

ALASKA LEGISLATURE COMMITTEE FILES, 1989-1990 8672  
6543 SENATE RESOURCES

947

## FISCAL NOTE

**REQUEST:** \_\_\_\_\_

Revision Date: \_\_\_\_\_  
 Title: Request the Pacific Salmon Comm.  
to increase Ak. chinook salmon quota.  
 Sponsor: Rep. Ulmer / Str. Eliason  
 Requestor: \_\_\_\_\_

Agency Affected: Fish and Game  
 BRU: Commercial Fisheries  
 Components: Commercial Fisheries  
Special Projects

**EXPENDITURES/REVENUES:** (Thousands of Dollars)

| OPERATING              | FY 89 | FY 90 | FY 91 | FY 92 | FY 93 | FY 94 |
|------------------------|-------|-------|-------|-------|-------|-------|
| PERSONAL SERVICES      |       |       |       |       |       |       |
| TRAVEL                 |       |       |       |       |       |       |
| CONTRACTUAL            |       |       |       |       |       |       |
| SUPPLIES               |       |       |       |       |       |       |
| EQUIPMENT              |       |       |       |       |       |       |
| LAND & STRUCTURES      |       |       |       |       |       |       |
| GRANTS, CLAIMS         |       |       |       |       |       |       |
| MISCELLANEOUS          |       |       |       |       |       |       |
| <b>TOTAL OPERATING</b> | 0     | 0     | 0     | 0     | 0     | 0     |
| <b>CAPITAL</b>         | 0     | 0     | 0     | 0     | 0     | 0     |
| <b>REVENUE</b>         | 0     | 0     | 0     | 0     | 0     | 0     |

**FUNDING:** (Thousands of Dollars)

|               |   |   |   |   |   |   |
|---------------|---|---|---|---|---|---|
| GENERAL FUND  |   |   |   |   |   |   |
| FEDERAL FUNDS |   |   |   |   |   |   |
| OTHER         |   |   |   |   |   |   |
| <b>TOTAL</b>  | 0 | 0 | 0 | 0 | 0 | 0 |

**POSITIONS:**

|           |   |   |   |   |   |   |
|-----------|---|---|---|---|---|---|
| FULL-TIME | 0 | 0 | 0 | 0 | 0 | 0 |
| PART-TIME | 0 | 0 | 0 | 0 | 0 | 0 |
| TEMPORARY | 0 | 0 | 0 | 0 | 0 | 0 |

**ANALYSIS :** (Attach a separate page if necessary)

Prepared by: Robert C. Clasby Phone: 465-4210  
 Division: Commercial Fisheries Date: 1/17/89  
 Approved by Commissioner: [Signature] Date: \_\_\_\_\_  
 Agency: Fish and Game

Distribution (by preparer) :

- Legislative Finance
- Legislative Sponsor
- Requestor
- Office of Management and Budget
- Impacted Agency(ies)

# PACIFIC SALMON COMMISSION - CHINOOK SALMON QUOTA

## AN OVERVIEW

### Pacific Salmon Commission:

- \* The commission was created with the signing of the treaty between the two countries on March 18, 1985.
- \* The commission establishes general fishery management objectives for international conservation and harvest sharing of intermingling salmon stocks.
- \* Each country retains jurisdictional management authority and implements the annual management plans of the commission.
- \* The commission is made up of six individuals, three from each country. In order to carry out any action, all six members must agree.
- \* The commission has three panels. The membership comes from the private and public sectors of both countries. The panels are
  - Northern, which covers those stocks that originate in river situated between Cape Suckling and Cape Caution, including the transboundary rivers;
  - Southern, which covers the area from Cape Caution south, excluding the area of the Fraser River Panel;
  - Fraser River, which covers the west coast of Vancouver Is. south of 49 N. lat., the Strait of Georgia, Fraser River, Strait of Juan de Fuca, and northern Pudget Sound.

The panels review the annual post-season reports, annual pre-season fishing plans, and the salmonid enhancement plans. They then provide the commission with recommended annual fishing regimes. The Fraser Panel is unique in that it has inseason management authority over Fraser River pink and sockeye salmon stocks.

- \* The panels are supported by a number of technical committees that are made up primarily of scientific staff of the various fisheries agencies.
- \* The panels and technical committees may meet jointly on issues of mutual concern, such as chinook salmon. The panels and technical committees are divided into U. S. and Canadian sections that meet separately during negotiation processes.
- \* All of the bodies publish reports detailing their activities.

## Chinook Salmon Quota:

- \* The first chinook salmon quota was set by the Board of Fisheries and the North Pacific Fisheries Management Council in 1980 as a result over conservation concerns for Alaskan and southern US stocks. The goal for the 1980 season was to limit the commercial harvest to 286,000 to 320,000 fish. The quota has varied from a low of 257,000 in 1982 to a high of 286.9 for 1988.
- \* The goal of the board was to rebuild Alaskan stocks in three cycles (15 years). Eleven indicator systems were selected to measure the success of the rebuilding. The escapement goal for the indicators systems was set at 64,000. The actual escapement for those systems during the base period 1975 to 1980 was 26,400. The 1988 escapement is estimated to be 60,500, as 16% increase over 1987. In general, we are on schedule with the rebuilding, although the rebuilding in the northern systems has not been that strong.
- \* The commission's 1987 and 1988 all gear harvest quota was 263,000 plus a hatchery add-on of 22,100. The board has allocated that harvest as follows: 27,000 for the sport fishery, 11,400 for seine, 7,600 for drift gill net, 1,000 for set gill net, and 238,100 to the troll fleet.
- \* Alaska is allowed, with approval of the commission, to add new hatchery production to its quota. Our production prior to the treaty was about 5,000, and has grown to an estimated 30,000 for 1988. The "old" production of 5,000, plus a risk factor of 3,000 are deducted from the total hatchery production to determine the allowed add-on.
- \* The total 1988 commercial chinook catch was 261,000, with a value to the fishermen of \$16.8 million. The troll harvest was 231,000.
- \* The commission's current plans are to address the coastwide chinook quota on alternate years. They are now considering the quota for the 1989 and 1990 fishing years.

# STATE OF ALASKA

## DEPARTMENT OF FISH AND GAME

### OFFICE OF THE COMMISSIONER

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#### Open Letter to Southeast Alaska Fisherman U.S./Canada Pacific Salmon Treaty Update

March 14, 1988

Dear Southeast Alaska Fisherman:

In response to numerous inquiries from the southeast Alaska fishing industry, in December 1987 I sent out a newsletter describing the provisions of the Pacific Salmon Treaty between the U.S. and Canada, the structure and organization of the commission created by this treaty, and some of the negotiating issues being discussed between the two countries this year. Since that time the Pacific Salmon Commission held its annual negotiating meeting February 15 through 19 in Vancouver, British Columbia. I would like to take this opportunity to describe the results of that meeting, discuss their implications to Alaskan fishermen, and briefly describe the schedule and issues which will be considered during the upcoming 1988-89 meeting cycle.

The treaty process and the issues involved are extremely complex. To assist your review I have divided this lengthy document into separate sections as follows:

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#### COMMISSION PROCESS/STRUCTURE

My letter of December 14, 1987 concentrated primarily on chinook salmon issues but did describe the background of the original treaty negotiations in 1985, the commission structure, and the decision-making process within the commission. For those who may have missed it I will highlight some key points. The treaty established commission is composed of four Canadian and four U.S. commissioners; Each national section has only one vote on any issue and therefore full concurrence (unanimous decision) is needed to take action. Within the U.S. section the voting members include one from Alaska, one from the Confederated tribes of Washington and Oregon, and one representing the states of Washington and Oregon. The

federal commissioner does not have a vote in the U.S. section. Again, to arrive at a decision to take positive action within the U.S. section a consensus is also needed.

The original letter also described the panels which consider the issues and make recommendations to the commissioners on actions that need to be taken. I have again appended a list of the Alaskan members of the Northern Panel, which is the panel that considers fisheries interactions in the southeast Alaska, northern and central British Columbia area. Northern Panel members also meet jointly with the Southern Panel (Washington, Oregon and southern B.C.) to consider issues of coastwide importance such as chinook salmon. There is a Fraser River Panel that directly manages the Fraser River fishery.

The treaty itself is composed of a series of articles which were ratified in 1985 by Congress and the Parliament in Canada. These articles set forth the principles that guide commission decisions, specify the organization and operation of the commission and are changeable only through Congressional and Parliamentary action. The articles contain the governing principles of the treaty which are conservation and equity. The equity principle provides that each country should receive benefits equivalent to the production of salmon in its own waters. Appended to these articles are a series of annexes including Annex IV which contains the various specific fisheries regimes. The three chapters of Annex IV of primary concern to Alaska are the transboundary rivers, northern British Columbia and southeast Alaska, and the coastwide chinook salmon. There are also chapters on the Fraser River, southern U.S. and British Columbia coho salmon, and southern British Columbia and Washington state chum salmon.

Each October, the commission decides on the issues for negotiation in that particular annual negotiating cycle. This decision is governed partially by which fishery regimes are due to expire in a particular year, by whether there are particular problems in implementing a fishery regime, and by the level of public concern over any particular aspect of the treaty. These issues are then given to the panels to initiate technical discussions and negotiations. The commission meets during the course of this cycle to monitor progress by the panels on the negotiations. At their February meeting, the commission makes final decisions, either accepting panel recommendations or resolving panel differences.

1987-88 NEGOTIATIONS

The primary issues of concern in the north which were specifically scheduled for negotiation in 1988 were the Canadian Area 1 troll pink salmon fishery and the transboundary rivers. There were also a number of chinook salmon issues open for discussion although the current chinook arrangements do not expire until the end of 1988.

I will summarize the background and the resolution of each of the major renegotiated fisheries regimes separately.

Transboundary Rivers (Chapter 1)

The transboundary river chapter of Annex IV of the treaty covers research and management provisions applicable to transboundary rivers in southeast Alaska (those rivers that head in Canada and exit to the sea in southeast Alaska). However, primary focus is on management and harvest sharing on the Taku and Stikine Rivers, with some discussion of Alsek River conservation issues. Canadian fisheries in the transboundary rivers did not exist to any significant degree prior to 1979. From 1979 through 1984 the Canadians fished either on their own schedule or according to various interim arrangements prior to the signing of the treaty. In 1985 and 1986 they fished under a regime that was part of the original treaty. The two countries could not reach agreement on a renegotiation of this annex for the 1987 season, and again both Canada and the U.S. fished according to their own schedules.

The history of the management, particularly by Canada, in both of these rivers during years when annex agreements were not in place has been one of either resource overharvest and/or considerably higher harvest than provided for in years when annex provisions were in effect. For the Stikine River, the annex harvest sharing arrangements have been difficult to implement and both conservation objectives and harvest sharing objectives have seldom been achieved. While Alaskans may be strongly opposed to this disruption of their traditional fisheries by the entry of Canada into commercial fisheries on the Taku and Stikine, the U.S. has no direct control of what the Canadians can do on their side of the border except through the treaty negotiations.

The Taku and Stikine Rivers are quite large river systems yet produce relatively small numbers of sockeye salmon. The average sockeye run to the Taku is only 170,000 fish and the Stikine run is even smaller at about 120,000. Though sockeye runs to the Taku are relatively stable, runs to the Stikine are quite variable, and some years provide little harvest to the fishermen of either country. Chum and pink salmon are not important to Canadian fishermen in the Taku; chinook salmon require conservation protection in both

ivers; and the runs of coho are fully utilized in mixed stock fisheries in Alaska. Any significant allocation of coho salmon to Canada would be extremely disruptive of Alaskan fisheries and a threat to conservation of the stocks that spawn in Canada.

In addition to the problems associated with joint management in these two rivers, the numbers of fish that are available for allocation are relatively small. It appears that both drainages are capable of producing several times the present run of sockeye through enhancement and the U.S. has emphasized in past negotiations the desirability of cooperating in both management and enhancement on these rivers. This type of cooperation appears to be the only way for Canada to ensure the viability of their fisheries in these two systems without unacceptable disruption to Alaskan fisheries. Canada's position has been that enhancement may be a good idea, but they would only enter into it if they received a substantial portion of the allocation of wild stock harvests to maintain their fishermen until enhancement becomes available.

Based on the difference in the runs and management in the Taku and Stikine, U.S. objectives in these negotiations were somewhat different for the two rivers. In the case of the Taku in years where there have been annexes, management for conservation and harvest sharing has worked fairly well. The primary concerns have been how much disruption of U.S. fisheries would occur under various levels of Canadian catch. In nonannex years (Table 1) Canada has caught an average of 17,000 sockeye, or about 31 percent of the catch in those years, and 6,000 cohos. During the annex years their sockeye catch has averaged only about 14,500 fish, with an incidental catch of about 1,800 coho.

In the Stikine, harvest sharing and conservation regimes have not worked well in either the annex or nonannex years. This is partially due to the extreme variability of the run and the difficulty of assessing the run size in season. There have been disagreements between the managers of the two countries on how to assess the run and what type of management regime to apply to it. In nonannex years (Table 2) the Canadian's catch has averaged about 18,000 sockeye or about 74 percent of the total catch in these years, plus 8,000 coho. In annex years they have averaged about 21,000 sockeye, or about 63 percent of the total in those years (as opposed to a 35 percent goal in the treaty annex), and only about 2,000 coho. The Canadian position recognized the problems with the variable size of the sockeye run and proposed that they fill their needs with coho during poor sockeye seasons. It should be noted that in 1987, when no annex was in effect, Canada did take about 6,000 coho both in the Stikine and Taku.

The U.S. Northern Panel Alaskan delegation developed a negotiating position for the rivers that proposed a new arrangement in an attempt to promote stability, minimize impacts on Southeast Alaska's fisheries, provide accountability for the harvest of Stikine stocks, and enable joint realization of enhancement potentials in the Stikine and Taku drainages. On February 19, 1988 the Pacific Salmon Commission agreed to transboundary river arrangements (Chapter 1 of Treaty annex IV enclosed) that met these objectives which can be summarized as follows:

1. The agreement duration is five years (1988-1992). An arrangement of this length was desirable to provide fishery stability and provide time for enhancement efforts to proceed.
2. Slight increases in Canadian catches above previous annex levels are provided. This moves part way toward meeting their fishermen's basic economic requirements prior to the availability of enhanced fish. Under the new agreement, Canadian harvests are expected to be well below the harvest levels taken during years when no agreement was in effect including the 1987 season (Tables 1 and 2).
3. The Canadian harvest shares will revert to the original 1985 treaty levels if Canadian commitments to joint enhancement are not met.
4. A new management system for Stikine River sockeye was agreed to. This will replace the percentage sharing arrangement that worked poorly during the first years of the treaty. The new system provides numerical harvest sharing that varies with four run size ranges. The Canadian fishermen receive higher proportions of the sockeye during small runs and Alaskan fishermen receive a greater share of large returns (Figure 1). The new management system should result in a better accounting of catches than occurred under the percentage formulation previously used.
5. An important provision of the new Stikine agreement relates to the Alaska drift gillnet fishery in District 106. This fishery will not be managed on the basis of Stikine River sockeye runs unless Stikine stocks are weak and are contributing over 20 percent of District 106 catches; a very unlikely scenario. District 106 will be managed primarily for Alaskan sockeye stocks.

### Transboundary Enhancement

The transboundary river harvest sharing arrangements have proven to be the most difficult issue for the U.S. and Canadian Northern Panel members to reach agreement on. This is due to the relatively small size of the wild stock runs and the direct sharing of the salmon stocks that results in any reallocation of harvest to one country's fishermen coming directly out of the other country's catch. In the view of the U.S. Northern Panel, joint enhancement efforts to provide additional benefits to fishermen of both countries is the only solution that can provide sufficient run size to create a stable situation for the fisheries that depend on these stocks. The new agreement marks the first time Canada has agreed to pursue joint enhancement.

Recent studies conducted by the Joint Transboundary Technical Committee of the Pacific Salmon Commission placed sockeye enhancement potential in the Taku and Stikine Rivers as among the largest opportunities in southeast Alaska. More scientific work remains to better define opportunities on both rivers and the methodologies, costs, and harvest strategies that would be required to realize them. The potential of these opportunities may be as much as an additional several hundred thousand sockeye in each of two rivers that currently produce an average annual harvest of under 100,000 fish apiece. Realization of these opportunities is dependant on agreement on both the cost and harvest sharing of returning enhanced stocks. Benefits to be derived by Alaskan fishermen from the joint enhancement with Canada will obviously have to be favorable compared to other options for using available funds. Considerations will include: total harvest production; harvestability by Alaskan fisheries; costs (Canada paying a significant portion obviously reduces the costs per fish to Alaskan fishermen); and the potential for stabilizing long-term regimes in these rivers. The last consideration is to ensure that further disruption of our wild stock fisheries by intended or unintended reallocation to Canada does not occur.

Canadian Area 1 Troll Pink Salmon Fishery

The Canadian directed fishery on pink salmon in Dixon Entrance (Canadian Area 1) really dates back only to 1979 when a significant Canadian fishing effort was mounted along the area close to the A-B line (Canadian Sub-areas 101-4 and 101-8, see Figure 2). Catches in the fishery are given in Figure 3. The original treaty annex provided for a quota for the total area of 1 million fish for a two year period (1985-86) with the northern sub-areas adjacent to the A-B line closing to pink trolling when the total area catch reached 300,000 pinks in any year.

In 1985 the total Canadian catch reached 727,000, and based on expectation of a large run of pinks to the northern part of Graham Island the 1986 quota was renegotiated to a total of 600,000 pinks with most of the increase to be allowed along the north shore of Graham Island. In 1987 a one year arrangement was negotiated with an 800,000 total limit for the area. Outside Areas 101-2 and 101-1 were exempted from the quota, based on Canadian contentions that catches in these sub-areas were probably mainly Canadian fish and had always been small, at maximum in the 200,000 to 300,000 range. The 1987 regime was also negotiated contingent on the fact that it was a part of a total package including the transboundary rivers. As has been reported before, the transboundary river annex was not completed in June and the Canadian fishery, in Area 1 proceeded as negotiated including the exempted outside areas. The result was that only 373,000 fish were taken in the bulk of Area 1, while nearly 1.2 million fish were taken in exempted outside areas.

Canada's position entering the recent negotiations was that their catch of Alaskan pinks was declining. They based this on the fact that since the treaty negotiations the Canadian runs of pinks particularly to the Skeena River have dramatically increased and the proportion of Alaskan to Canadian fish has declined from the 9 or 10 to one that it was prior to the time the treaty was negotiated, to 2 to 1 last year (Table 3). Canada felt that they were unable to harvest their own stocks in terminal areas due to conflicts with harvest of other species, and for both efficient harvest and internal allocation reasons, needed to allocate more Canadian pinks to the troll fishery. Alaskan estimates are that a significant number of U.S. stocks are still being harvested in this mixed fishery and that this number has not declined significantly since the treaty signing.

While no final agreement was reached regarding stock composition data, it was agreed by both sides that the runs of both Canadian and U.S. pinks were likely to be very large in 1988. It was also agreed that Canadian proposals for total flexibility, including a reduction in their monitoring

program, would not be acceptable. The Alaska delegation was also concerned that no major areas would be exempt from the treaty. Our delegation felt that the larger 1988 Canadian pink salmon runs would probably also contribute to larger catches of Canadian salmon in southeast Alaskan boundary area fisheries. Given these factors, a total Canadian Area 1 troll quota of 1.7 million pink salmon was agreed to. Areas along the boundary would close to pink fishing after 300,000 pinks had been taken in those areas, or after 22 days of troll fishing had occurred, whichever came first. A July 1 Canadian troll fishery opening would mean that pink fishing in this area would run no later than July 22, compared to July 10, August 3 and August 1 northern sub-area closures in the three previous treaty years. The closure of the area along the A-B line to pink trolling is important to limit the harvest of Alaskan pink and coho salmon.

It was emphasized that the Canadian Area 1 troll agreement was for one year based on the very large runs expected in 1988. Since the forecasts of run sizes in the two countries might be quite different in 1989, and since the forecast of the Canadian runs is unreliable, no more than a one year arrangement was warranted. Canada has agreed to provide us with information on area and time of catch and effort which should allow evaluations of the regime as a basis for negotiation of the 1989 regime. Additionally, while it is anticipated that the larger than average Canadian run should provide a substantial part of the catch, the increased flexibility provided Canada for their troll fishery in Area 1 is a concession which will have to be balanced against the success in negotiating all the other regimes that are up for discussion in 1989.

Chinook Salmon

## Treaty Background

The previous newsletter outlined the status of the current chinook salmon annex and considerations regarding possible changes to that annex. As stated earlier, the current annex runs through the 1988 season and includes the following provisions:

1. 263,000 all gear base catch ceilings for southeast Alaska and northern British Columbia. (A hatchery add-on for southeast Alaska will be allowed in addition to the base catch ceiling.)
2. A 360,000 chinook catch ceiling for the troll fishery off the west coast of Vancouver Island.
3. A 275,000 ceiling for troll and sport fishery in Georgia Straits.
4. Provisions requiring nonceilinged fisheries in Canada and the Pacific Northwest to pass through chinook salmon, saved by the ceilinged fisheries, so they accrue primarily to spawning escapements of depressed stocks.

The rationale for the original negotiation of these regimes was covered in the last newsletter, however, I will summarize the highlights here. At the time of the treaty, there was no doubt that many natural chinook salmon stocks from southeast Alaska to the northern coast of Oregon were depressed; some very severely. One of the primary problems was the huge (up to 2,000,000) chinook catch off the coast of British Columbia which had escalated dramatically from the 1950s catch levels.

The Alaskan fishery is dependent, probably over 80 percent, on chinook produced in British Columbia, Washington and Oregon. A collapse of these stocks would require the dramatic curtailment or even elimination of some of our traditional fisheries. Alaska was concerned that prior to the treaty, tribal interests in the Pacific Northwest were focusing their attention on what actions could be taken in the southeast Alaskan fishery in the absence of a treaty to control the Canadian fishery. The final chinook agreement among United States' interests stemmed from a realization by people in the Pacific Northwest that without control on Canada, any actions taken in Alaska would have very minor beneficial effects on either their allocation or conservation. For this reason, Alaska and the confederated tribes signed an agreement that the confederated tribes would not through legal efforts try to impose the Boldt decision in Alaska as long as the Pacific Salmon Treaty was

in place and working to the benefit of the stocks. To a great extent Canada came to the treaty table because of the final agreements on the Fraser River which they viewed as being beneficial to their interests.

The final treaty provided for a three-cycle rebuilding program for chinook salmon, with much higher catch ceilings than would have been required to rebuild the stocks in one or two cycles. The agreement also allowed for the addition of new enhancement-created fish to catch ceilings provided certain requirements could be met and it did not automatically reduce quotas for incidental mortalities.

#### 1987-88 Negotiations

The 1988 season marks the end of the first cycle of rebuilding. To date much of the information required to show where we are in the rebuilding process has either not been available or is not considered conclusive since we have not completed a full cycle. Completion of the first cycle in 1988 should provide sufficient data to determine trends in the rebuilding program. The Alaskan delegation feels that substantial progress has been made toward rebuilding; that the increased abundance in southeast Alaska waters demonstrates how far some stocks are ahead of the rebuilding schedule; and that our impacts on depressed chinook stocks are being reduced by dilution from stronger stocks. While such results may justify a quota increase, we have not been in a good position to prove this technically.

In addition, increases in the chinook catch by southeast Alaskan fisheries would require the commission to consider whether increases in other fisheries are appropriate to maintain some allocation balance between the various jurisdictions. While some fisheries in terminal areas to the south of us (particularly the Columbia River) have increased dramatically, many of the non-ceilinged fisheries and Canadian fisheries are at or below levels existing when the treaty was signed. Specific information on how each of these fisheries operates, which stocks they affect, and how their harvest and effort compare to pre-treaty periods has also not been available prior to this time. What is actually happening in terms of coastwide harvest sharing has not been very clear.

As stated previously, unanimous agreement within the commission is required to change or add something new to the treaty annexes. People from the southern U.S. and Canada were simply not ready to discuss manipulation of harvest ceilings or final assessment of rebuilding status in this year's negotiating cycle. The commission is gearing toward the renegotiation of nearly all the annexes, and especially that of chinook, in 1989 when the chinook annex expires. Canada has a major chinook conservation problem in Georgia

Strait and is discussing internally the need to significantly reduce quotas and harvests in Georgia Strait. They are presently going through a very intense internal political process to decide how those reductions should be taken, and in that atmosphere, Canada was not willing to discuss revisions to the chinook annex this year. In fact, at the instigation of Canada the Joint Northern/Southern Panel never formally met during this session.

Accomplishments at the February negotiating session were as follows:

- 1) Securing the 1988 hatchery chinook add-on for the southeast Alaskan fishery.
- 2) Obtaining recognition within the U.S. section that incidental chinook mortalities caused by increasing abundance should not be automatically subtracted from catch ceilings.
- 3) Insuring that all information required to evaluate rebuilding including pass-through and incidental mortalities is made available for the 1988/89 negotiating cycle. The panels and commission have agreed to establish a series of subgroups to:
  - a. assess rebuilding and what rebuilding means relative to adjustment of catch ceilings and pass-through provisions, and
  - b. develop approaches on how mortalities will be handled up and down the coast.

#### Incidental Chinook Mortalities

The U.S. Southern and the Northern Panels have already come to some preliminary agreements on an approach to address mortalities. This includes incentives for minimizing mortalities and the provisions that mortalities due to increased abundance rather than conduct of fisheries will not be subtracted from quotas. This is a major breakthrough and a realization by the southern U.S. of Alaska's specific problems relative to increased chinook abundance and the need to harvest coho salmon.

The main thrust of the general agreement on how to address mortalities now seems to be a more rational approach to dealing with this coastwide problem, rather than the previous push to simply subtract them from ceilinged fisheries. It also acknowledges that all jurisdictions should be taking whatever means they can to minimize unnecessary mortalities. It is probable, however, that mortalities judged as not necessary to the conduct of fisheries will have some influence on commission decisions

on coastwide ceiling levels next year. Mortalities, after all, are fish that are not available for future harvest, and in many people's mind avoidable mortalities are part of allocation. The Board of Fisheries will be considering the question of mortality minimization in terms of season structure at their April 15-18 meeting in Sitka and setting the stage for successful negotiation in 1989 should certainly be in all of our minds.

While the final decision on chinook ceilings in 1989 will to some extent be a political one, there is no doubt that the decision-makers will need all the technical data they can get to support their positions. We are all painfully aware of the effect of the increased abundance of chinook in the summer and winter fisheries in southeast Alaska and are concerned by the problems caused by the fixed ceiling. The negotiation strategy for next fall must include:

1. consideration of Alaska's receiving a fair share of increases in coastwide chinook harvest;
2. ceiling relaxations which do not affect the rebuilding of depressed stocks;
3. the ability to structure our seasons to take advantage of our hatchery-produced chinook salmon;
4. a reasonable way of looking at the minimization of chinook mortalities in all fisheries (including the non-ceilinged fisheries);
5. work in the interim by technical groups; and
6. the formulation of a strategy to balance all the issues that need to be negotiated next year.

Your help and assistance will be basic to this endeavor.

March 14, 1988

1988-89 NEGOTIATIONS

As I mentioned previously, in 1989 many of the fisheries regimes in the annex to the treaty expire. These include the boundary area provisions for Noyes Island, the Canadian Area 1 troll fishery, and the chinook salmon annex. In the north I think Canada will want to discuss other Alaskan fisheries which harvest substantial numbers of Canadian stocks whether they are currently in regimes or not. This includes the Tree Point fishery and the District 106 gillnet fishery. For our part, I would assume that such open-ended annexes as their Area 3 pink salmon net fishery would also be open for discussion. The Fraser River is also open for renegotiation in 1989. 1989 may also mark the first attempt by both countries to deal with the overall equity principle, which has the potential technically, economically, and politically to be one of the most contentious issues in the commission structure. Also in the south there are a number of other difficult issues. With this very volatile mix of issues we may be very glad indeed that the transboundary rivers have a five year regime in place and will be considered more on their own merit than as a trade off against other issues.

The commission decisions in 1989 will potentially be a renegotiation of most of the contentious issues that were decided during the original treaty negotiations. Alaska will have to field a strong delegation and have a realistic strategy in place to ensure the results are beneficial to both the stocks and the economic future of our fisheries.

Thank you for your help.

Sincerely,

*Don W. Collinsworth*  
Don W. Collinsworth  
Commissioner

Enclosures

December 1987

Pacific Salmon Commission  
U.S. Section of the Northern Panel

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Mr. Lawrence Dalton  
Chairman  
United Southeast Alaska  
Gillnetters Association  
612 Deermount Avenue  
Ketchikan, AK 99901  
907) 225-3276

Mr. Ole Haynes  
Southeastern Alaska  
Seiners Association  
P. O. Box 537  
Ward Cove, AK 99928  
(907) 225-5750

Mr. James Brooks  
National Marine Fisheries  
Service  
P. O. Box 1668  
Juneau, AK 99802-1668  
(907) 586-7221

Mr. John Winther  
P. O. Box 863  
Petersburg, AK 99833  
(907) 772-4754

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Revised Annex IV  
to the Pacific Salmon Treaty  
in effect for 1988

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Annex IV

Chapter 1

TRANSBOUNDARY RIVERS

1. Recognizing the desirability of accurately determining exploitation rates and spawning escapement requirements of salmon originating in the Transboundary Rivers, the Parties shall establish a Joint Transboundary Technical Committee (Committee) reporting, unless otherwise agreed, to the Northern Panel and to the Commission. The Committee, inter alia, shall

- (a) assemble and refine available information on migratory patterns, extent of exploitation and spawning escapement requirements of the stocks;
- (b) examine past and current management regimes and recommend how they may be better suited to achieving preliminary escapement goals;
- (c) identify enhancement opportunities that:
  - (i) assist the devising of harvest management strategies to increase benefits to fishermen with a view to permitting additional salmon to return to Canadian waters;

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cod.

(ii) have an impact on natural Transboundary river salmon production.

2. The Parties shall improve procedures of coordinated or cooperative management of the fisheries on Transboundary River stocks.

3. Recognizing the objectives of each Party to have viable fisheries, the Parties agree that the following arrangements shall apply to the United States and Canadian fisheries harvesting salmon stocks originating in the Canadian portion of

(a) the Stikine River:

(i) Assessment of the annual run of Stikine River sockeye salmon shall be made as follows:

a. A pre-season forecast of the Stikine River sockeye run will be made by the Transboundary Technical Committee prior to March 1 of each year. This forecast may be modified by the Transboundary Technical Committee prior to the opening of the fishing season.

b. In-season estimates of the Stikine River sockeye run and the Total Allowable Catch (TAC) shall be made under the guidelines of an agreed Stikine Management Plan and using a mathematical forecast model developed by the Transboundary Technical Committee. Both U.S. and Canadian fishing patterns shall be based on current weekly estimates of the TAC. At the beginning of the season and up to an agreed date, the weekly estimates of the TAC shall be determined from the pre-season forecast of the run strength. After that date, the TAC shall be determined from the in-season forecast model.

c. Modifications to the Stikine Management Plan and forecast model may be made prior to June 1 of each year by agreement of both Parties. Failure to reach agreement in modifications shall result in use of the model and parameters used in the previous year.

d. Estimates of the TAC may be adjusted in-season only by concurrence of both Parties' respective managers. Reasons for such adjustments must be provided to the Transboundary Technical Committee.

S. TW  
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CJS

(ii) Harvest sharing of naturally occurring Stikine River sockeye salmon for the period 1988 to 1992, contingent upon activities specified in the Understanding between the United States and the Canadian Section of the Pacific Salmon Commission concerning Joint Enhancement of Transboundary River Salmon Stocks (Understanding) shall be as follows:

a. When the estimated TAC of Stikine River sockeye salmon is zero or less:

1. Canada may conduct its native food fishery but the catch shall not exceed 4,000 fish, there will be no commercial fishing;
2. The United States shall not direct commercial fisheries at Stikine River sockeye salmon in District 108;
3. The United States may fish in the commercial gill net fisheries in the Sumner Strait portion of District 106 so long as the in-season estimate of the contribution of Stikine River sockeye salmon is less than 20 percent of the total catch to date of sockeye salmon in Sumner Strait.

b. When the estimated TAC of Stikine River sockeye salmon is between 1 and 20,000 fish:

1. Canada shall conduct its commercial and native food fisheries so that the all gear catch is at least 10,000 fish and may increase it's catch to include any surplus available in-river total allowable catch but not to exceed 15,000 fish;
2. The United States shall not direct commercial fisheries at Stikine sockeye salmon in District 108;
3. The United States may fish in the commercial gill net fisheries in the Sumner Strait portion of District 106 so long as the in-season estimate of the contribution of Stikine River sockeye salmon is less than 25 percent of the total catch to date of sockeye salmon in Sumner Strait. If the contribution of Stikine River sockeye salmon is greater than 20 percent but less than 25 percent only one day of fishing per week will be permitted, if

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greater than 25 percent, no fishing will be permitted in Sumner Strait.

c. When the estimated TAC of Stikine River sockeye salmon is between 20,001 and 60,000 fish:

1. Canada shall conduct its commercial and native food fisheries so that the all gear catch is at least 15,000 fish and may increase it's catch to include any surplus total allowable catch but not to exceed 20,000 fish;

2. The United States may direct commercial fisheries at Stikine River sockeye salmon in District 108 if the total TAC of Stikine River sockeye salmon is greater than the actual catch of Stikine River sockeye salmon in District 106 plus 20,000.

d. When the estimated TAC of Stikine River sockeye salmon is greater than 60,000 fish:

1. Canada shall conduct its commercial and native food fisheries so that the all gear catch is at least 20,000 fish and may increase it's catch to include any surplus total allowable catch but not to exceed 30,000 fish;

2. The United States may direct commercial fisheries at Stikine River sockeye salmon in District 108 if the total TAC of Stikine River sockeye salmon is greater than the actual catch of Stikine River sockeye salmon in District 106 plus 30,000.

e. United States incidental catches of Stikine River sockeye salmon in District 108 shall not be counted when computing TAC available for the Canadian fishery. For the purpose of calculation, the Canadian inriver allowable catch of sockeye salmon will be based on a 10 percent harvest rate of Stikine River sockeye salmon in the District 106 drift gill net fishery.

(iii) Canada shall harvest no more than 4,000 coho salmon annually in the Stikine River from 1988 through 1992.

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J. W.

(iv) Canadian harvests of chinook, pink, and chum salmon may be taken as an incidental harvest in the directed fishery for sockeye and coho salmon.

(v) Both Parties shall take the appropriate management action to ensure that the necessary escapement goals for the chinook salmon bound for the Canadian portions of the Stikine River are achieved by 1995.

(vi) If the United States unilaterally withdraws from mutually agreed enhancement goals and activities as specified in the Understanding, then the harvest sharing of naturally occurring Stikine River salmon as stated in sections (ii) through (iv) above shall remain in effect.

(vii) If Canada unilaterally withdraws from mutually agreed enhancement goals and activities as specified in the Understanding, then the harvest sharing of naturally occurring Stikine River sockeye salmon shall be as follows:

a. When the estimated TAC of Stikine River sockeye salmon is zero or less:

1. Canada may conduct its native food fishery but the catch shall not exceed 4,000 fish, there will be no commercial fishing;

2. The United States shall not direct commercial fisheries at Stikine River sockeye salmon in District 108;

3. The United States may fish in the commercial gill net fisheries in the Sumner Strait portion of District 106 so long as the in-season estimate of the contribution of Stikine River sockeye salmon is less than 20 percent of the total catch to date of sockeye salmon in Sumner Strait.

b. When the estimated TAC of Stikine River sockeye salmon is between 0 and 20,000 fish:

1. Canada shall conduct its commercial and native food fisheries so that the all gear catch is at least 4,000 fish and may increase it's catch to include any surplus

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· available in-river total allowable catch but not to exceed 7,000 fish;

2. The United States may direct commercial fisheries at Stikine sockeye salmon in District 108 if the total TAC of Stikine River sockeye salmon is greater than the actual catch of Stikine River sockeye salmon in District 106 plus 7,000;

3. The United States may fish in the commercial gill net fisheries in the Sumner Strait portion of District 106 so long as the in-season estimate of the contribution of Stikine River sockeye salmon is less than 25 percent of the total catch to date of sockeye salmon in Sumner Strait.

c. When the estimated TAC of Stikine River sockeye salmon is between 20,001 and 60,000 fish:

1. Canada shall conduct its commercial and native food fisheries so that the all gear catch is at least 7,000 fish and may increase it's catch to include any surplus total allowable catch but not to exceed 15,000 fish;

2. The United States may direct commercial fisheries at Stikine River sockeye salmon in District 108 if the total TAC of Stikine River sockeye salmon is greater than the actual catch of Stikine River sockeye salmon in District 106 plus 15,000.

d. When the estimated TAC of Stikine River sockeye salmon is greater than 60,000 fish:

1. Canada shall conduct its commercial and native food fisheries so that the all gear catch is at least 15,000 fish and may increase it's catch to include any surplus total allowable catch but not to exceed 25,000 fish;

2. The United States may direct commercial fisheries at Stikine River sockeye salmon in District 108 if the total TAC of Stikine River sockeye salmon is greater than the actual catch of Stikine River sockeye salmon in District 106 plus 25,000.

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e. United States incidental catches of Stikine River sockeye salmon in District 108 shall not be counted when computing TAC available for the Canadian fishery. For the purpose of calculation, the Canadian inriver allowable catch of sockeye salmon will be based on a 10 percent harvest rate of Stikine River sockeye salmon in the District 106 drift gill net fishery.

f. Canada shall harvest no more than 2,000 coho salmon annually.

g. Canadian harvest of chinook, pink, and chum salmon may be taken as an incidental harvest in the directed fishery for sockeye and coho salmon.

(b) the Taku River:

(i) Harvest sharing of naturally occurring Taku River sockeye salmon for the period 1988 to 1992, contingent upon activities specified in Understanding concerning Joint Enhancement of Transboundary River Salmon Stocks, shall be as follows:

a. Canada shall harvest no more than 18 percent of the TAC of the sockeye salmon originating in the Canadian portion of the Taku River each year.

b. Canada shall harvest no more than 3,000 coho salmon each year.

(ii) Canadian harvests of chinook, pink and chum salmon may be taken as an incidental harvest in the directed fishery for sockeye and coho salmon.

(iii) Both Parties shall take the appropriate management action to ensure that the necessary escapement goals for chinook salmon bound for the Canadian portions of the Taku River are achieved by 1995.

(iv) If the United States unilaterally withdraws from mutually agreed enhancement goals and activities as specified in the Understanding, then the harvest sharing of naturally occurring Taku River salmon as stated in sections (i) and (ii) above shall remain in effect.

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(v) If Canada unilaterally withdraws from mutually agreed enhancement goals and activities as specified in the Understanding, then Canada's share of naturally occurring Taku River sockeye salmon shall be 15 percent of the TAC. Furthermore, Canada shall commercially harvest coho, chinook, pink, and chum salmon only incidentally during a directed sockeye salmon fishery.

4. The Parties agree that if the catch allocations set out in paragraph 3 are not attained due to management actions by either Party in any one year, compensatory adjustments shall be made in subsequent years. If a shortfall in the actual catch of a Party is caused by management action of that Party, no compensation shall be made.

5. The Parties agree that the following arrangements shall apply to United States and Canadian fisheries harvesting salmon stocks originating in Canadian portions of the Alsek River: recognizing that chinook and early run sockeye stocks originating in the Alsek River are depressed and require special protection, and in the interest of conserving and rebuilding these stocks, the necessary management actions shall continue until escapement targets are achieved.

6. The Parties agree to consider cooperative enhancement possibilities and to undertake as soon as possible on the feasibility of new enhancement projects on the Transboundary Rivers and adjacent areas for the purpose of increasing productivity of stocks and providing greater harvests to the fishermen of both countries.

7. Recognizing that stocks of salmon originating in Canadian sections of the Columbia River constitute a small portion of the total populations of Columbia River salmon, and that the arrangements for consultation and recommendation of escapement targets and approval of enhancement activities set out in Article VII are not appropriate to the Columbia River system as a whole, the Parties consider it important to ensure effective conservation of up-river stocks which extend into Canada and to explore the development of mutually beneficial enhancement activities. Therefore, notwithstanding Article VII, paragraphs 2, 3, and 4, during 1985, the Parties shall consult with a view to developing, for the transboundary sections of the Columbia River, a more practicable arrangement for consultation and setting escapement targets than those specified in Article VII, paragraphs 2 and 3. Such arrangements will seek to, inter alia,

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TRANSBOUNDARY RIVERS

Table 1.

Canadian Harvest in the Taku River

|         | Catch in Annex Years |       | Catch in Non-annex Years |       | Allotment Under New Annex |       |
|---------|----------------------|-------|--------------------------|-------|---------------------------|-------|
|         | Sockeye              | Coho  | Sockeye                  | Coho  | Sockeye                   | Coho  |
| 1979    |                      |       | 13,578                   | 6,006 |                           |       |
| 1980    |                      |       | 22,602                   | 6,405 |                           |       |
| 1981    |                      |       | 10,922                   | 3,607 |                           |       |
| 1982 *  | 3,144                | 51    |                          |       |                           |       |
| 1983    |                      |       | 17,056                   | 8,390 | 10,753                    | 3,000 |
| 1984    |                      |       | 27,242                   | 5,357 | 20,982                    | 3,000 |
| 1985    | 14,244               | 1,770 |                          |       | 20,979                    | 3,000 |
| 1986    | 14,739               | 1,783 |                          |       | 16,256                    | 3,000 |
| 1987    |                      |       | 13,554                   | 5,599 | 11,181                    | 3,000 |
| Average | 14,492               | 1,777 | 17,492                   | 5,894 | 16,030                    | 3,000 |

\* 1982 was not an annex year, but limited Canadian commercial fishing occurred this year. Not included in calculation of average.

Table 2.

Canadian Harvest in the Stikine River

|         | Catch in Annex Years |       | Catch in Non-annex Years |        | Allotment Under New Annex |       |
|---------|----------------------|-------|--------------------------|--------|---------------------------|-------|
|         | Sockeye              | Coho  | Sockeye                  | Coho   | Sockeye                   | Coho  |
| 1979    |                      |       | 10,720                   | 10,720 |                           |       |
| 1980    |                      |       | 20,919                   | 6,669  |                           |       |
| 1981    |                      |       | 27,624                   | 2,675  |                           |       |
| 1982    |                      |       | 20,540                   | 15,944 |                           |       |
| 1983    |                      |       | 20,518                   | 6,173  | 10,000                    | 4,000 |
| 1984 *  | 5,328                | 1     |                          |        | 4,000                     | 4,000 |
| 1985    | 25,464               | 2,175 |                          |        | 30,000                    | 4,000 |
| 1986    | 17,434               | 2,280 |                          |        | 20,000                    | 4,000 |
| 1987    |                      |       | 9,614                    | 5,731  | 4,000                     | 4,000 |
| Average | 21,449               | 2,228 | 18,323                   | 7,985  | 13,600                    | 4,000 |

\* 1984 was not an annex year, but no Canadian commercial fishing occurred this year. Not included in calculation of average.

Canadian Area 1 Troll

Table 3. Preliminary estimated total returns of pink salmon (millions of fish) to southern southeast Alaska and northern British Columbia, by year.

| Year              | Southeast Alaska | British Columbia | Ratio     |
|-------------------|------------------|------------------|-----------|
| 1982              | 24.4             | 2.6              | 9.4 to 1  |
| 1984              | 34.2             | 3.4              | 10.1 to 1 |
| 1985              | 46.6             | 8.5              | 5.5 to 1  |
| 1986              | 62.8             | 13.4             | 4.7 to 1  |
| 1987              | 16.3             | 8.1              | 2.0 to 1  |
| 1988 <sup>a</sup> | 44.1             | 7.9              | 5.6 to 1  |

<sup>a</sup>/ From Forecasts.

Figure 1.

# STIKINE RIVER SOCKEYE PROJECTED CATCH

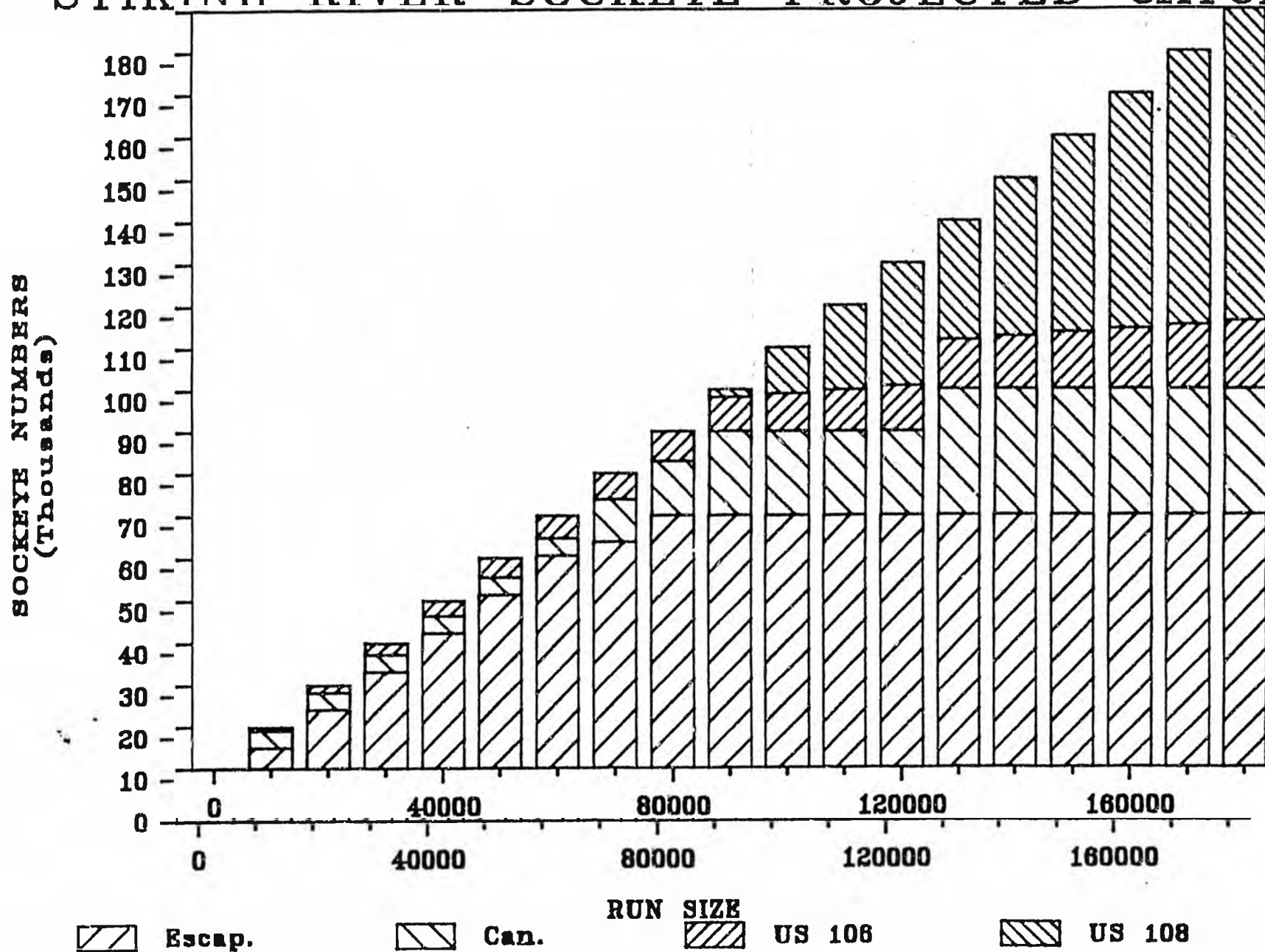


Figure 2.

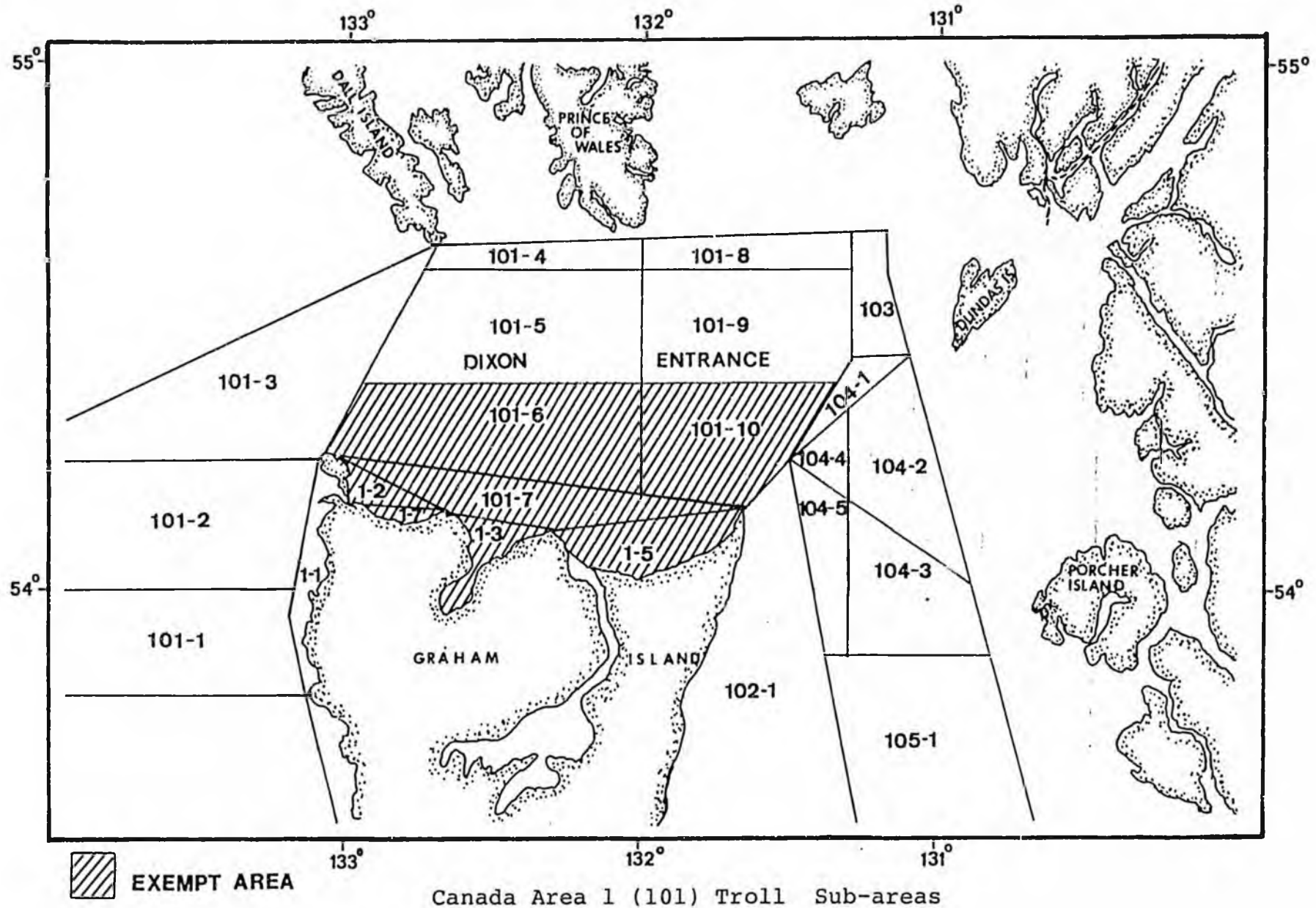
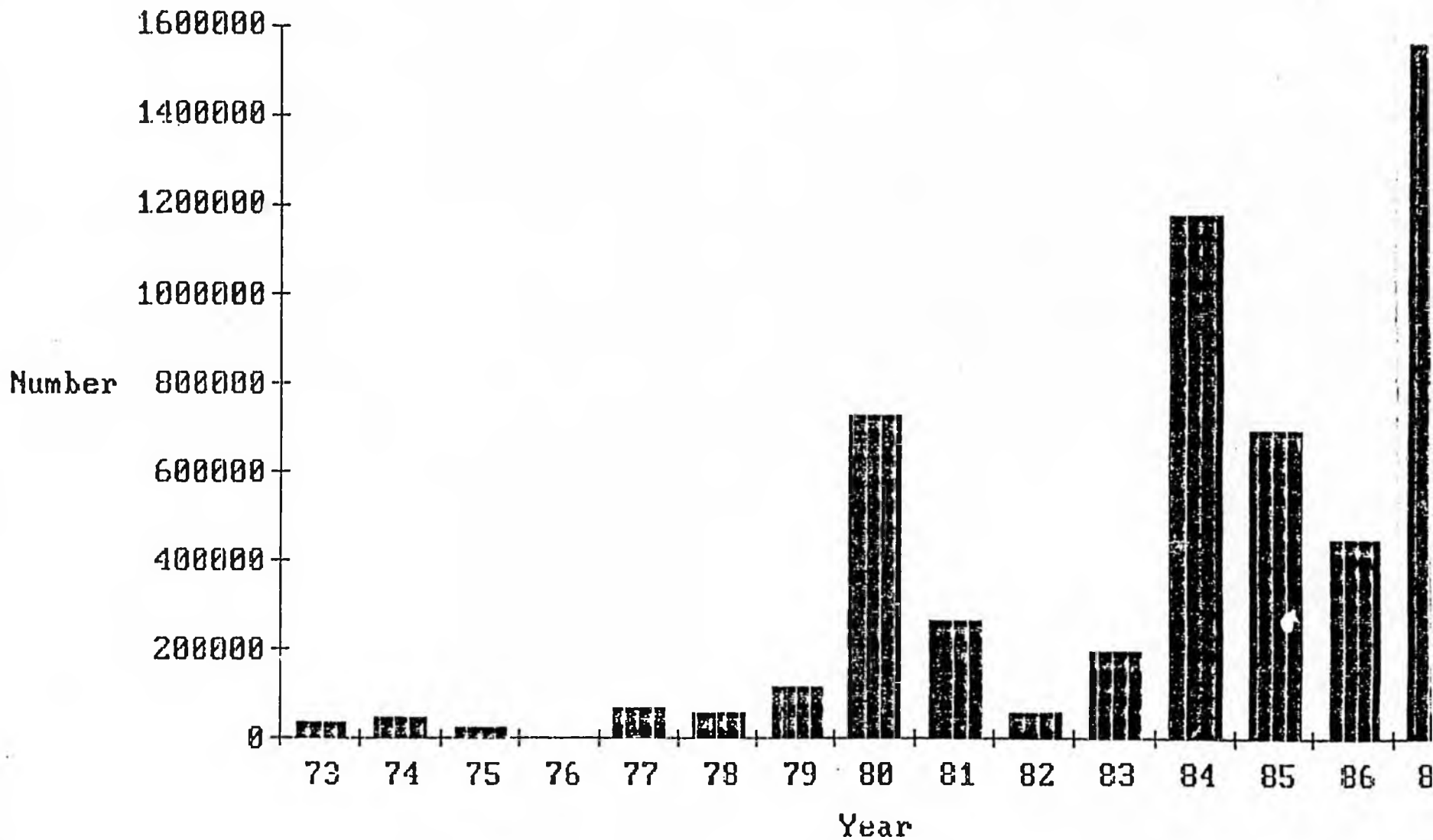


Figure 3.

### Area 1 Pink Salmon Troll Catch





December 7, 1988

The Honorable Steve Cowper  
Governor of the State of Alaska  
Governor's House  
Juneau, Alaska 99801

Dear Governor Cowper:

I'm writing to ask your assistance in urging our delegation to the U.S./Canada Salmon Treaty Talks to make a major, no-holds-barred effort to raise the King Salmon quota for the Alaskan fishermen.

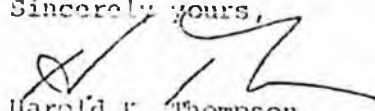
We all know that King Salmon stocks have taken a dramatic turn for the better and that a massive reallocation to harvestors in other States on the west coast is taking place.

King Salmon used to be a mainstay of the fishermen and processors of Sitka, but now unfortunately we are left with very little to work with. Coupled with poor returns of coho, Sitka was "on vacation" all summer last season. We as a company are having a hard time keeping a resident full-time crew together as a consequence and will have to resort to more and more out of State transient type workers if we cannot provide steady employment. Every King salmon represents a \$10 bill to our employees and company in terms of wages, profit and cost coverage.

I personally find it very discouraging to listen to story after story from the hundreds of trollers we buy from about the scores of Kings turned loose on a daily basis, many of which die.

Anything you can do to lend your considerable influence and personal conviction to this battle will surely be appreciated by myself, the Sitka fishermen and processing workers.

Sincerely yours,

  
Harold F. Thompson  
President

(907) 747-6662

TELEFAX (907) 747-6268

Telex 090-45-391 SSSEAFOOD SIKK

FRESH AND FROZEN SALMON, COD, BLACK COD, HALIBUT, ROCK FISH, CRAB, HERRING

SPONSOR: Anderson

CITY AND BOROUGH OF SITKA

RESOLUTION NO. 87-358

A RESOLUTION OF THE ASSEMBLY OF THE  
CITY AND BOROUGH OF SITKA  
URGING THE GOVERNOR TO INSTRUCT THE TREATY  
COMMISSION TO PUT A HIGH PRIORITY ON INCREASING  
THE CHINOOK QUOTA FOR ALASKA THIS WINTER

WHEREAS, there is a high availability of Chinook salmon in Southeast Alaska waters; and

WHEREAS, Southeast Alaska has suffered an economic loss due to the U.S.-Canada Salmon Treaty quotas; and

WHEREAS, Alaska and Canada are presently on a maximum quota, while Washington and Oregon have tremendously increased their harvest of Chinook salmon; and

WHEREAS, Washington and Oregon indicator streams are 300% above the treaty escapement goals; and

WHEREAS, in light of the above facts, there is no biological reason to increase the Southeast Alaska quota,

NOW, THEREFORE, BE IT RESOLVED that the Assembly of the City and Borough of Sitka requests Governor Cowper to instruct the Treaty Commission to put a high priority on increasing the Chinook quota for Alaska this winter.

PASSED, APPROVED, AND ADOPTED by the Assembly of the City and Borough of Sitka, Alaska this 9th day of SEPTEMBER, 1987.

\_\_\_\_\_  
Dan Keck, Mayor

A T T E S T:



## Pelican Seafoods Inc.

P.O. Box 601  
Pelican, Alaska 99822 0601 U.S.A.  
(907) 735-2204 or 735-2265  
WHX 956 - Channel 16 VHF  
4125 0 SSB

Earl Krygier  
A.T.A. Juneau, Ak.

May 11, 1988

Earl,

As Resident Manager of Pelican Seafoods I am writing regarding the upcoming Summer season. The shortened Troll Salmon season will have far reaching effects on the city of Pelican and Pelican Seafoods Inc. All of the workers and citizens in this town will be adversely affected. Seafood production is the pulse by which this community is measured.

One sixth of the town budget is derived from the Raw fish tax. One tenth of the budget comes from the sales tax generated by the one store in town. The well being and livelihood of hundreds of people depends on prosperous commercial fishing.

Pelican Seafoods is heavily dependent on the revenue generated by Troll Salmon. We all have 12% less time to catch and process Troll Salmon this season. Admittedly the King Salmon not caught in June will be caught in July this year. However, the June Cohos, Pinks, Sockeye and Chum will be lost.

We can ill afford the absence of a large Troll fleet for an additional ten days. An idle Plant and its workers means no State tax monies, no harbor moorage fees, and diminished store revenues. The resulting loss of tens of thousands of dollars in revenue, wages and taxes is multiplied because this money won't be spent in the town to generate more jobs, services etc. These losses must be viewed as very significant in these difficult economic times.

Pelican Seafoods Inc. has already been planning on a July 1, 1988 Troll opening. The logistics of gearing a plant up for a summer Salmon season are large and complex. If the season opening date can possibly be moved up to June 20, then I need to know this by June 1, 1988.

Sincerely,

Eric R. Norman  
Resident Manager  
Pelican Seafoods Inc.



City

of

received

Pelican

BOX 757

PELICAN, ALASKA 99832

PHONE 735-2202

RESOLUTION 1988-4

A RESOLUTION OF THE CITY OF PELICAN  
URGING THE GOVERNOR TO INSTRUCT THE  
TREATY COMMISSION TO PUT A HIGH PRIORITY  
IN INCREASING THE CHINOOK SALMON QUOTA  
FOR ALASKA.

WHEREAS, there was again a further increase in available Chinook salmon during the summer of 1988 (48% increase over the summer of 1987 which was a 51% increase over the previous year); and

WHEREAS, undue economic disruption has been suffered by the Southeast Alaskan troll fleet with the traditional 169 day summer Chinook season going to 23 days in 1987 and to only 12 days in 1988; and

WHEREAS, other salmon net gear groups are also being held to restrictive quotas; processors are losing Chinook markets and are unable to fill orders with such a short season and the Southeast Alaska economy as a whole is suffering economic loss due to U.S. Canada Salmon Treaty quotas; and

WHEREAS, the burdens of conservation were to be shared to rebuild stocks, the benefits of fish in excess of escapement needs were also to be shared; and

WHEREAS, Alaska and Canada are presently on a lidded quota to achieve rebuilding, while Washington and Oregon have tremendously increased their harvest of chinook salmon; and

WHEREAS, in light of the above facts there is no biological reason not to increase the Southeast Alaskan Chinook quota so as to share in these benefits.

NOW THEREFORE BE IT RESOLVED, by the City Council of the City of Pelican to request Governor Cowper to instruct the Treaty Commission to continue to put a high priority on increasing the Chinook quota by a meaningful amount during the upcoming 88-89 "fair sharing" treaty negotiations.

PASSED AND APPROVED BY THE PELICAN CITY COUNCIL THIS 19th DAY OF  
DECEMBER, 1988.

attest: *Gerri Wirta*  
Gerri Wirta, City Clerk

signed: *Reuben Yost*  
Reuben Yost, Mayor



*City of Petersburg*  
*P. O. Box 329*  
*Petersburg, Alaska 99833*

December 6, 1988

Steve Cowper, Governor  
State of Alaska  
Pouch A  
Juneau, Alaska 99811

WCE  
12/13

Dear Governor Cowper:

Enclosed please find a copy of Resolution No. 1160-R, passed and approved by the Petersburg City Council on December 5, 1988.

This resolution was presented to the Council by the Petersburg representative of the Alaska Trollers Association and received the unanimous support of the City Council.

The Mayor and Council and the troll fishermen of Petersburg want to express their appreciation to you and the Treaty Commission for your efforts in the past to increase the Chinook quota. We are aware of the difficulties encountered in considering this complex issue but hope continued efforts on your part and by the Treaty Commission will help gain some quota increases for the future.

Sincerely,

*Arleen Pence*

Arleen Pence, Mayor Pro Tem  
City of Petersburg, Alaska

RESOLUTION NO. 1118-R (a)

A RESOLUTION OF THE CITY OF PETERSBURG URGING THE GOVERNOR TO INSTRUCT THE TREATY COMMISSION TO PUT A HIGH PRIORITY ON INCREASING THE CHINOOK QUOTA FOR ALASKA THIS WINTER.

WHEREAS, there is a high availability of Chinook salmon in Southeast Alaska waters; and

WHEREAS, Southeast Alaska has suffered an economic loss due to the U.S.-Canada Salmon Treaty quotas; and

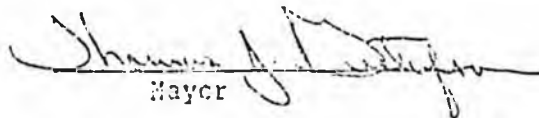
WHEREAS, Alaska and Canada are presently on a maximum quota, while Washington and Oregon have tremendously increased their harvest of Chinook salmon; and

WHEREAS, Washington and Oregon indicator streams are 300% above the treaty escapement goals; and

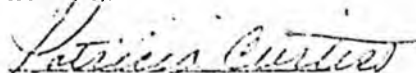
WHEREAS, in light of the above facts, there is no biological reason not to increase the Southeast Alaska quota.

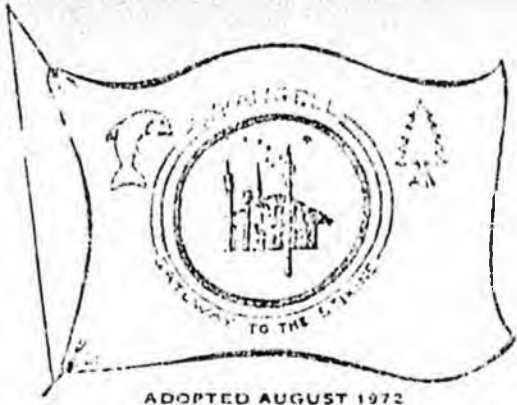
NOW THEREFORE BE IT RESOLVED by the City Council of the City of Petersburg to request Governor Cowper to instruct the Treaty Commission to put a high priority on increasing the Chinook quota for Alaska for this winter.

PASSED and APPROVED by the City Council of the City of Petersburg, Alaska this 5 day of October 1987.

  
Mayor

ATTEST:

  
City Clerk



ADOPTED AUGUST 1972

# CITY OF WRANGELL, ALASKA

INCORPORATED JULY 15, 1903

BOX 531, 99929 (907) 874-2381

November 5, 1987

Governor Steve Cowper  
Post Office Box A  
Juneau, Alaska 99911-0101

*Eric  
Cowper  
7/9/87  
J. J. [unclear]*

Dear Governor Cowper:

Enclosed is City of Wrangell Resolution Number 10-87-285. A resolution urging your support for an increase in the chinook salmon quota for Southeast Alaska.

During the last phase of negotiations for the United States-Canada Pacific Salmon Treaty the representatives of the Southeast Alaska fishermen agreed to make some concessions lowering the chinook salmon catch quotas in the Southeast region. This move had a positive influence on the ratification of the Treaty, but also placed some severe restrictions on the chinook catch in Southeast Alaska creating a negative economic factor as a result.

In return for the concessions, the Southeast representatives were assured that mitigating funds would be forthcoming to be used for fisheries enhancement and hatchery development designed to improve chinook fisheries in the Southeast. At that time it appeared there was a distinct possibility that the Treaty review scheduled for 1987 would result in additional catch restraints that would compound the loss for our Southeast fleet. Some of the promised funding has been released incrementally, and various enhancement programs are being implemented as a result.

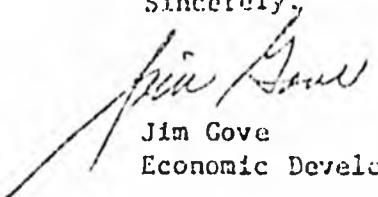
During the past coho season our fishermen experienced a large abundance of chinook salmon that had to be released because the quota was reached. A physical indication that chinook were on the increase. In addition the Alaska Department of Fish and Game indicates a substantial increase of chinook in Southeastern waters, and as high as 60% of the chinook caught in some areas were hatchery fish from Alaskan projects. It appears that our hatchery program is producing tangible results, while at the same time the natural stock is increasing. All indicators suggest that chinook salmon are definitely increasing in number in our Southeast Alaska waters. Based on this information we firmly believe that our representatives should stand firm with a request for a substantial increase in chinook salmon quotas in Southeast Alaska waters during the upcoming Pacific Salmon Treaty review process.

CITY OF WRANGELL, ALASKA

Governor Steve Cowper  
November 5, 1987  
Page 2

By way of the enclosed resolution, we formally ask your support in this matter.

Sincerely,



Jim Gove  
Economic Development Director

JG

cc: Don Collinsworth  
Steve Pennoyer

encl.

CITY OF WRANGELL, ALASKA

RESOLUTION NO. 10-87-285

A RESOLUTION OF THE COUNCIL OF THE CITY OF WRANGELL, ALASKA URGING THE GOVERNOR TO INSTRUCT THE ALASKAN REPRESENTATIVES ON THE PACIFIC SALMON TREATY COMMISSION TO PLACE THEIR HIGHEST PRIORITY ON INCREASING THE CHINOOK SALMON QUOTA FOR SOUTHEAST ALASKA DURING THE PENDING WINTER NEGOTIATIONS.

WHEREAS, there is a high availability of chinook salmon in Southeast Alaska waters; and

WHEREAS, a majority of the chinook stock that populates our Southeast Alaska fisheries are very healthy; and

WHEREAS, Southeast Alaska has suffered an economic loss due to the United States-Canada Pacific Salmon Treaty quotas; and

WHEREAS, Alaska and Canada are presently constrained by maximum quotas, while Washington and Oregon experienced a large increase in their harvest of chinook salmon; and

WHEREAS, many Washington and Oregon indicator streams are as much as 300% above treaty escapement goals; and

WHEREAS, the Columbia river brights are so healthy (450,000 returned in 1987) that they are flooding our fisheries; and

WHEREAS, the facts set forth above indicate there is no biological reason to maintain the existing quota limitations in Southeast Alaska.

NOW THEREFORE BE IT RESOLVED BY THE COUNCIL OF THE CITY OF WRANGELL, ALASKA:

1. The council requests Governor Cowper to instruct Alaska's representatives on the Pacific Salmon Treaty Commission to place their highest priority on increased quotas for chinook salmon in Southeast Alaska waters during this winters Treaty negotiations.

PASSED AND APPROVED \_\_\_\_\_ OCTOBER 27 \_\_\_\_\_, 1987

Fern D. Cowper  
MAYOR

ATTEST Larson K. Henderson  
CITY CLERK

Examined and correct  
copy of the original filed in  
my office.

Larson K. Henderson  
OCT 29 1987  
City of Wrangell, Alaska

THE CITY OF KETCHIKAN ALASKA

RESOLUTION NO. 87-1519

A RESOLUTION OF THE COUNCIL OF THE CITY OF KETCHIKAN, ALASKA, URGING THE GOVERNOR TO INSTRUCT THE TREATY COMMISSION TO PUT A HIGH PRIORITY ON INCREASING THE CHINOOK QUOTA FOR ALASKA THIS WINTER, AND ESTABLISHING AN EFFECTIVE DATE.

WHEREAS, there is a high availability of Chinook salmon in Southeast Alaska waters; and

WHEREAS, Southeast Alaska has suffered an economic loss due to the U.S.-Canada Salmon Treaty quotas; and

WHEREAS, Alaska and Canada are presently on a maximum quota, while Washington and Oregon have tremendously increased their harvest of Chinook salmon; and

WHEREAS, Washington and Oregon indicator streams are 300 percent above the treaty escapement goals; and

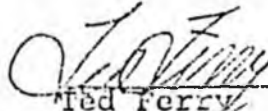
WHEREAS, in light of the above facts, there is no biological reason not to increase the Southeast Alaska quota.

NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF KETCHIKAN, ALASKA AS FOLLOWS:

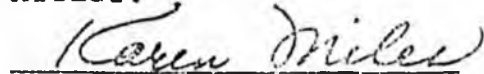
Section 1. The City Council hereby requests Governor Cowper to instruct the Treaty Commission to put a high priority on increasing the Chinook quota for Alaska this winter.

Section 2. This resolution is effective immediately upon passage and approval.

PASSED AND APPROVED THIS 15th day of OCTOBER, 1987.

  
\_\_\_\_\_  
Ted Ferry  
Mayor

ATTEST:

  
\_\_\_\_\_  
Karen Miles, CMC  
City Clerk



# Alaska State Legislature

Please enter into the record my testimony to the Senate Resources  
committee name

committee on King Salmon Treaty Quota dated 1-18-89  
bill/subject

I would like to see a quota increase in the Transboundary agreement with Canada and Washington. Then King stocks are rebuilding and we should share in this increased abundance. Escapements of King Salmon to Southeast and Transboundary Rivers has more than doubled since the treaty's inception. (240%) Alaska Troopers were asked to make significant cuts to aid in the overall enhancement goal and we should receive some increase in return now that the King runs are more abundant. Over the last 30 years there were only 4 times before 1988 that troopers harvested less than 235,000 fish and the 231,268 fish harvested in 1988 comes at a time of much increased abundance in the resource.

Thank's you

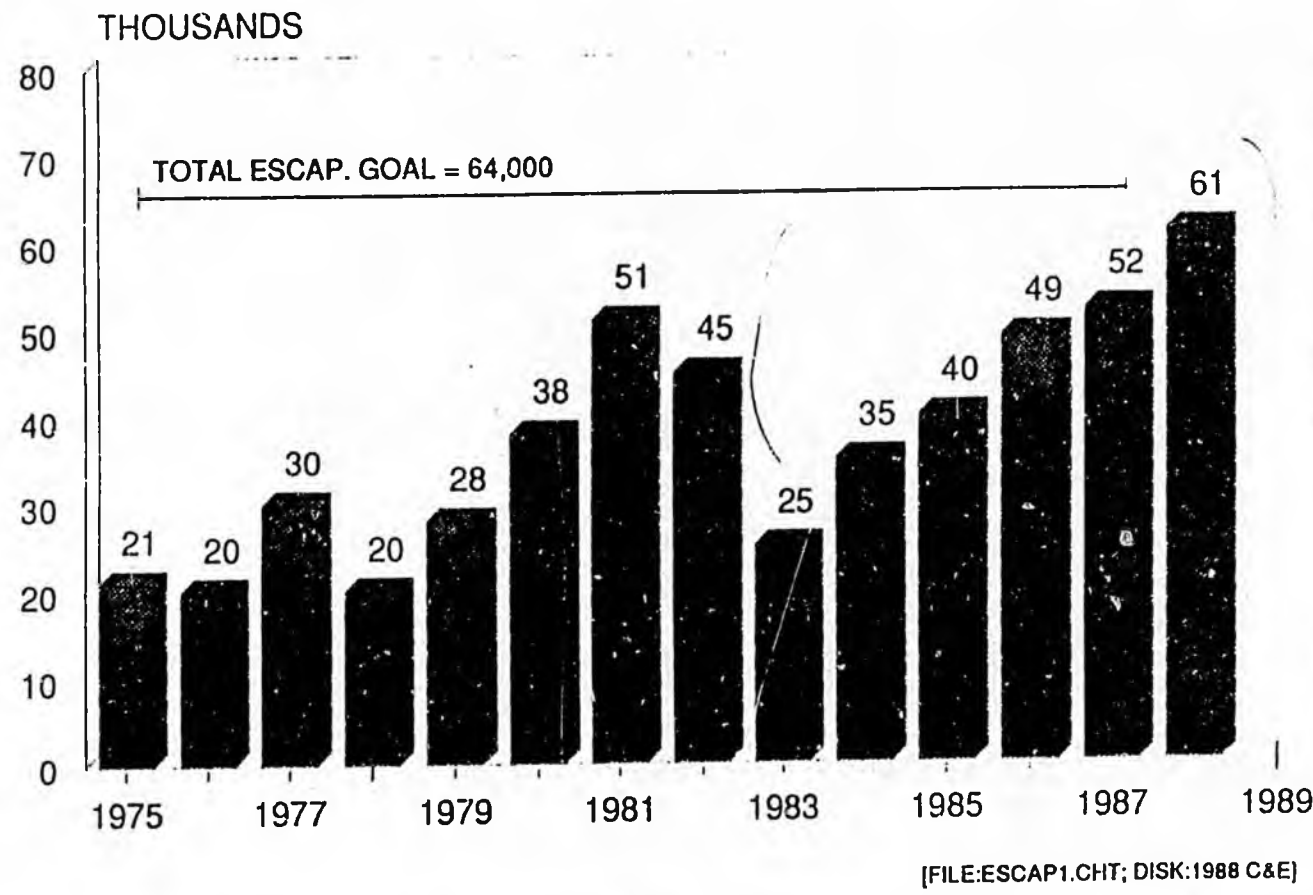
Signed: Tom Daugherty  
Testifier

Individual (Trooper)  
Representing (Optional)

P.O. Box 20261 Juneau, AK  
Address

586-1057  
Phone No.

# ESTIMATED TOTAL NATURAL CHINOOK ESCAPEMENTS TO SOUTHEAST ALASKA AND TRANSBOUNDARY RIVERS, 1975-88



3.45

Figure 10. Estimated total chinook salmon escapements to Southeast Alaska and transboundary spawning systems, 1975 to present.



Official Business

### COMMITTEE:

SENATE RESOURCES

DATE: JANUARY 18, 1989

### Subject of meeting:

SJR 13 - INCREASE IN CHINOOK SALMON QUOTA

# SIGN-IN

PLEASE PRINT!

NAME

ADDRESS

PHONE

REPRESENTING

DO YOU WANT TO TESTIFY?

| NAME            | ADDRESS                               | PHONE    | REPRESENTING            | DO YOU WANT TO TESTIFY? |
|-----------------|---------------------------------------|----------|-------------------------|-------------------------|
| Eric King       | 130 Seeward St Suite 213<br>Juneau AK | 586-9444 | Alaska Trappers Assoc   | Yes                     |
| RICH DAVIS      | 297 KENN ST<br>JUNEAU ALASKA 99801    | 7-2525   | SEAFOOD PROCESSORS ASSN | YES                     |
| Joseph Emerson  | P.O. Box 021341<br>Juneau, AK 99802   | 364-3580 | AK Trapper Assoc        | Yes                     |
| Martha J. Sevel | Box 16 Juneau                         | 3707     |                         | no                      |
| Bob Clasby      | Box 3-2000 Juneau 99802               | 463-4210 | Fish + Game             | Yes                     |
|                 |                                       |          |                         |                         |
|                 |                                       |          |                         |                         |
|                 |                                       |          |                         |                         |
|                 |                                       |          |                         |                         |
|                 |                                       |          |                         |                         |

## FISCAL NOTE

**REQUEST:** \_\_\_\_\_

Revision Date: \_\_\_\_\_  
 Title: Request the Pacific Salmon Comm.  
to increase Ak. chinook salmon quota.  
 Sponsor: Rep. Ulmer / Str. Eliason  
 Requestor: \_\_\_\_\_

Agency Affected: Fish and Game  
 BRU: Commercial Fisheries  
 Components: Commercial Fisheries  
Special Projects

**EXPENDITURES/REVENUES:** (Thousands of Dollars)

| OPERATING              | FY 89 | FY 90 | FY 91 | FY 92 | FY 93 | FY 94 |
|------------------------|-------|-------|-------|-------|-------|-------|
| PERSONAL SERVICES      |       |       |       |       |       |       |
| TRAVEL                 |       |       |       |       |       |       |
| CONTRACTUAL            |       |       |       |       |       |       |
| SUPPLIES               |       |       |       |       |       |       |
| EQUIPMENT              |       |       |       |       |       |       |
| LAND & STRUCTURES      |       |       |       |       |       |       |
| GRANTS, CLAIMS         |       |       |       |       |       |       |
| MISCELLANEOUS          |       |       |       |       |       |       |
| <b>TOTAL OPERATING</b> | 0     | 0     | 0     | 0     | 0     | 0     |
| <b>CAPITAL</b>         | 0     | 0     | 0     | 0     | 0     | 0     |
| <b>REVENUE</b>         | 0     | 0     | 0     | 0     | 0     | 0     |

**FUNDING:** (Thousands of Dollars)

|               |   |   |   |   |   |   |
|---------------|---|---|---|---|---|---|
| GENERAL FUND  |   |   |   |   |   |   |
| FEDERAL FUNDS |   |   |   |   |   |   |
| OTHER         |   |   |   |   |   |   |
| <b>TOTAL</b>  | 0 | 0 | 0 | 0 | 0 | 0 |

**POSITIONS:**

|           |   |   |   |   |   |   |
|-----------|---|---|---|---|---|---|
| FULL-TIME | 0 | 0 | 0 | 0 | 0 | 0 |
| PART-TIME | 0 | 0 | 0 | 0 | 0 | 0 |
| TEMPORARY | 0 | 0 | 0 | 0 | 0 | 0 |

**ANALYSIS :** (Attach a separate page if necessary)

CS causes no additional fiscal impact. Prior fiscal note attached.

Prepared by: Robert C. Clasbv Phone: 465-4210  
 Division: Commercial Fisheries Date: 1/17/89

Approved by Commissioner: [Signature] Date: \_\_\_\_\_  
 Agency: Fish and Game

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



STATE OF ALASKA  
OFFICE OF THE GOVERNOR  
BILL ANALYSIS

|  |                                  |  |                       |
|--|----------------------------------|--|-----------------------|
| DEPARTMENT<br>Fish and Game  | DIVISION<br>Commercial Fisheries | BILL NUMBER<br>HJR9/SJR13                            | SPONSOR<br>Rep. Ulmer |
| SHORT TITLE OF BILL<br>Requesting the Pacific Salmon Commission to increase Alaska's chinook salmon quota.   |                                  |  |                       |
| DEPARTMENT POSITION<br>The department supports a quota increase provided that the harvest of this increase is conducted in a manner which does not negatively impact existing rebuilding programs for southeast Alaska and coastwide chinook stocks. |                                  |  |                       |
| PREPARED BY<br>Dave Cantillon  | DATE<br>1/17/89                  | COMMISSIONER'S SIGNATURE<br><i>Lawrence H. Wiley</i> | DATE<br>1/18/89       |

SUMMARY

|   |   |
|---|---|
| OTHER AGENCIES AFFECTED BY BILL<br>National Marine Fisheries Service  | CONSTITUENT GROUP(S) AFFECTED BY BILL<br>S.E. Alaska Commercial & Sport Fishermen<br>S.E. Alaska Based Fish Processors & Fishing Industry Support Groups. |
| ORGANIZATIONAL SUPPORT FOR BILL<br>S.E. Alaska fishing groups and fishery support industries. S.E. communities. | ORGANIZATIONAL OPPOSITION TO BILL<br>None within state.<br>Chinook users and management agencies in the Pacific Northwest.                                |

FISCAL IMPACT:       NONE       FISCAL NOTE ATTACHED

BACKGROUND/LEGISLATIVE INTENT

The intent is clearly outlined by this resolution.

ANALYSIS OF BILL/PROGRAM EFFECTS

An increase in the quota will not change the management requirements for the southeast Alaska chinook fisheries.

AMENDMENTS PROPOSED

None

PLEASE ATTACH A SEPARATE SHEET FOR ADDITIONAL COMMENTS OR ANALYSIS.

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Amended 08/22/88

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Amended 08/22/88

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Amended 07/19/88

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Amended 07/19/88

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.Amended 07/19/88

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Amended 07/19/88

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TO: Sen. Bettye Fahrenkamp, Chairman  
Senate Resources Committee

FROM: Sen. Dick Eliason *Dick*

DATE: Jan. 12, 1989

RE: Request for scheduling of SJR 13

SJR 13, "Requesting the Pacific Salmon Commission to increase Alaska's chinook salmon quota," was introduced this morning and referred to the Resources Committee. I would very much appreciate your consideration of scheduling of this resolution for a hearing by the Resources Committee as soon as possible. The resolution needs to pass both houses within the next couple of weeks in order to meet its purpose of sending a strong message along with our U.S. delegates to the Pacific Salmon Commission negotiations in February.

I plan to be out of Juneau at a meeting on Monday of next week, but would very much appreciate having this resolution scheduled for either your Wednesday or Friday meeting. It is a simple, straight-forward resolution and should take very little of the committee's time.

I will enclose some back-up information on the quota issue, and some position statements. If you need further information please contact my office.

Thanks for your consideration.



# PACIFIC SALMON COMMISSION

ESTABLISHED BY TREATY BETWEEN CANADA  
AND THE UNITED STATES OF AMERICA  
MARCH 17, 1985

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Amended 07/19/88

# STATE OF ALASKA

## THE LEGISLATURE

1989

Source

Legislative  
Resolve No.

CSSJR 13(Res)

1



Requesting the Pacific Salmon Commission to increase Alaska's chinook salmon quota.

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

WHEREAS chinook salmon fisheries were placed under a quota in 1985 by the Pacific Salmon Commission to rebuild depressed chinook salmon stocks coastwide by 1998; and

WHEREAS chinook salmon stocks subject to the quota in Southeast Alaska, for which Alaska shares management responsibility, are responding far better than anticipated at this early date; in 1982, eight percent of the indicator chinook salmon stocks met the established escapement goals, while in 1987 that number increased to 42 percent, and from 1982 to 1987 79 percent of all indicator chinook salmon stocks have shown increases in escapement; and

WHEREAS the abundance of chinook salmon in Southeast Alaska waters has significantly exceeded the population-rebuilding projections of the United States-Canada Salmon Treaty, as evidenced by the increase in the daily catch rate during the 1988 season to 108 percent above the daily catch rate during the 1986 season; and

WHEREAS many economic sectors in Southeast Alaska have suffered substantial economic declines under chinook salmon harvest quotas; and

WHEREAS the Southeast Alaska summer chinook salmon troll season has been reduced from 169 days in 1979 to only 12 in 1988; and

WHEREAS longer seasons benefit the Southeast Alaska fishing industry by ensuring higher quality fish products and greater market availability; and

WHEREAS processors are losing markets for chinook salmon and are unable to fill orders due to such short fishing seasons; and

WHEREAS the shortened season results in area closures for chinook salmon fisheries and in disastrous economic effects on specific Southeast Alaska communities; and

WHEREAS treaty agreements have shortened the Southeast Alaska troll season so much that Alaskan hatchery fish cannot be harvested at the rate anticipated; and

WHEREAS due to increased chinook salmon harvests in fisheries not subject to a harvest quota and increased federal hatchery production of chinook salmon the fishermen of Canada, Washington, and Oregon have enjoyed increased harvests above treaty expectations in some of the fisheries harvesting the same chinook salmon stocks taken in Alaska; however, there has not been any increase in the chinook salmon quota in Alaska; and

WHEREAS the Southeast Alaska summer chinook salmon troll season was initially reduced by the state in 1980 prior to treaty implementation so that Alaska has contributed disproportionately more to the coastwide rebuilding program; and

WHEREAS a fair increase in the Southeast Alaska chinook salmon harvest quota can be allowed in order to lengthen the chinook salmon fishing season and soften the adverse socio-economic effects without jeopardizing the 1998 goal for the natural stock rebuilding program by focusing on stocks that are rebuilding faster than anticipated, including hatchery stocks, thus allowing benefits of the rebuilding program to be taken now;

BE IT RESOLVED that the Alaska State Legislature respectfully requests the United States section of the Northern Panel of the Pacific Salmon Commission to work, at its February 1989 meeting, to substantially increase the chinook salmon quota for Alaska in order to allow Alaska to share in the increased abundance and harvest of chinook salmon.

COPIES of this resolution shall be sent to Don W. Collinsworth, David A. Colson, John R. Donaldson, and S. Timothy Wapato, Commissioners, Pacific Salmon Commission.

**S J R**

**16**

BILL: SJR 16

NAME: CSSJR 16(ITT)

TITLE: Relating to the acquisition, preservation, and interpretation of the historic Kennecott Mine by the National Park Service in the Wrangell-St. Elias National Park.

PRIME SPONSOR: STURGULEWSKI

CO-SPONSOR: KERTTULA, SZYHANSKI, KELLY, COGHILL, UEHLING

CURRENT STATUS: LEGIS RESOLVE 42

STATUS DATE: 06/13/89

Selection=>

PF1 PF2 PF3 PF4 PF5 PF6 PF7 PF8 PF9 PF10 PF11 PF12
HELP SUBJ EXIT MENU TEXT PRINT BWD FWD FIRST LAST QUIT
SJR 16 Bill/Resolution Floor Action Page 2 of 3

Current Status: LEGIS RESOLVE 42

Table with columns: Jrn-Date, Jrn-Page, Action. Rows 1-18 detailing legislative actions from 01/24/89 to 03/23/89.

Selection=>

PF1 PF2 PF3 PF4 PF5 PF6 PF7 PF8 PF9 PF10 PF11 PF12
HELP SUBJ EXIT MENU TEXT PRINT BWD FWD CMT/JRNL FIRST LAST QUIT
BASIS Journal Text

02/27/89

\_SJR 16\_

SENATE JOURNAL

PAGE 0533

The Resources Committee considered SENATE JOINT RESOLUTION NO. 16 (Relating to the acquisition, preservation, and interpretation of the historic Kennecott Mine by the National Park Service in the Wrangell-St. Elias National Park) and a majority of the committee recommended the Senate Special Committee on International Trade and Tourism Committee Substitute offered on page 372 be adopted and do pass. The report was signed by Senator Fahrenkamp, Chair, and concurred in by Senators Frank, Eliason and Sturgulewski. Senators Halfor

# STATE OF ALASKA

STEVE COWPER, GOVERNOR

## DEPARTMENT OF NATURAL RESOURCES

OFFICE OF THE COMMISSIONER

400 WILLOUGHBY AVE.  
JUNEAU, ALASKA 99801-1798  
PHONE: (907) 485-2400

February 8, 1989

The Honorable Mike Szymanski  
Chairman  
Committee on International Trade and Tourism  
P.O. Box V  
Juneau, AK 99811

Dear Senator Szymanski:

Subject: SJR 16, Kennecott Mine

Background: An historic site recognized for its national significance, the Kennecott Mine site combines a fascinating history and association with well-known national political and industrial figures. The historic site is a complex of buildings set in a dramatic geographic location with mountains rising to over 16,000 feet to the north and the Kennecott Glacier draining into the Chitina River Valley to the west.

In the United States there has long been a strong relationship between historic preservation and tourism. From Mt. Vernon and Williamsburg in the east to Spanish colonial missions in the west, historic sites draw hundreds of thousands of visitors each year. In Alaska, historic resources in our local communities and state and national parks, including gold rush towns, totem parks, mining trails and sites, and Russian Orthodox churches, attract thousands of visitors.

Alaska has many untapped historic resources with potential as tourism destinations. The Kennecott Mine site provides an opportunity for tourism development in a rural area of the state, bringing with it opportunities for entrepreneurship and employment.

The benefits for historic preservation of these tourism sites are equally important, although less tangible. Preservation provides a cultural memory for the future. It teaches us the value of our

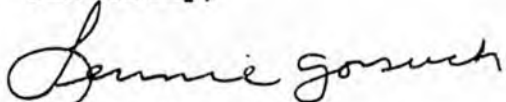
The Honorable Mike Szymanski -2-

February 8, 1989

historic resources and gives us a sense of who we are and how we got here. It gives us the tools to shape where we are going. Special places can inspire important ideas, emotions and recollections. The Kennecott Min site is a special place worthy of preservation.

Position: The Department of Natural Resources supports this resolution and looks forward to working with the committee and staff as it progresses.

Sincerely,



Lennie Gorsuch  
Commissioner

cc: Committee Members  
Bill Sponsors  
Bob Evans, Legislative Liaison  
Office of the Governor  
Denby Lloyd, Special Staff Assistant  
Office of the Governor  
Fred Fisher, Office of Management and Budget  
Office of the Governor

STATE OF ALASKA  
1989 LEGISLATIVE SESSION

BILL VERSION: SJR 16  
PUBLISH DATE: \_\_\_\_\_

FISCAL NOTE

REQUEST:

Revision Date: 8-Feb-89 Agency Affected: Natural Resources  
Title: Relating to acquisition, preservation of Kennecott Mine by Natl Pars Svc BRU: Management & Administration  
Sponsor: Sturgulewski, Kertulla, Szymaniski Kelly, and Coghill Components: Commissioners Office  
Requester: Special Committee on International Trade and Resources

EXPENDITURES/REVENUES: (Thousands of Dollars)

| OPERATING         | FY 89 | FY 90 | FY 91 | FY 92 | FY 93 | FY 94 |
|-------------------|-------|-------|-------|-------|-------|-------|
| PERSONAL SERVICES |       |       |       |       |       |       |
| TRAVEL            |       |       |       |       |       |       |
| CONTRACTUAL       |       |       |       |       |       |       |
| SUPPLIES          |       |       |       |       |       |       |
| EQUIPMENT         |       |       |       |       |       |       |
| LAND&STRUCTURES   |       |       |       |       |       |       |
| GRANTS, CLAIMS    |       |       |       |       |       |       |
| MISCELLANEOUS     |       |       |       |       |       |       |
| TOTAL OPERATING   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   | 0.0   |
| CAPITAL           |       |       |       |       |       |       |
| REVENUE           |       |       |       |       |       |       |

FUNDING: (Thousands of Dollars)

|               |     |  |  |  |  |  |
|---------------|-----|--|--|--|--|--|
| GENERAL FUND  |     |  |  |  |  |  |
| FEDERAL FUNDS |     |  |  |  |  |  |
| OTHER         |     |  |  |  |  |  |
| TOTAL         | 0.0 |  |  |  |  |  |

POSITIONS:

|           |  |  |  |  |  |  |
|-----------|--|--|--|--|--|--|
| FULL-TIME |  |  |  |  |  |  |
| PART-TIME |  |  |  |  |  |  |
| TEMPORARY |  |  |  |  |  |  |

ANALYSIS: (Attach a separate page if necessary)

Prepared by: <sup>B</sup> Larry Ostrovsky Phone: 465-2400  
Division: Commissioners Office Date: 8-Feb-89  
Approved by Commissioner: Lennie Gorsuch *Lennie Gorsuch* Date: 8-Feb-89  
Agency: Department of Natural Resources

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# KENNECOTT, ALASKA

Historic American Engineering Record  
Recording Project

Compiled by

Robert L. S. Spude  
Sandra McDermott Faulkner

National Park Service  
Alaska Region  
Anchorage, 1987

## Kennecott: Historical Overview

During the two decades preceding and those following World War I, when the United States produced more than half the world's copper, the mines at Kennecott, Alaska were among the nation's largest, and contained the last of the great high grade copper ore deposits discovered in the American West. Just as mining technology was gearing up to exploit the low-grade ores that remained in the West, the Kennecott mines exposed an ore deposit of a quality unequaled anywhere in the twentieth century. Mining journals and mining engineers used superlatives to describe the rich deposit found at the Kennecott mine. Competition for the ownership and the development of the mine affected territorial and national politics and led to the Ballinger-Pinchot affair.

On July 4, 1900, Clarence Warner and "Tarantula Jack" Smith staked the Bonanza mine outcrop. By mid-August they and nine of their partners had staked much of the ground which would become known as the Kennecott mines. A young mining engineer, Stephen Birch, was in the area and acquired options on the claims. Backed by Henry O. Havemeyer, a New York investor, Birch formed the Alaska Copper and Coal Company which was promptly sued by others claiming ownership of the rich deposit. From 1901 to 1904 the Chitina Exploration Company, which claimed to have grubstaked the prospectors, and the Copper River Mining Company, which claimed legal title, dragged the suit through territorial and federal court and were denied judgement in their

favor. The Supreme Court of the United States refused to hear the case.

In 1905 the Alaska Copper and Coal Company was reorganized as the Kennecott Mines Company. The Guggenheim family, controllers of the American Smelting and Refining Company (ASARCO) smelter monopoly, and J.P. Morgan, another wealthy industrial investor, entered the enterprise and organized the "Alaska Syndicate" to fund the mine's development. Between 1905 and 1911 the syndicate spent \$25 million to build mine and mill works, a 196-mile railroad, and organize a steamship line connecting the copper port of Cordova with ASARCO's Tacoma smelter. All this occurred prior to the first shipment of copper.

On April 8, 1911, the first trainload of copper, worth \$250,000, was shipped from Kennecott in 32 railroad cars. By 1916 production had reached 108,372,783 pounds of copper worth \$28,042,396. Kennecott was classed among the nation's largest mines, with those at Butte, Montana, Bisbee, Arizona, and Bingham Canyon, Utah. During 1915-1922 it ranked 3rd to 7th in production. With the building and operation of the mines and their supply line - the Copper River and Northwestern Railway - this was the largest, most costly, and complex mining enterprise in Alaska. But Kennecott's significance lies more in the quality of its ore. Despite the general assumption that Alaska's gold was preeminent, no single Alaskan placer gold district or gold lode entity was as productive of mineral wealth as the Kennecott.

At the same time, the Guggenheim's acquisition of fraudulent coal claims in the nearby Bering Rive coal fields caused a feud between Secretary of Interior Richard Ballinger and the head of the Forest Service, Gifford Pinchot. President William H. Taft inflamed the feud by firing Pinchot, but declared the coal claims invalid over Ballinger's protests. Taft's action effected the upcoming presidential election. The Alaska Syndicate failed to acquire the coal needed to fuel their railroad and mill and became, to many people, a monstrous grabber of Alaska's resources.

To meet the changing political and mining world, on April 12, 1915, the Guggenheim and Morgan interests formed the Kennecott Copper Corporation. Stephen Birch became the first president and saw to the transfer of the Alaska Syndicate holdings--the Kennecott Mines Company, the Copper River and Northwestern Railway, the Alaska Steamship Company, and the Beatson Copper Company, all in Alaska--into the new corporation. The phenomenal profits from the Alaska mine provided the capital to fund Kennecott's purchase of the Bingham Canyon mine in Utah and other low-grade mines in Nevada, Arizona, and New Mexico. By the 1930s, while the deposit in Alaska was nearing exhaustion, the corporation had expanded to become the nation's largest copper company and an international force in the metals market. The Kennecott business organization had met the shifting realities of the mining world.

The structures at Kennecott, cumulatively, are a true vestige of an early twentieth century copper mining camp. The mill represents mining technology of the era. The copper industry was transformed

during the first quarter of the twentieth-century by the ability to work large deposits of low grade ore by concentrating 2% or lower grade ore up to 50% to 80% copper concentrate, which then went to the smelter. Among other innovations were "leaching," where chemicals acted to dissolve out the mineral, then precipitate it into a concentrate, and "flotation," where oil or grease was used to separate, through a bubbling action, the mineral from its host rock. All these processes are represented at Kennecott; the ammonia leaching process was first successfully used on a commercial scale at Kennecott. E. Tappan Stannard perfected the process in 1915 and enabled the company to work its "low grade" (8%) ores. A flotation plant, planned earlier but delayed because of litigation between the patent holder and a number of western mining companies, was built in 1922-1923 (the year of an out of court settlement). Thus by 1924 the milling plant equalled, if not in size at least in function, all western copper mills. That year was the last year of major mining discoveries at Kennecott.

The Kennecott deposit, though rich, proved limited in extent. The operation closed in 1938 (producing an estimated \$200 to 300 million worth of copper in 28 years); the company vacated the camp and donated its railroad to the territory.

Unlike most Western mining companies capable of working with only geographically isolated, high grade ore deposits, the Kennecott Copper Corporation (backed by the Guggenheims) was able to reorient into an international conglomerate owning long-term, low grade ore mines. By designing the

world's first ammonia-leaching plant at the Kennecott site, the corporation was able to extract higher mineral values from the low-grade ores which were once discarded, ensuring further profits. Increased profits allowed investment and expansion elsewhere.

The camp of Kennecott is little changed since the 1938 closing and today provides a window into the technology and work environment of the early twentieth century. Technological artifacts remain in situ due to the site's remoteness. The mining camp, with its striking red buildings with white trim, dominated by the woodframe fourteen-story concentrator, is overwhelmed by the Kennecott Glacier and the Wrangell Mountains, which stand 14,000 feet above the camp. The camp is within the Wrangell-St. Elias National Park and Preserve/Kluane National Park (Canada) area, a World Heritage Site noted for its geology.

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### AEL TESTIMONY ON SJR 16 - KENNECOTT MINE

The Alaska Environmental Lobby strongly supports SJR 16. Preservation of the historical buildings at Kennecott and interpretation of the area's natural and human history for visitors will help fulfill the purposes for which the Park was established, and will help the local tourism industry as well.

I have spent time in the area myself; have witnessed the deterioration and collapse of some of the buildings; and can heartily attest to the value of adding the old townsite to the Park. The low-impact tourism that has sprung up in the area in recent years is a good example of an economic activity we support: one which contributes to a sustainable, high-quality way of life.

Senate International Trade & Tourism Committee  
February 8, 1989  
by Bill Glude

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