

ALASKA LEGISLATURE COMMITTEE FILES, 1989-1990 8672
6080 HOUSE RESOURCES

484

HOUSE COMMITTEE REPORT

(9)

Date Referred: April 18, 1990

FURTHER REFERRALS:

Date of Committee Action: 5/2/90

The RESOURCES Committee considered:

CSSJR 79 (RESOURCES)

CS SJR NO. 79 (Res)

BERING LAND BRIDGE INTERNATIONAL PARK

Supporting the designation of the existing Bering Land Bridge National Preserve as part of a Joint Alaska-Siberia International Park.

RECOMMENDATIONS:

- [] be replaced with _____ [] the same title
- [] _____ [] a new title
- [] have attached amendment(s)
- [] do pass
- [] do not pass
- [] no recommendation
- [] individual recommendations
- [] additional referral to the _____ Committee

ADOPTS: _____ letter of intent

ATTACHES NEW FISCAL NOTE(S):
(Dept)

APPROVES PREVIOUS: (Date/Dept)

- [] fiscal impact _____
- [] zero fiscal note _____
- [] zero with analysis _____
- [] fiscal note(s) _____
- [] zero fiscal note(s) 2/27/90/Sen. Res.
- [] zero fn/analysis _____

SIGNING DO PASS:

SIGNING:
(Check approp. column)

Do Not
Pass No Rec Amend

<u>[Signature]</u> MENARD			
<u>[Signature]</u> DAVIDSON			
<u>[Signature]</u> JACKO			
<u>[Signature]</u> DAVIS			
<u>[Signature]</u> HUDSON			
<u>[Signature]</u> SHARP			
<u>[Signature]</u> NAVARRA			

[Signature]
Chairman's Signature

FISCAL NOTE

REQUEST:

Revision Date: _____
Title: Bering Land Bridge Preserve
Sponsor: Sen. Sturgulewski
Requestor: Senate Resources Committee

Agency Affected: _____
BRU: _____
Components: _____

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0	0	0	0	0	0

CAPITAL						
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REVENUE	0	0	0	0	0	0
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FUNDING: (Thousands of Dollars)

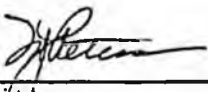
GENERAL FUND						
FEDERAL FUNDS						
OTHER						
TOTAL	0	0	0	0	0	0

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : (Attach a separate page if necessary)

There is no state fiscal impact.

Prepared by: Nancy Petersen, Staff 
Division: Senate Resources Committee Phone: 465-3834
Date: 3/26/90

Approved by Commissioner: _____ Date: _____
Agency: _____

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

would continue through 1990.

Changes in CS SJR 79 (Res)
have no fiscal impact.
This fiscal note is
appropriate.

Alaska State Legislature



Senate

SENATOR
ARLISS STURGULEWSKI
Senate President Pro Tempore
Chairman, Senate Rules Committee

2957 SHELDON JACKSON STREET
ANCHORAGE, ALASKA 99502

White in Juneau
P.O. BOX V
JUNEAU, ALASKA 99811
(907) 465-1818

MEMORANDUM

April 18, 1990

TO: Representative Cliff Davidson, Co-Chairman
Representative Curt Menard, Co-Chairman
House Resources Committee

FROM: Senator Arliss Sturgulewski *AS*
Senate District F

RE: Hearing request for SJR 79 Supporting the designation of the existing Bering Land Bridge National Preserve as a part of a Joint Alaska-Siberia International Park.

This resolution supports the findings of a joint United States and Soviet Union feasibility study proposing an international park (a symbolic designation) along the Bering Straits.

The United States would designate the existing Bering Land Bridge National Preserve as its portion. This designation would not change any of the existing laws or regulations governing the Preserve as the attached letter from the National Park Service specifies.

Also attached are letters of support from the Bering Straits Native Corporation and the Nome Chamber of Commerce as well as the Joint U.S./Soviet Reconnaissance Study.

I would appreciate your consideration for an early hearing on this resolution. Thank you.

Attachments

Park would join Alaska, Siberia

By CHRIS JENSEN

DALLAS MORNING NEWS

WASHINGTON - Alaska and Siberia have been separated by the sea for thousands of years.

But near the icy Bering Strait, where the international date line divides the United States and the Soviet Union, a symbolic joining of the superpowers is under way.

U.S. and Soviet officials have proposed an international park in the Bering region that would protect millions of acres in both countries and allow unprecedented scientific exchange. It also would help restore the flow of Native culture and ideas stemmed by the tide of 20th-century politics.

"The climate is right, and the will to do it is there," said Denis Galvin, associate director for planning and development with the National Park Service in Washington. "It's a matter of when, not if."

After two decades of informal discussions, Galvin led a 17-member American delegation that joined a Soviet team to survey potential park sites last September.

The Beringian Heritage International Park, as it would be called, could open by 1995, Galvin said. It would feature joint research centers, cultural archives and programs that encourage Native groups, tour operators and universities to move freely across borders.

The Beringian park would be a first between the superpowers, although the United States shares five international parks with Canada and the Soviet Union has a joint park with Finland.

"The climate is right, and the will to do it is there. It's a matter of when, not if."

-- Denis Galvin,
Of the National Park Service

For the U.S. portion, Galvin's team recommended an existing land preserve, the 2.8 million-acre Bering Land Bridge National Preserve located on the northern flank of the Seward Peninsula.

The Soviets, however, will face the more daunting task of carving out a brand new Siberian park from the Chukotskiy Peninsula.

"They're starting a little behind us," Galvin said.

But the Soviet Union already has a handful of parks, including some scientific preserves that are closed to the public, and has expressed strong interest in the project.

"Across the Soviet Union, environmental consciousness is really exploding right now," said Eric Green, a Soviet analyst with the American Committee on U.S.-Soviet Relations. "The park is symbolic of our changing relations, especially on

environmental issues."

Each side would manage its half of the park separately, although the superintendents would regularly meet and conduct joint cultural and scientific exchange programs.

Beringian Natives, who share common Yupik and Inupiat languages, are interested in discussing everything from reindeer herding to ivory carving with their neighbors across the strait, Galvin said.

"There's a real strong Native desire to get together," Galvin said.

What remains to be seen is whether the international park would increase visits to the remote tundra.

"I don't expect to see a flood of people coming up. It's just very difficult to get here," said Ernie Suazo, superintendent of the Bering preserve, located about 100 miles north of Nome.

There are no roads to the preserve, nor any accommodations. Visitors arrive by dog sled, chartered plane or occasionally by boat. The area abounds with grizzly bear, wolf and moose.

Last year about 2,000 people came to the Bering preserve. By comparison, during the same period more than 500,000 people visited the Lyndon B. Johnson National Historic Park at Stonewall, Texas.

But Galvin thinks the recent proposal is bound to pique American interest in the area.

"I think you could accommodate tourists," said Galvin, who praised the Siberian coastline for its spectacular fiords. "But it wouldn't be a Princess Cruise."



United States Department of the Interior



NATIONAL PARK SERVICE

IN REPLY REFER TO

ALASKA REGIONAL OFFICE
2525 Gambell Street, Room 107
Anchorage, Alaska 99503-2892

A3615(ARO-SA)
XL62

8 0 MAR 1990

Honorable Arliss Sturgulewski
Alaska State Senate
P.O. Box V
Juneau, Alaska 99811

Ref: SJR 79

Dear Senator Sturgulewski:

We understand you have been asked whether international park designation will affect the existing management of Bering Land Bridge National Preserve. In answer, we would appreciate your communicating the following information to the legislature:

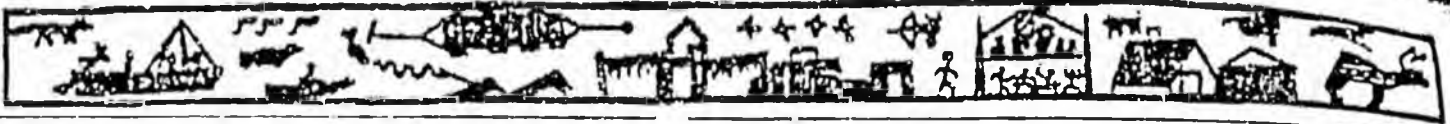
International park designation is a form of recognition, not a change in management authority for the existing preserve. The term international park was used in a descriptive sense because "park" is a word that is recognized internationally to indicate an area with special natural and cultural resources. International park designation would not change the existing laws and regulations or modify existing permissions applying to Bering Land Bridge National Preserve in any way.

As noted in the study report distributed earlier this session, international park designation "would create a dramatic symbol of cooperation between two world super powers." By encouraging and facilitating additional international scientific and cultural research and enhancing the growing communication and travel between Alaska and the Soviet Union, the international park should have significant values for Alaska. Adoption of SJR 79 by the state legislature would provide a positive message from Alaska at the forthcoming international meetings and summit this spring and summer and would emphasize the state's continuing interest in friendly exchange.

Sincerely,

Boyd Evison
Regional Director

cc:
Denis Galvin, WASO



BERING STRAITS NATIVE CORPORATION


March 30, 1990

Honorable Albert Adams
Senator District L
P.O. BOX 7
Juneau, AK 99811

Dear Senator Adams:

Bering Straits Native Corporation writes in support of SJR #79. Provided that the people of the Bering Straits Region are afforded the existing privileges in regard to hunting, fishing and access.

Sincerely,



Henry Ivanoff
Chairman

MEMBER OF THE UNITED STATES CHAMBER OF COMMERCE



Nome Chamber of Commerce

Post Office Box 251, Nome, Alaska 99762

March 30, 1990

Monsieur Albert P. Adams
Rm. 423, Capitol
P.O. Box V
Juneau 99811

Dear Senator Adams:

The Nome Chamber of Commerce supports SJR #79. We feel that this proposal will foster good will between Alaska and Siberia. We support this bill with only one stipulation; which is that all present privileges continue.

Sincerely,

Lennie O' Connor
President

STATEMENT

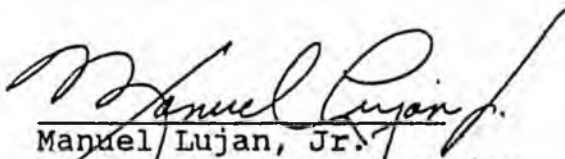
Under the terms of the US-USSR Environmental Agreement, the Working Group on Heritage Conservation and Management has completed a joint technical study of the feasibility of establishing a US-Soviet international park at the Bering Strait.

Prior to the presentation of the study to the Joint Committee, copies have been formally exchanged between the Soviet and American sides in ceremonies at the Department of the Interior, Washington, D.C. on the Ninth day of January, 1990.

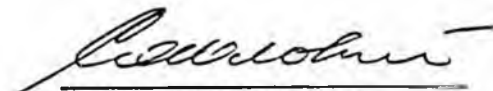
The study furnishes a substantial basis for confidence that this is a worthy project that should proceed.

We are pleased to endorse the study in that spirit.

For the American Side


Manuel Lujan, Jr.
Secretary of the Interior

For the Soviet Side


V.V. Sokolovsky
Deputy Chairman
State Committee on
Environment Protection



DEPARTMENT of the INTERIOR

news release

For Release after 4 p.m.
Tuesday, January 9, 1990

Steve Goldstein 202/343-6416 (O)
202/887-5248 (H)

INTERNATIONAL PARK IN BERING STRAIT PROPOSED BY U.S.A. AND U.S.S.R.

Secretary of the Interior Manuel Lujan and V. G. Sokolovsky, 1st Deputy Chairman, U.S.S.R. State Committee for Protection of the Environment, today were presented with a joint American-Soviet report proposing an international park in the Bering Strait, between Alaska and Siberia.

The proposal arises from a study undertaken by representatives of the two nations in August and September. Although it does not propose boundaries for the protected areas, the study suggests that both nations identify and designate appropriate sites as components of the global park. Each nation would then manage its elements of the park in accordance with its own laws and regulations.

The U.S. team, staffed by the National Park Service (NPS), has identified the 2.8-million acre Bering Land Bridge National Preserve as a unit of the international site. The Soviets have several areas under consideration in the Chukotskiy Peninsula.

The study recognizes the geographic proximity of the two nations and the common heritage they share with native cultures and their natural and human history.

"This proposal offers a unique opportunity to share the rich resources of two nations in a protected environment," Secretary Lujan said. "It is a shared chance to preserve Eskimo and other native lifestyles as well as evidence of the rare geological, archeological, and biological heritage of this region."

The report also recommends the following steps:

- o the granting of enhanced authority for conclusion of cooperative agreements between the two parks and between each park and separate Alaskan and Siberian interests for increased coverage of shared heritage themes in cross border contacts promoted between the parks;
- o regular consultations and cooperation between Soviet and U.S. park administrations;

-more-

- o establishment of a joint park research and public information facility or facilities.

The Bering sites are of immense scientific interest because of the migration of people and wildlife between Asia and North America that has occurred over the long span of time.

Officials also noted that this was a special opportunity to develop close working relationships between their respective countries in devising a system to protect their shared heritage and exchange scientific information.

The proposed international park will require further study from both the United States and the Union of Soviet Socialist Republics as well as authorization from both governments. "It also offers great potential as a model for international cooperation," Secretary Lujan said. "This is especially true," he added, "because the proposal calls for a joint center for research and public information, staffed by both countries. It will support the work of both countries and enhance present and future public visits to those exciting landscapes."

The joint study, which was endorsed under terms of a 1972 U.S.A.-U.S.S.R. Environmental Agreement, also furthers NPS policy of active cooperation with border nations to improve the management and conservation of shared resources.

In the preservation of the world heritage -- as well as endangered wildlife, migratory species, and wetlands -- the NPS and other bureaus of the Department of the Interior are working cooperatively with other nations in almost every region of the world.

"I believe," said Secretary Lujan, "that such examples of positive outreach between and among nations are making valuable contributions to global conservation needs and to the survival of the global environment."

Officials are hopeful that a Beringian Heritage International Park can be approved by both governments in the next two years, perhaps as early as August 1991, the 75th anniversary of the NPS.

STATEMENT

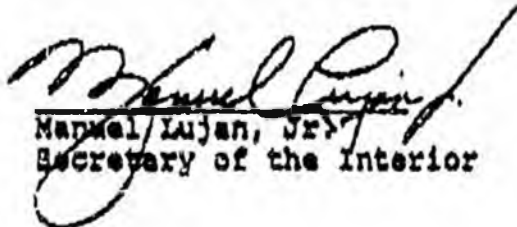
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The study furnishes a substantial basis for confidence that this is a worthy project that should proceed.

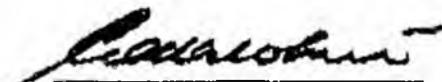
We are pleased to endorse the study in that spirit.

For the American Side



Manuel Lujan, Jr.
Secretary of the Interior

For the Soviet Side



V.V. Sokolovsky
Deputy Chairman
State Committee on
Environment Protection



United States Department of the Interior
NATIONAL PARK SERVICE

ALASKA REGIONAL OFFICE
2525 Gambell Street, Room 107
Anchorage, Alaska 99503-2892



IN REPLY REFER TO:

A38(ARO-PA)

19 JAN 1990

Arliss Sturgulewski
Alaska State Senate
P.O. Box V
Juneau, AK 99811

Dear Park Supporter:

Last fall in Alaska and the Soviet Union, an unprecedented survey of possible international protected sites along the remnants of the Bering Land Bridge took place.

The participants -- park planners and scientists from both nations -- recommended that existing national park units in northwest Alaska and a yet-to-be created conservation unit on the Chukotsky Peninsula of the Soviet Union be designated as an international park.

An international designation would recognize the close cultural and natural resource ties the people and the land have retained in the centuries since the Bering Land Bridge was engulfed by a rising sea. It would also make possible closer cooperation among researchers, park managers and residents living on both sides of the border. Each nation, however, would retain its right and authority to manage its park units as it wished.

The enclosed booklet describes the reconnaissance trip, the recommendations and the protocols signed by each nation. I welcome your review of the proposal, and ask your support when plans are finalized and brought to the Congress for action.

Sincerely,

Boyd Evison
Regional Director

Enclosure

The Goals of the International Park.

principal goals of parks united across international borders would be to promote cooperation among nations, to preserve natural and cultural sites, and to provide opportunities for the coordinated administration of resources.

An international park spanning the Bering Strait would recognize this region's common heritage, it would constitute a joint effort to preserve the important natural elements of the land bridge and the cultural traditions that continue today, and it would create a dramatic symbol of cooperation between two world superpowers.

Page 6

The Recommendations in the Report

CREATION AND MANAGEMENT OF THE INTERNATIONAL PARK

The United States and the Soviet Union would each recommend areas to promote the protection, understanding, and enjoyment of the common heritage of Beringia. The international designation would be accomplished when both sides have established a protected unit in Beringia.

Because of its international significance, after joint designation the United States and the Soviet Union should explore the establishment of a biosphere reserve or a world heritage site.

Park Management

Once the international park units were designated, regular meetings should be scheduled between the individual directors or superintendents to establish joint programs and to direct common activities that would be mutually beneficial. Such meetings should occur at least annually. The meetings could design scientific and cultural programs to be undertaken by other organizations for the benefit of the international park and the preservation of Beringian heritage.

Page 41

Cooperative Agreements

The managers of U.S. and U.S.S.R. park units that would be designated as part of the international park should be granted broad authority to pursue cooperative agreements. Such

cooperative agreements could include provisions for mutual work in planning, design, and architecture, as well as research in linguistics, ethnography, archeology, native arts, history, and prehistory. Many opportunities for mutual work also are envisioned in natural resource research and management. The products of these agreements would increase the opportunities for education in Beringia and beyond.

These cooperative agreements could include other governmental agencies or ministries, Alaska native corporations, state farms, ivory carvers, universities, and academies to carry out and support the terms of the agreements. The cooperative agreements would be one means to extend the preservation and understanding of the common heritage beyond the boundaries of the designated parks.

Upon successful negotiation of a cooperative agreement between the parties, barriers to transportation and communication should be reduced. Eased restrictions could include the right to movement between Chukotka and the Seward Peninsula without a visa. Scientists, natives, and others involved in the protection and promotion of the Beringian heritage would be included, if covered by the terms of a cooperative agreement.

Pages 41, 42

Establishment of a Joint Center for Research and Public Information

To promote scientific and cultural research and to provide public information about Beringia, a joint center, or centers, should be established. The center would work on projects relevant to resources of the common heritage and would provide scientific support for the international park. Information gained in doing the scientific work would be archived at the center and made available to the international scientific community. Cultural activities would also be studied and promoted, and information relating to these activities would be stored at the center. Such activities could include cultural festivals, exhibits, demonstrations of carving, seminars, and classes on issues affecting common resources.

The center could be established in cooperation with existing institutions already active in the research and public information fields. The program of the center would be determined by regular meetings of the director and superintendents of the international park.

Page 43

The U.S. Designation would be an existing Unit

The team has recommended to its respective governments that an international park – embodying an existing national park in the United States and a newly created preservation unit in the Soviet Union – be designated by the national legislatures. The

Page 4

Bering Land Bridge National Preserve was one of the areas established by the Alaska National Interest Lands Conservation Act. Its primary purpose is to protect and preserve for research and education a portion of the prehistoric land link with Asia. Its other management purposes include the following:

- Protect and interpret arctic plant communities, volcanic lava flows and ash explosions, habitat for and populations of migratory birds, and fish and wildlife.
- Provide for archeological and paleontological study of plant, man, and animal migrations across the land bridge.
- Protect subsistence resources.

Bering Land Bridge is the principal area of the U.S. national park system that is related to the history of the Bering land bridge. Other areas managed by the National Park Service within the Beringian region are Cape Krusenstern National Monument, Noatak National Preserve, and Kobuk Valley National Park. These areas have similar mandates for their preservation, protection, and understanding of natural and cultural resources.

Pages 33, 34

For the Soviet Union, this alternative would require the creation of a national park described above, and for the United States, designation by the government of an existing park unit.

Page 36

Where are we now and what happens next? (From the Protocol of October 4, 1989)

3. The American side agreed to publish 1,000 copies of the report, half of which would be sent to the Soviet side. In order that the report would be available and understood by a broad public, the text would be enhanced by the use of graphics. The American side also agreed to hand out the working group's (02.04-20) published report during the XIIth Session of the Joint Soviet-American Commission Collaborating on Environmental Protection, which will occur in January 1990 in Washington, D.C.

Page 48

4. Both sides agree that after approval of the idea to create an international park in the Bering region at the XIIth Session of the Joint Soviet-American Commission, they will conduct a joint program. Within 6 months time, this program will describe the respective steps each government will take to establish an international park. To this end, during the period of preparation, 2-3 specialists on each side would exchange visits for a period of 5-7 days.

Page 48

HOUSE COMMITTEE REPORT

4/18

(7)
Date Referred: April 5, 1990

FURTHER REFERRALS:

RESOURCES

Date of Committee Action: _____

The STATE AFFAIRS Committee considered:

CSJR 79(RES)

CS SJR NO. 79 (Res)

BERING LAND BRIDGE INTERNATIONAL PARK

Supporting the designation of the existing Bering Land Bridge National Preserve as part of a Joint Alaska-Siberia International Park.

RECOMMENDATIONS:

- [] be replaced with _____ [] the same title
- [] have attached amendment(s) [] a new title
- [] do pass
- [] do not pass
- [] no recommendation
- [X] individual recommendations
- [] additional referral to the _____ Committee

ADOPTS: _____ letter of intent

ATTACHES NEW FISCAL NOTE(S):
(Dept)

APPROVES PREVIOUS:

(Date/Dept)

- [] fiscal impact _____
- [] zero fiscal note _____
- [] zero with analysis _____

- [] fiscal note(s) _____
- [X] zero fiscal note(s) 3/29/90. Sen Res.
- [] zero fn/analysis _____

SIGNING DO PASS:

Finkelstein

Boucher

SIGNING:

(Check approp. column)

	Do Not Pass	No Rec	Amend
_____ Zawacki	✓		
_____ Hanley	✓		

Chairman's Signature

THE FOLLOWING DOCUMENT HAS
NOT BEEN FILMED BUT IS
AVAILABLE IN THE ORIGINAL
FILE



Программа международного парка
**НАСЛЕДИЕ РАЙОНА
БЕРИНГОВА ПРОЛИВА:**
ПРЕДВАРИТЕЛЬНОЕ ИЗУЧЕНИЕ

International Park Program
**BERINGIAN HERITAGE
RECONNAISSANCE STUDY**

S J R

80

HOUSE COMMITTEE REPORT

(9)

Date Referred: March 26, 1990

FURTHER REFERRALS:

Date of Committee Action: 3/26/90

The RESOURCES Committee considered:

CSSJR 80 (RESOURCES)

CS SJR NO. 80 (Resources)

OIL SPILL EQUIPMENT CACHE FOR ALASKA

Urging the American Petroleum Institute to locate a regional oil spill equipment cache in the State of Alaska.

RECOMMENDATIONS:

- be replaced with _____ the same title
- have attached amendment(s) a new title
- do pass
- do not pass
- no recommendation
- individual recommendations
- additional referral to the _____ Committee

ADOPTS: _____ letter of intent

ATTACHES NEW FISCAL NOTE(S):
(Dept)

APPROVES PREVIOUS:

(Date/Dept)

- fiscal impact _____
- zero fiscal note _____
- zero with analysis _____

- fiscal note(s) _____
- zero fiscal note(s) Sen. Res 3/19/90
- zero fn/analysis _____

SIGNING DO PASS:

SIGNING:

(Check approp. column)

Do Not
Pass
No Rec
Amend

Cliff Davidson

Cliff Davidson
Chairman's Signature

FISCAL NOTE

REQUEST:

Revision Date: 3-16-90 Agency Affected: _____
 Title: Urging the American Petroleum BRU: _____
 Institute to locate a regional oil spill cache _____
 Sponsor: Senate Special Committee on O & G Components: _____
 Requestor: Senate Resources Committee

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0	0	0	0	0	0
CAPITAL						
REVENUE	0	0	0	0	0	0

FUNDING: (Thousands of Dollars)

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

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : (Attach a separate page if necessary)

This resolution has no state fiscal impact.

Prepared by: Tom Moyer *Tom Moyer* Phone: 465-3834
 Division: Staff, Senate Resources Committee Date: _____

Approved by Commissioner: _____ Date: _____
 Agency: _____

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

would continue through 1990.
 Changes in OS SJR 80 (Res)
 have no fiscal impact.
 This fiscal note is
 appropriate.

S J R

81

ITTEE REPORT

(9)

Date Referred: April 2, 1990

FURTHER REFERRALS:

Date of Committee Action: 5/6/90

The RESOURCES Committee considered:

SJR 81

SENATE JOINT RESOLUTION NO. 81 HIGH SEAS DRIFTNET FISHERIES

Relating to the United Nations resolution on pelagic driftnet fishing and research on the pelagic driftnet fisheries of the North Pacific Ocean.

RECOMMENDATIONS:

- be replaced with _____ the same title
- _____ a new title
- have attached amendment(s)
- do pass
- do not pass
- no recommendation
- individual recommendations
- additional referral to the _____ Committee

OPTIONS: _____ letter of intent

ATTACHES NEW FISCAL NOTE(S):
(Dept)

APPROVES PREVIOUS:

(Date/Dept)

- fiscal impact _____ fiscal note(s) _____
- zero fiscal note _____ zero fiscal note(s) 3/27/90 ADP+G
- zero with analysis _____ zero fn/analysis _____

SIGNING DO PASS:

SIGNING:

(Check approp. column)

Do Not Pass No Rec Amend

Cliff Davidson DAVIDSON

Bill Hudson HUDSON

Mike Navarre NAVARRE

M. Davis M. DAVIS

Richard Foster <i>(Signature)</i>	FOSTER	<input checked="" type="checkbox"/>	
<i>(Signature)</i>	SHARP	<input checked="" type="checkbox"/>	

(Signature)

Chairman's Signature

FISCAL NOTE

REQUEST:

Revision Date: _____
Title: Relating to U.N. resolution
on pelagic driftnet fishing
Sponsor: Rules Committee
Requestor: _____

Agency Affected: Dept. of Fish & Game
BRU: _____
Components: _____

EXPENDITURES/REVENUES: (Thousands of Dollars)

OPERATING	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0	0	0	0	0	0
CAPITAL	0	0	0	0	0	0
REVENUE	0	0	0	0	0	0

FUNDING: (Thousands of Dollars)

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

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : (Attach a separate page if necessary)

No FY 90 impact.

Prepared by: Molly McCammon
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MEMORANDUM

State of Alaska

DEPARTMENT OF FISH AND GAME


TO: Senate Special Committee
on High Seas Salmon
Interception

DATE: March 1, 1990

FILE NO.:

TELEPHONE NO.: 465-4100

SUBJECT: Information
Regarding CSSJR6

FROM:  David Benson
Director of External
and International Fishery Affairs
Department of Fish and Game

During the 1989 legislative session the Alaska State Legislature passed CSSJR6, "Relating to the Interception of Alaska Salmon and Steelhead on the High Seas." This resolution listed several specific actions which the Legislature believed would help address this problem. The Department of Fish and Game, as the agency charged to lead the state's efforts to end high seas interception, mounted an aggressive campaign to tackle this problem. This memo briefly reports on our efforts to date regarding the actions specifically identified by the Legislature in the resolution.

High Seas Salmon Fisheries of Japan

The International North Pacific Fisheries Commission (INPFC) has historically been the forum for addressing the interception of Alaska salmon by the directed high seas salmon fleets of Japan. The state has been an important player in this forum over the years. Resolution CSSJR6 stated:

BE IT RESOLVED that the Alaska State Legislature respectfully requests the American section of the International North Pacific Fisheries Commission to hold firm in negotiating with the Japanese and to oppose expansion of the Japanese salmon and squid fishing areas, as well Japan's proposal to convert its mothership fleet on the high seas to land-based fleet; and be it

FURTHER RESOLVED that the Alaska State Legislature respectfully requests the Congress not to allow the Japanese to fish for salmon and steelhead within the United States Exclusive Economic Zone...

Status: One of the most controversial issues at the 1988 INPFC meeting was the Japanese proposal to convert their mothership fishery to a landbased style fishery, with freezer capacity on the catcherboats and direct deliveries from the catcherboats to shore. Several rounds of talks took place in late 1988 and early 1989. The State adopted a very tough stand regarding the conversion proposal, and attended all of

the negotiations. The end result after several rounds of talks was that Japan dropped their request for the 1989 fishing season because the U.S. counterproposal was unacceptable.

The 1989 mothership fishery was then carried out with an old Hokuten trawler serving as the "mothership" (the vessel was reportedly going into bankruptcy and was commissioned very cheaply) and 56 catcherboats divided into two fleets. Reports indicate that many of the catcherboats already had freezer capacity installed and that some deliveries were made directly to trampers or to shore. The Soviet quota for the mothership fleet for the 1989 season was 2834 mt. The Japanese harvest reportedly fell short of this because the fleet reached the pink cap early in the fishery. Please see enclosure 1.

The Japanese have again raised the conversion issue at INPFC. This issue is the subject of on-going negotiations between Canada, Japan and the U.S. The next round of talks is scheduled for March 27, 1990.

In 1989, the Japanese once again sought entry back into the U.S. EEZ for the mothership fleet. This was successfully blocked.

U.S./U.S.S.R. Agreement

In May, 1988 the U.S. and the U.S.S.R. signed a comprehensive fisheries agreement. The Legislature recognized this as a significant new opportunity to address the high seas problem. Specifically, the resolution stated:

...be it FURTHER RESOLVED that the Alaska State Legislature respectfully requests the United States Department of State to immediately begin negotiating a joint enforcement agreement with the Soviet Union in order to prevent illegal fishing in the North Pacific Ocean; and be it

FURTHER RESOLVED that the Alaska State Legislature respectfully requests the United States Department of State to begin negotiating with all the salmon producing countries for an international treaty that would ban all high seas salmon fishing...

Status: The State of Alaska has been very successful to date with the U.S./U.S.S.R. initiative. The U.S./U.S.S.R. comprehensive fisheries agreement was signed in May of 1988. Ratifying legislation passed the Congress later that year. The state was able to get language establishing a North Pacific and Bering Sea Advisory Body (Advisory Body) inserted

into the legislation. The Advisory Body consists of the Commissioner of Alaska Department Fish and Game, the Director of Washington Department of Fisheries, and ten industry representatives (five each from Alaska and Washington). Two legislators, Senator Binkley and Representative Cotten, also serve on the Advisory Body. Through the Advisory Body we have been able to accomplish most of our U.S./U.S.S.R. objectives.

The first meeting of the ICC occurred in February of 1989 in Washington, D.C. The U.S. government was not well prepared for this meeting. The state was able to get a draft cooperative enforcement proposal introduced despite initial objections to the concept by Coast Guard and Defense. This cooperative salmon enforcement MOU was signed at the February meeting.

Also at this meeting, the Soviets tabled what appeared to be a hastily drafted salmon proposal. It was agreed that discussions should proceed on salmon management issues at the next ICC meeting, which was scheduled to take place in the U.S.S.R. Previous to this, the U.S. and U.S.S.R. had not discussed salmon management issues in any depth despite several earlier opportunities.

In response, the state, working with industry, drafted a proposed salmon management regime for the North Pacific. This was reviewed and adopted by the U.S./U.S.S.R. Advisory Body. The proposal would replace INPFC with a new treaty which would prohibit the taking of salmon on the high seas. The treaty would be between Japan, Canada, the U.S.S.R. and the U.S. This draft eventually became a formal U.S. proposal which was presented to the Soviets in Leningrad in late September, 1989. After several days of negotiations the proposal was conceptually approved by the two countries. Drafts have been presented to Canada and Japan for their review. Four way negotiations will probably begin later in 1990.

In addition to the above, the state pushed for a joint U.S./U.S.S.R. salmon science conference. The purpose is to foster improved communication among our respective scientists on salmon matters. Up to now, most of the information we have had on U.S.S.R. stocks has come from the Japanese. Similarly, the Japanese have supplied the Soviets most of the information they have had regarding our stocks. The same situation existed for data regarding catch and quota statistics for the Japanese high seas salmon fisheries. The idea to hold a salmon conference was floated in October, 1988 at the U.S./U.S.S.R. science bilaterals. The first such conference was hosted by the U.S.S.R. at Sakhalin in early September 1989.

Magnuson Act Reauthorization

Regarding the Magnuson Act reauthorization and the high seas interception issue, the Legislature resolved in CSSJR6:

that the Alaska State Legislature respectfully requests the Congress to amend the Magnuson Fisheries Conservation and Management Act (16 U.S.C. 1801 - 1882) to ensure that United States jurisdiction over American anadromous species on the high seas will be effectively enforced to stop interception of salmon and steelhead on the high seas...

Status: The state developed language to strengthen U.S. assertions of jurisdiction over anadromous species. This language, or a variation of it, is in both House and Senate versions of the MFCMA reauthorization bills. The House version recently passed; the Senate has yet to act. In addition, given events on the international front regarding driftnets, the state will be working to strengthen the Driftnet Act as well.

High Seas Squid Driftnet Fisheries

The squid driftnet fleets of Taiwan, Korea, and Japan are having a significant impact on North American salmon and steelhead stocks, marine mammals, seabirds, and other living marine resources. The Legislature recognized this problem, and the state mounted an aggressive campaign on this issue in 1989. The Legislature stated in the resolution:

...be it FURTHER RESOLVED that the Alaska State Legislature respectfully requests the United States Department of State and the Congress to take whatever actions are necessary to control the illegal and unregulated fishing activities of the South Korean, Taiwanese and Japanese squid fleets...

Status: The state mounted an aggressive campaign to address the squid driftnet issue on a number of levels. The state has been deeply involved in the strategy sessions and attended nearly all of the 1988/1989 negotiations conducted under the Driftnet Act of 1987. There now are agreements with all three driftnet fishing nations. Each agreement is somewhat different, each has its strong points and its weak points. These agreements are summarized in enclosure 2. Two countries were certified for failing to meet the deadlines contained in the Act: Taiwan and Korea. No trade sanctions were taken in either case.

As part of the international effort, a state representative was sent to the South Pacific Forum meeting in Suva, Fiji to attend the first round of talks between the Forum Fisheries Agency (FFA) representing 16 South Pacific nations and delegations from Japan, Taiwan, and Korea. These talks centered on the impacts of driftnets on southern albacore stocks. The state was able to assist the FFA on both a technical and political level, and established a good working relationship with the FFA countries. A meeting was held in New Zealand following the Suva meeting with the now-Prime Minister where a North/South strategy was discussed to address our mutual concerns regarding driftnet fisheries, including taking this issue to the United Nations.

The state also joined up with British Columbia and the states of Washington, Oregon, California, Idaho, and Hawaii to bring pressure to bear on the federal governments of Canada and the U.S. This coalition of Alaska, the Province and 5 western states issued a Proclamation on High Seas Driftnet Fisheries in the North Pacific Ocean which called for a number of actions to be taken collectively by the two nations to protect North American fisheries resources, marine mammals, seabirds, and other living marine resources of the North Pacific. The Proclamation also called for an international ban on driftnet fishing on the high seas.

In addition, the state embarked on an ambitious campaign to bring together a broad coalition of interest groups to attack the driftnet problem on both a national and international level, including environmental organizations, commercial and sport fishing groups, and other public interest groups.

The result of all this effort has been greatly heightened international concern regarding high seas driftnets. The United Nations resolution on driftnets (enclosure 2), which passed in December 1989, is a good demonstration of this. While not an answer in and of itself, the resolution does point up increased international concern on the issue, and calls for a moratorium on large scale driftnet fisheries by 1992 unless effective conservation measures are in place. Of course, the interpretation of "effective conservation measures" will be a contentious issue, and the state will need to stay on top of implementation of the resolution.

Pelly Amendment

The Legislature stated the following regarding the Pelly Amendment:

...be it FURTHER RESOLVED that the Alaska State Legislature respectfully requests the Congress to expand the Pelly Amendment to

- (1) provide for sanctions against foreign nations whose fishermen intercept anadromous species on the high seas or who refuse to cooperate with the United States in developing and enforcing international fishing regulations to prevent interception of anadromous species on the high seas; and
- (2) include in the sanctions against those nations embargoes on fisheries and other products imported from those nations...

Status: The state has expressed strong support for legislation pending in Congress to strengthen and broaden the Pelly Amendment sanctions.

Funding to Address High Seas Issues

The Legislature called for increased funding for high seas programs, stating:

that the Alaska State Legislature respectfully requests the Congress to provide continued funding for the United States high seas observer program and other salmon research programs and to provide funding for increased enforcement of high seas conservation agreements by the United States Coast Guard.

Status: The state joined with industry and other states to address a number of funding issues for federal fisheries programs. This was a successful effort and federal fisheries budgets for high seas interception have been substantially increased. Enforcement and monitoring budgets have been increased over last year, and \$3 million was specifically added to the NOAA budget to implement the Driftnet Act agreements. This year we will be asking for \$7.5 million for this program.

Enclosures

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UNITED
NATIONS

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General Assembly

DISTR.
LIMITEDA/C.2/44/L.81
11 December 1969

ORIGINAL: ENGLISH

Forty-fourth session
SECOND COMMITTEE
Agenda Item 82 (2)DEVELOPMENT AND INTERNATIONAL ECONOMIC CO-OPERATION:
ENVIRONMENT

Draft resolution submitted by the Vice-Chairman of the Committee, Mr. David Bayart (New Zealand), on the basis of informal consultations held on revised draft resolutions A/C.2/44/L.81/Rev.1 and L.81/Rev.1.

Large-scale pelagic distant fishing and its impacts on the living marine resources of the world's oceans and seas

Noting that many countries are disturbed by the increase in the use of large-scale pelagic driftnets, which can reach or exceed 30 miles (48 kilometres) in total length, to catch living marine resources on the high seas of the world's oceans and seas,

Wishing that large-scale pelagic distant fishing, a method of fishing with a net or a combination of nets intended to be laid in a more or less vertical position by floats and weights, whose purpose is to ensnare fish by drifting on the surface of or in the water, can be a highly indiscriminate and wasteful fishing method which is widely considered to threaten the effective conservation of living marine resources such as highly migratory and anadromous species of fish, birds and marine mammals,

Noting that the present resolution does not address the question of small-scale distant fishing traditionally conducted in coastal waters, especially by developing countries, which provides an important contribution to their subsistence and economic development,

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Expressing concern that, in addition to targeted species of fish, non-targeted fish, marine mammals, seabirds and other living marine resources of the world's oceans and seas can become entangled in large-scale pelagic driftnets, either in those in active use or in those that are lost or discarded, and as a result of such entanglement, are often either damaged or killed,

Recognizing that more than one thousand fishing vessels use large-scale pelagic driftnets in the Pacific Ocean, the Atlantic Ocean, the Indian Ocean, and in other areas of the high seas,

Recognizing that any regulatory measures to be taken for the conservation and management of living marine resources should take account of the best available scientific data and analysis,

Recalling the relevant principles elaborated in the United Nations Convention on the Law of the Sea,

Affirming that, in accordance with the relevant articles of the Convention on the Law of the Sea, all members of the international community have a duty to co-operate globally and regionally in the conservation and management of living resources on the high seas, and a duty to take, or to co-operate with others in taking, such measures for their nationals as may be necessary for the conservation of the living resources of the high seas,

Recalling, in accordance with the relevant articles of the Convention on the Law of the Sea, the responsibility of all members of the international community to ensure the conservation and management of living marine resources and the protection and preservation of the living marine environment within their exclusive economic zones,

Making the serious concern, particularly of coastal States and States with fishing interests, that when living marine resources are overexploited in the high seas adjacent to the exclusive economic zones of coastal States, this is likely to have adverse impacts on the same resources within such zones, and in this regard, the responsibility for co-operation in accordance with the relevant articles of the Convention on the Law of the Sea,

Also noting that the countries of the South Pacific Forum and the South Pacific Commission, in recognition of the importance of living marine resources to the people of the South Pacific region, have called for a cessation of such fishing in the South Pacific and the implementation of effective management programmes,

Also noting the adoption by South Pacific Heads of Government of the Declaration on this subject at Tarawa on 11 July 1988 and the adoption by South Pacific States and territories of the Convention for the Prohibition of Fishing with Long Driftnets in the South Pacific, at Wellington on 24 November 1989,

Further noting that some members of the international community have entered into co-operative enforcement and monitoring programmes for the immediate evaluation of the impacts of large-scale pelagic driftnet fishing,

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Recognizing that some members of the international community have taken steps to reduce their driftnet operations in some regions in response to regional concerns,

1. Calls upon all members of the international community, particularly those with fishing interests, to strengthen their co-operation in the conservation and management of living marine resources;

2. Calls upon all those involved in large-scale pelagic driftnet fishing to co-operate fully with the international community, and especially with coastal States and the relevant international and regional organizations, in the enhanced collection and sharing of statistically sound scientific data, in order to continue to assess the impacts of such fishing methods, and to secure conservation of the world's living marine resources;

3. Recommends that all interested members of the international community, particularly within regional organizations, continue to consider and, by no later than 30 June 1991, review the best available scientific data on the impacts of large-scale pelagic driftnet fishing, and agree upon further co-operative regulation and monitoring measures, as needed;

4. Further recommends that all members of the international community, bearing in mind the special role of regional organizations and regional and bilateral co-operation in the conservation and management of living marine resources, as reflected in the relevant articles of the Convention on the Law of the Sea, agree to:

(a) Moratoria on all large-scale pelagic driftnet fishing on the high seas by 30 June 1992 with the understanding that such a measure will not be imposed in a region, or if implemented, can be lifted, should effective conservation and management measures be taken based upon statistically sound analysis to be jointly made by concerned parties of the international community with an interest in the fishery resources of the region, to prevent unacceptable impacts of such fishing practices in that region and to ensure the conservation of the living marine resources of that region;

(b) Take immediate action to reduce progressively large-scale pelagic driftnet fishing activities in the South Pacific region leading to the cessation of such activities by no later than 1 July 1991, as an interim measure, until appropriate conservation and management arrangements for South Pacific albacore tuna resources are entered into by the parties concerned;

(c) An immediate cessation to further expansion of large-scale pelagic driftnet fishing on the high seas of the North Pacific and all the other high seas outside the Pacific Ocean, with the understanding that this measure will be reviewed subject to the conditions in 4 (a);

5. Encourages coastal countries which have exclusive economic zones adjacent to the high seas to take appropriate measures and to co-operate in collection and submission of scientific information on driftnet fishing in their own exclusive

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economic zones, taking into account the measures taken on the high seas for the conservation of living marine resources;

6. Requests specialized agencies, particularly the Food and Agriculture Organisation of the United Nations and other appropriate organs, organisations and programmes of the United Nations system, as well as the various regional and subregional fisheries organisations, to study urgently large-scale pelagic driftnet fishing and its impacts on the living marine resources and to report their views to the Secretary-General;

7. Requests the Secretary-General to bring the present resolution to the attention of all members of the international community, intergovernmental organisations, non-governmental organisations in consultative status with the Economic and Social Council, and well-established scientific institutions with expertise in relation to living marine resources;

8. Requests the Secretary-General to submit to the General Assembly at its forty-fifth session a report on the implementation of the present resolution for its consideration.

STEVE COWPER
GOVERNOR



STATE OF ALASKA
OFFICE OF THE GOVERNOR
JUNEAU

December 26, 1989

The Honorable James Baker
Secretary of State
2201 C St., NW
Room 7226
Washington, D.C. 20520

Dear Secretary Baker:

I want to thank you for your efforts to secure a resolution at the United Nations on the problem of high seas driftnets. As you know, these driftnets are causing severe conservation problems for North American steelhead and salmon stocks, and are having major impacts on marine mammals, seabirds and other living marine resources.

Unfortunately, while demonstrating international concern about the impacts of driftnets, the compromise resolution does not provide clear guidance for action to solve this problem, especially in the North Pacific. The language of the resolution is vague and will undoubtedly be subject to numerous interpretations. This could weaken the efforts of the United States to address this problem in other international arenas. Accordingly, the United States must make a concerted effort to ensure careful implementation of the provisions of the compromise resolution to protect U.S. interests. I strongly encourage both you and Secretary Mosbacher to devote the resources necessary to accomplish this task.

In addition, the State of Alaska believes there is sufficient justification to seek an immediate moratorium on driftnets in the North Pacific. This position also is reflected in the Proclamation on High Seas Driftnet Fisheries in the North Pacific recently forwarded to you by the states of Alaska, Washington, Oregon, Idaho, California and Hawaii, and joined by the province of British Columbia. By calling for a moratorium on the use of high seas driftnets, the original resolution put forward by the United States would have gone a long way toward resolving the issue.

Mr. Secretary, it is critical the United States make a clear and forceful statement regarding its concerns about the impacts of driftnets on the world's living marine resources. While the U.N. resolution can be used to demonstrate international

Mr. James Baker

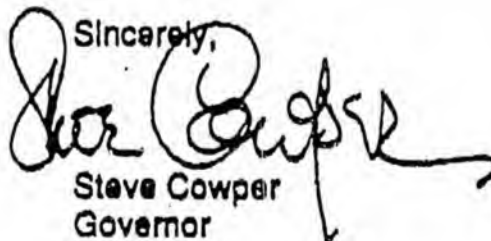
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concern over driftnets, the U.S. must not allow it to be used as a stalling tactic by the driftnet fishing nations. Any moratorium, be it immediate or in 1992, must go into effect unless the driftnet fishing nations can demonstrate, through statistically verifiable scientific data acceptable to the entire international community, that driftnet fishing does not pose an unacceptable threat to the living marine resources of the world's oceans. There should be no doubt with regard to the views of the United States in this matter.

Once again, I wish to thank you for your personal efforts in this matter. It is heartening that this issue has been raised to such a level of international concern.

Sincerely,

A handwritten signature in black ink, appearing to read "Steve Cowper", with a long horizontal flourish extending to the right.

Steve Cowper
Governor