			FY 87 Revised			FY 88 Governor		
		PFT	PPT		PFT	PPT		PPT	PPT
GF	$355.0	0	0	$314.0	0	0	$0.0	0	0
Total	355.0			314.0			0.0		

. Cessation of all direct grant activities.

IMPACT OF BUDGET CUTS - ALTERNATIVE SERVICE PLAN

CONTACT:

Director:	Sharon L. Barton	465-2406
Deputy Director:	Joseph C. Burch	762-2291

DIVISION OF MANAGEMENT

MISSION

The Division of Management is responsible for providing cost effective centralized, personnel, financial and data processing/information management and statewide status mapping records support to the department. It also administers the Central Uniform Commercial Code Office and Statewide Recorders offices.

FUNDING SUMMARY

	FY 87 Authorized	PFT	PPT	FY 87 Revised	PFT	PPT	FY 88 Governor	PPT	PPT
GF	$7003.6	166	1	$5992.4	162		$4150.9	131	1
Total	7225.3			6695.2			6216.9		

IMPACT OF BUDGET CUTS - ALTERNATIVE SERVICE PLAN

- Statewide Recorders Offices from 14 locations to three; Juneau, Anchorage, and Fairbanks. Services to rural areas will be maintained by mail.
- Centralized administrative support in Anchorage including mailroom and switchboard eliminated. Telephone recording devices will replace switchboard to assist callers; other administrative activities will be picked up by each division.
- Anchorage personnel office reduced by three positions; streamlining of paperflo. and reorganization of responsibilities within the personnel section should mitigate impact on Anchorage managers and employees.
- Four positions eliminated in the data processing area; one in response to anticipated reduction in workload. Otherwise impact will include slow down of status plat production; resource decision makers may not have current land status information in graphic format. The textual status plat tracking system will mitigate this situation.

DIVISION OF MANAGEMENT

1987 LEGISLATIVE ISSUES

- Procurement Bill Amendments
- Proposed transfer of Telecommunications from Department of Administration to Office of Management and Budget

1987 BUDGET ISSUES

- Funding shift for Recorders Office from General Fund to Program Receipts

CONTACT:

Director:	Sharon Barton	465-2406
Deputy Director:	Joseph C. Burch	762-2291

DIVISION OF LAND AND WATER MANAGEMENT

MISSION

The Division of Land and Water Management is responsible for providing the people of Alaska with the maximum possible benefits by selecting and defending the state's land title, by making land available for use as provided by law and when appropriate, transferring land to private ownership.

FUNDING SUMMARY

	FY 87 Authorized			FY 87 Revised			FY 88 Governor		
		PFT	PPT		PFT	PPT		PPT	PPT
GF	$10916.6	210	3	$9780.0	212	3	$7588.0	156	9
Total	12009.5			10872.9			9000.3		

IMPACT OF BUDGET CUTS - ALTERNATIVE SERVICE PLAN

- Deletes funding for planning and conduct of land disposal programs. Major transfer of land to boroughs in recent years will allow land most sought by Alaskans to be offered by boroughs, Native corporations, and private sellers. Although revenue producing over a twenty year contract period, required capital funding has not been appropriated for surveys and road access.
- Significant reduction on water rights adjudications; field inspections will be done only in emergency situations.
- Title reports and analyses for special projects, disposals, exchanges, review of status for legislation, litigation, pipeline appraisals, ANILCA boundary review, etc. will be accomplished on a priority basis only.
- Reduces abililty to processs preference rights, land exchanges, personal use cabin permits, and preparation of sales contracts.

1987 LEGISLATIVE ISSUES

- Amendment dealing with payment of special assessments to municipalities.
- Amendments to Municipal Entitlements Act.
- State position on ANWR.
- Proposed Recreation Rivers Bill, Anchorage Coastal Refuge Bill, Minto Flats Refuge Bill and Kachemak Bay State Park expansion.
- Interest rates on land sale contracts as a result of public complaints.
- Management of escheated land.
- Possibility of bill that will strengthen local hire on state land or involving state agencies.
- Bill giving fee title to agricultural rights holders.
- A bill to make state release all rights-of-way to abutting landowners.
- A bill to give veterans additional discounts of waiver of homestead or homesite fees.
- A bill requiring unnecessary survey work on public lands.
- Legislation enabling DCRA to be the townsite trustee so BLM can transfer townsite lands and responsibilities to the state.
- Eagle River Greenbelt exchange approval.
- Gas pipeline right-of-way.

FY 88 BUDGET ISSUES

- Payment of special assessments to Municipalities.
- Operating projects conversion to program receipts.

CONTACT:

Director:	Tom Hawkins	562-2066
Deputy Director:	Richard A. LeFebvre	562-2066

DIVISION OF FORESTRY

MISSION

The Division of Forestry provides protection from fire commensurate to the value of the resources at risk on land owned by the state, privately or by a municipality. It directs the statewide fire management activities of preparedness, support, suppression and interagency protection agreements. It also manages State Forests, and provides technical advice to other State agencies and the forest industry on sound forest practices necessary to ensure the continuous harvesting of commercial forest species on State forest lands.

FUNDING SUMMARY

	FY 87 Authorized			FY 87 Revised			FY 88 Governor		
		PFT	PPT		PFT	PPT		PPT	PPT
GF	$8434.2	79	133	$6745.3	78	133	*$11969.4	69	130
Total	7935.7			7944.8			15668.9		

* Note explanation for increase under FY 88 Budget Issues

IMPACT OF BUDGET CUTS - ALTERNATIVE SERVICE PLAN

- The Division takes advantage of the opportunity to merge the State's Central Logistics Office in Anchorage with the Bureau of Land Management Fire Coordination Center in Fairbanks. Cost in change of duty station is covered by converting on PFT to PPT and a saving of $8.3 is obtained by a reduction of three staff months.

- Computer expertise within the Division will be lost. Slow down of forest inventory data being published, volume tables developed and local cruise programs will take place.

- Reduction in the timber sale program will call for the following changes in order to provide the same volume of forest products as before:

  Generally larger sales will be offered - Hurt small operators.

  Forest Management Agreement type of sales (large and long-term sales) will be proposed to reduce amount of field work.

  Seasonal fire personnel will be used to help with sale layout - Bad fire season means less timber to be made available.

  Reduce State land planning efforts.

  Delay implementation of State Management Plans.

  Reduced sale administration.

DIVISION OF FORESTRY

1987 LEGISLATIVE ISSUES

- Title 38 Amendments pertaining to the Chase Decision, land classification requirements, and land planning.
- Legislation for Forest Management Agreements.

FY 88 BUDGET ISSUES

- Supplemental request of $3,256.8 for the Fire Suppression Fund. Needed to pay bills that are now due or new expenditures during last half of FY 87.
- The Fair Labor Standards Act now requires overtime for State government emplcyees. The Department of Administration issued a decision that requires Emergency Fire Fighters to be paid time and one half for overtime which has not been covered by the budget.
- * Fire Suppression funding now included in DNR/Division of Forestry operating budget base rather than as a special authorization to the Fire Suppression Fund.
- A contingency plan must be developed to accommodate fire suppression costs in an above average cost year.

CONTACT:

Director: George K. Hollett, Acting State Forester
Deputy Director: George K. Hollett 762-4465

DIVISION OF OIL & GAS

MISSION

The primary responsibilities of the Division of Oil and Gas are to assure that prospective oil, gas and geothermal lands are made available for competitive leasing and that the state receives full value for these resources; that all revenues due the state from leasing and production are received; and that persons holding oil, gas or geothermal leased conduct their surface operations in an environmentally sound and socially conscious manner.

FUNDING SUMMARY

	FY 87 Authorized			FY 87 Revised			FY 88 Governor		
		PFT	PPT		PFT	PPT		PPT	PPT
GF	$2675.3	41	0	$2469.4	41	0	$2385.2	37	0
Total	2771.3			2565.4			2472.6		

IMPACT OF BUDGET CUTS - ALTERNATIVE SERVICE PLANS

. The division proposes to delete PCN 4143 (Deputy Director). Responsibilities for budget preparation, the majority of personnel actions and day-to-day operating decisions will be delegated to the division's section managers.

DIVISION OF OIL AND GAS

1987 LEGISLATIVE ISSUES

- Petro Star - Chevron contract amendment.
- ANWR
- ASRC Settlement
- Confidentiality of oil and gas data

FY 88 BUDGET ISSUES

- Critical staff expertise is retained to assure timely and thorough research and writing of best interest findings in support of the oil and gas leasing programs, as well as economic analyses of sale alternatives.

CONTACT:

Director: James E. Eason 762-4241

Deputy Director:

DIVISION OF MINING, GEOLOGICAL AND GEOPHYSICAL SURVEYS

MISSION

The Division of Mining and Geological and Geophysical Surveys is responsible for providing information on Alaska's energy and mineral resources, management/regulation of coal and hardrock minerals, and protection of public health and safety from natural hazards and potential water contamination problems. The Division's role is to support continued responsible development of Alaska's energy and mineral resources and to facilitate informed land use decision making.

FUNDING SUMMARY

	FY 87 Authorized	PFT	PPT	FY 87 Revised	PFT	PPT	FY 88 Governor	PPT	PPT
GF	$8694.4	135	13	$7390.2	116	23	$5304.4	71	35
Total	11974.8			10670.6			8497.4		

IMPACT OF BUDGET CUTS - ALTERNATIVE SERVICE PLAN

- Reduces geological and geophysical support for oil and gas lease sales in response to the revised annual lease sale schedule.
- Transfer staff and funding from coal and geothermal investigations to support ANWR Petroleum Resources project.
- Reorganized the cadastral/coastal survey section into a more cost effective operational grouping. Survey coordination and survey operations are merged.
- Reorganize hard rock mineral and coal leasing program and field management of mining operations into a more cost effective grouping.
- Cease geologic investigations in the Juneau mining district; close the Juneau regional office.
- Reduce staff expertise on basic water issues - drinking water, flooding, pollution.
- Delays publication of DNR-DCED annual report on the mineral industry.
- Reduces hours of Fairbanks mining information office by reclassifying all personnel to seasonal status while retaining access to the Interior mining community.

DIVISION OF MINING, GEOLOGICAL AND GEOPHYSICAL SURVEYS

1987 LEGISLATIVE ISSUES

- Executive Order to complete consolidation of Divisions of Mining and Geological and Geophysical Surveys.
- Restriction of DNR's authority to close tracts in excess of 640 acres to mineral entry.
- Mineral Policy Act and the Alaska Mineral Commission.

FY 88 BUDGET ISSUES

- Convert funding source for the Cadastral Survey programs from General Funds to Program Receipts.
- Transfer responsibility and funding for the Seismic Hazards program to the University of Alaska, Fairbanks.

CONTACT: Director: Laurel A. Murphy 762-2177
Deputy Director:

DIVISION OF PARKS & OUTDOOR RECREATION

MISSION

The three primary goals of state park management are:

1. Service to people using our recreation areas.
2. Protection of park resources.
3. Strengthening the economic importance of the visitor industry.

FUNDING SUMMARY

	FY 87 Authorized			FY 87 Revised			FY 88 Governor		
		PFT	PPT		PFT	PPT		PPT	PPT
GF	$5495.8	64	97	$4671.4	47	113	$4300.8	39	104
Total	7239.6			6266.6			6143.5		

IMPACT OF BUDGET CUTS - ALTERNATIVE SERVICE PLANS

- FY 88 field staff reduced to six full-time rangers statewide. Impact will be felt primarily in winter months. Seasonal staff will cover the summer park operations.
- Five park units in the Northern Region, 12 park units in the Southcentral Region, 3 park units in the Southeast Region will have reduced services. Alternatives will include janitorial and maintenance contractual service, fees and concession activities.
- Youth Employment Program reduced 70 percent. Fairbanks resident camp closed.
- Operation Services Section eliminated; workload shifted to program managers.
- Engineering, Design and Development Section reduced to two full-time people in response to reduced capital funding.
- Archaeological, cultural and historic resource surveys and technical assistance reduced by half. Program maintained through federal matching grants.

DIVISION OF PARKS AND OUTDOOR RECREATION

1987 LEGISLATIVE ISSUES

- User Fee Legislation: establish a fee system for campsites, public use cabins, concession-operated activities and park use permits. Fees would be earmarked for operations, maintenance and capital re-investment.
- Willow Creek Legislation: cooperative management with the Mat-Su Borough of 7,000-acre recreation area at the confluence of Willow Creek and the Susitna River-- a very popular salmon fishing destination.
- Alaska Historical Commission: Executive Order to formally transfer the Alaska Historical Commission from DOE to DNR.

FY 88 BUDGET ISSUES

- Layoff of seasonal employees and a conversion to contractual services for janitorial maintenance and refuse collection will enable to the department to keep park units open. The action will result in a reduced frequency of visits, less facility maintenance, deferred repair and replacement of damaged facilities, and a loss of ranger staff to supervise inmate labor crews and volunteers, to perform site rehabilitation projects, and respond to public safety needs and visitor contact/information services.
- Last year 483 people donated over 56,546 hours of volunteer time. The inmate labor program provided 33,800 hours of labor.
- The Alaska Historical Commission was transferred from the Department of Education to the Department of Natural Resources, Division of Parks and Outdoor Recreation.

CONTACT: Director: Neil C. Johannsen 762-4505
Deputy Director: Jack Wiles 762-4507

DIVISION OF AGRICULTURE

MISSION

The Division of Agriculture provides advocacy, marketing/inspection, financing, and technical assistance to the agricultural industry.

FUNDING SUMMARY

	FY 87 Authorized	PFT	PPT	FY 87 Revised	PFT	PPT	FY 88 Governor	PPT	PPT
GF	$1257.6	37	14	1069.0	34	14	827.5	28	14
TOTAL	2608.4			2419.8			2328.7		

IMPACT OF BUDGET CUTS - ALTERNATIVE SERVICE PLAN

- Eliminate Horticultural Development Project. Horticulture plants will be maintained by other staff to mitigate loss.
- Commodity inspection services will be reduced. Beekeeping fumigation eliminated.
- Eliminate half the Conservation Plant Materials Project which assists in revegetation to development projects statewide in mining, oil and gas, and construction areas.
- Eliminates funding and position of Deputy Director in Agricultural Administration Project shifting greater administrative responsibilities to program managers.
- Reduction to basic plant material maintenance level in the Foundation Seed Project. Seed stocks will be preserved but no ability retained to meet increases in demand from private sector.
- Eliminate Seed Testing Laboratory. All industry and state seed testing must be sent outside Alaska.

DIVISION OF AGRICULTURE

1987 LEGISLATIVE ISSUES

Shell Eggs Bill
Grazing Legislation

FY 88 BUDGET ISSUES

. Funding shifts from General Fund to Agricultural Revolving Loan Fund funding for two positions in Agricultural Administration:

CONTACT: Director:
Deputy Director:

DIVISION OF FORESTRY
BRIEFING DATA

ECONOMIC IMPACT OF THE DIVISION OF FORESTRY

The Division of Forestry has an economic impact in areas throughout the State by the selling of timber and through the administration of the suppression fund for wildland fire control. The impact may be one of direct revenue to the State such as timber sale stumpage or that of the multiplier effect when the timber is manufactured into lumber and sold locally. In the case of fire control, the impact is that of putting cash directly into the local area either by creating jobs, purchase of goods and services, rental of equipment, or the protection of valuable resources.

The product value of the wood-using industry in Alaska has fluctuated radically in the last few years. In 1980 it approximated $350,000,000. In 1985 it was about $220,000,000. At present, there are about 124 logging operators, over 400 sawmills and two pulp mills doing business in the State. Depending upon market conditions, 2300 to 3500 people are employed by the wood products industry.

The wood typically is harvested from a variety of land ownerships: 75 percent or so from the Tongass National Forest; about 15 percent from private, preponderantly Native Corporations; some 5 percent from State lands; and the remainder from other public ownership. The harvest from State lands has generally taken place along the northern gulf coast and the interior.

Interior Alaska has an estimated 22 million acres of good timberland strung out along valley bottoms and warmer slopes with the State holding title to almost half the acreage. Presently, and historically as well, the primary use of locally grown timber has been in villages and settlements for rough lumber, timbers, houselogs and firewood.

In 1985 the Division of Forestry generated $313,418 from the sale of some 20 million board feet of wood products, including 22,400 cords of firewood and 127,000 linear feet of house logs. There are 125 to 150 sales conducted annually, about half of which are commercial and half are personal-use. Since 1983 the annual revenues from timber sales have averaged $415,600 with a range of from $192,109 to $797,000, while the volumes of wood harvested fluctuated from a low of 13 million board feet to a high of 53 million.

It is estimated that between 1986 and 1990, sales of wood from State lands will generate an annual average product value of $22,600,000, support 620 jobs and provide annual State revenue of $800,000.

The State of Alaska is required by statute to provide protection from wildfire for all State, borough, and private lands. Presently, this protection is applied to 134 million acres on which an average of 450 incidents occur annually.* The protection or loss of a natural resource from fire indirectly influences the local economic posture, as in the case of traplines, game hunting and available timber. Initial attack action on these fires are handled by the existing organization under the operating budget. Fires that escape initial attack typically grow to large conflagration which burn thousands of acres and require massive commitment of forces to control. Funding for these large fires comes from the suppression fund which puts cash into the local economy as the State hires village fire fighting crews, rents equipment and charters aircraft.

In the period 1981 - 1986 an average of $5,799,000 was expended from the suppression fund with a low of $2,190,400 in 1981 and a high of $9,657,000 in 1986. This same period saw native EFF crews receive $6,538,890 in wages. In some villages the money received from fighting fires is the major source of income for the year.

The Division of Forestry does not expect to be funded at a level that allows successful suppression of all fires at the initial attack stage so there will always be probability of some fires reaching the project level size.

It is estimated that between 1986 and 1990, the disaster fire probability will be 2 fires per year requiring an annual average suppression expenditure of $6,000,000 and calling for between 300 and 400 village fire fighters.

The Division of Forestry provides support and backup to municipal and borough fire departments, reducing overall their individual equipment requirements. This affects the tax requirement directly.

Within the Timber and Fire Management programs, the Division of Forestry has a real effect upon the local economies of many localities in the State and will continue to do so as each program grows.

* Based on occurrence for 1985 & 1986 when DNR protected the full 134 million acre area.

DIVISION OF FORESTRY
BRIEFING DATA - RESOURCE MANAGEMENT

	Total	Average Per Year
Number of Sales Sold		
Personal-use Permits (83-85)	9824	3270
Commercial Sales (83-85)	189	63
Personal use Sales (83-85)	239	80
Log Salvage Licenses (83-85)	51	17
Value Cut (83-86)	$1,662,400.00	$415,600.00
Volume Cut (83-86)	95.3MMBF	23.8MMBF
Miles of Road Constructed		
Winter Road (86)		31
All-Weather Road (86)		12
Acres Cut Over (86)		1450
Acres Reforested (83-86)	1578	395
Acres Scarified for Planting (84-86)	751	250
Jobs Generated Per Year (86) (direct and indirect)		420

Icy Bay Timber Sale
Pay Roll, including Taxes and Insurance
based on 1983 Taxers, about 50 employees:

Payroll, Taxes, etc.	$1,542,177
Other	886,147
Total	$2,428,324

2-9-87

BRIEFING DATA 2/3/87

FIRE MANAGEMENT

WHEN IS THE FIRE SEASON?

- Statute says: May 1 to September 30 (5 months).
- Actual Fire Season: April through September (6 months).

HOW MUCH ACTIVITY OCCURS?

Annual 20-year average is 250, but recent years show a sharp increase; last five average is 419.

1986	611 incidents	85,419 acres burned
1985	382 incidents	34,199 acres burned
1984	455 incidents	6,977 acres burned
1983	395 incidents	32,226 acres burned
1982	253 incidents	1,271 acres burned

WHAT IS THE "LET BURN" POLICY?

- Resources and urban areas are designated in one of four levels for fire protection.

Critical	=	Lives and property
Full	=	High value natural resources (timber & habitat)
Modified	=	Resources where fire is not wanted but fires can be controlled at natural barriers for less cost.
Limited	=	Areas where fire has no impact and is allowed to burn freely unless it threatens a higher value resource.

HOW MANY FIRES WERE IN "LET BURN" IN 1986?

36 of the 611 incidents were in 'limited' areas and burned 16,757 of the 85,419 acres.

This saved an estimated $2,596.0

WHAT IS THE VALUE OF THE BLM AGREEMENT?

- BLM and the State each protect 134 million acres.
- BLM cannot protect State land, even if we paid them.
- The State must arrange its own protection.
- State/federal land is interspersed, and, therefore, it is more efficient to agree to protect each other's lands in contiguous protection areas.
- Saves the State an annual operating cost of $3 million.

WHAT ARE THE SENSITIVE COMPONENTS OF THE BLM AGREEMENT?

- The State must guarantee performance ad manage the suppression/administration commensurate to agreed practices.
- National standards of qualifications, training, and performance must be achieved and maintained.
- Suppression costs are fully reimbursable.

- Fire fighting forces are supplied to the highest priority fires.
- State has highest priority land to protect.
- The State must have high levels of integrity and provide an acceptable level of protection to federal lands.

HOW DOES THE STATE'S ORGANIZATION COMPARE TO BLM?

- The State organization is much smaller than when BLM protected the same area. Currently it has smaller staffing than comparable BLM offices.

i.e.	Kenai	BLM = 123 people*	State = 21
	*included some statewide resources		
	McGrath	BLM = 30	State = 18
	McGrath Support	BLM = 30	State = 7
	Statewide Logistics	BLM = 12	State = 2
	Statewide training	BLM = 4	State = 3
	Aviation Management	BLM = 6	State = 3

- This year the State had 611 incidents while BLM had 206.

CAN LOCAL FIRE DEPARTMENTS DO THE PROTECTION?

- Local fire departments are committed to structure protection inside their service area boundaries.

- Local fire departments (and municipalities) will not accept wildfire responsibility except to assist the State through agreements.

WHY DOES THE STATE NEED A YEAR-ROUND WORK FORCE?

- Only part of the work force is full-time (37 positions), and most of them work in timber or forest practices in addition to fire.

- The rest are seasonal positions (117.5).

- The protection levels require adjustment between land managers annually. Plans must be updated.

- Aviation contracts must be closed; then reopened. New contracts must be advertised by January (2.5 million dollar program).

- Accounting for the suppression activities (suppression fund) is complicated. Each fire charge must be accurately tracked by incident number. Certification by AKSAS is a daily obligation.

- Cross agency billings must be prepared. It is complex because of the variety of land ownership and federal/State forces that may be encountered on each fire.

- Equipment and facilities must be reconditioned in the fall and then reactivated in the spring, eg.,

  43 fire engines
  7 field stations
  3.3 million dollar warehouse inventory

- Attention must be given to legal actions for criminal and civil fire.

- Statistical data must be entered into programs and reports accomplished.

- Training is accomplished both during and after the fire season.

- Fire program efficiency planning (National Fire Management Analysis System, U.S.F.S.).

CAN ALASKA CALL IN FEDERAL FORCES WHEN WE HAVE PROJECT FIRES?

- Alaska does use federal and other states' people each year.

- We must guarantee that we can supervise and administer them safely and to the National Standards. That means our managers must be professional.

- The qualifications for national fire standards are not covered in the State's job classification system. Training and experience is in addition to that (attached reference for one fire job).

- Fire fighters are the easiest to get from other agencies. The managerial positions cannot be filled on an occasional basis. Full-time management is the only guarantee that the suppression actions will be made commensurate to State regulations and objectives. To do otherwise would result in spending of State money without obligation for integrity.

WHAT HAS BEEN DONE TO REDUCE COST?

65% of State land is in 'limited' category.
Use of military surplus equipment (A/C, vehicles).
The BLM and USFS Cooperative Agreements.
Agreements with local fire departments.

Lower level of sophistication in dispatch systems (fewer people, less communication, fewer computers).

SUMMARY

An in-place, effective fire organization is likened to insurance on a home. When you don't need it, it seems redundant, but when the need arises, you can't do without it, and you can't muster it up out of thin air. This is the price for protection of the resources, recreation areas, aesthetics, subdivisions, and a safe quality of life for the Alaskan.

IMPORTANCE OF FIRE QUALIFICATIONS IN THE STATE ORGANIZATION:

Wildland fire suppression is a very complex program which involves every discipline of a military action with the exception that loss of life is not anticipated. Components of the activity are inclusive of large business management for budget, efficiency analysis, personnel management, contracting, procurement and delivery of services. The strategies, tactics, massive support, logistics and mobility relate directly to military actions. Such a complex interdisciplanary undertaking requires an intricate blend of trained and highly qualified personnel. The business management components can be filled with personnel trained in traditional formal education institutions and experienced in a variety of vocations. The technical elements are specialized and training or experience is not available except through agency managed opportunities.

Therefore, the program efficiency, professionalism and employee safety are all dependent on maintaining a highly trained, experienced and professional staff. This is demonstrated easily when lack of recognition of potential dangers can cost a life, or where one single decision made by an unqualified employee can generate costs, or loss, in the millions of dollars.

Fire qualifications are defined be a nation-wide system utilized by all wildland fire protection agencies and is called National Interagency Incident Management System (NIIMS). There are 55 primary plus 18 specialized positions in NIIMS which require 92 individual courses accounting for 1,873 hours of training.

Courses cannot be taken all at one time. They must be supported with actual experience to achieve each level. There is also a requirement to maintain currency which is done by actually filling an assignment with satisfactory performance every 3 to 5 years depending on the specific poition. For these reasons it takes about 10 years minimum to qualify for the upper level qualifications. Turnover in personnel creates the most costly loss in performance for the organization.

The success of the protection organization is extremely dependant on retaining highly qualified personnel and relates to the following key factors:

- -required to enable interchange of other agency personnel.
- -required to assure an adaquate level of safety is maintained throughout the suppression effort.
- -required to assure cost efficient and operationally effective strategy and tactics are implemented.

Most of the upper management level courses are only available at either the Boise Interagency Fire Center or the National Advanced Resource Technology Center in Marana, Arizona. The trainees must be nominated by the individual protection agencies and only a few individuals receive approval for attending these courses as competition is nationwide.

This highlights the critical necessity to maintain fire qualified personnel in the states fire protection program.

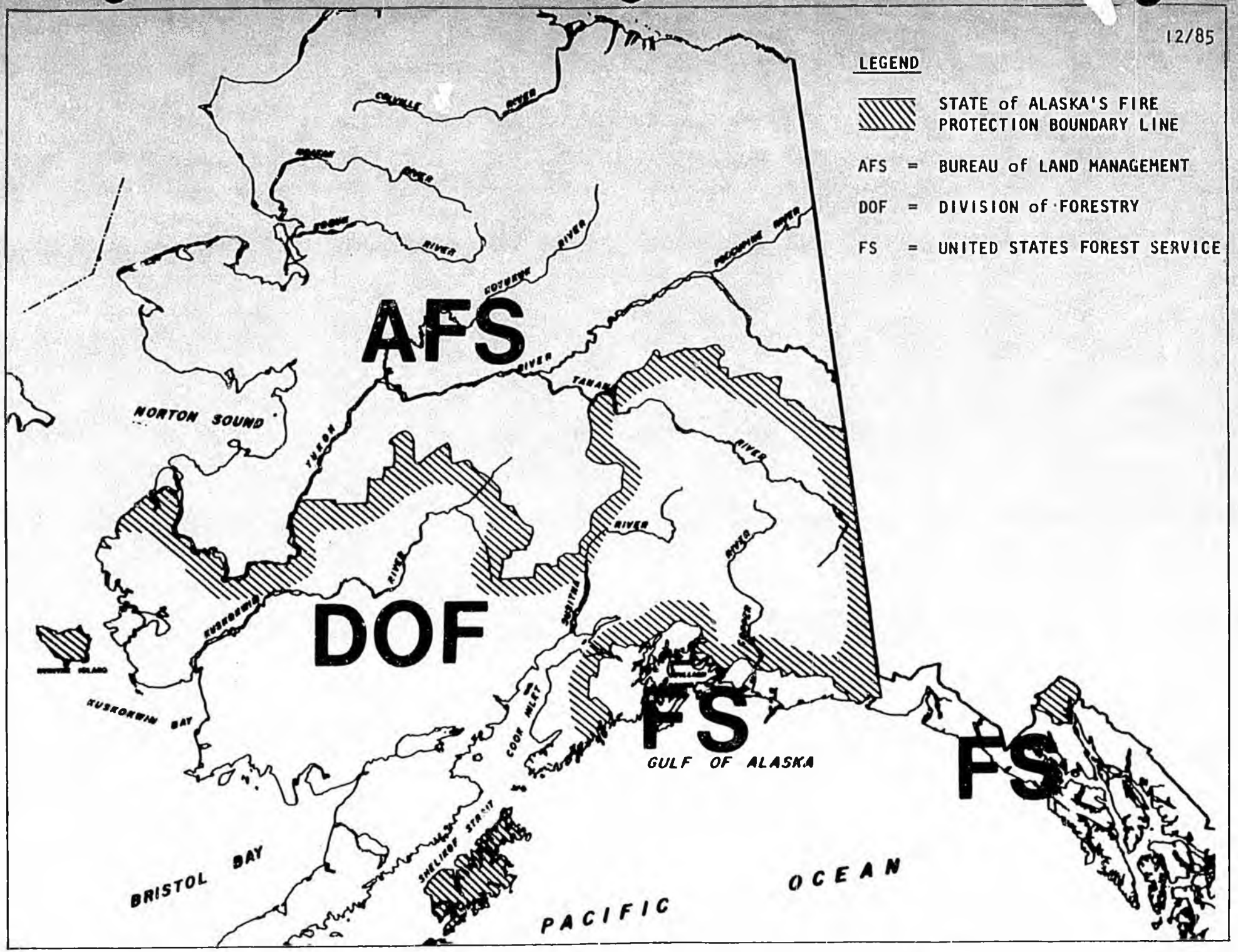

12/85
LEGEND
STATE of ALASKA'S FIRE PROTECTION BOUNDARY LINE
AFS = BUREAU of LAND MANAGEMENT
DOF = DIVISION of FORESTRY
FS = UNITED STATES FOREST SERVICE
AFS
DOF
FS
FS
NORTON SOUND
KUSKOKWIM BAY
BRISTOL BAY
GULF OF ALASKA
PACIFIC OCEAN
COLVILLE RIVER
KOYUKUK RIVER
PORCUPINE RIVER
TANANA RIVER
YUKON RIVER
KUSKOKWIM RIVER
COOK INLET
SHELIKOF STRAIT

EXHIBIT #1

BRIEFING:

N. COOK INLET FISHERIES

STATE OF ALASKA

DEPARTMENT OF FISH AND GAME

OFFICE OF THE COMMISSIONER

cc for ct.

STEVE COWPER, GOVERNOR

also Swanson Menard

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

April 5, 1988

Mr. Ted A. Whip, Jr.
Mr. Roland G. Ellidge
P. O. Box 9-2377
Anchorage, AK 99504

Dear Mr. Whip and Mr. Ellidge:

Representative Johnny Ellis provided me with a copy of your recent letter concerning upper Cook Inlet salmon management. I welcome the opportunity to respond to the two issues you raised in your letter: catch allocation and escapement to the Susitna River and Northern District streams.

You requested that the department manage the commercial fishery in such a way that a specified number or percentage of fish go to the Northern District. Your letter implies that there is currently a catch allocation to the Northern District which is unfairly low. Northern District set netters have proposed such an allocation to the Board of Fisheries many times, and the board has rejected making any such allocation. The fact that the board has repeatedly rejected proposals to allocate specific numbers of fish to the Northern District prevents the staff from doing so on its own.

Since the fishery stocks in question are currently heavily utilized, a reallocation would involve gain for one user group at the expense of another. Achieving such an allocation would require extended closures of the Central District drift gill net fishery, resulting in a substantial reduction of harvest and possibly excess escapement to the Kenai River most years. Attempts to harvest these excess fish with the east side set nets would increase user conflicts over the late run Kenai king salmon.

Currently, much of the increase in Central District catches is the result of the Tustumena Lake stocking project and record returns to the Kenai River. These are stocks which normally do not enter the Northern District and, therefore, are not available to Northern District set netters.

Forecasting salmon returns in Upper Cook Inlet is a relatively new practice. Only sockeye returns are forecasted, and river system forecasts have not been very

accurate. Predictions for other species are based on average catches. Setting an allocation quota based on predicted returns by area or river system is not practical. For these reasons, the Board of Fisheries has not made an allocation to the Northern District set netters.

Escapement data is very limited for Northern District rivers due to the difficulty of counting fish in turbid water and to limited funding. We have a sonar counter on the Yentna River (a major tributary to the Susitna), a weir on Fish Creek, a weir on the Little Susitna, and a weir at Larson Lake operated by Cook Inlet Aquaculture Association. Sonar counts in the Yentna are used as an index of escapement in the Susitna system.

Since escapement goals were established in the Susitna, the department has had a hard time meeting them due to the mixed stock nature of the catch and difficulties with stock identification. It is extremely difficult to estimate the abundance of Susitna stocks while they are still in salt water. Once the fish are past the sonar counter, it is too late to make adjustments in the commercial fishery if the escapement is low. Therefore, management of the set net fishery in the Northern District is based on catch rather than escapement.

The escapement goal for Fish Creek is normally met or slightly exceeded. In 1987 a terminal harvest area for set netters was opened to harvest excess Fish Creek sockeye.

My staff has tried a variety of closed areas in the Central District to ensure passage of fish into the Northern District. The proposed Barber's Triangle would not be adequate to ensure passage of Susitna stocks, since most of the harvest of Susitna stocks occurs outside the triangle. During 1987, we made extensive use of a line from the East Foreland to Cape Ninilchik to keep the drift fleet close to the east side and away from Susitna stocks. Post-season analysis revealed that even this restriction was inadequate, and large numbers of Susitna fish were harvested on the east side of that line. Widespread violation of the line by drift gill netters made the problem worse. For 1988 we are planning even more restrictive fishing within a three-mile-wide corridor along the east side.

In years when Kenai stocks are abundant, this type of fishing may result in excess escapement to the Kenai. In 1987 escapement to the Kenai was 1.6 million sockeye, about one million over the goal. This overage was largely due to restricted fishing because of concern for escapement of Susitna stocks as well as Kenai king and coho stocks. Escapement to the Yentna was 66,000 sockeye. We estimate that allowing another 34,000 to 84,000 sockeye to escape into the Yentna would have resulted in an additional million

fish escapement to the Kenai, a loss of about $10 million ex-vessel value.

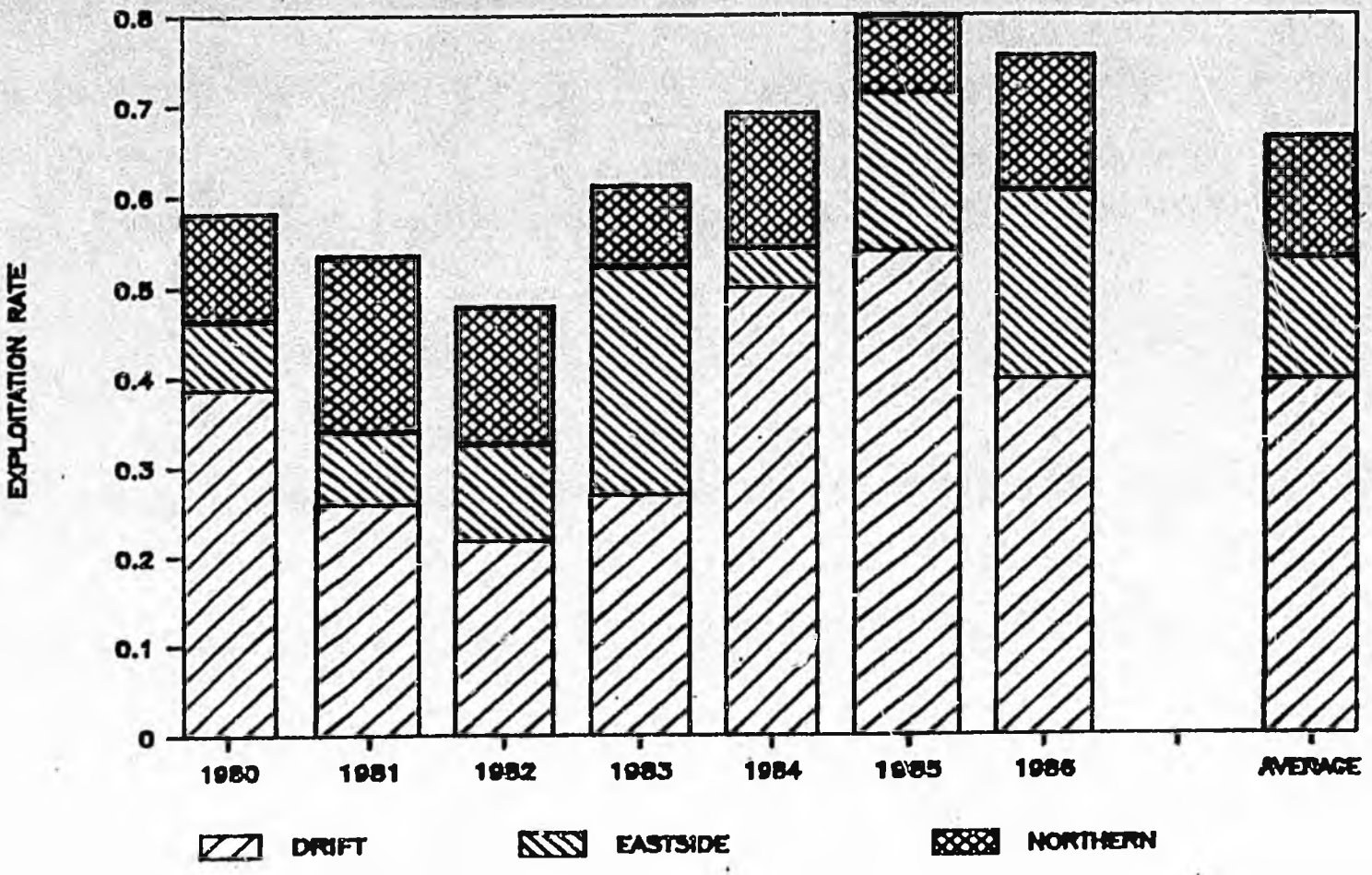
I am hopeful the information above addresses the issues you raised. If you have further questions, please contact Ken Parker, Director of the Division of Commercial Fisheries, at 465-4210.

Sincerely,

Norman A. Cohen
Deputy Commissioner

cc: Ken Parker
Representative Ellis

SUSITNA EXPLOITATION BY FISHERY



COMPARISON CHART OF CENTRAL DISTRICT CATCH (C.D.C.)
TO NORTHERN DISTRICT CATCH (N.D.C.)
AND TOTAL COOK INLET CATCH (C.I.C.)

1966 - 1987

YEAR	TOTAL C.I.C	TOTAL C.D.C	TOTAL N.D.C	C.D.%	N.D.%
1966	5,418,734	4,069,386	619,610	75%	11%
1967	2,387,595	1,685,769	208,947	70%	8%
1968	5,737,965	4,071,501	890,987	71%	15%
1969	1,496,011	1,025,066	80,910	69%	5%
1970	3,429,641	2,291,907	349,340	67%	10%
1971	1,687,698	1,019,195	97,251	60%	5%
1972	2,399,996	2,010,983	220,605	84%	9%
1973	2,227,767	1,535,512	237,824	70%	10%
1974	1,688,412	1,416,703	168,141	83%	9%
1975	3,324,709	1,971,412	220,446	60%	6%
1976	3,850,414	3,339,506	270,096	86%	7%
1977	5,592,081	3,761,840	285,347	67%	5%
1978	5,710,145	4,655,236	464,150	81%	8%
1979	5,214,125	1,723,646	202,400	33%	3%
1980	5,081,922	3,346,219	687,951	65%	13%
1981	6,634,734	2,411,452	484,282	36%	7%
1982	7,227,704	5,974,101	322,441	83%	4%
1983	8,052,265	6,481,930	289,944	80%	3%
1984	4,941,709	3,359,272	501,837	68%	10%
1985	7,588,227	4,971,490	301,834	65%	3%
1986	9,689,574	7,499,100	443,800	77%	4%
1987	11,190,477	9,840,303	380,473	87%	3%
AVERAGE TOTAL:	5,025,995	3,488,085	351,300	70%	7%

Testimony animated in fishing dispute

By RONNIE CHAPPELL
Daily News reporter

Cook Inlet sport and commercial fishermen pulled all the stops Sunday in their long-running battle over how to divide the salmon that return each summer to the Kenai River.

By late afternoon, more than two dozen people had testified before the Alaska Board of Fisheries and another hundred were waiting in the wings to take their turns at the microphone.

Sportsmen screened a slick propaganda film, operated a "hospitality suite" and complained about state management policies that are turning the Kenai "fast food for giant king salmon" into canned fish.

East side setnetters talked about how commercial fishing builds strong families, and portrayed anglers as hard-hearted people who would rob others of their livelihoods for the chance to catch a trophy-sized king.

Both groups used their children to tug at the heart strings of fisheries board members who had heard it all before. And members of both groups applauded each time one of their own testified. For a while, it seemed like "Queen for a Day."

The fight over late-run Kenai kings has gone on for years. Anglers say that too many of the big fish end up in the nets of Kenai Peninsula commercial fishermen. Last year, they took more than 20,000 of them.

Sportfishermen — who caught 15,900, kept 8,500 and released 7,400 late-run kings — say it's unfair to give 350 setnetters so many of the monster fish.

The state uses a ten-year-old management plan to divide fish between sport and commercial fishermen. "The plan is completely unfair," said Bob Hunter of the Alaska Sportfishing Association. "It is nothing but a blank check to commercial users. Since it was written in 1977 we've seen sport-fishing effort triple."

The late-run king fishery has grown from 25,000 angler-days of effort in 1976 to 75,000 angler-days of effort this year. Sportsmen deserve a big share of the resource, Hunter said. In their film, "A trophy or another can of salmon," anglers also contend that state management of the fishery and "a few hundred commercial fishermen are jeopardizing the resource."

Much of the information in the film runs contrary to research conducted by the Alaska Department of Fish and Game. Those studies show that:

- Both early and late king runs are extremely strong.
- Large numbers of king salmon are entering the river.
- Extra commercial fishing periods have almost no impact on the number of kings reaching the Kenai.
- Increasing the number of kings available to anglers doesn't guarantee a corresponding increase in sport-fishing success.

This year's late run was almost twice as big as last year's. The state is estimating the total return at 92,000 kings. An estimated 62,580 entered the river. Of those, 47,520 entered in July and were available to sport fishermen. That's an 18,000 fish increase over July 1985.

See Page B-3, FISH

FISH: Kenai dispute continues

Continued from Page B-1

"When the nets go in the water the fishing goes dead," said fishing guide Jennifer Krolick. "We must have a fair share" of the resource. "It's a disgrace that our fisheries managers haven't learned from mistakes made in the Lower 48" where big kings were killed out and replaced by measly 35-pounders.

"I'm having a hard time with my emotions," said Wendell Honea, who has fished a Kenai Peninsula setnet site for 26 years. "I feel like there's been a lot of propaganda here today. It's being made to look like we're decimating the fish. The biological data we've seen do not bear that out."

Honea urged the board to "forget all the rhetoric and look at the numbers."

Board member Ernie Carter, a Fairbanks sportfisherman, will likely do just that. A two-year veteran, he's heard all the sob stories before. There's always someone somewhere, who believes a fish allocation decision is going to take the bread from their children's mouths.

"I don't think the emotional (testimony) affects" board members, he said. When the time comes to make a decision "you analyze the facts, the catch rates, the escapement goals" and the numbers compiled by Fish and Game.

Carter has a lot of faith in the state biologists.

"I give top high marks," he said. "I think we have the cream of the crop in the entire United States."

COOK INLET FISHERY ECONOMIC STUDY

Assessment of the Economic Value of the Cook Inlet Commercial Salmon Fishery

by Richard G. Wilson & Associates
December 1, 1978

In conclusion, the use of a conservative multiplier suggests the significant extent to which the commercial salmon fishery plays an economic role in the economy. If the Cook Inlet fishery continues to harvest over 7% of the statewide salmon catch and Cook Inlet processors continue to process 19% of the in-state harvest, assuming no further growth in available harvest or processing capacity, the fishery is a significant, local industry that brings into the state in the neighborhood of $150 million. This represents a substantial share of its return on all export products.

****

The Northern District's equitable historical average percentage of catch was between 14%-30%, which would have equaled between $21-$45 million for Anchorage/Mat-Su areas in 1978. The 1987 catch was double that of 1978. Using this logical thinking we could double the above figure to mean as much as $90 million for the Anchorage/Mat-Su area.

It is paramount in our opinion to appoint a setnetter to the Board of Fisheries to ensure the setnet commercial fishermen their just representation.

We agree with the findings of the Board of Fisheries Review Committee (February 22, 1988) and strongly recommend that the Board, the Administration and the Legislature make every effort to develop a coherent statewide fisheries policy immediately in order to provide structure and guidelines for the formulation and submittal of management plans and proposals, and to provide focus and direction to the Board.

We further agree with the Committee that allocation decisions should be based on socioeconomic considerations which neither the Board nor the Department are adequately equipped to evaluate. The Board of Fisheries would be able to allocate equitably if relevant and timely socioeconomic data were routinely available to it. Neither the Legislature nor the executive branch have provided adequate standards or criteria concerning allocation issues. The Legislature does in fact have the authority and responsibility to provide such guidance, pursuant to Article 8, Section 2 of the Alaska Constitution.

The preceding recommendation will require legislative action. Members of the Mayor's Fishery Committee could be available to assist in the drafting and review of these legislative proposals.

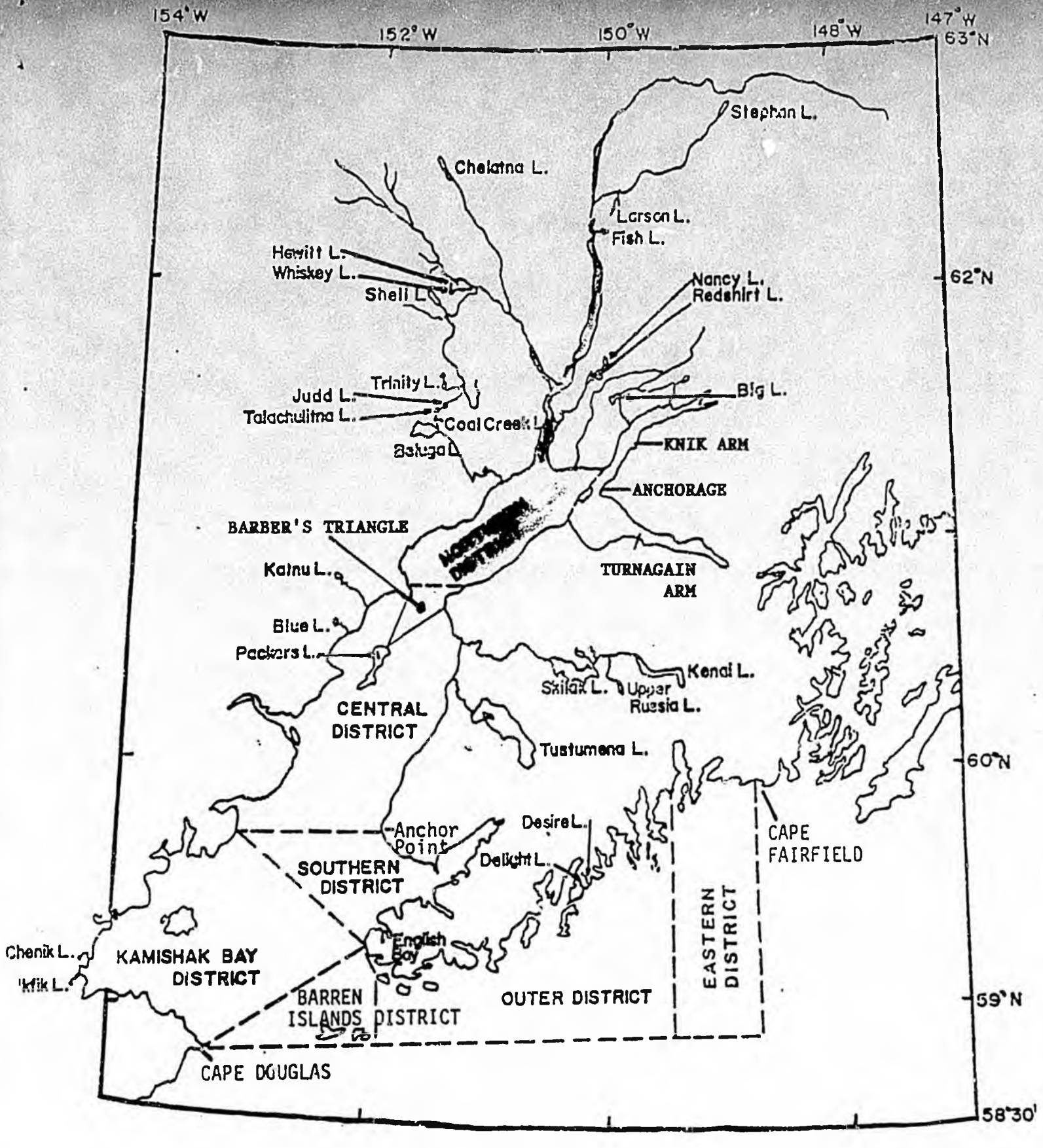


Figure 1. Commercial fishing districts of the upper and lower Cook Inlet areas, 1974-1976.

Ted A. Whip, Jr. (243-5792)
Roland G. Ellidge (338-2194)
P. O. Box 9-2377
Anchorage, Alaska 99504

February 29, 1988

Dear Representative Cotten:

We represent a group of salmon setnet commercial fishermen in the Northern District of Cook Inlet (see attached map for location reference). Fishery matters of the Northern District of Cook Inlet, both commercial and sport fishing, have a history of gross neglect and non-equity of salmon allocations. This letter is intended to briefly inform you of the facts.

The Whip family has been setnetting in Alaska since 1971. Our fish site is located at Moose Point, on the east side of the Northern District of Cook Inlet. The Ellidge family has fished at their site on Point Possession for the last 25 years. We have noticed a dramatic allocation inequity of salmon between the Northern District setnetters versus the Central District drift fleet.

The rightful Northern District's catch percentage for the commercial fisherman has dwindled over the past 40 years from over 30% to 3%. From 1951-1959, the Northern District's allocation of the entire Cook Inlet catch was greater than 14%. From 1966-1986 its allocation was 5.2%. During the 1987 season the Northern District caught 3%, or 350,174 fish, of the total Cool Inlet salmon catch of 10,190,477 fish. This drastic reduction is largely due to our fisheries resource being managed almost exclusively for the benefit of the drift fleet. Last year, the special interests of setnetters was recognized by the Alaska Supreme Court in the case of Meier v. State of Alaska, Board of Fisheries, Opinion No. 3195, July 10, 1987. This Opinion states that allocations between drift and setnet commercial fishermen can be allocated by the Board of Fisheries.

It is imperative that this situation be remedied, not only for the benefit of Northern District commercial fishermen, but also for the sport fishermen that utilize those streams. According to Tom Elias, President of the Alaska Sport Fishermen's Association, the Northern District streams have seen a 400% increase in sport fishing pressure in the last 20 years. Spawning goals in this area have been inconsistent since Statehood and it is obvious that our spawning streams cannot handle this increased pressure without readjusting the fishing allocations in the Central District.

Ensuring the Northern District's equitable percentage will mean an increase in real earnings of up to six times that earned yearly in the last 20 years by commercial fishermen.

Using the circulated monies formula, this would mean $40-$60 million invested in the Anchorage/Mat-Su areas yearly. Alternately, the Northern District sport fishermen (approximately 140,000 plus) spend an average of $65.00 in the Anchorage/Mat-Su area businesses per fishing trip. This clearly shows the amount of money that could be generated by the commercial fisherman and also circulated by the sport fishermen.

To increase profits and marketability, Anchorage processors need the Northern District fishermen's fish. The only way Anchorage processors are able get top quality fresh fish is from the Northern District commercial fishermen. Anchorage processors hire between 1,000 to 1,500 employees yearly. Once the Northern District's escapement and catch is brought up to its historical level (pre-1940), the processors and related businesses will expand phenomenally. Instead of the meager 1,000,000 pounds per year of the Northern District's present average catch, the processors can look forward to handling 8,000,000 pounds or more each year of number 1 grade salmon.

We have attached charts and excerpts clearly showing the inequity of the Northern District salmon escapement. Upon request, we will provide you with USF&G and/or Alaska Fish and Game periodicals, charts and statistics documenting our findings.

We have also attached several documents addressing the issues and proposing solutions. A letter of intent requiring the application of these solutions, attached to the Fish & Game budget, would help rectify the gross neglect we have all historically endured. Anchorage needs and deserves its salmon.

After you have had an opportunity to review these documents, please contact me at the above address with your questions or comments. Thank you for your time and attention to this matter.

Sincerely,

Theodore A. Whip, Jr.
Northern District Fisherman

Roland G. Elledge
Northern District Fisherman

Enclosures

Problem: Depletion of the Northern District's Salmon Harvests and Escapements

Present situation:

1. Historical depletion (since 1940) of salmon bound for the Northern District of Cook Inlet. Escapement goals have not been met. See Attachment 1.

2. Drastically reduced harvests for Northern District Set Netters. See Attachment 1.

3. Reduced incomes for Anchorage and Mat-Su area residents and processors. See Attachment 2.

4. Declining fishing for sports fishermen. See Attachment 5.

5. Money that should stay in the State leaves with non-resident fishermen. 170 our of 590 drift fishermen are non-residents. See Attachment 3.

6. Management (under Paul Reusch) does not, and will not, implement any plan ensuring Northern District salmon escapement for spawning goals. He is chairman of the Cook Inlet Regional Planning Team but there is no enhancement plan for the Northern District spawning systems under his chairmanship.

Management suggestions:

1. Install an area large enough to be effective to ensure Northern District escapement such as the Barber's Triangle as a closed zone to the Drift Fleet only, ensuring that the fish bound for the Northern District spawning streams can muster there without being molested or intercepted. See Attachment 4.

2. Establish July 10th as the first opening for the Drift Fleet. Eliminate special openings for the Central District Drift Fleet targeted on Susitna Chums Reduce the length of drift gear from 150 fathoms to 105 fathoms. See Attachment —.

3. Enforce existing regulations for flagrant abuse of fishing times and zones. See Attachment ___.

4. Accurate emergency openings and escapement reports announced on Fishermen's Corner radio program after every fishing period on Susitna, Fish Creek, Chickaloon and Beluga River escapements by an Anchorage radio station. See Attachment ___.

Synopsis: The fishing situation in Upper Cook Inlet is very unfairly allocated to the Northern District Fishermen. The political implications are, if the State administration does not remedy the situation, it could be open to charges of defacto discrimination by the Native and White Set Netters of the Northern District. The Sportsfishermen will certainly have a voice in this matter. A very high percentage of the Central District Drift Fleet live outside Alaska. That means a large amount of money leaves the State every year with non-voting fishermen.

If 10% of the catch in the Central District is allowed to return to the Northern District it would mean an increase in the earnings of Northern Cook Inlet Fishermen of at least $3 million. This money spent in Anchorage would mean an increase of $20-$30 millions of circulated monies. At a time when the economic situation in Anchorage is not good, this money would be a help in reducing the current depression in Anchorage.

Increased escapement in the Northern District will insure the conservation of a renewable resource that will aid to increase the quality of life in the most populated area of the State.

Finally, Susitna River Systems, Cottonwood Creek, Wasilla Lake, Nancy Lake stock and Knik Arm stock have become so depleted that artifical means of enhancement is necessary to restore the runs to historical self sustained balances. Measures must be taken NOW to ensure the future of these systems.

MEMORANDUM **State of Alaska**

TO: Tom Kron
Regional Program Manager
ADFG-FRED Div.
Anchorage

DATE: 11-Dec-87

PHONE: 892-6816

FROM: Bob Chlupach
Area Biologist, NCI
Big Lake

SUBJECT: FRED's Position Statement in NCI

The subject of salmon enhancement is of great interest to all of us. Admittedly I am bias because of close attachment to the organizational, start-up, and operational aspects of our programs. However, I should point out that with my intimacy I truly have approached our programs with the posture that these same programs are for the benefit of all the users; commercial, sport, and subsistence. I do not view these as my programs but rather our programs for the people of Alaska. They are the product of Sport Fish, Commercial Fish, and FRED Division. The ultimate net result is whether the user is satisfied. Satisfied can take on any number of connotations. In this case the net result of our efforts also means infusions of money into the economy of the State of Alaska on an annual basis.

A credible program such as this does not result from any one individual nor does it occur overnight. It has taken several years of guidance and continues to grow as a product of the Cook Inlet Regional Planning Team, per provisions of Alaska Statute 16.10.375. The single most important factor as a result of this statute is the working document, *Cook Inlet Regional Salmon Enhancement Plan 1981-2000*. Over a two year period fishermen from the Cook Inlet Aquaculture Association (CIAA) and representatives of the Alaska Department of Fish and Game (ADF&G) met to develop a 20 year plan for salmon enhancement in Cook Inlet.

The Plan portrays the complexity of dealing with a resource available to over one-half of the total State population in a 50,000 square mile area. The salmon migration is correspondingly varied and complex. Two major components to the planned increases in the number of salmon can be achieved through MANAGEMENT of the natural stocks and from SUPPLEMENTAL PRODUCTION TECHNIQUES. Through a number of projects designed to supplement the salmon resource the Regional Planning Team was able to envision a total of 4 plus million salmon being added to the annual harvest for a projected total harvest of 9 to 10 million by year 2000. The ultimate success in achieving a greater number of salmon and the ability to maintain will depend in large part on the ability to manage the resource effectively.

The release of chinook salmon smolt into Willow, Sheep, and Montana Creek drainages (east side Susitna River tributaries accessible via Parks Highway).

Provided for and soon to occur but currently in the brood development phase will be the release of chinook salmon smolt into the Little Susitna River drainage.

We will be doing the foundation work and feasibility analysis for Willow Creek coho this coming season.

The finesse of supplemental production has involved close working involvements with the fisheries management divisions. To briefly review. The sockeye program was of high priority and was stated in the 20 year plan that coho salmon production must not significantly interfere with or impact the enhancement of Big Lake sockeye. At one time we were involved too with sockeye production in Nancy Lake (tributary to Little Susitna River), however, this was with the understanding that this may be de-emphasized in favor of a coho program, which was ultimately begun and sockeye discontinued. As our programs developed the management divisions began to see the need to assure less competition between the supplemented species. They favored smolt production of coho salmon as there would be an elimination of freshwater food competition with sockeye. With each passing year are closer to seeing this through at Big Lake Hatchery. In addition, we've been whittling away at brood development sites, egg take efficiency modifications, incubation technology, rearing strategies, release strategies to mention a few.

We currently have in place a comprehensive enhancement program which addresses priority areas as outlined in the *20 Year Plan*. It continues to be finessed working out the glitches. For instance, we are developing the technology for changing the coho salmon fingerling program at Big Lake Hatchery into a pre-smolt smolt program. This has involved some alterations and additions with the physical operation but already our Knik Arm enhancement strategy is becoming more comprehensive with coho salmon smolt releases in Jim Creek, Rabbit Slough, Wasilla Creek, Little Susitna River (second most intensively sport fished stream in the State), pre-smolt and fingerling releases in the Big Lake drainage, and fingerling releases in the Cottonwood Lake drainage. It should be noted that the sport fisheries at Rabbit Slough, Wasilla Creek, Cottonwood Creek, and Fish Creek (Big Lake) are week-end only fisheries and that Sport Fish Division has imposed additional restrictions on the fishery at Fish Creek. This is to help insure that sufficient numbers of fish enter the drainage for brood development with resultant fish for supplemental production going to the previously mentioned Knik Arm tributaries. With regard to east side Susitna River tributaries the only coho releases are as smolt into the Caswell Lake drainage.

Chinook salmon sport users at east side Susitna River tributaries of Willow, Sheep, and Montana Creeks (smolt releases to these sites begins this next spring) are restricted to a 4 week-end 3 day fishery.

CORRECTION

THIS DOCUMENT
HAS BEEN REPHOTOGRAPHED
TO ASSURE LEGIBILITY

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"The Cook Inlet Regional Planning Team recognizes that any one of many different elements might alter the feasibility of what is proposed in the Plan in either a positive or negative way. However, it also understands that a frame of reference is necessary, if the work is to be orderly and systematic and progress is to be measured. The Plan has the specificity to make immediate action possible and the flexibility to adjust to changing circumstances. Additionally, as it reviews proposed projects for salmon enhancement it will assess them in the light of the goals and objectives of the Plan. The Regional Planning Team is committed to maintaining the usefulness and timeliness of the Plan through a formal review and revision in 1985, 1990, 1995, and 2000."

Through means of supplemental production the objectives outlined in the Plan are:

> 130,000 returning sockeye salmon annually produced by the Big Lake Hatchery by 1990.
>
> 80,000 returning coho salmon annually produced through the Big Lake Hatchery by 1990.
>
> 200,000 returning coho salmon annually produced through the Anchorage complex of hatcheries by 1990.
>
> 75,000 returning king salmon annually produced through the Anchorage complex of hatcheries by 1990.

The strategies involving supplemental production for sockeye salmon are to release fry into the Big Lake, Cottonwood, and Little Susitna River drainages, for coho salmon the release of fingerling, pre-smolt, smolt into Knik Arm tributaries (Big Lake drainage, Cottonwood Lake drainage, Little Susitna River drainage, Wasilla Creek, Rabbit Slough, Jim Creek), and for chinook salmon the release of smolts into east side Susitna River tributaries along the Parks Highway (Willow Creek, Sheep Creek, Montana Creek).

To date, our program is:

> The release of sockeye salmon fry into the Big Lake drainage.
>
> The release of coho salmon fingerling into the Big Lake, Cottonwood Lake, and Little Susitna River drainages (Knik Arm tributaries).
>
> The release of coho salmon pre-smolt into the Big Lake drainage (Knik Arm tributary).
>
> The release of coho salmon smolt into the Little Susitna River, Big Lake, and Cottonwood Lake drainages, Wasilla Creek, Rabbit Slough, Jim Creek (all Knik Arm tributaries) and Caswell Lake drainage (east side Susitna River tributary) all of which are vehicle accessible.

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We currently have in place a comprehensive enhancement program which addresses priority areas as outlined in the *20 Year Plan*. It continues to be finessed working out the glitches. For instance, we are developing the technology for changing the coho salmon fingerling program at Big Lake Hatchery into a pre-smolt smolt program. This has involved some alterations and additions with the physical operation but already our Knik Arm enhancement strategy is becoming more comprehensive with coho salmon smolt releases in Jim Creek, Rabbit Slough, Wasilla Creek, Little Susitna River (second most intensively sport fished stream in the State), pre-smolt and fingerling releases in the Big Lake drainage, and fingerling releases in the Cottonwood Lake drainage. It should be noted that the sport fisheries at Rabbit Slough, Wasilla Creek, Cottonwood Creek, and Fish Creek (Big Lake) are week-end only fisheries and that Sport Fish Division has imposed additional restrictions on the fishery at Fish Creek. This is to help insure that sufficient numbers of fish enter the drainage for brood development with resultant fish for supplemental production going to the previously mentioned Knik Arm tributaries. With regard to east side Susitna River tributaries the only coho releases are as smolt into the Caswell Lake drainage.

Chinook salmon sport users at east side Susitna River tributaries of Willow, Sheep, and Montana Creeks (smolt releases to these sites begins this next spring) are restricted to a 4 week-end 3 day fishery.

Our functions as an enhancement division is to not take the side of any user but to address the needs of those users. That we have begun to do. Over the past few years as the program has bloomed the results indicate that we indeed are edging toward the outlined goals. Our adult sockeye contribution seems to be somewhere around 250,000 adults, there was a substantial contribution of coho adults to the Little Susitna River sport fishery this year, and with two chinook salmon age classes in it looks like the chinook enhancement will be equally as successful. Additionally, it should be pointed out that greater numbers of adult returns from hatchery production are still at sea.

Ultimately the allocation issue has to surface. The Board of Fisheries to some extent has attempted to handle it by directing the management of salmon species to be based on user priorities. Those being; sockeye-commercial, chinook-sport, and coho-sport. In our enhancement efforts we too have followed this format not only in stocking strategies in part involving release timing but in de-emphasizing the release of fingerling and moving toward coho pre-smolt and smolt production. In addition, we've proportionately spread our fish about so that sport effort does not become too concentrated on any one stream negatively affecting that stream brood. In theory the same rationale would apply to the commercial harvest as well, a proportionate harvest from all. In reality there are disparities as evidenced by weekend only sport fishing. In any event the demand obviously exceeds the supply.

Cook Inlet fisheries management is admittedly complex due to the many stocks moving at different but overlapping intervals through the inlet. Perspectives on issues make for many interesting discussions. Opinions and concessions colloquially make the world go-round. Some of us move on to bigger and better, some of us remain behind and advance forward through new challenges, and some of us accept the status quo with the axiom of don't rock my boat. FRED Division was created out of the verified perception that fisheries enhancement WAS needed. A 20 year plan was created because it WAS needed. It is a capably functioning entity. Why? Because it addressed and continues to address user group needs as outlined in the various plans, in Cook Inlet specifically the 20 year plan. It is a working program with provisions to continue looking ahead. However, it seems we've reached a perceived juncture.

At the November 12 meeting I came away trying to surmise just what was actually being said. On the one hand, Sport Fish Division indicated they did not want any more sockeye enhancement because their commercial harvest is already too caustic on available sport harvest of coho of which 50% are harvested commercially. On the other hand, Commercial Fish Division indicated that any more sockeye enhancement in northern Cook Inlet would jeopardize their ability to manage the Kenai stock effectively.

BARBARA TRAVEL WILL ELIMINATE THIS PROBLEM

A good many of the current management strategies have been in effect far longer than existing managers have spent doing their job. Is this an insult? No, but what it does point out is the tendency to maintain the status quo. Long before FRED Division was ever an entity these briefly presented

problems have been in existence. For instance, the weekend only sport fishery scenario has been in place for over 17 years, the Big Lake sockeye run a mere few thousand fish not to mention coho returns of less than a thousand fish, a decade of almost complete closures on major chinook salmon streams along the Susitna River. FRED Division did not make this bed! Their existence came to be not totally but in part because of this scenario. With greater public participation there has been a corresponding greater awareness in allocation issues by all user groups and in managements approach. Witness, chinook management, generally agreed that 10% commercial interception is now the figure. Admittedly environmental conditions play a significant role but the management of the species is still the one controllable pivot we have. It has been obvious that little is known about any sockeye stocks short of the Kenai River. For instance, the vacillations in Kenai run timing and its management protection has meant bumper years to the Big Lake drainage and in some years lack of accurate run timing information (on a good Kenai year) has also resulted in a bumper run to Big Lake. With Stock Separation's modeling it is evident that the Big Lake run often rivals and on some occasions surpasses that of the entire Susitna River drainage, in large part due to a successful enhancement program. But in all credit to the drainage Big Lake has historically (before FRED Division) ranked as one of the top four or five sockeye producing drainages in the Cook Inlet region. There is a dearth of information on Cook Inlet sockeye salmon stocks for all drainages except the Kenai. There we employ state of the art technology and analysis but it is at the sacrifice of not only other major sockeye stocks but also the northern bound coho.

Management strategies today must address the whole picture. The future economy of Cook Inlet does not depend on one stock, it depends on the entire Cook Inlet salmon resource wherever it may be. The 20 year plan also indicates that more definitive knowledge of Cook Inlet's salmon stocks has to be achieved for greater control of individual stock management. FRED Division has slowly been developing their programs as to assigned responsibility designated by the users through the 20 year plan. Meantime the additional enhancement of salmon stocks will be waylaid by continuing to use the same applications of 20 years ago. Not only is it not equitable to the users but the tremendous potential for additional money infusion into the State economy will not be realized.

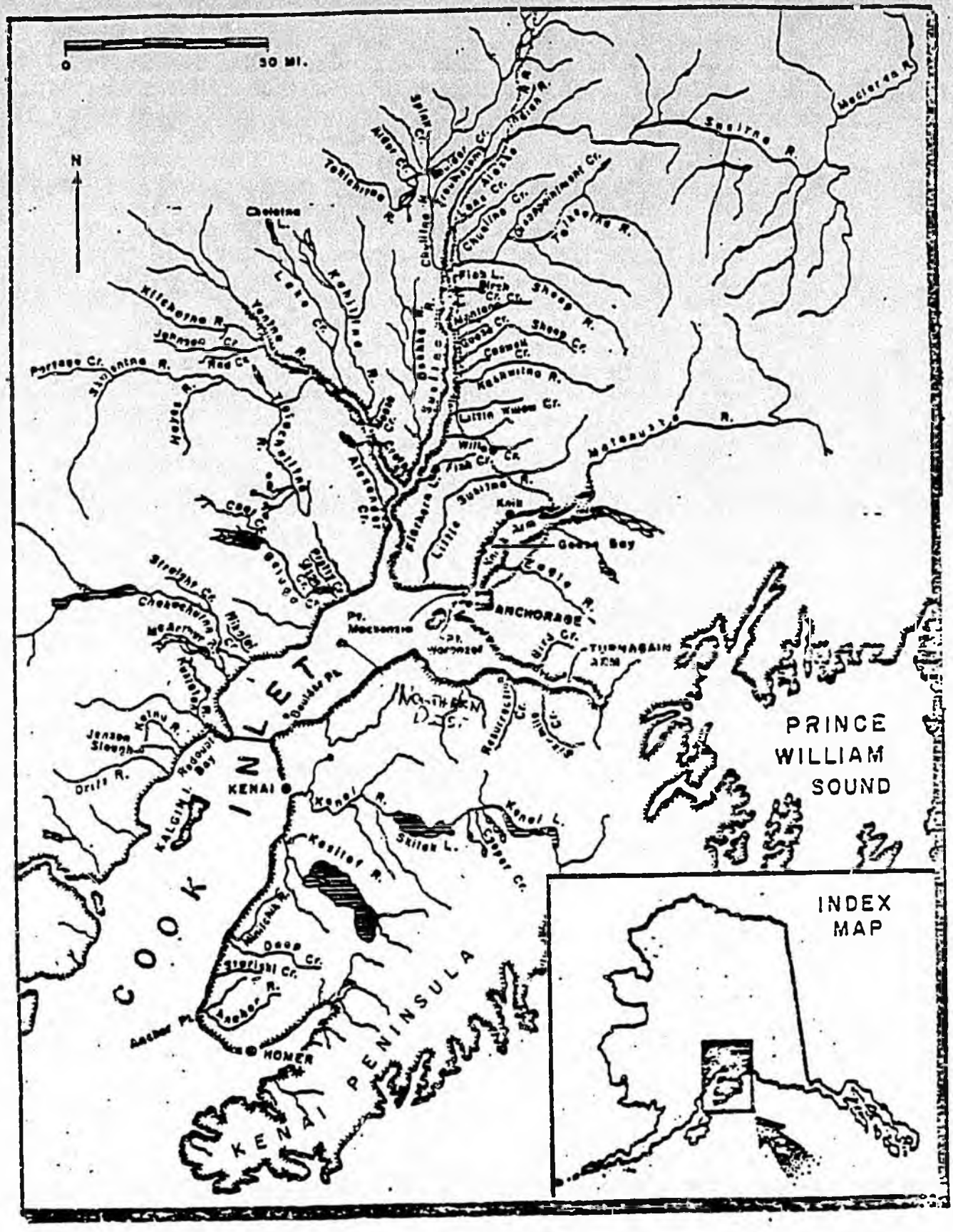


Figure 1.--Cook Inlet, Alaska, showing streams where major salmon runs occur.

Taken from Project #AFC 53 - Investigations of Cook Inlet Sockeye Salmon
Thomas B. Namtvedt

Table 1. Commercial Salmon Catch by Species, Upper and Lower Cook Inlet areas combined, 1882-1987

Year	Species					
	Chinook	Sockeye	Coho	Pink	Chum	Total
1882	2,000	73,000	5,000	-	-	80,000
1883	4,000	178,000	13,000	-	-	195,000
1884	6,000	254,000	19,000	-	-	279,000
1885	6,000	231,000	17,000	-	-	254,000
1886	9,000	341,000	26,000	-	-	376,000
1887	9,000	369,000	28,000	-	-	406,000
1888	13,000	509,000	38,000	-	-	560,000
1889	15,000	606,000	45,000	-	-	666,000
1890	9,000	344,000	26,000	-	-	379,000
1891	18,000	708,000	53,000	-	-	779,000
1892	6,000	249,000	19,000	-	-	274,000
1893	30,000	170,000	34,000	-	-	234,000
1894	15,500	406,840	19,000	-	-	441,340
1895	25,199	324,277	-	-	-	349,476
1896	18,076	309,863	27,600	37,800	-	393,339
1897	14,083	354,800	28,000	-	-	396,883
1898	16,389	551,168	83,412	-	-	650,969
1899	17,102	558,529	54,890	-	-	630,521
1900	26,683	585,309	20,000	-	-	631,992
1901	34,319	482,406	8,967	5,591	-	531,283
1902	49,013	710,280	54,864	79,246	-	893,403
1903	66,023	564,189	58,968	-	-	689,180
1904	30,073	489,348	23,880	-	-	543,221
1905	17,668	95,547	-	-	-	113,215
1906	22,420	225,506	93,485	64,100	-	405,511
1907	62,944	460,620	177,276	6,420	-	707,260
1908	33,774	670,774	94,936	375,140	-	1,174,624
1909	59,624	582,562	88,360	3,730	-	734,276
1910	49,028	840,187	79,702	217,666	1,318	1,187,901
1911	55,845	1,249,154	87,909	70,665	749	1,464,322
1912	47,866	1,194,888	70,567	1,661,874	121,628	3,096,823
1913	63,652	1,369,196	81,484	10,926	10,813	1,536,071
1914	47,554	1,472,829	188,341	1,256,798	39,905	3,004,427
1915	83,793	1,860,684	122,028	19,308	27,833	2,113,646
1916	62,895	1,699,323	209,978	1,682,672	128,322	3,783,190
1917	65,499	1,659,907	60,776	54,286	78,468	1,918,936
1918	34,886	1,668,394	251,151	721,231	108,200	2,783,862
1919	23,801	943,694	172,855	43,447	54,333	1,238,130
1920	39,563	1,314,916	302,353	445,524	97,541	2,199,897
1921	13,946	983,625	20,519	4,717	42,409	1,065,216
1922	31,030	860,019	199,923	637,405	74,389	1,802,766
1923	29,911	1,099,465	142,926	39,146	23,481	1,334,929
1924	27,012	1,056,090	187,656	752,016	36,755	2,059,529
1925	51,033	1,510,861	198,146	11,828	15,064	1,786,932
1926	75,620	1,999,720	353,173	586,054	118,455	3,133,022
1927	87,404	1,459,068	387,746	251,866	59,380	2,245,464
1928	69,885	1,172,959	522,509	568,052	101,086	2,434,491
1929	67,694	1,049,851	184,858	376,863	134,601	1,813,867
1930	72,317	917,882	498,475	1,022,679	99,630	2,610,983
1931	51,402	805,526	328,294	472,221	62,628	1,720,071
1932	70,931	1,131,958	374,976	441,125	64,749	2,083,739

Taken from Project #AFC 53 - Investigations of Cook Inlet Sockeye Salmon
Thomas B. Namtvedt

Table 1. Commercial salmon catch by species, Upper and Lower Cook Inlet areas combined, 1882-1987, cont'd.

Year	Species					
	Chinook	Sockeye	Coho	Pink	Chum	Total
1933	59,281	1,336,135	187,972	118,187	57,245	1,758,820
1934	72,379	1,815,267	251,260	929,992	91,319	3,160,217
1935	75,075	1,355,787	170,438	430,540	161,424	2,193,264
1936	81,062	2,390,231	328,496	852,924	264,909	3,917,672
1937	85,982	1,581,183	215,700	487,692	148,869	2,519,426
1938	57,663	2,425,253	213,804	848,733	191,328	3,736,781
1939	52,726	2,334,904	163,010	319,312	231,645	3,101,597
1940	63,016	1,648,952	478,096	2,604,235	280,831	5,075,130
1941	104,822	1,293,234	359,224	715,211	272,345	2,744,836
1942	95,180	1,540,185	644,823	965,507	400,989	3,646,684
1943	111,381	1,468,279	279,852	1,457,161	301,899	3,618,572
1944	85,210	1,939,932	256,621	1,815,441	258,840	4,356,044
1945	69,202	1,556,713	329,828	1,367,950	305,901	3,629,594
1946	64,281	1,474,473	581,374	1,338,731	383,563	3,842,422
1947	106,804	1,473,973	443,879	681,731	279,227	2,985,614
1948	105,996	2,035,306	408,079	1,660,147	439,314	4,648,842
1949	111,281	2,153,213	279,701	433,003	238,646	3,215,844
1950	162,942	2,642,374	351,366	1,132,164	463,507	4,752,353
1951	187,513	2,481,346	284,715	417,485	292,293	3,663,352
1952	74,500	1,510,214	233,771	2,277,019	450,580	4,546,084
1953	89,430	1,490,062	227,612	550,073	536,639	2,893,816
1954	65,325	1,246,672	336,685	2,460,051	775,659	4,884,392
1955	46,499	1,064,128	180,452	1,286,068	317,053	2,894,140
1956	65,310	1,295,095	207,534	1,803,295	870,269	4,241,503
1957	42,767	670,629	127,199	306,841	1,207,920	2,355,356
1958	22,847	496,842	241,561	2,598,314	596,179	3,955,743
1959	32,783	634,313	112,664	137,255	411,157	1,328,172
1960	25,539	948,040	314,153	2,023,252	776,079	4,089,063
1961	19,778	1,185,079	119,397	337,394	405,221	2,066,869
1962	20,270	1,172,859	358,051	4,960,030	1,149,841	7,661,051
1963	17,632	958,101	203,876	234,052	525,537	1,939,198
1964	4,622	990,709	462,114	4,287,378	1,402,419	7,147,242
1965	9,751	1,426,352	154,481	139,561	344,521	2,074,666
1966	9,603	1,867,323	295,101	2,585,820	660,887	5,418,734
1967	8,035	1,409,106	180,455	407,717	382,282	2,387,595
1968	4,600	1,200,146	475,333	2,863,638	1,194,248	5,737,965
1969	12,462	815,050	101,575	235,866	331,058	1,496,011
1970	8,455	753,526	280,156	1,388,179	399,325	3,429,641
1971	19,838	658,537	105,197	428,495	475,631	1,687,698
1972	16,174	937,721	83,167	657,243	705,691	2,399,996
1973	5,339	699,234	106,521	633,587	783,086	2,227,767
1974	6,779	524,613	206,639	534,331	416,050	1,689,412
1975	4,933	712,960	233,583	1,399,791	973,442	3,324,709
1976	11,081	1,700,835	220,605	1,394,065	522,828	3,850,414
1977	15,009	2,155,617	196,207	1,846,337	1,379,511	5,592,081
1978	19,049	2,778,071	225,389	2,041,659	645,477	5,710,145
1979	14,976	988,832	277,416	3,059,516	873,385	5,214,125
1980	14,222	1,643,039	285,923	2,676,133	462,605	5,081,922
1981	13,326	1,549,490	495,926	3,899,316	1,172,602	6,634,734
1982	21,936	3,391,184	840,829	2,183,215	1,631,549	7,227,704
1983	21,269	5,220,715	532,206	1,001,006	1,337,069	8,052,265
1984	9,532	2,373,523	489,511	1,320,789	777,928	4,941,709
1985	24,340	4,130,835	630,251	1,313,265	744,768	7,586,227
1986	40,805	4,974,585	762,531	2,710,206	1,199,447	9,689,574
1987						10,190,477

Alaska Commercial Salmon Catch Statistics U.S. Fish & Wildlife Serivce, Digest #50 (R. Simpson)
1951-1959-Nine year average Northern District 479,698 is 14% of the total Cook Inlet catch.

Average 3,418,062

TBM.

Northern District Actual Average (398,294)

Average 7,180,081

OUR EQUITABLE AVERAGE SHOULD BE 1,005,211

SUMMARY OF TABLE 1

Commercial Salmon Catch by Species
Upper and Lower Cook Inlet areas combined, 1882-1987

COOK INLET CATCH - 1951-1959 Average	3,418,062
NORTHERN DISTRICT CATCH - 1951-1959 Average (This figure is 14% of total Cook Inlet Catch)	479,698
COOK INLET CATCH - 1979-1987 Average	7,180,081
NORTHERN DISTRICT CATCH - 1979-1987 Average	398,294

Taking a 14% average of the total Cook Inlet catch for the years 1979-1987, our equitable average for the Northern District should be 1,005,211.

1907 - 1927

AVERAGE PERCENTAGE OF NORTHERN DISTRICT CATCH AS COMPARED TO TOTAL COOK INLET CATCH

YEAR	TOTAL COOK INLET CATCH	TOTAL NORTHERN DISTRICT CATCH	PERCENTAGE
1907	707,260	235,753	33%
1908	1,174,624	347,924	30%
1909	734,276	232,757	31%
1910	1,187,901	310,997	26%
1911	1,464,322	285,719	20%
1912	3,096,823	385,896	12%
1913	1,536,071	265,123	17%
1914	3,004,427	687,362	22%
1915	2,113,646	538,203	25%
1916	3,783,190	919,885	24%
1917	1,918,936	438,203	23%
1918	2,783,862	561,091	21%
1919	1,238,130	228,761	19%
1920	2,199,007	414,872	20%
1921	1,065,216	142,210	14%
1922	1,802,760	822,242	46%
1923	1,334,929	504,774	38%
1924	2,059,529	696,660	34%
1925	1,786,932	802,779	45%
1926	3,133,022	1,407,853	45%
1927	2,245,464	715,936	31%
		Total Average	27%
1987	10,190,477	350,174	3.4%

COMPARISON CHART OF CENTRAL DISTRICT CATCH (C.D.C.)
TO NORTHERN DISTRICT CATCH (N.D.C.)
AND TOTAL COOK INLET CATCH (C.I.C.)

1966 - 1987

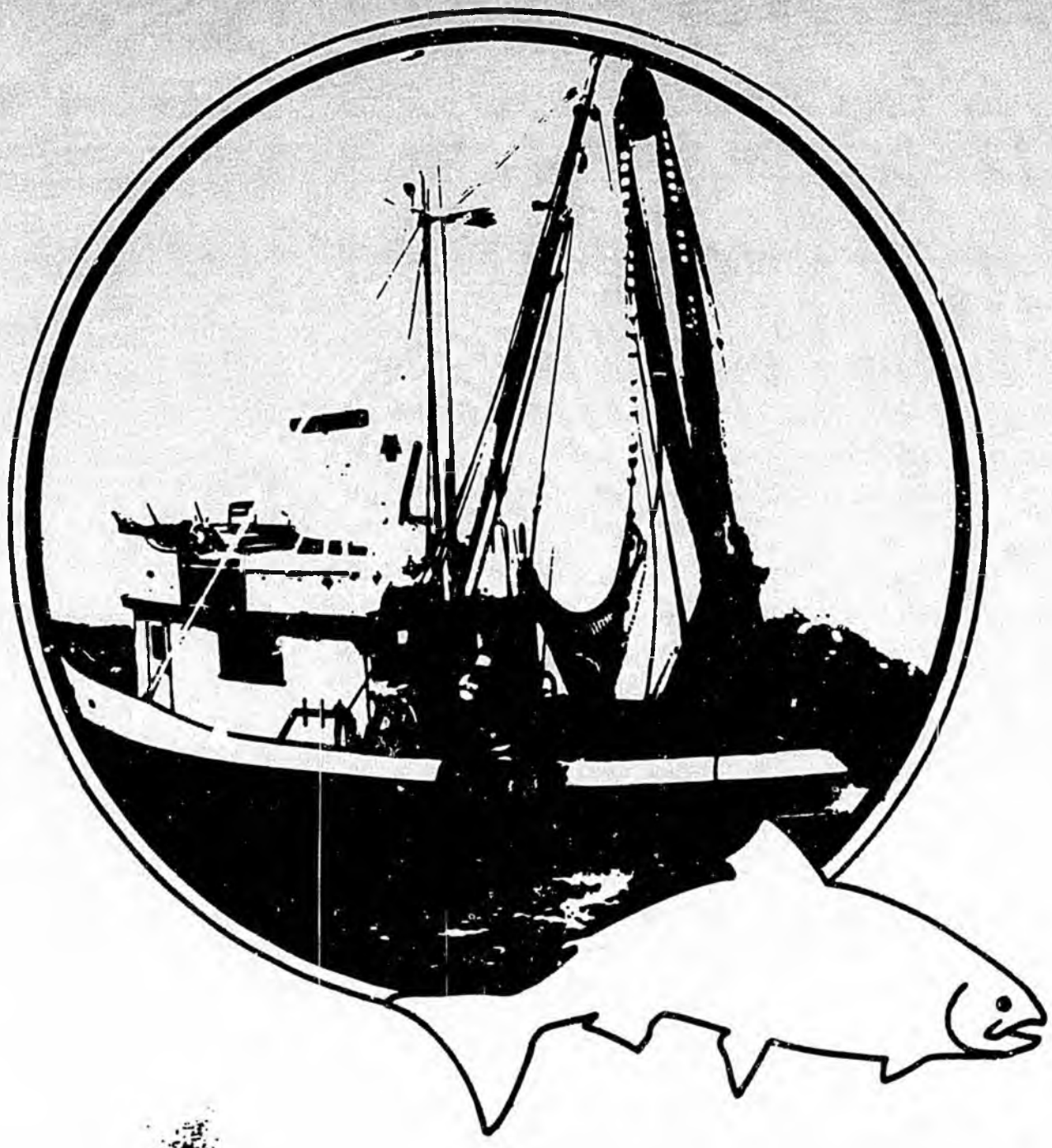
YEAR	TOTAL C.I.C	TOTAL C.D.C	TOTAL N.D.C	C.D.%	N.D.%
1966	5,418,734	4,069,386	619,610	75%	11%
1967	2,387,595	1,685,769	208,947	70%	8%
1968	5,737,965	4,071,501	890,987	71%	15%
1969	1,496,011	1,025,066	80,910	69%	5%
1970	3,429,641	2,291,907	349,340	67%	10%
1971	1,687,698	1,019,195	97,251	60%	5%
1972	2,399,996	2,010,983	220,605	84%	9%
1973	2,227,767	1,535,512	237,824	70%	10%
1974	1,688,412	1,416,703	168,141	83%	9%
1975	3,324,709	1,971,412	220,446	60%	6%
1976	3,850,414	3,339,506	270,096	86%	7%
1977	5,592,081	3,761,840	285,347	67%	5%
1978	5,710,145	4,655,236	464,150	81%	8%
1979	5,214,125	1,723,646	202,400	33%	3%
1980	5,081,922	3,346,219	687,951	65%	13%
1981	6,634,734	2,411,452	484,282	36%	7%
1982	7,227,704	5,974,101	322,441	83%	4%
1983	8,052,265	6,481,930	289,944	80%	3%
1984	4,941,709	3,359,272	501,837	68%	10%
1985	7,588,227	4,971,490	301,834	65%	3%
1986	9,689,574	7,459,100	443,800	77%	4%
1987	11,190,477	9,840,303	380,473	87%	3%
AVERAGE TOTAL:					
	5,025,995	3,488,085	351,300	70%	7%

Appendix Table 6. Upper Cook Inlet commercial salmon harvest by gear type and area, 1966-1985.

Year	Central District Drift Gillnet		Central District Set Gillnet				Northern District Set Gillnet	
			Eastside		Kalgin/Westside			
	Number	%	Number	%	Number	%	Number	%
1966	2,203,180	47	1,538,621	33	327,585	7	619,610	13
1967	1,184,228	63	366,292	19	135,249	7	208,947	11
1968	2,612,714	53	1,189,117	24	269,670	5	890,987	18
1969	652,011	59	247,514	23	125,541	11	80,910	7
1970	1,641,429	62	460,680	18	189,798	7	349,340	13
1971	739,835	66	153,374	14	125,986	11	97,251	9
1972	1,207,217	54	643,323	29	160,443	7	220,605	10
1973	1,105,354	62	299,616	17	130,542	7	237,824	14
1974	827,141	52	471,210	30	118,352	7	168,141	11
1975	1,457,277	66	340,625	15	173,510	8	220,446	11
1976	2,142,563	59	1,012,991	28	183,952	5	270,096	8
1977	2,626,455	65	912,023	22	223,362	6	285,347	7
1978	3,304,925	65	1,085,009	21	265,302	5	464,150	9
1979	1,199,085	62	308,166	16	216,395	11	202,400	11
1980	2,165,142	54	911,327	23	269,750	6	687,951	17
1981	1,672,457	58	558,657	19	180,338	6	484,282	17
1982	4,139,886	66	1,530,966	25	303,249	4	322,441	5
1983	4,621,365	70	1,582,746	24	277,819	4	289,944	4
1984[1]	2,284,831	59	764,638	20	309,803	8	501,837	13
Ave.	1,988,794	60	756,664	22	209,823	7	347,500	11
1985[1]	2,903,709	55	1,623,449	31	444,332	8	301,834	6

[1] Preliminary data.

Data Source: Soldotna ADF&G Honeywell computer files.



Municipality of Anchorage

CAPACITY ANALYSIS OF THE ANCHORAGE SALMON FISHERIES INDUSTRY

by
Dames & Moore

EXECUTIVE SUMMARY

Anchorage's fish processing capacities have at least doubled since the 1979 season. Several new plants have opened in Anchorage and, together with the existing plants, plan to process between 33.5 and 43.5 million pounds of fish (mostly salmon) this year. Last year, Anchorage plants processed about 18.5 million pounds, or approximately 12 percent of the State fresh, frozen and cured pack.

Dames & Moore, under contract to the Municipality of Anchorage, conducted interviews during the first two weeks of June 1980, and compiled information to determine the capacity of existing Anchorage storage and processing facilities and supporting infrastructure to handle the 1980 Bristol Bay salmon harvest. Their survey identified a substantial increase in fisheries industry activities within Anchorage. However, a great deal of pervasive financial and marketing uncertainty is attached to this year's harvest. Processors indicate that they intend to emphasize high-quality products that will compete in Lower 48 and European markets.

Anchorage's new capacity of 12.5 - 16.5 million pounds is nearly sufficient to offset the entire State processing deficit reported as 18.3 million pounds in the Final Summary Report of the Fishery Harvest Planning Group on the Bristol Bay salmon harvest. This capacity was not counted in the State survey published in March.

Employment in these plants and related activities associated with the salmon season will expand to nearly 1500 persons this year from approximately 1000 last year. These people will work in the Anchorage plants, fly and load aircraft to transport salmon from Bristol Bay (mostly) to Anchorage, and drive trucks within Anchorage to move fish between the airport, processing plants, and the Port of Anchorage.

COOK INLET FISHERY ECONOMIC STUDY

Assessment of the Economic Value of the Cook Inlet Commercial Salmon Fishery

by Richard G. Wilson & Associates
December 1, 1978

In conclusion, the use of a conservative multiplier suggests the significant extent to which the commercial salmon fishery plays an economic role in the economy. If the Cook Inlet fishery continues to harvest over 7% of the statewide salmon catch and Cook Inlet processors continue to process 19% of the in-state harvest, assuming no further growth in available harvest or processing capacity, the fishery is a significant, local industry that brings into the state in the neighborhood of $150 million. This represents a substantial share of its return on all export products.

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The Northern District's equitable historical average percentage of catch was between 14%-30%, which would have equaled between $21-$45 million for Anchorage/Mat-Su areas in 1978. The 1987 catch was double that of 1978. Using this logical thinking we could double the above figure to mean as much as $90 million for the Anchorage/Mat-Su area.

ANCHORAGE PROCESSOR EMPLOYEES AT PEAK OF SEASON

COMPANY	NO. OF EMPLOYEES	SEASON	PHONE NO.
Alaska Gourmet (Mr. Schilling)	30-40	Year round	563-3752
Tenth & M Lockers (Bill Nix)	20-25	Year round	272-3474
John Cabot Trading (Hank Lind - Seldovia)	300-400	Year round	349-2783
ANPAK	400	Seasonal	561-1399
Seafood From Alaska (Roland Swankie - Moose River Plant)	50	Year round	278-0821 262-9050
Whitney Fidalgo (International Airport and Ship Creek Plants)	135	Seasonal	243-3311

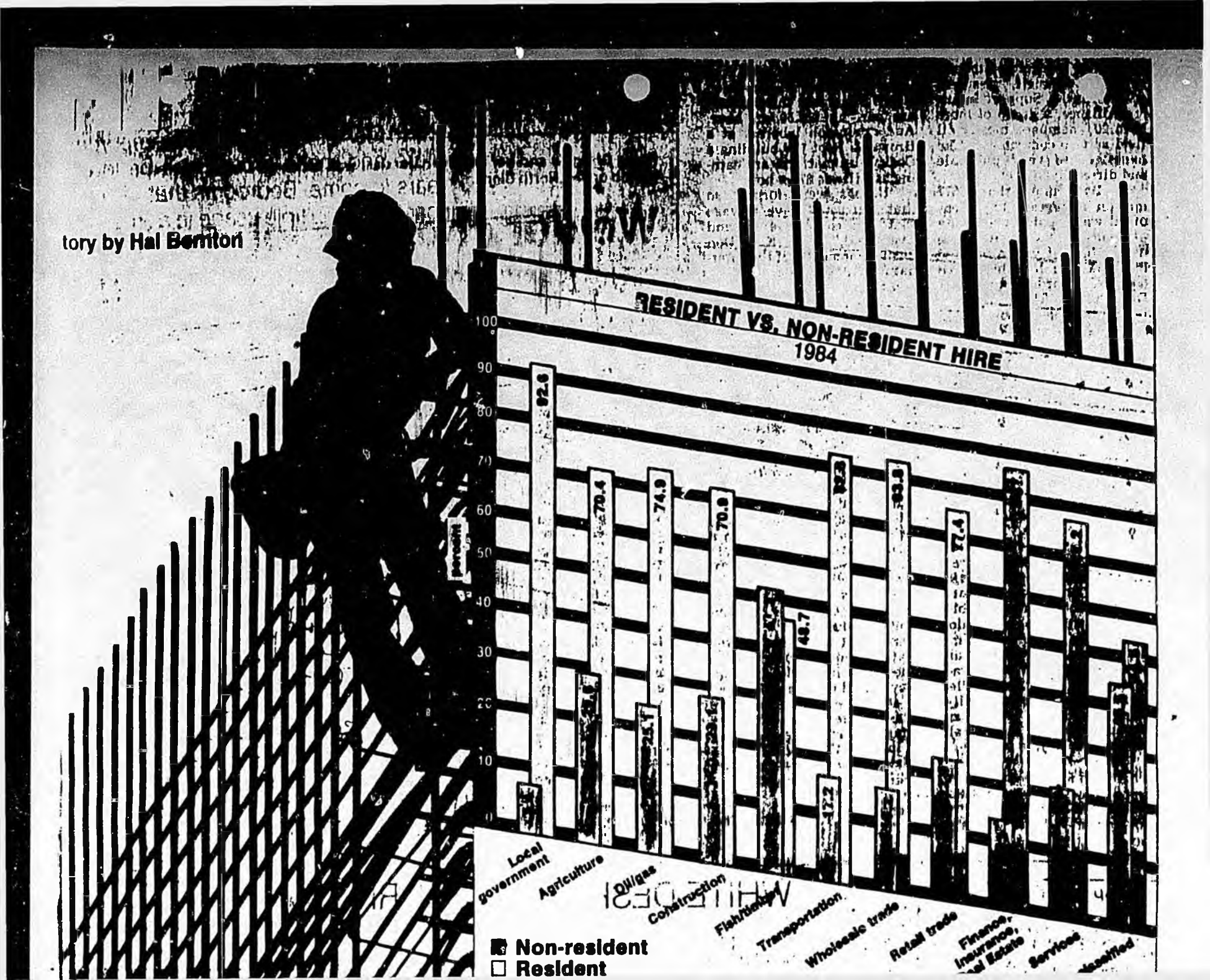
Appendix Table 11. Registered units of gillnet fishing effort by gear type in Cook Inlet, 1960-1985.[1]

	Drift			Set			
Year	Resident	Non-Resident	Sub-total	Resident	Non-Resident	Sub-total	Total
1960	221	67	288	511	59	570	858
1961	279	93	372	564	22	586	958
1962	260	112	372	589	28	617	989
1963	333	139	472	626	34	660	1,132
1964	323	145	468	596	35	631	1,099
1965	329	145	474	556	34	590	1,064
1966	328	176	504	580	48	628	1,132
1967	350	186	536	554	50	604	1,140
1968	407	204	611	638	43	681	1,292
1969	497	208	687	686	42	728	1,415
1970	537	220	757	707	65	772	1,529
1971	519	191	710	693	38	731	1,441
1972	419	152	571	672	35	701	1,272
1973	516	146	662	632	43	775	1,437
1974	458	150	608	764	39	803	1,411
1975	291	162	453	613	44	657	1,110
1976	343	171	514	669	42	711	1,225
1977	360	179	539	690	41	731	1,270
1978	366	183	549	698	44	742	1,291
1979	372	182	554	700	44	744	1,298
1980	373	179	554	697	47	744	1,298
1981	414	185	599	688	59	747	1,346
1982	416	175	591	697	51	748	1,339
1983	417	170	587	685	60	745	1,332
1984	426	162	588	672	72	744	1,332
1985	420	170	590	666	65	731	1,321

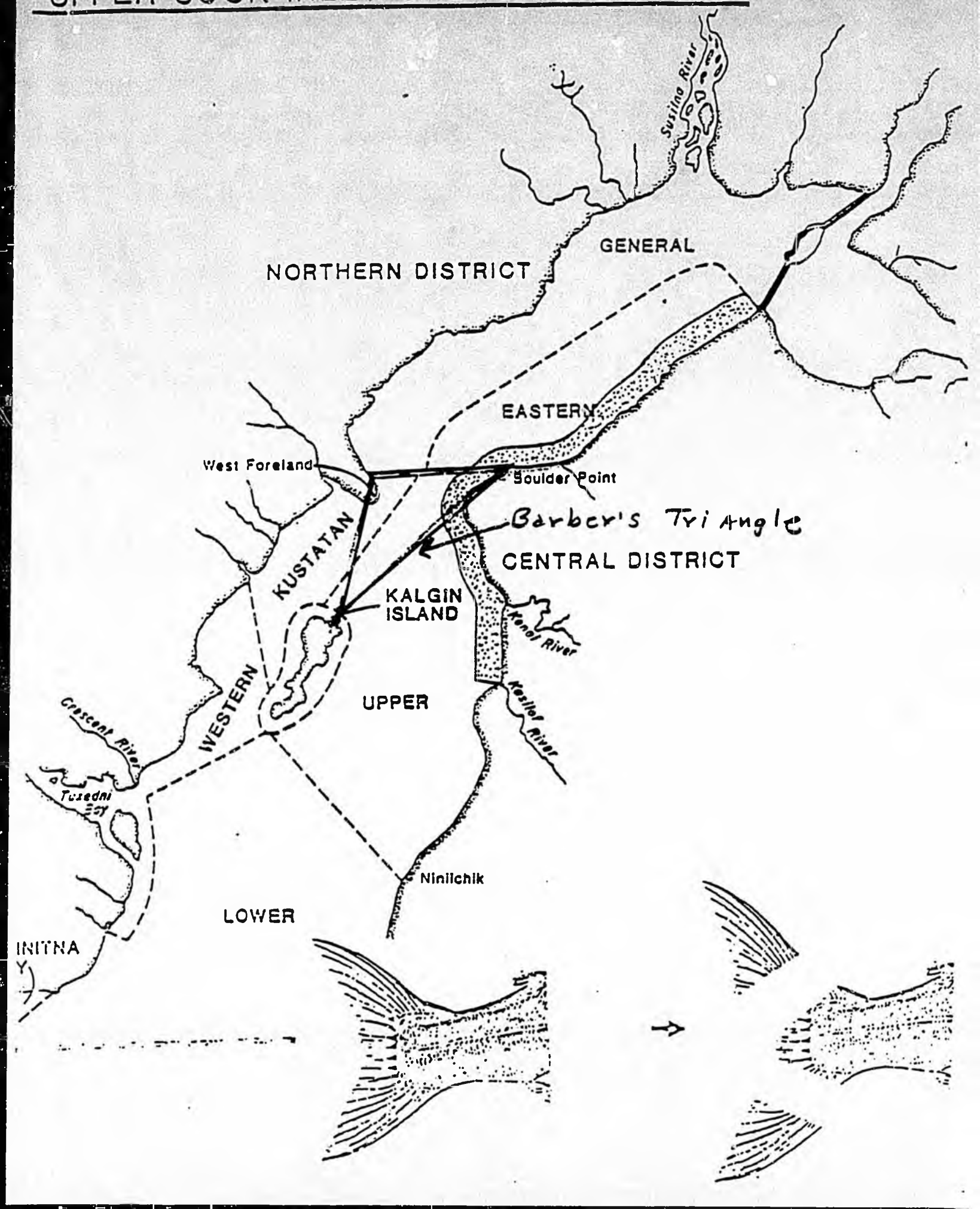
[1] Data Sources: 1960-1974 ADF&G unpublished reports.
1975-1984 Commercial Fisheries Entry Commission.

Northern District setnetters total 30% of Cook Inlet fishermen (approximately 200).

tory by Hal Bernton



UPPER COOK INLET SALMON DISTRICTS



POINTS TO ENSURE EQUITY

1. Escapement must be assured for Northern District spawning streams.

2. Enforcement of existing regulations.

3. July 10th date set as first opening for drift fleet.

4. Establishment of a sufficient area such as the Barber Triangle sanctuary area closed to drift fishing.

5. Limit drift gill net length to 105 fathoms.

6. Remove Reusch from his present position and replace him with a person who will manage the Central District not at the expense of the Northern District.

7. Divide Northern District into two main areas, East Side and West Side. The Eastern District would not be regulated by Susitna escapement, but by its own river system's projected return, i.e. Fish Creek (Knik Arm). The Northern District should be regulated by a qualified biologist based in

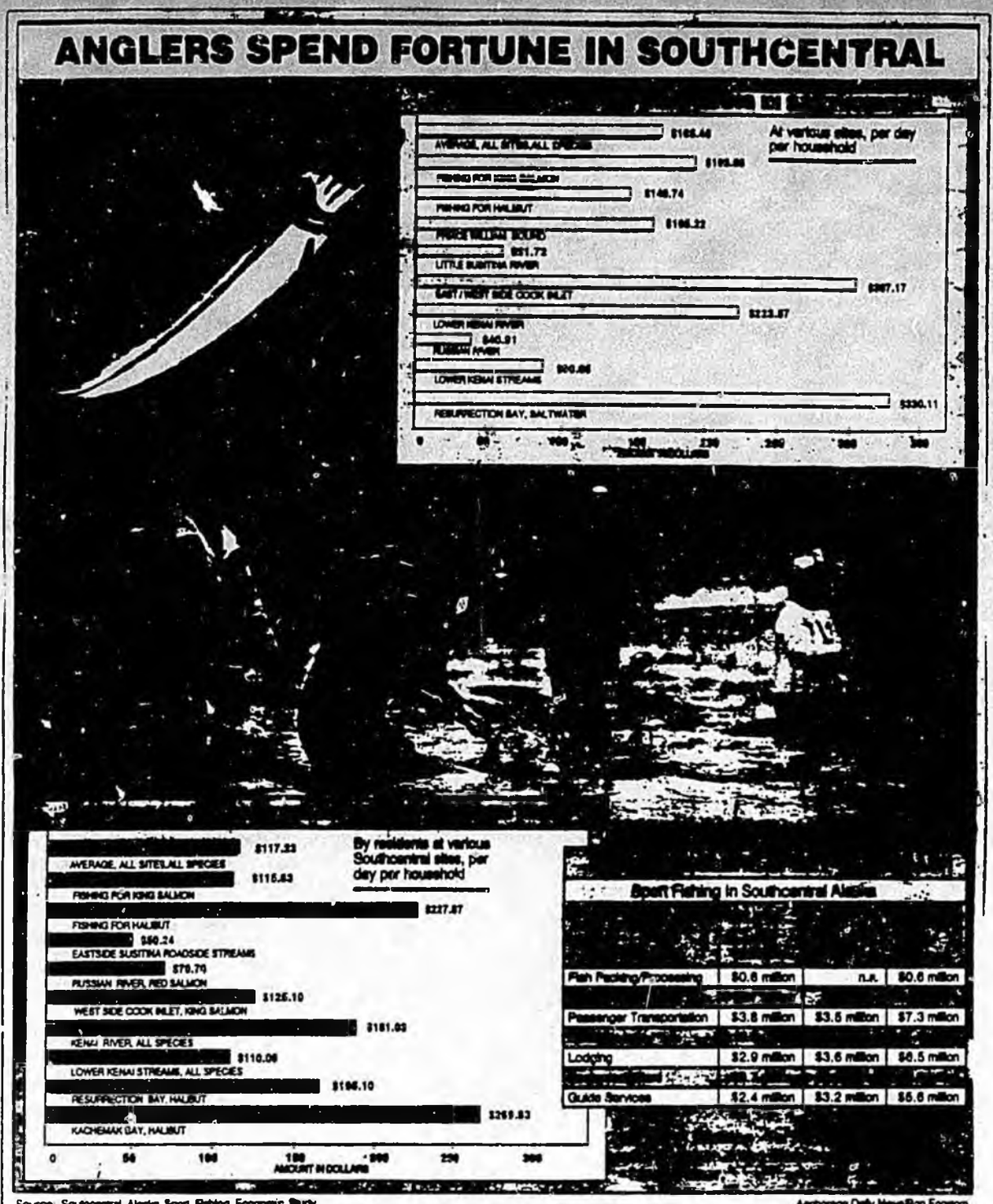
Anchorage, such as Gary Sanders, a former Director, who did an excellent job of this type of management. Cook Inlet will then have three separate management areas, Lower District, Central District and Northern District. The Northern District biologist will monitor the Lower and Central District harvest of Northern District intercepted fish, and will be able to add, by emergency openings, fishing time as he projects run strength for Susitna (West Side) and Fish Creek (East Side) in the Northern District.

8. Cook Inlet must be managed as one entity. In years past, the management focus has been largely on the Kenai and Kasilof river systems of the Central District. Cook Inlet management must be moved to Anchorage where the river terminus exists for the Cook Inlet. Both the Lower and Central District fishermen must check with Anchorage management to confirm fishing times for both regular and emergency openings. Northern District escapements must be met each year to ensure the fishing rights of both commercial and sport fishermen in years to come. Commercial efforts in the Northern District have remained stable, however the number of fishermen have decreased in the last 20 years. On the other hand, the sport fishing efforts have mushroomed 400% in that same time period. The Northern District spawning escapement goals have not increased during this time frame to meet this added pressure

but have in fact been on a negative cycle. This cannot continue. We must reverse this trend to ensure our rightful, renewable and economically viable resource.

In 1985 alone, 140,000 sports fishermen spent money at the Anchorage - Mat-Su area stores and retail businesses to fish in the Northern District streams. These monies along with the monies earned commercially from the Northern District will contribute greatly to the improvement of Anchorage's sagging economy.

THE BIG PICTURE IS THIS: If we save the Northern District we boost Cook Inlet production as a whole and everyone from the Lower Inlet to the most northern district benefits. All communities involved with fishing in the Cook Inlet will benefit economically, therefore expanding and developing positively for our future generations. This will only happen if we bring Cook Inlet management to Anchorage.



Source: Southcentral Alaska Sport Fishing Economic Study

Anchorage Daily News/Ron Engstrom

Salmon fishermen spend $87 million

Study likely to fuel dispute between commercial, sport fishermen

By CRAIG MEDRED
Daily News outdoors editor

Sport fishing was a $127 million business in southcentral Alaska in 1986, pumping more cash into the Alaska economy than the statewide total of $118 million paid to all workers in salmon processing that year, according to a new economic study prepared for the Alaska Department of Fish and Game.

Researchers reported Southcentral anglers spent most of their money — some $87 million — fishing for salmon bound for Kenai Peninsula streams or Susitna River tributaries.

Because all those salmon migrate through Cook Inlet, the study is expected to fuel the ongoing dispute between sport and commercial fishermen over salmon allocations.

The 1986 commercial catch of nine million Cook Inlet salmon was valued at $48 million, according to the Alaska Department of Fish and Game. But that sum represents only a portion of the income from the commercial fishery.

Commercial fishing also produces wages in the fish processing businesses and generates spending for boats, equipment and supplies.

No figure on total spending by the commercial fishery in 1986 is available, according to Fish and Game officials, so it is not possible to directly compare the value of the sport and commercial fisheries.

Several of the top resource economists on the West Coast worked as

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FISHING: Anglers spend $127 million in Southcentral

Continued from Page A-1

consultants on the $300,000 study done by Jones & Stokes Associates of Sacramento, Calif., said Al Howe, a state biologist involved in helping contract for the study.

Jones & Stokes was picked from among eight competing firms in large part because it offered to bring in economists from the University of California at Berkeley, the University of Arizona and elsewhere to help with the study, Howe said.

Those economists spent almost two years studying how much anglers spent to fish in Southcentral.

The $127 million answer surprised many people.

"Geez. That is an interesting figure," Sue Carter, executive director of the Kenai-Soldotna Chamber of Commerce, said Wednesday. "It would be really interesting to look at that report and see what it was based on."

"Essentially, that was a pork-barrel study," said commercial fisherman Frank Mullen of Soldotna. "They (sport fishermen) got some money to prove a point. ... That was the design of it in the first place. There was nothing very subtle about that.

"I think the important thing now is for all fishermen to work together for the continued health of the fisheries — not to use this thing as a club."

Russ Redick, executive director of the Anchorage-based Alaska Sportfishing Association, said he doesn't expect anglers to start clubbing commercial fishermen with the study. But he said it will undoubtedly be used to let the Alaska Board of Fisheries know that sport fishing is an important regional industry that must be recognized when the board decides how to divvy up salmon.

"I think that it's going to add a lot of credibility to legitimizing sport fishing as an industry," he said. "I don't think it's going to have any immediate, big impact. I would guess it's going to be one of those slow processes. I do think it's a good stroke."

Among the key findings in the analysis:

- Sport fishing accounted for 2,178 jobs in fishing-related businesses in the region. Almost 900 of those jobs were on the Kenai Peninsula, with nearly 800 in Anchorage. The largest number of jobs, 35 percent, were in retail stores — tackle shops, sporting goods stores, groceries and variety stores.
- Statewide, sport fishing in Southcentral provided the economic impetus to support the equivalent of 2,840 full-time jobs.
- The average resident angler spent $65 per day of fishing. The money went for boats, boat repairs, fishing tackle, travel, lodging, eating, drinking and guides. These anglers spent the biggest share of money, $16.6 million, trying to catch king salmon. They spent $12.6 million fishing for halibut.
- The average non-resident angler spent $103 per day of fishing. All told, these anglers spent $21 million in the region in 1986.
- Anchorage got most of the money spent by anglers, but the Kenai Peninsula got the most from non-resident anglers. Out-of-state visitors to the Peninsula spent $9.2 million compared to the $7.6 million spent in Anchorage. Other spending was scattered broadly around the region.
- Non-resident anglers spent almost $3 million for Kenai guide services in 1986. They left another $2.8 million in Peninsula stores, $1.6 million in hotels and motels, and $1 million in bars and restaurants.
- Resident anglers traveling to the Peninsula, primarily from Anchorage, spent $1.8 million on guides, $11.7 million on gas, groceries and tackle, $3.7 million on food and drinks, $3.4 million on boats or boat repairs, and $1.4 million on lodging.
- The Kenai River was the biggest attraction for all anglers. The Kenai, famed for its king, silver and red salmon fishing, is where a world-record king was caught by a Soldotna angler two years ago. Almost a quarter of all Alaska anglers head for the Kenai, and some 78.3 percent of non-residents go there to fish. All together, these anglers spent $18.7 million to pursue all species of salmon and rainbow trout in the river.
- The regional economy would lose $160,000 in business from resident anglers if the Kenai River is closed to king salmon fishing a week early in July. That has happened several times in the past because of a combination of weak returns and commercial catches. There was no projection on the loss of spending by non-resident anglers if the Kenai were closed.
- Kenai River fishing is followed in economic importance by sport fishing for halibut in Kachemak Bay, where anglers spend $8.7 million, and angling for red salmon in the Russian River, where anglers spend $5.2 million.