

ALASKA LEGISLATURE COMMITTEE FILES, 1989-1990 8672
6547 SENATE RESOURCES

951

STATE OF ALASKA
1989 LEGISLATIVE SESSION

BILL VERSION: S R 31
PUBLISH DATE: _____

FISCAL NOTE

REQUEST: _____

REVISION DATE: _____
TITLE: Relating to the bycatch of halibut by domestic fisheries
SPONSOR: Sen. Eliason
REQUESTOR: Sen. Eliason

AGENCY: _____
BRU: _____
COMPONENTS: _____

EXPENDITURES/REVENUES: (THOUSANDS OF DOLLARS)

	FY 89	FY 90	FY 91	FY 92	FY 93	FY 94
OPERATING						
PERS. SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND/BUILD.						
GRANTS/CLAIMS						
MISCELLANEOUS						
TOTAL	0	0	0	0	0	0
CAPITAL						
REVENUE						


FUNDING: (THOUSANDS OF DOLLARS)

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

POSITIONS:

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

ANALYSIS:

PREPARED BY: Sen. Eliason 

DATE: Feb. 24, 1989

PHONE No.: 465-4916

ALASKA STATE LEGISLATURE · SENATE

SENATOR RICHARD I. ELIASON

LABOR & COMMERCE COMMITTEE, CHAIRMAN
RESOURCES COMMITTEE
RULES COMMITTEE
SPECIAL COMMITTEE ON HIGH SEAS
SALMON INTERCEPTION
SELECT COMMITTEE ON
LEGISLATIVE ETHICS



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SITKA, ALASKA 99835

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JUNEAU, ALASKA 99811
(907) 465-4918

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M E M O R A N D U M

TO: Senator Bettye Fahrenkamp, Chairman
Senate Resources Committee

FROM: Senator Dick Eliason *Dick Eliason*

DATE: February 22, 1989

RE: SJR 31, relating to the bycatch of halibut by
domestic fisheries and an on-board observer program

Senate Joint Resolution 31, relating to the bycatch of halibut by domestic fisheries and an on-board observer program, which I sponsored, has been referred to the Senate Resources Committee.

The issue of bycatch in the domestic fisheries is the focus of much concern at this time. Halibut bycatch in the domestic fishery will be the subject of discussion at North Pacific Fisheries Management Council meetings in the near future, and for this reason I hope that you will schedule SJR 31 for a hearing by the Senate Resources Committee as soon as possible.

Thank you for your consideration.

INCIDENTAL CATCH AND MORTALITY FOR PACIFIC HALIBUT
THROUGH 1988 AND PROJECTIONS FOR 1989

by

Robert J. Trumble

Pacific halibut are caught inadvertently in fisheries targeting on various groundfish and shellfish species, and estimates of this incidental catch indicate the removals are substantial. The International Pacific Halibut Commission (IPHC) is supplied with estimates of the incidental catch in foreign and joint venture fisheries by the U.S. National Marine Fisheries Service (NMFS) through the Observer Program. Estimates of bycatch in other fisheries are generated by IPHC staff from information collected on research surveys or through predictive models. This report provides the current estimates of halibut bycatch, and reviews new bycatch control measures instituted by the North Pacific Fishery Management Council (NPFMC).

Current Estimates of Incidental Mortality

Most halibut that are incidentally caught are injured to some degree during the capture process. However, not all fish which are returned to the sea die, so the incidental mortality is less than the actual catch. The likelihood of a halibut being killed during incidental capture depends upon the fishing operation. Mortality in trawls with long tows, large catches and slow sorting is usually very high, approaching 100 percent. Trawling operations that transfer the trawl contents to a mothership for processing also exhibit mortality rates close to 100 percent, as the sorting process is very slow and the catches are usually large. Mortality in short trawl tows with small catches and quick

sorting has been estimated at 50 percent. Bycatch mortality associated with longline gear is believed to be about 25 percent, as the fish can usually be released with minimal damage to the jaw. However, the recent introduction of crucifiers into the longline fisheries for sablefish (Anoplopoma fimbria) and Pacific cod (Gadus macrocephalus) may result in a higher mortality rate for longline fisheries. Mortality in crab pots is believed to be 100 percent.

Historically, halibut incidental mortality was relatively small until the 1960s, when it increased rapidly due to the sudden influx of foreign fishing vessels off the North American coast (Figure 1). Directed halibut harvest in the Bering Sea by Japan is included. The total incidental mortality peaked in 1962 at about 25 million pounds. Halibut bycatch declined during the 1960s, but increased to about 20 million pounds in the early 1970s. The Bycatch dropped to a 13 million pound level during the late 1970s and early 1980s. By 1986, the incidental mortality declined to 7 million pounds, the lowest level in recent history. However, incidental mortality has increased since 1986, reaching 10.9 million pounds in 1988. By area, the 1988 bycatch mortality is estimated at 1.45 million pounds in Area 2 (Southeast Alaska, British Columbia, and the Pacific coast), 3.51 million pounds in Area 3 (central and western Gulf of Alaska) and 5.95 million pounds in Area 4 (the Bering Sea and Aleutian Islands) (Figure 2). Estimates of the incidental mortality for 1979-1988 are shown in Table 1.

The recent increase in incidental mortality has occurred despite a reduction in foreign fishing off Alaska and is attributed to increased mortality by joint venture and fully domestic groundfish fisheries. The objectives of U.S. extended jurisdiction legislation included fully "Americanizing" the groundfish fisheries in U.S. waters. The NPFMC has adopted policies and regulations that encouraged joint ventures between domestic catcher vessels and foreign processors

when U.S. processing capacity was insufficient. As domestic processing increased, both through at-sea processing vessels and shore-side plants, harvest priorities shifted to fully domestic operations. As the mix of foreign, joint venture and fully domestic fishing has changed over the past several years, so has the source of bycatch mortality. Figure 3 shows 1980-1988 bycatch mortality in Alaskan waters attributed to foreign, joint venture and fully domestic groundfish fishing, with projected bycatch mortality for 1989. The NMFS provides estimates of foreign and joint venture bycatch from a comprehensive observer program required by the Magnuson Fishery Conservation and Management Act. No such requirements apply to the fully domestic fishery, and bycatch estimates are made indirectly rather than with complete observer coverage.

Halibut killed as bycatch are generally sublegal in size. To incorporate the estimates of incidental mortality into the population assessment models used for halibut, the mortality must be converted into "adult equivalents," i.e. the number of pounds of adult halibut that are represented by the estimated mortality of sublegal (juvenile) fish. This process requires examining changes in the population size resulting from fish growth and natural mortality. The weight gain to the population from growth is greater than the weight loss to the population due to natural mortality; therefore, incidental mortality causes a loss in yield that is larger than the actual incidental mortality. The conversion factor used to estimate adult equivalents is 1.58, i.e. one pound of bycatch mortality equals 1.58 pounds of lost adult halibut yield. A review of this methodology is currently underway, with the objective of determining size-specific adult-equivalent adjustment factors. Incidental mortality for 1979-1988 expressed as adult equivalents is shown in Table 1.

Table 1. Estimated incidental mortality of halibut by regulatory area and year for 1979-1988 and calculated loss in adult equivalents. Estimates are in thousands of pounds (net weight). Estimates for 1988 are through October, 1988 and are considered preliminary.

Year	Area 2A	Area 2B	Area 2C	Area 3A	Area 3B	Area 4	Coast-wide Total	Adult Equiv.
1979	l	1,852	821	5,780	935	5,419	14,808	23,397
1980	l	1,372	520	5,852	1,246	9,235	18,226	28,797
1981	tr	1,188	507	4,720	1,563	6,408	14,386	22,730
1982	tr	867	302	3,797	2,175	4,756	11,897	18,797
1983	l	943	304	2,957	1,935	3,543	9,683	15,299
1984	tr	1,074	302	2,140	1,507	4,692	9,715	15,350
1985	tr	1,139	301	1,001	577	4,207	7,225	11,416
1986	l	1,161	303	836	410	4,472	7,183	11,349
1987	tr	1,150	303	2,241	873	5,253	9,820	15,515
1988 ¹	l	1,150	303	3,390	128	5,945	10,916	17,247

¹Preliminary

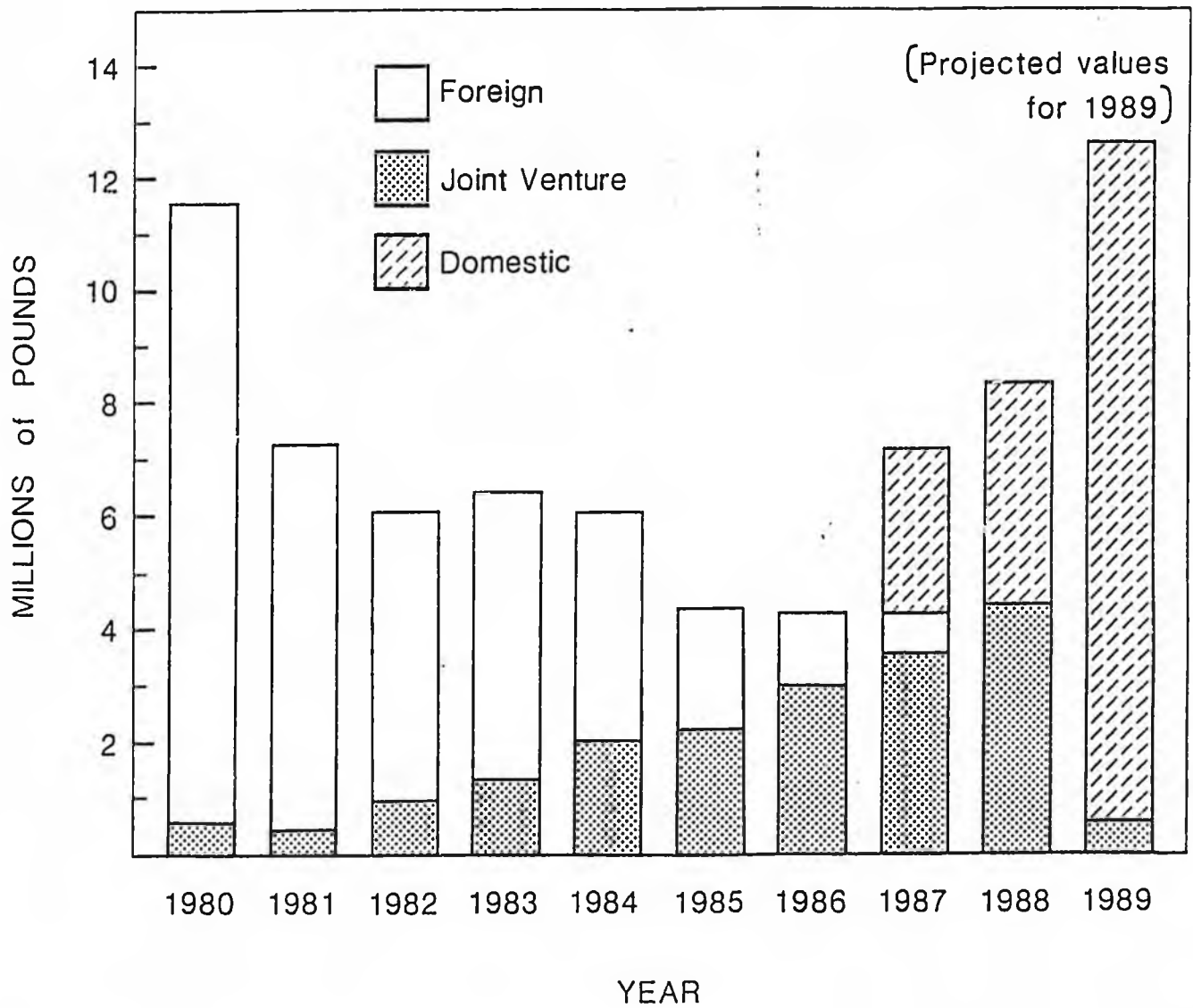


Figure 3. Halibut bycatch mortality in the groundfish fisheries off Alaska, 1980-1989.

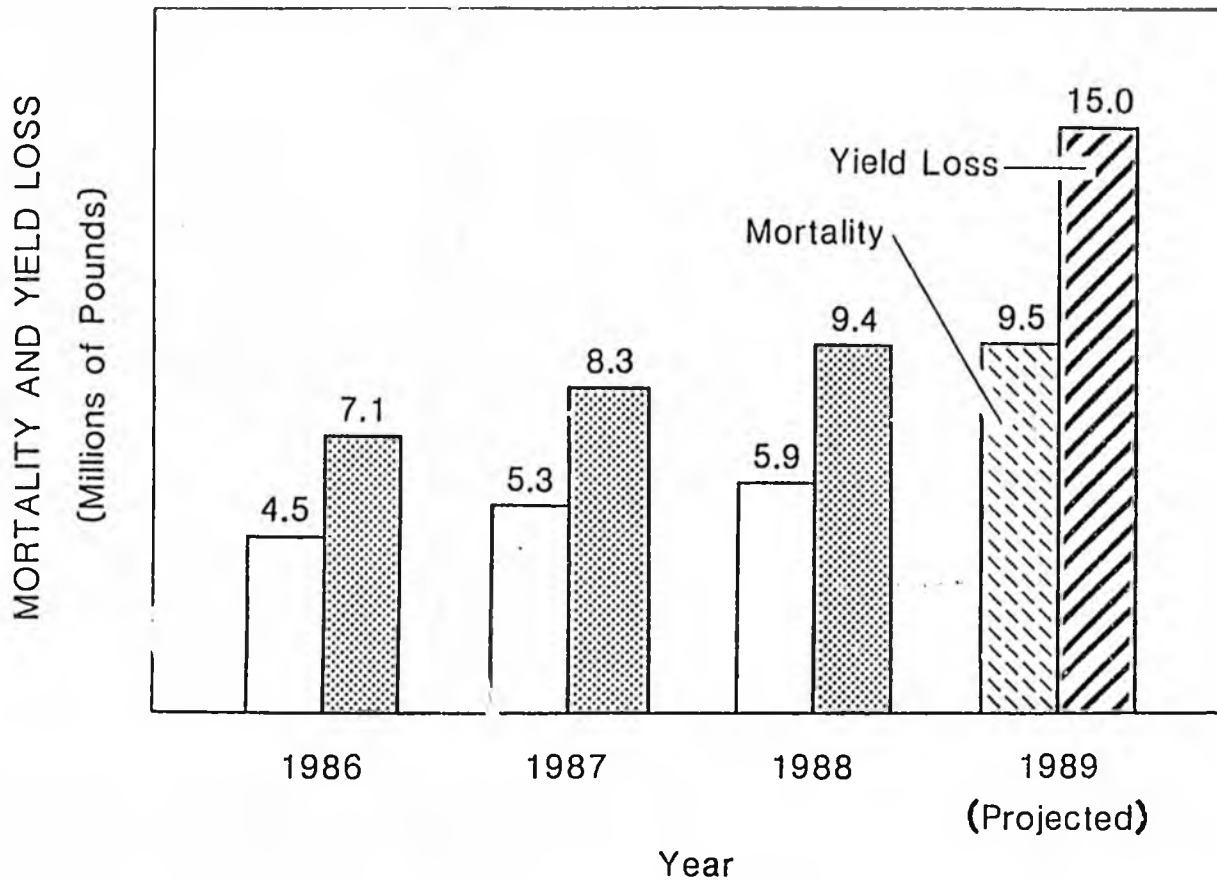


Figure 5. Bering Sea halibut bycatch mortality and yield loss since 1986, with 1989 projections.

BILL: SJR 31

NAME: HCS SJR 31(RES)

TITLE: Relating to the bycatch of halibut by domestic fisheries and an on-board observer program.

PRIME SPONSOR: ELIASON

CO-SPONSOR: BINKLEY, ZHAROFF, JONES, KERTTULA, STURGULEWSKI

CURRENT STATUS: LEGIS RESOLVE 16

STATUS DATE: 04/12/89

Selection=>

PF1	PF2	PF3	PF4	PF5	PF6	PF7	PF8	PF9	PF10	PF11	PF12
HELP		EXIT	MENU	TEXT	PRINT	BWD	FWD		FIRST	LAST	QUIT
SJR 31											

Bill/Resolution Floor Action

Page 2 of 3

Current Status: LEGIS RESOLVE 16

	Jrn-Date	Jrn-Page	Action
1	02/21/89	471	(S) READ THE FIRST TIME - REFERRAL(S)
2	02/21/89	471	(S) RESOURCES
3	03/07/89	661	(S) RES RPT 4DP
4	03/07/89	661	(S) ZERO FN PUBLISHED (F&G)
5	03/07/89	667	(S) CO-SPONSOR ADDED: STURGULEWSKI
6	03/10/89	727	(S) RULES TO CALENDAR
7	03/10/89	732	(S) READ THE SECOND TIME
8	03/10/89	732	(S) ADVANCED TO THIRD READING UNAN CONSENT
9	03/10/89	732	(S) READ THE THIRD TIME SJR 31
10	03/10/89	733	(S) PASSED Y18 N- X2
11	03/10/89	735	(S) TRANSMITTED TO (H)
12	03/13/89	605	(H) READ THE FIRST TIME - REFERRAL(S)
13	03/13/89	605	(H) RESOURCES
14	04/06/89	904	(H) RES RPT HCS(RES) 6DP
15	04/06/89	904	(H) PREVIOUS SENATE ZERO FN (F&G) 3/7/89
16	04/07/89		(H) RULES TO CALENDAR 4/7/89
17	04/07/89	941	(H) READ THE SECOND TIME
18	04/07/89	941	(H) RES HCS ADOPTED UNAN CONSENT

Selection=>

PF1	PF2	PF3	PF4	PF5	PF6	PF7	PF8	PF9	PF10	PF11	PF12
HELP		EXIT	MENU	TEXT	PRINT	BWD	FWD	CMT/JRNL	FIRST	LAST	QUIT
SJR 31											

Bill/Resolution Floor Action

Page 3 of 3

Current Status: LEGIS RESOLVE 16

	Jrn-Date	Jrn-Page	Action
1	04/07/89	941	(H) ADVANCED TO THIRD READING UNAN CONSENT
2	04/07/89	941	(H) READ THE THIRD TIME HCS SJR 31(RES)
3	04/07/89	941	(H) PASSED Y36 N- X4
4	04/07/89	944	(H) TRANSMITTED TO (S) AS AMENDED
5	04/08/89	1126	(S) CONCUR AM OF (H) Y16 N- X4
6	04/11/89	1188	(S) 2:40 PM 4/11/89 TRANSMITTED TO GOVERNOR
7	04/14/89	1234	(S) READ BY GOVERNOR 4/12 LEGIS RESOLVE 16

Selection=>

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

U.S. trawlers devastate halibut

U.S. factory ships are destroying the halibut stocks and Canadian fishermen are paying the price with a proposed 50 percent quota reduction over the next three years.

"It is absolutely criminal that these floating processors targeting groundfish are taking millions of pounds of young halibut," said UFAWU business agent John Radoševic Feb. 16. "There is no excuse for this blatant destruction of the halibut resource."

During the International Pacific Halibut Commission held in Vancouver in January, Radoševic walked out, charging the Canadian government representatives refused to stand up to the Americans.

He called for fisheries minister Tom Siddon to reject the IPHC recommendations for the 1989 season and call an emergency meeting of all advisors "to consider Canada's deteriorating position."

He also demanded Siddon relieve the present Canadian halibut commissioners of their posts and replace them with fishermen who will stand up for Canada's rights.

Radoševic's charges of massive over-fishing by U.S. groundfish trawlers in the Bering Sea were echoed by IPHC director Don McCaughran, who was angry at the lack of controls on the vessels.

"We're in a major bloody battle with

those guys," he charged. "There is no question there is a hell of a problem."

The IPHC estimates the processors will take 17 million pounds in 1989 — the entire Canadian quota in 1989 is 10 million — but Radoševic says there is no doubt the real figure is much higher.

"There is almost no observer program so there are no accurate figures on the by-catch or the illegal catch of halibut," he said. "U.S. enforcement officers admit the figure could 50 million pounds or more."

McCaughran is confident the IPHC figure is accurate, but adds that "John Radoševic is right — we don't know exactly what's being taken."

The problem goes back three decades when Japanese trawlers were fishing on the halibut nursing grounds. In the late 1950s this practice was banned. The by-catch increased until 1982 when new regulations forced the 150 Japanese vessels hold down their catch of halibut to eight million pounds.

In recent years the U.S. has forced the Japanese out and "Americanized" the fishery with its own fleet of factory trawlers. These ships are back on the nursing grounds and doing nothing to control the by-catch of juvenile halibut.

McCaughran said factory ship owners

See IPHC — page 20

CONTINUED FROM PAGE 1

are claiming they can't handle regulations because of this attempt to "Americanize" the fishery.

"That's the song and dance they are laying on Washington," he said. "They are trying to act like they have a bunch of fools running the boats."

There are several ways to limit the amount of juvenile halibut the processing fleet is taking including closing the fishing in

the winter time on juvenile spawning grounds.

Another method is to stop fishing so hard on the bottom where the juvenile halibut is schooled.

When the Japanese did this, it saved tremendous amounts of fish, McCaughran said.

But he cautioned the trawler owners are opposed to this type of action.

"They won't do a goddamn thing," he said. "They want no regulations."

Radoševic said the U.S. government has all but said it is willing to sacrifice the halibut fishery to facilitate the U.S. trawl fishery.

The IPHC and the North Pacific Fisheries Council are proposing an emergency regulation be implemented which would set the ceiling at an estimated 13 million pounds, far above the former ceiling of eight million pounds for the Japanese.

The regulation has to be approved by Washington and *Fisherman* sources report lawyers for floating processors are lobbying strongly to quash the regulation if it becomes law.

McCaughran called the regulation a beginning, but agreed there was no good reason for it not to be lowered to eight million pounds.

"It's because they want to Americanize the fishery and you to give them all the breaks they can because they're 'poor stupid Americans,'" he said. "We don't believe this."

But even this regulation will be hard to enforce since there is no proper observer system on the boats. Short of having an observer on almost every vessel, there can be no guarantees on the amount being taken

For the Canadian fishermen, the cutbacks are already being felt. The quota this year has been lowered to 10 million pounds from 12.5 million last year. This is a direct result of the trawl fishery.

"You are paying the price for it," McCaughran said. "They are intercepting juvenile halibut headed for B.C.."

But the projected collapse of the stocks has led the commission staff to estimate the reduction in the fishery will reach an estimated 50 percent in the next three years.

Radoševic said the federal government has refused to stand up to the U.S. on this issue and as a result our own halibut fishery is being sacrificed.

"We should be screaming blue murder because everybody agrees U.S. fishing is destroying our halibut," he said.

"THE FISHERMAN" FEB 17, 1989
(A Canadian Fishing Newspaper)

S J R

33


Senator John Binkley

Senate Finance Committee
P.O. Box V • Juneau, Alaska 99811 • (907) 465-4985

Finance Committee
Co-Chairman

MEMORANDUM

March 28, 1989

TO: Senate Resources Committee Members
FROM: Senator John Binkley 
RE: SJR 33

Almost every Alaskan is now aware that the interception of Alaska salmon and steelhead stocks by high seas foreign fishing fleets is having major political and economic impacts on the Alaska fishing industry. We continue to lose millions of dollars in lost fishing opportunities each year as a result of both legal and illegal salmon gillnetting on the high seas, as well as unregulated squid fishing in the North Pacific and Bering Sea.

The Legislature recently passed Senate Joint Resolution 6 which I sponsored and which calls upon the Congress, the United States State Department, and the American section of the International North Pacific Fisheries Commission to take steps to end these interceptions of Alaska fish. One of those steps included adding amendments to the Magnuson Fishery Conservation and Management Act to ensure that United States jurisdiction over American anadromous species will be effectively enforced to stop the interception of salmon and steelhead on the high seas.

The Magnuson Act, passed in 1976, is due for reauthorization by the Congress by September 30, 1989. This legislation established a management system for fisheries within the United States Exclusive Economic Zone, from 3 miles to 200 miles off the shoreline.

One of the major principles of the Magnuson Act is that the United States has jurisdiction over American anadromous species, such as salmon and steelhead, wherever they migrate on the high seas beyond the U.S. EEZ.

Senate Joint Resolution 33 calls for the Congress to reauthorize the Magnuson Act this year and to amend it to give federal and state agencies additional authority in stopping the illegal harvest of salmon and steelhead on the high seas.

The amendments that are listed in SJR 33 are not meant to be all-inclusive. However, they do represent the thinking of most major fishing organizations in Alaska at this time.

March 28, 1989
Page Two

There is some speculation that the Congress might opt for a simple, one-year extension of the Magnuson Act, without allowing any amendments to the legislation. I believe it is important for the Alaska Legislature to send a strong message to the Congress that this would not be acceptable; that the reauthorization process this year offers an excellent opportunity to strengthen the United States' hand in dealing with the interception issue, and that amendments such as these could provide some relief within the next year to Alaska fishermen suffering from the impacts of these interceptions.

The amendments themselves as listed in SJR 33 are not specific. Rather, they detail general concepts with the actual technical details to be worked out during the legislative process.

STATE OF ALASKA

DEPARTMENT OF FISH AND GAME

OFFICE OF THE COMMISSIONER

STEVE COWPER, GOVERNOR

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

March 29, 1989

The Honorable Betty Fahrenkamp
Alaska State Senator
P.O. Box V
Juneau, AK 99811

Dear Senator Fahrenkamp:

We appreciate the opportunity to bring you up to date on the state's efforts to formulate amendments to the Magnuson Fishery Conservation and Management Act (MFCMA) as you consider Senate Joint Resolution 33 relating to Congressional reauthorization of this Act.

The Magnuson Act originally established a regime for managing fisheries that provides for adequate conservation and appropriate allocation of fishery resources among users. This law, originally enacted in 1976, is the most important fisheries management legislation developed by Congress. The underlying principles set forth by the Magnuson Act provide critical guidance for management of fisheries species economically important to Alaska, nearby states of the Pacific Northwest, and throughout the nation.

The state supports Congressional action necessary for reauthorization and the continuation of the basic principles set forth by the Magnuson Act. However, we are also interested in potential amendments to strengthen the Act and address specific issues. As you may know, Congress will begin hearings on reauthorization in May of this year. The Administration has formed a workgroup to develop a package of recommendations for MFCMA reauthorization. The workgroup is being coordinated by the Department of Fish and Game and includes staff from the Department of Commerce, the Office of International Trade, and the Governors Office both in Juneau and Washington D.C.

At this time, agency staff and affected interest groups have identified several issues that may become the basis for state supported amendments to the Act. High seas salmon interception and the "donut hole" issue are high on the list, and are examples of topics under consideration for state supported amendments. Other topics include extending state jurisdiction to the new 12 mile territorial sea, expansion of the Pelly Amendment, provisions to improve the

March 29, 1989

U.S. government's efforts to monitor foreign fleets and enforce U.S. fishing laws, support to continue the current geographic balance on the North Pacific Fishery Management Council, measures to ensure that any limited access system provide for access by Alaskans to the resource, and consideration of the community development quota concept for fisheries development in rural areas of Alaska.

The Administration will continue to work with interest groups and the legislature to identify concerns that might be appropriately addressed in the form of amendments to the Magnuson Act. As we continue our work we will be sure to provide you any information we develop on the Magnuson Act and possible amendments.

Sincerely,



David Benton
Director
Office of External and
Intern'l Fisheries Affairs

PROPOSED AMENDMENT TO SJR 33

pg. 2, insert after line 13, a new (4): establishment of a country of origin certification program, whereby all salmon legally caught in the United States are identified, labeled and documented as salmon of the United States; and a request that all other nations of origin establish similar programs.

Re-number other amendments accordingly.

This amendment refers to legislation that is currently being prepared by Senator Murkowski, and is proposed at the request of his staff. The intent of this provision is that it is illegal for other than "nations of origin" to market, transport or purchase salmon unless otherwise approved by the United States, and that only legally caught salmon will have the required documentation as proof.

PROPOSED AMENDMENT TO SJR 33

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The committee adopted this language,
and passed out a CS SJR 33 (Res)
today.

Nancy

FISCAL NOTE

REQUEST:

Revision Date: _____ Agency Affected: Fish and Game
 Title: Reauthorization of the Magnuson Fishery Conserv. & Mgmt. Act/Congress BRU: _____
 Sponsor: Senator Binkley et. al. Components: _____
 Requestor: _____

EXPENDITURES/REVENUES: (Thousands of Dollars)

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

FUNDING: (Thousands of Dollars)

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

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : (Attach a separate page if necessary)

CSSJR 33 addresses amendments that the Legislature would like to see Congress adopt in reauthorizing the Magnuson Fishery Conservation and Management Act. The department is involved in the Congressional process and can participate in the amendment process without additional appropriations.

Prepared by: Deborah L. Greenberg, Special Asst. Phone: 465-4100
 Division: Commissioner's Office Date: 4/4/89

Approved by Commissioner: *Walter H. Aiken* Date: 4/4/89
 Agency: Fish and Game

Distribution (by preparer):

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

FISCAL NOTE

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Revision Date: _____ Agency Affected: Fish and Game
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EXPENDITURES/REVENUES: (Thousands of Dollars)

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

FUNDING: (Thousands of Dollars)

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

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : (Attach a separate page if necessary)

SJR 33 addresses amendments that the Legislature would like to see Congress adopt in reauthorizing the Magnuson Fishery Conservation and Management Act. The department is involved in the Congressional process and can participate in the amendment process without additional appropriations.

Prepared by: Deborah L. Greenberg, Special Asst. Phone: 465-4100
 Division: Commissioner's Office Date: 4/4/89

Approved by Commissioner: *H. W. Wiley* Date: 4/4/89
 Agency: Fish and Game

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

**FISCAL NOTE(S) MUST BE ATTACHED
IN ACCORDANCE WITH AS 24.08.035

DATE TURNED INTO OFFICE 4/4/89

2/28/89

Mr. President:

Resources

Committee considered

SJR 33

reauthorization of the Magnuson Fishery Conservation and Management Act
by Congress

and recommended:

replace with CS SJR 33 (Resources) same title
 new title

attached amendment(s) and

_____ letter of intent adopted

do pass

do not pass

no recommendation

individual recommendations

further referral to _____

FISCAL NOTE(S) attached zero
 appropriation no FN attached

fiscal impact
 Gov. FN introduced w/ bill

MEMBERS SIGNING DO PASS

OTHER RECOMMENDATIONS

Rich Halford
[Signature]
[Signature]
[Signature]
Alvin Fungulinski

[Signature]
Chairman signature and recommendation

Committee backup attached

my and the United States' balance of trade;

BE IT RESOLVED that the Alaska State Legislature respectfully requests
the Congress to reauthorize the Magnuson Fishery Conservation and Manage-
ment Act this year and to add the following amendments as a minimum:

HIGH SEAS SALMON INTERCEPTION
Background Summary

ISSUE

Interception of Alaskan salmon stocks by high seas foreign fishing fleets is having major political and economic impacts on the Alaskan fishing industry. The state can play an important role in resolving this ongoing problem.

BACKGROUND-HISTORY

General

- A. Alaskan salmon migrations-general life history
 - 1. 0-3 years freshwater
 - 2. 1-5 years ocean
 - a. Far ranging ocean migrations
 - b. Susceptible to high seas harvest within and outside U.S. and USSR 200 mile zones
 - c. Order of susceptibility generally: chinook, sockeye, coho, steelhead, chum, pink
- B. Earliest record of interceptions: 1930s Japanese incursions into entrance of Bristol Bay
- C. Development of Japanese high seas salmon fisheries
 - 1. Early Fisheries onshore in Siberia, Kurile Islands
 - 2. Forced offshore in 1920s
 - 3. Cessation of fishing in WWII
 - 4. 1950s strong offshore movement/development
 - a. Total catches as high as 100 million salmon in early 1950s
 - b. Mothership fishery - Northern North Pacific and Bering Seas. 16 motherships, 400 catcher boats peak effort in 1959
 - c. Landbased fishery - North Pacific. 371 independent offshore vessels at peak in 1975
 - d. Vessels fish about ten miles of net per boat

INPFC

- A. International North Pacific Fisheries Convention signed in 1952 - US/Canada/Japan
 - 1. Abstention line (eastern boundary) at 175°W to protect North American salmon (Map A)
 - 2. Consensus required for change

B. 1952 to 1978 minimal change without Japanese concurrence

1. Scientific studies established North American stocks to west of 175°W
2. High seas gillnets dropout rate of 50 percent not reported as catch
3. Harvest of many immature salmon and even matures well short of growth potential
4. Impacts on Alaskan runs may have been as high as 10,000,000 fish per year
5. Primary known impacts on western Alaska coho and chinook, Bristol Bay sockeye and central Alaska chinook
6. In the case of western Alaska coho high seas catch may have exceeded inshore catch in some years

C. 1978 renegotiation

1. Moved Japanese fleets west over 400 miles (Map B)
2. 200 mile limit impetus
3. May have reduced interceptions as much as 70-80 percent. Some inshore runs showed dramatic increases even beyond what would be explained by better survival picture experienced throughout Alaska
4. Continuing impacts - maybe 2,000,000 fish per year
 - a. Western and central Alaska chinook
 - b. Central and western Alaska coho - reduced from prior years
 - c. Bristol Bay sockeye - although greatly reduced from prior years
 - d. Steelhead
 - e. Illegal fishing - landbased, mothership

D. 1986 renegotiation (Map B)

1. Bering Seas (donut) phaseout by 1994
2. Freeze on effort in U.S. EEZ
3. Landbased 1° line movement and enforcement
4. Research and monitoring provisions - mothership observers
5. Provisions for renegotiation
6. Would have reduced remaining interceptions by about 20 percent by 1994 if enforced, but chinook interceptions would be cut by one-half. Actually Soviet quota reductions and current ban on fishing in U.S. EEZ if INPFC guidelines are retained will have reduced remaining interceptions by 80 percent or to about 5 percent of what was occurring pre-1978.

E. Current and future status

1. Marine mammal suit - ban on EEZ fishery
 - a. Japanese threats - INPFC withdrawal (?)
 - b. Alternate fishing areas request
2. MMPA reauthorization
 - a. Request for foreign exemption
 - b. Quid pro quos
 - c. Environmentalist interests - cooperative opportunities
3. Mothership - landbased economic/political situation. Mothership; fishery may be economically defunct but landbased still viable and a strong political force on Japan.

USSR - GOJ Salmon

A. Treaty since 1956, annual negotiations

1. Initially regulated areas, times, gear
2. Evolved to quotas by species by fishery in mid-1970s
3. Banned fishing in USSR 200 mile zone in 1977
4. Bans fishing in some areas outside USSR 200 mile
5. Total quota reduced to only 14.5 million salmon in 1988 compared to longer term historical catches in the 40-to-65-million range
6. Charged Japan for fishing privileges (\$26.8 million in 1988)

B. Current Impacts

1. Quotas are for all salmon - North American and Asian not differentiated
2. Quotas dramatically reduced 1985-1988 to about 20 percent in mothership, 70 percent in landbased
3. Mothership fleet reduced from a high of 16 motherships and 400 catcherboats in 1959 to one mothership and 43 catcherboats in 1988
4. Landbased fleet reduced from 371 offshore vessels in 1975 to 157 in 1988
5. New Joint venture strategies
 - a. Processing for USSR catcherboats
 - b. Hatchery joint construction and harvesting

US/USSR GIFA

- A. Negotiated spring 1988, will be ratified in November

- B. Provides for consultative committee member and alternate each side. Meet at least annually
- C. Article VII deals with salmon
 - 1. Cooperation in management of high seas fisheries
 - 2. Agree on undesirability of high seas fisheries
- D. Reciprocal fishing agreements
 - 1. Paves the way for industry ventures in each others zones
 - 2. Crab ventures in USSR EEZ being planned
- E. Provides for management cooperation in other high seas fisheries management
 - 1. Donut
 - 2. Squid fisheries

Donut Fisheries

- A. Trawl harvests have expanded from nothing to nearly 1,300,000 mt (reported) in last four years
- B. Observed illegal fishing in U.S. EEZ from vessels supposedly operating in international waters of donut. Total catch may be underestimated - little or no monitoring
- C. Observer data on donut trawl very fragmentary
 - 1. No herring observed
 - 2. Salmon bycatch rates quite variable. Mainly chinook
 - a. Number of observations minimal
 - b. Expansion of samples to total chinook catch results in 2,000- 9,000/year total in five of six years and 200,000 in 1988 (small sample)
 - c. Impacts could be significant
- D. Sitka multilateral pollock science conference
 - 1. Inconclusive on donut stock composition as far as any consensus between nations
 - 2. In our view, data sufficient for management conclusions
 - a. Most probably major stock interactions between U.S. EEZ and donut

- b. Present level of harvests will probably have a negative effect on U.S. fisheries and EEZ pollock stocks
- c. There is a need for more research to better define pollock biomass and stock migrations

Squid Fisheries

- A. Japanese jig fisheries in western North Pacific are longstanding with little interaction with U.S. EEZ resources. Jig fisheries moved offshore in 1974
- B. Japanese gillnet vessels proliferated to around 500 in last ten years largely based on transfers from mothership and landbased fleets as Soviet quotas decreased
 - 1. Korea and Taiwan later entries - 1980 and 1982 respectively
 - 2. Over 700 vessels total with over 10,000 miles of gillnet of a size which will capture salmon
 - 3. Know fishing area larger than the continental U.S. (Map C)
 - 4. Squid catches with drift gillnets average 180,000-260,000 metric tons per year
- C. Japanese management - domestic regulation
 - 1. Area fishing restrictions with western boundary at 145°W and northern boundary movable by month to keep vessels out of colder salmon waters. 46°N is upper boundary
 - 2. Ban on retention or sale of salmon
 - 3. No evidence of significant salmon bycatch or retention
 - a. Little observer data. Plans for expanded coverage cancelled when Japan denied mothership MMPA permit for 1988
 - b. Only fragmentary observations of landings in Japan. No salmon observed
 - c. Many observations of illegal fishing north of boundary even with minimal U.S. observation capability
 - d. Domestic enforcement minimal
- D. Taiwanese management - domestic regulation
 - 1. Under U.S. pressure adopted generally same regulations as Japan
 - 2. No enforcement we are aware of
 - 3. Many indications of illegal salmon catch and sale

- a. Same fleet mounted a directed salmon fishery in Asian waters three and four years ago. Three to four million catch per year. Japanese banned Taiwanese salmon imports
- b. Major Hong Kong/Singapore illegal transshipment through Tacoma to Japan of salmon probably caught by Taiwanese fleets uncovered three years ago, about 4,000,000 pounds were involved, mostly chums
- c. Unspecified origin coho on European market
- d. Very few observations of Taiwanese fishing - fleet operation an unknown

E. Korean management

- 1. No known regulations
- 2. Are cooperating to some degree on observers
- 3. One observer trip recently - no salmon, but significant catches of albacore and billfish

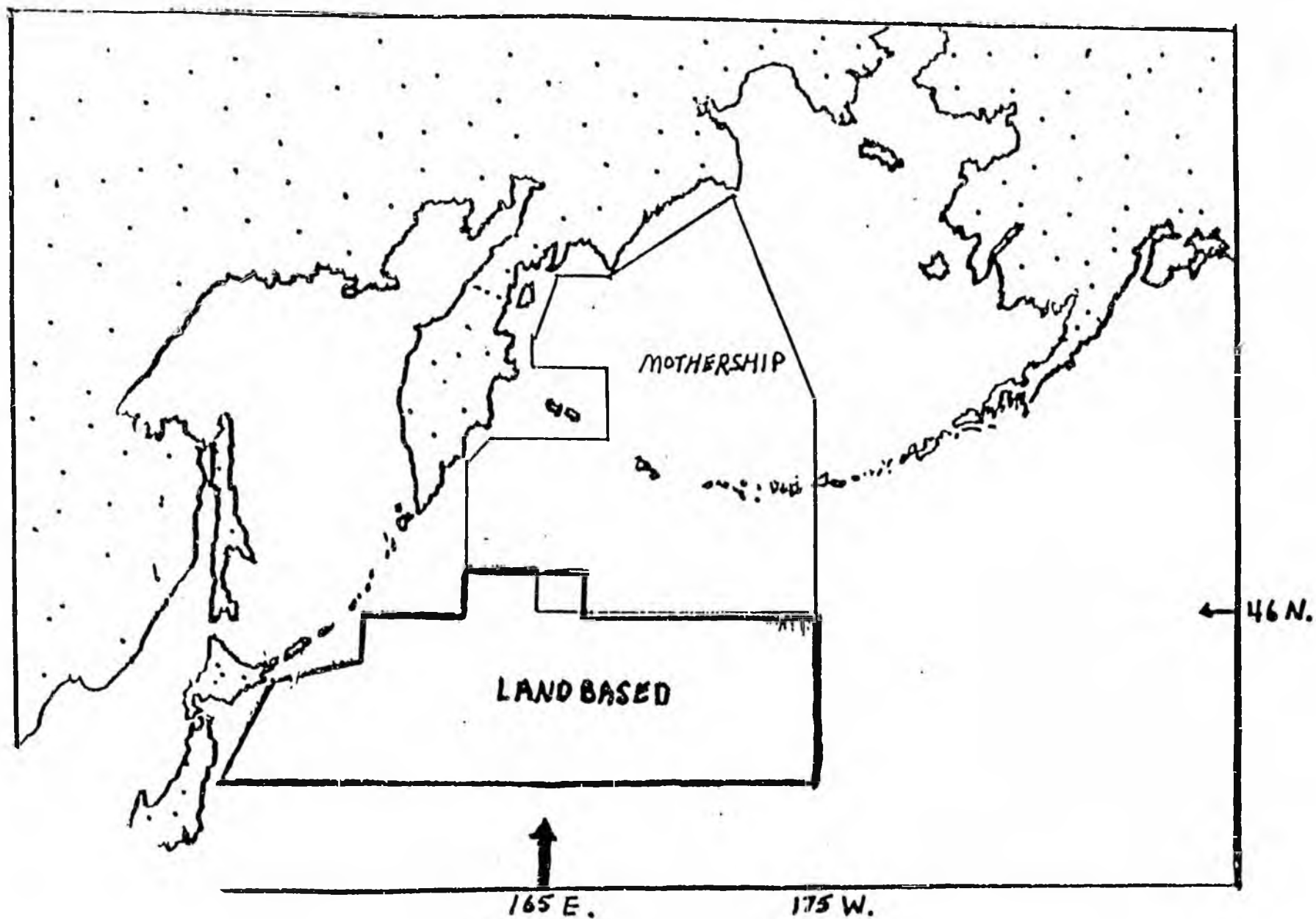
F. Squid - salmon overlaps

- 1. Definitely area of overlap on northern boundary
- 2. Generally Japanese regulations would be acceptable if enforced
- 3. 1988 salmon run problems in some areas of Alaska have heightened interest in interceptions
 - a. Reports of net marked fish in Bristol Bay
 - b. Southeast coho run shortfall
 - c. USCG budget cuts, minimal patrol - feeling that squid fleets could be fishing anywhere

G. Driftnet legislation

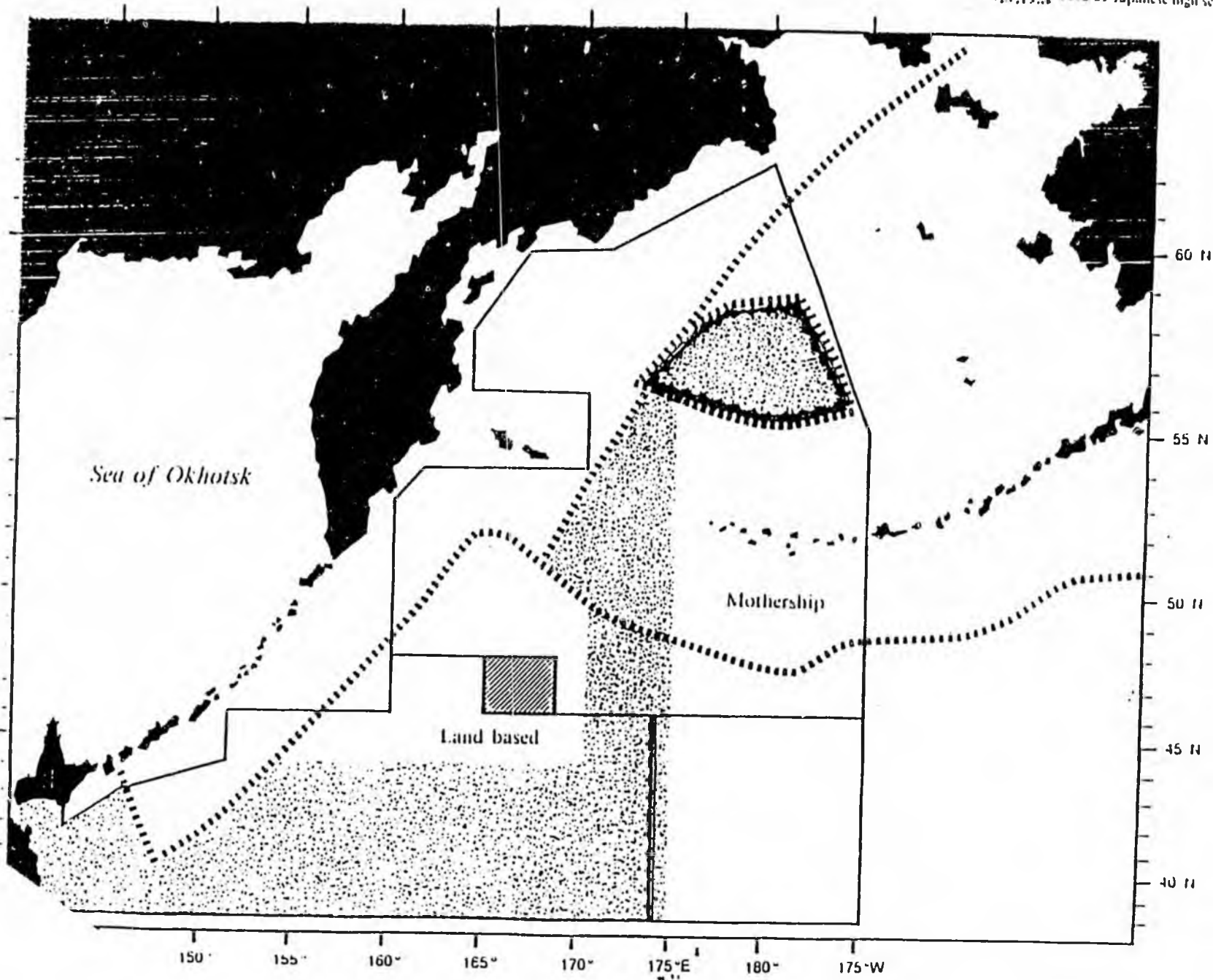
- 1. Passed by Congress last spring. Stevens a prime sponsor
- 2. Requires Secretary of Commerce to negotiate observers, monitoring and research programs by 1989 or foreign nations can be sanctioned under Pelly Amendment
- 3. Talks with Korean and Taiwan scheduled for this fall
- 4. Japanese not indicating interest

map A Japanese High Seas Salmon Fisheries 1952-1977

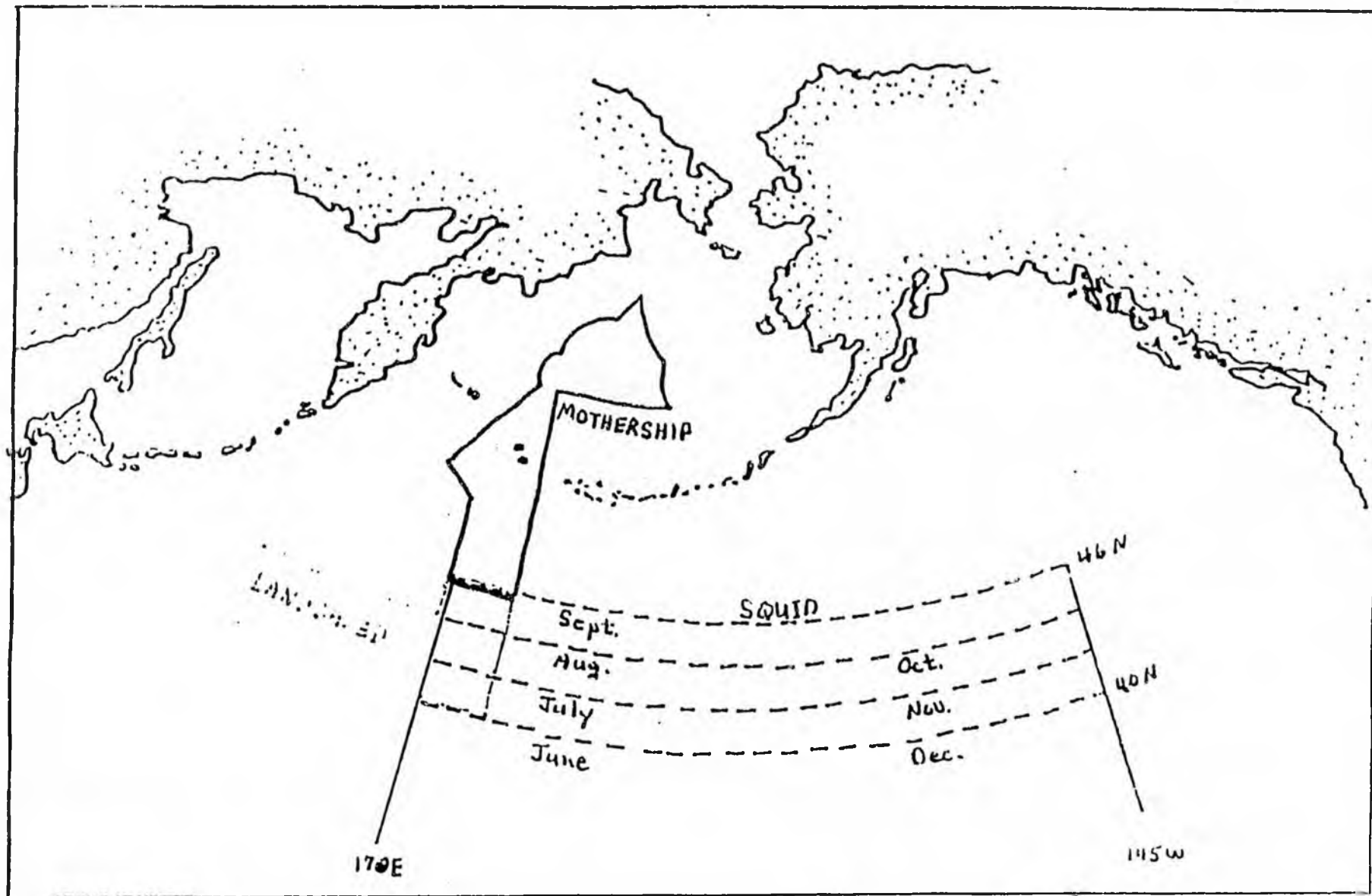


Map B
Japanese High Seas Salmon Fisheries

----- 200 mile zone
—— 1959-1976 Japanese high seas salmon fisheries
..... 1978-85 Japanese high seas salmon fisheries



Map C
High Squid Fisheries
Northern, Eastern, and Western
Regulatory Boundary for Japan and Taiwan



4. - KS
12 mi.

NETS: Draft report finds serious damage to marine environment

Continued from Page A-1

Those nets, ranging in depths to more than 30 feet, capture virtually everything of any size that swims. The nets not only pose an environmental threat but also interfere with navigation, the report said.

"Since the squid nets are usually set at the water's surface they can easily entangle the propellers of vessels operating in the area," the report said. "They are difficult to see even in calm seas, and are particularly hard to detect at night.

"Trollers have been disabled by drift nets," the report said. "Loss of steerage could be fatal in rough seas. Fishermen are endangered when forced to dive under their vessels to cut their boats free."

Although the nets are used purportedly to catch squid, they catch much more than that, including tens of thousands of marine mammals. The result is waste of huge amounts of fish that are thrown away because they have little com-

mercial value, or else die in the nets and fall to the ocean floor.

"Based on available commercial vessel observations and research survey data, the amount of Pacific pomfret caught and discarded may be on the order of tens of thousands of tons," the report said.

The toll on some species of fish with commercial value also appears to be great.

"The blue-shark by-catch could be as high as 200,000 metric tons," the report said. "Blue sharks are taken incidentally in other driftnet fisheries in the North Pacific, and the combined impact of these catches on the species may be significant."

The report said the nets ensnare and kill as many as 875,000 seabirds each year, posing threats to the existence of some species. Two species already are cited as endangered.

Even for some species whose populations are believed to be healthy, the accidental nettings take large bites out of their population totals, the report said.

The annual mortality of Laysan albatross attributed to the squid fishery represents more than 6 percent of the bird's worldwide population, the report said. More than 2 percent of the populations of horned and tufted puffins die in the nets each year.

Large amounts of fish of enormous commercial value also are taken in by the squid nets. Among them are salmon and steelhead trout and certain prized species of tuna.

Pacific Northwest and Alaska commercial fishermen have estimated that the nets' catch of steelhead and salmon is in the millions, sharply cutting the number of adult fish that will return for spawning.

But the report said it is impossible to tell how many such fish are being taken by driftnet fleets. Existing data is scant and considered inaccurate, and none of the countries have allowed independent observers on their vessels.

The toll of driftnet fishing on marine mammals is of particular

concern, the report said.

"Estimates of the incidental take cannot be made for any of the marine-mammal species known to be taken in the squid driftnet fisheries," the report said. "The data currently available on incidental take are insufficient to make meaningful, much less, accurate estimates."

However, the report said that "there is reason for serious concern about the incidental take of marine-mammal species."

"The magnitude of the fishery is large," it said. "In fisheries that conduct over 40,000 driftnet sets per year, the incidental take of marine mammals could be tens of thousands of animals."

The report highlighted the impact on the northern fur seal, saying that the animal's survival may depend upon sharp reductions in driftnet mortalities.

"This is a species that has undergone a pronounced decline, and recovery may depend on the level of incidental take in the high-seas driftnet fishery," the report said.

Throughout the report is a message that no clear idea of the environmental damage from the squid fishery can be known until there is a massive program of data collection and onboard fishery observation.

As the heat is turned up on the foreign fleets, the report said, the controversy is becoming increasingly political.

The Driftnet Act, sponsored by Alaska's congressional delegation with strong support from the Pacific Northwest, has been interpreted as the United States trying to regulate what happens to species found beyond U.S. territorial limits, the report said.

"These concerns have raised the decisions over research programs on high seas driftnet fisheries to the highest diplomatic levels," it said.

The result has been a host of political problems and questions "which have impeded recent efforts to develop adequate information on driftnet fisheries of the North Pacific," said the report.

QUALITY SERVICES

Date JAN 25 1988

Tundra Times

Client No. 616

Panel targets salmon interception

11

JUNEAU — Gov. Steve Cowper has reorganized and renamed a fisheries task force to focus more effort on resolving the problems of the interception of Alaska salmon by foreign fishermen.

The governor has directed the High Seas Fisheries Advisory Group, formerly the High Seas Task Force, to review the high seas interception problem and offer recommendations on how to eventually eliminate the foreign taking of Alaska-origin salmon.

The governor also added two Alaskans to the 19-member group: Rep. Adelheid Herrmann, D-Naknek, and Cindy Lowry of Anchorage, Alaska representative for Greenpeace U.S.A.

"Interception of Alaska salmon by foreign fleets is still a major drain on the Alaskan economy," Cowper said in his directions to the group.

"While progress has been made in the past to reduce the level of these interceptions in high seas-directed salmon fisheries, they are still unacceptably high."

The U.S. Senate recently adopted legislation which bans after Jan. 1, 1987, the reflagging of any foreign vessel so that it may fish American waters and prohibits after July 28, 1987, conversion to high seas vessels.

The bill also contains a provision that requires 51 percent American ownership of any catcher-processors within the 200-mile fishing limit. The bill must go to a conference committee.

Cowper charged the revised group with two tasks:

- Reviewing the status of the high seas interception issue including biological status of stocks, the status

of current agreements and management schemes and numbers of intercepted fish taken legally as a target fish or as a bycatch or illegally.

- Recommending to the governor policy options for "furthering our goal to reduce and eliminate the interception of Alaska-origin salmon."

The advisory group was originally

appointed in 1986 by former Gov. Bill Sheffield. The group receives no state funds.

Other members include: David Allison of Juneau, Val Angasan of Dillingham, Sen. John Binkley of Bethel, Bob Blake of Cordova, James Campbell of Anchorage, Jesse Foster of Quinhagak, John Hanson of

Alakanuk, Pete Isleib of Juneau, Jake Johnson of Emmonak, Rick Lauber of Juneau, Henry Mitchell of Anchorage, Myron Naneng of Bethel, Russ Redick of Anchorage, Harvey Samuelson of Dillingham, Harold Sparek of Bethel, Clem Tillion of Halibut Cove, Dr. John White of Bethel, Tony Vaska of Bethel and Rep. Peter Goll of Haines.

Juneau Empire

Client No. 616

Senators turn up heat on fish piracy

0420 616 228 SD1

By BILL EBY

MORNING NEWS SERVICE

WASHINGTON — U.S. Sens. Ted Stevens and Frank Murkowski have increased their efforts to force Pacific Rim governments to curb what the senators contend are high-seas fishing violations, especially salmon interceptions.

Murkowski, as part of a diplomatic trip to the Far East, talked with Korean officials in Seoul about salmon interception and said President Roh Tae Woo appeared receptive to his comments.

But Murkowski said he received "nothing I would consider a commitment."

Meanwhile, Stevens urged U.S. State Department officials to take a much tougher stand on a Japanese government proposal to convert its mothership salmon fishery to a land-based catcher boat operation.

Stevens argues that the conversion will diminish American capabilities to observe Japanese salmon catches.

Murkowski previously visited Taiwan and Japan before traveling to South Korea where, in addition to President Roh, he also met with Korea's National Marine Fisheries Administration about salmon interceptions.

But Murkowski expressed strong disappointment with the overall reception he has received on the issue.

"What I hear from Korea, Taiwan and Japan is a concern for the rights of their fishermen," Murkowski said. "I am less concerned about the rights of anybody's fishermen. What I am concerned about is that there may not be any fish left if we don't control this situation. And if there aren't any fish left, then no fisherman has rights."

While Korean fishermen have not been clearly identified as violators in what U.S. officials described as a cur-

Please turn to **Senators**, Page 10

Senators...

0420 616 228 SD1

Continued from Page 1

rent spate of illegal high-seas salmon fishing, its vessels conduct a high-seas squid drift-net fishery similar to those of Japan and Taiwan.

Because such fisheries have the potential to take large numbers of non-squid species, including salmon, Congress last year passed legislation requiring agreements to better monitor and control them.

Any country that has not signed such an agreement by June 30 of next year may be subject to trade sanctions.

Stevens, in the meantime, has written Secretary of State George Shultz and encouraged him to take a tougher position on Japan's conversion proposals when representatives from the two governments meet here next week.

The U.S. already responded to the proposal at a recent meeting of the International North Pacific Fishery Commission, but Stevens called the response "the absolute minimum."

In his letter to Shultz, Stevens said that by allowing the Japanese fleet to convert to land-based operations, the U.S. would give up the opportunity to observe the salmon catch brought to the mother-ship.

The U.S. response called on the Japanese to convert no more than 86 vessels, carry U.S. inspectors on Japanese enforcement boats, allow inspections of off-loading in Japan and place 12 U.S. observers randomly throughout the converted fleet.

The latter condition, said Stevens, provides an insufficient 14 percent coverage of the Japanese catcher fleet.

The Japanese have also asked to be allowed to fish within the U.S. 200-mile Exclusive Economic Zone, a proposal rejected out of hand by Stevens.

"I do not believe they should fish for salmon on the high seas, in or out of our zone — period," he said.

Stevens also contended the United States could strengthen its negotiating power with the Japanese if it coordinated its salmon conservation policies with the Soviet Union, as called for in the U.S.-Soviet Governing International Fisheries Agreement.

The Soviets have proposed phasing out high seas salmon fishing by 1992.

QUALITY SERVICES

Date OCT 31 1988

Alaska

Journal of Commerce

Client No. 616

Governor blasts salmon interception

JOC 216

By STEVE COWPER

Picture in your mind a nearly invisible fishing net drifting five miles long just below the surface on the vast North Pacific. Its intended catch is squid—a staple on dinner tables in Taiwan, Hong Kong, Singapore, Korea and Japan.

But the nets are deadly effective against anything they encounter—seals, birds and other fish. The nets kill tens of thousands of marine mammals each year, and millions of seabirds. They are also quite effective in taking salmon and steelhead on their way back to Alaska rivers and streams.

This past summer, some 700 Japanese, South Korean and Taiwanese fishing boats laid out 20,000 miles of monofilament gill nets across the North Pacific each day. There's convincing evidence they caught millions of pounds of Alaska-bound salmon—worth tens of millions of dollars—and damaged thousands of other salmon that managed to struggle free of the huge nets.

This high seas interception of Alaska salmon and steelhead is probably illegal, and it causes considerable harm to Alaskans. Not only do Alaska fishermen lose those fish, but Alaska's coastal communities forego revenues they would otherwise re-

ceive through the Alaska fish tax.

Much of the salmon is funneled to European markets, which depresses the price for legally caught Alaska salmon.

For the past two years, this administration has been pushing on several fronts to eliminate the high seas interception of Alaska salmon. A couple of weeks ago, we decided it was time to turn up the heat. This is what we're doing:

- Pushing the federal government to reduce high seas interceptions. Federal agencies have been slow to flex their muscle, so last month I asked Secretary of State George Shultz to help bring these interceptions to an end and I laid out a detailed strategy on how to do that. I've also asked the governors of other western states to follow my lead.

- Urging Congress to pass new laws to improve enforcement and extend American jurisdiction. The Magnuson Fisheries Conservation and Management Act, which gives the U.S. jurisdiction over American-origin salmon, is up for reauthorization next Year. We may need to strengthen it to get the clout we need to fight interceptions.

- Pursuing an agreement with the Soviet Union for joint management

and enforcement of the "donut hole" and high seas salmon fisheries. Such an agreement would be a major step to end high seas salmon interceptions.

- Pushing for regulation of the squid driftnet fishery by Asian countries. These growing fleets are largely unmonitored and regulations, where they exist, are poorly enforced. We need to get the squid fleets out of waters populated by salmon. At a minimum, foreign fishing boats should be equipped with transponders; observer programs should be adopted and prohibitions on the possession and sale of illegally caught salmon must be enforced.

- Collecting better information about catches and the impact of high seas interception on the long-term health of the fishery. There are plenty of allegations about foreign interests dumping salmon on world markets and first-hand reports of net-marked fish, but hard facts are needed.

- Working within existing treaties to monitor and enforce fisheries agreements. Already the International North Pacific Fisheries Convention has reduced Japanese interceptions by more than 70 percent since 1978 and ordered their fleets to stay at least 450 miles from Adak. Any new foreign fisheries agreements should include provisions for the elimination of high seas salmon interceptions.

- Participating in scientific conferences aimed at heightening awareness of the problems of high seas interception. We're sending our top state fisheries scientists to Moscow and Japan this month and to Taiwan and Korea next month. We hope to host a salmon symposium here in Alaska early next year.

High seas interception is not only an economic problem for Alaskans, it's a moral problem too. It's the goal of this administration to put a stop to it once and for all.

Western Alaska fishermen received good news last week - the U.S. Supreme Court refused to overturn a federal court injunction that prevents Japanese gillnetters from fishing for salmon within the U.S. 200 mile limit.

This means the Japanese

Although Stevens wasn't successful with the Justice Department, the Senator has been lobbying the State Department of Commerce on Alaska's bottom-line position: that there should be no aid to the Japanese without concessions from them in return.

In addition, thanks in large part to the lobbying efforts of western Alaska fishermen themselves, and to Alaska's Congressional delegation, the issue of salmon interception was included in the comprehensive fisheries agreement signed on May 31 in Moscow by U.S. Secretary

Delegation's position on U.S.-Japanese fish issues are identical to that of western Alaska

by Senator John Binkley

will not be in U.S. waters this summer intercepting salmon headed for the Kuskokwim and Yukon Rivers.

And contrary to last week's editorial in the *Tundra Drums*, Alaska's Congressional delegation has been on the front line lobbying hard for western Alaska interests. Senator Ted Stevens personally wrote Justice Department head Ed Meese, laying out in no uncertain terms that helping the Japanese out on this one was totally unacceptable to Alaskans.

While in Washington, D.C. last month I met personally with all three of the delegation on this issue, and was reassured to know that their positions on this issue were identical to western Alaskans'.

The state's High Seas Salmon Task Force has met several times this month to hammer out a unified state position on what exactly those concessions should look like. They include:

- strong enforcement and monitoring provisions;

- observer coverage in Japan's squid fleet, which is believed to have a high rate of intercepting Alaska salmon;

- reduced quotas and fishing times in the Bering Sea;

- a more rapid phaseout of Japanese fishing on the high seas than that agreed to two years ago.

Once finalized, that position will be sent to the Congressional delegation and to the State Department as the State's position.

of State George Shultz and the Soviet Foreign Minister Shevardnadze.

Although the language is not as strong as we might have liked it to be, the agreement recognizes that fishing for anadromous species such as salmon should not be allowed on the high seas outside of anyone's 200-mile limit. In addition, both countries agreed to cooperate and take action where appropriate to address the conservation problems caused by such interceptions on the high seas.

This marks a good "first step", and I'm confident it will provide the basis for future U.S.-Soviet cooperation on joint salmon man-

See OPED page 24

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agement.

Another step forward is the multilateral scientific conference planned for Sitka next month in order to review all available information on the fisheries stocks in the central Bering Sea or "donut." Although the conference will focus primarily on pollock, foreign scientists, including the Soviets, have been told that the Americans also want to talk about the by-catch of salmon and herring.

This conference will provide an excellent opportunity for Alaskans to bring up the interception issues with Soviet counterparts. Our next goal then is to support a second scientific conference with the Soviets, this time devoted solely to the salmon issue.

The days of the huge Japanese salmon fleets, operating on the high seas

without concern for the dreadful waste and conservation problems they've caused Alaska salmon, are indeed numbered. There is no doubt in my mind, that this fishing will eventually end.

Progress has been made. Of course, it's never as fast as we would like or as it should be. And of course, as unrealistic as it may be, we would like our delegation as well as the State Department to make saving our fish their number one priority.

But the U.S. dealings with the Japanese are complex, and not limited to fish. I think it's important to recognize the progress made, be grateful for each small step forward, and continue to press hard until we're satisfied every effort has been made to ensure that Alaska salmon can homw unharmed to ., awn.

e DEC 23 1988

Anchorage Daily News

Edition No. 616

Time to turn up the heat on foreign fishing

By N. JOHNE BINKLEY

activity on the high seas. You'll find those words on the lips of almost every fisherman in Alaska these days.

The interception of Alaska salmon by foreign fleets on the high seas is not a new issue in western Alaska. Since the late 1920s, Alaskan fishermen have snagged millions of salmon each year in nets out in the middle of the ocean before they had a chance to mature and return home to spawn.

Both Southeast seiners and trollers are suffering from a devastating season for coho and salmon. And the foreign squid fleets, which number more than 700 vessels and trail more than 10,000 miles of gillnet just the right size to snare immature salmon, appear to be a major source of the problem.

The battle against the foreign take of Alaska salmon has been a long and hard one. There's no doubt we've made progress, but the battle is far from over. And, frankly speaking, momentum seems to be building that indicates the time is truly ripe for taking some action within the next year. To see our goals accomplished, an end to the flagrant piracy of our fish, Alaskans need to stick together. No deal should be struck at their expense. We've waited for too long the effects of unregulated and illegal harvesting of our fish to tolerate it and bargained away with nothing in return. That's why it's essential we turn up the heat in these areas:

• **With the Japanese.** The U.S. State Department met Dec. 12-14 with the governments of Japan and Canada to continue talks begun in November. There the Japanese made requests: to expand their salmon fishing



efforts in the North Pacific, to convert their mothership fleet on the high seas to a land-based fleet, and to extend the boundaries of their squid fleet farther north.

In addition, the Japanese want to fish for salmon once again in U.S. waters. So far a group of western Alaskans and environmental groups have been successful in getting the U.S. courts to prevent this.

The U.S. government wants to let the Japanese back in U.S. waters, but only Congress can take that action. Alaskans need to send a strong message to our Congressional delegation that first, we don't want the Japanese fishing again in our waters, and second, that none of the other Japanese requests should be granted unless fishermen get a lot in return.

We are now in a position to hold firm and drive a hard bargain: to demand a guaranteed phaseout of all salmon fishing on the high seas, a strong observer program and good enforcement, controls on the expanding and far-ranging squid fleets, and a financial commitment to a fisheries development foundation as a way of compensating Alaskans for the loss of their fish.

• **With the Russians.** We can't forget that the Soviet Union also has serious concerns about the interception of salmon on the high seas — and wants to increase its cooperative

efforts with the United States to end that illegal fishing.

I heard that message straight from the Russian deputy-minister of fisheries, Dr. V.K. Zilanov, at a meeting I attended in Moscow in October between the United States and the U.S.S.R.

The meeting was a follow-up to a comprehensive fisheries agreement signed by both countries last May calling for joint cooperation in conserving the salmon resources of both countries.

At the Moscow meeting, the Russians said ending the interception of salmon by foreign fishermen is one of their top priorities. I am convinced that the Russians would be receptive to an aggressive U.S. position on the interception issue. We need to make sure the State Department and our Congressional delegation get that message.

• **With Congress.** The Magnuson Fisheries Conservation Management Act, which established our authority over the 200-mile limit, is up for reauthorization in 1989. This is the perfect time to add those amendments necessary to give us the enforcement authority we need to board and seize vessels that are illegally fishing on the high seas.

In addition, Congress will be holding oversight hearings on last year's driftnet legislation. We need to exhaust all avenues possible in putting pressure on the governments of Korea, Taiwan and Japan in order to curb these illegal activities.

Current U.S. enforcement activities and observer coverage in these fleets are minimal. No wonder that with fishing effort on the increase, Alaskans are concerned. Now's the time to explain to Congress why the federal

“We need to exhaust all avenues possible in putting pressure on the governments of Korea, Taiwan and Japan in order to curb these illegal activities.”

deficit should be reduced at the expense of vital fisheries programs.

I believe 1989 will be a key year for this issue. The Japanese want something badly from us for a change; the Soviets are enthusiastic about joining the U.S. in protecting our salmon and groundfish stocks; and we have several pieces of national legislation that can serve as vehicles for improving our enforcement and monitoring positions.

In addition, we have a governor who has said this issue is one of his very top priorities, and we've had excellent support from our congressional delegation.

The initiative is in our hands. The time is now.

Sen. John Binkley of Bethel is co-chairman of the Senate Finance Committee.

QUALITY SERVICES

Date OCT 17 1988

Anchorage Times

Client No. 616

Alaskans talk fish at Moscow meeting

616 328 501

By **ROBERT LAURIE**
Times Juneau Bureau

JUNEAU — A team of Alaska fisheries experts headed by a State Department negotiator is on its way to Moscow this week to talk specifics about a joint fisheries management plan for the so-called "doughnut hole," an area of international waters in the Bering Sea between Alaska and Siberia.

Also on the agenda are discussions about the high seas interception of salmon.

About one million metric tons of fish were taken from the doughnut hole last year by fishing vessels from other foreign countries. It's believed many of the fish taken would have otherwise headed to Alaska or Siberia shores — or the nets of the domestic fishing fleets. It's something that State Department negotiator Edward Wolfe calls a "big, big problem."

"We believe that take by four, five (or) six countries from that international high seas area could be impacting the stocks of our waters," Wolfe told a panel at the recent Alaska State Chamber of Commerce convention in Sitka.

Wolfe leads the team of U.S. negotiators and fisheries experts that will meet with their Soviet counterparts in Moscow beginning Wednesday. The U.S. wants Soviet cooperation in seeking a ban on fishing in the doughnut

hole until the fish found there can be better studied, and scientists know their origins and their destinations.

State Sen. John Binkley, one of three Alaska advisors on the team, is convinced many of the stocks are destined for Alaska waters. The Bethel Republican also fears foreign fishermen use the international waters as staging area for illegal forays into Alaska and Soviet territorial waters for fish.

Binkley said a second goal of the talks is to establish a strategy for dealing with the interception of salmon on the high seas.

"The Soviet Union, Alaska and Canada have a tremendous amount of our salmon that are still intercepted by other foreign countries on the high seas — primarily the Japanese," said Binkley. "We're hopeful that we can work cooperatively together on that issue so that we can ultimately get more our stocks back to our respective areas."

Wolfe said the International North Pacific Fisheries Commission, created by a treaty between the United States, Japan and Canada in 1954, has taken the lead in reducing high seas interception. Wolfe said the latest renegotiation of the treaty phases out Japanese high seas salmon catch by 1992.

He says the logical next step is to include the Soviets.

QUALITY SERVICES

Date OCT 14 1988

Anchorage Daily News

Client No. 10110

Group blames salmon drop on Asian fleets

228 501 616 306 225 0102

The Associated Press

SEATTLE — Shortfalls in this year's Alaska salmon runs can only be blamed on Asian fishing fleets that net millions of immature salmon bound for Alaskan waters, says a new fishermen's group.

This year's Alaska salmon harvest fell 30 percent short of official forecasts and was the lowest since 1979. However, high prices brought a record value of the Alaska salmon catch.

Fish traders report big new volumes of salmon appearing on the international market from Singapore and Thailand, countries with no salm-

on of their own, Ketchikan attorney and salmon gillnetter Michael Holman told a news conference Tuesday.

The fish apparently were caught by Japanese, Korean or Taiwanese fleets, which often use 20-mile-long gillnets, members of the new Southeast Alaska Coalition Opposed to Pirated Salmon were told Tuesday.

Holman, founder of SEACOPS, said the pirated salmon were caught outside the 200-mile zone, in international waters.

A minimum of 10,000 tons of salm-

See PAGE C-7, FISH

JAPAN AND THE SALMON MARKET

Catch figures in millions

Year	Yen/\$	Price/lb.	Bristol catch	state catch
1978	210	\$0.70	10	82
1980	227	\$0.60	24	110
1982	249	\$0.70	15	112
1984	241	\$0.60	25	133
1986	170	\$1.40	15.8	128
1988	133	\$2.00	16.6	99

Source: Alaska Department of Fish and Game
1988 figures are approximate

PROCESSING

At Bristol Bay

Year	Can %	Frozen %
1978	63	11
1980	35	24
1982	12	60
1984	34	50
1986	12	78
1988	10	80

227 501 616 306 225 0102

FISH: Asian fleets blamed

Continued from Page C-6

on has been sold in Asian markets this year, said Barry Collier, president of the Seattle-based Pacific Seafood Processors Association. "That's 6 to 8 million salmon that has to be accounted for."

Many salmon industry observers trace the growing Asian presence in the Pacific market to the switch from canning to freezing in the last decade.

Other factors include the value of the yen against the dollar, price per pound and number of Bristol Bay sockeye salmon caught in millions and the total Alaska salmon catch.

Japanese and Taiwanese squid fleets have fished waters south of the best salmon area, because squid prefer slightly warmer water than salmon and because of pressure from the United States to keep away from the salmon.

Based on Coast Guard sightings, U.S. fishermen now claim the 700 squid boats are ranging farther north and that the squid fishery is largely a pirate salmon fishery.

Squid gillnets are quite effective at catching 1- to 4-pound salmon, Holman said.

"There's too much information showing up not to suspect something is going on," said Wayne Lewis, chief enforcement officer for the National Marine Fisheries Service. "It's too much to be coincidental."

In Bristol Bay this year, 18 million sockeye salmon were expected, but only 13 million arrived. In Southeast Alaska, 38 million pink salmon were expected, but only 10 million have returned.

Possible salmon extinction no fish story

In the Pacific Northwest, Canada and Alaska, salmon fishing and processing is a big business. It is also a business in big trouble.

The magnificent Pacific salmon is hatched in fresh-water lakes and streams, swims to the ocean where it grows to maturity, and then returns to the waters of its birth to spawn and die. In 1987 and 1988, we witnessed a precipitous decline in several runs of salmon. Fully two-thirds of the numbers expected by marine biologists in some areas failed to appear.

There is no evidence of major environmental problems that could cause such declines, but still, the cause of the problem is no mystery. The problem is the result of the illegal catch of immature salmon on the high seas by fleets of vessels using drift gillnet gear to catch squid. These boats catch salmon in their nets as an incidental consequence of fishing for something else, and they are required to return them to the sea.

Japan, Taiwan, Korea, Canada and the United States have all reached international agreements prohibiting the use of drift nets to catch salmon on the high seas (with an exception for certain historic Japanese fisheries). Japan and Taiwan also impose time and area restrictions on the activities of their drift net fleets. All five countries also have recognized that the indiscriminate use of drift nets in the northern Pacific where salmon congregate could pose a serious threat to the survival of the species.

Yet in the last few years many drift net boats from the squid fleets of Taiwan, Japan and Korea have not only kept their "incidental" catch of salmon; some have deliberately fished for salmon in proscribed waters. Since these vessels typically set up to 30 miles of netting per day, even a few boats can have a devastating impact on concentrations of salmon.

4. Require all squid boats to radio their locations at least daily to a designated government facility in their home country. This will enable each country to keep a daily log of the reported location of their fleets.

5. Establish joint patrols in the fishing grounds using resources of all five signatory countries to

From
Washington



by
Sen. Frank
Murkowski

0620 616

How do we know this? Evidence comes from a variety of sources. Unguarded comments from fishing companies, aerial photographs, listings for Pacific salmon in the marketing announcements of international fish wholesalers, and the presence of large numbers of salmon at canneries and freezing companies in Hong Kong, Singapore and Bangkok.

On a recent trip to Southeast Asia, I visited one of the canneries in Bangkok where Pacific salmon has been processed. This is noteworthy because the coldwater salmon is not found within thousands of miles of Thailand. So how did they get there?

The illegal fishing for salmon has become so profitable that a sophisticated network for "laundering" salmon (analogous to laundering narcotics money) has developed. Because salmon cannot be legally off-loaded at the home ports of the squid fleets, the salmon are transferred at sea to boats that take them to a "safe" port, such as Singapore or Hong Kong. From there, they either move directly to market or to another port such as Bangkok for canning. After canning they are exported to Europe and Australia where they are indistinguishable from legal salmon caught in compliance with international agreements.

In recent visits to Taiwan, Korea and Japan, I raised this

the international fishing agreement.

6. The interested governments should take a hard look at placing observers on a certain percentage of boats from each fleet, and they should identify additional technological means of monitoring vessels on the high seas.

Finally, should all else fail due

issue with the political leadership of all three countries and with the most senior responsible bureaucracies. The officials in each country naturally defended the rights of their fishermen. For my part, I was there to speak for the fish and the survival of the resource.

Japanese officials said they certainly weren't the problem; the Koreans, who don't even claim the right to fish salmon on the high seas, didn't see themselves as the problem; and the Taiwanese, although acknowledging the high seas fishing "is out of control," also said they weren't the problem.

My response to all three was that although none of the governments may be the problem, each had to be more cooperative if the problem were to be solved.

The United States had been in active negotiations with Japan, Korea and Taiwan for some time in an effort to develop stronger international agreements to supplement their domestic legal protections for salmon on the high seas. We've reached a basic consensus on policy, but remain stymied over how to enforce that policy.

Let me offer the following specific proposals:

1. Give new urgency to completing the current negotiations on strengthening the legal protections for Pacific salmon.

2. The governments in Taiwan, Korea and Japan should mount a concerted effort to apply old-fashioned police work, including undercover investigations, to the task of identifying the particular ships and firms that have been engaged in illegal salmon fishing.

3. The U.S. should lead a diplomatic initiative to persuade Thailand, Singapore and Hong Kong to require a documentary "trail" on all salmon off-loaded at those ports. The documents would declare where and when the fish had been caught and by whom.

to the non-cooperation of the involved nations, the U.S. must be prepared to implement strong sanctions, such as general trade restrictions. With apologies to Teddy Roosevelt, "carrying a big stick encourages others to listen carefully."

Frank Murkowski represents Alaska in the U.S. Senate.

Pelly Sanctions Should be Expanded

by Alaska Congressman
Don Young

When the 101st Congress convenes in January, I will introduce legislation designed to combat the illegal fishing by foreign fishermen.

My legislation is designed to dramatically expand the Pelly Amendment to allow the president to implement trade embargoes on all goods exported from nations found in violation of U.S. fishery laws.

Currently, the Pelly Amendment allows for the United States to place embargoes only of fish products from violating nations. By expanding this amendment, we will be making a strong statement to foreign nations that the United States wants immediate action to stop this thievery of our fishery resources.

This legislation will amend Section 8 of the Fishermen's Protective Act of 1967 (22 U.S.C. 1978) to allow for the major expansion of U.S. action against future fishery violations.

Alaska Senators Ted Stevens and Frank Murkowski are working with me to enlist bipartisan support in both chambers of Congress for this badly needed legislation. As the Senior Republican of the U.S. House Committee on Merchant Marine and Fisheries and as the Vice Chairman of the House Subcommittee on Fisheries, Wildlife Conservation and the Environment, I intend to seek rapid

consideration of this important legislation.

In the 100th Congress, Senator Stevens and I attempted to address this issue but we ran short of time when the session adjourned in mid-October.

We sought to include this provision in the reauthorization and amending of the Marine Mammal Protection Act. In the course of our deliberations on the bills that were presented us, we determined that the president should be given greater discretion under Section 8 of the Fishermen's Protection Act.

Under this provision, the president is allowed to embargo fish products from foreign nations that are diminishing the effectiveness of international conservation agreements and from foreign nations whose vessels use driftnets on the high seas but who have not entered into an acceptable monitoring and enforcement program.

In order to add additional protections to America's fishery resources, we concluded that since the president has the discretion to impose an embargo, we would seek to increase U.S. enforcement powers by expanding his discretion to embargo any product, not just fish products.

Such an embargo would still be made by the president and would have to be consistent with the General Agreement on Tariffs and



Trade (GATT).

Some members of Congress felt such an increase in potential embargoes warranted further analysis. As a result, the language that was signed into law was limited to an expansion of the definition of "fish products," rather than the major—and in my opinion, necessary—expansion of the president's authority.

The legislation I will introduce on the first day of the new Congress will provide these needed expansion of powers to fully address the wide range of fisheries and wildlife conservation issues we are facing.

This legislation is supported by many in the U.S. commercial fishing industry and the environmental community. It's designed to help our fishermen in this ongoing battle against foreign fishery pirates.

QUALITY SERVICES

Date MAR 20 1989

Anchorage Daily News

Client No. 616

Study reports serious damage by high-seas driftnets

By DAVID WHITNEY
Daily News reporter

WASHINGTON — A draft Commerce Department report on the effects of high-seas driftnet fishing in the North Pacific Ocean describes systematic harvest of marine life, but concludes that there is too little scientific information to map its true dimensions.

However, the report said there is enough information now to indicate serious damage to the ocean environment.

"Concerns that high-seas drift-

■ **INVESTIGATION:** A U.S. House subcommittee will investigate allegations that Japanese, Korean and Taiwanese fishermen are illegally catching U.S. salmon in the North Pacific. B-1

net fisheries are killing large numbers of marine resources of interest to the United States, and that these incidental takes could be affecting populations adversely, are justified," it said.

In addition, the report said that

international cooperation needed to define the scope of the damage is being frustrated by congressional and court actions in the United States — including the 1987 Driftnet Impact Monitoring, Assessment and Control Act, which required the report.

That law requires the United States to have entered into cooperative agreements on driftnet usage with Pacific Rim countries by June. If other nations refuse to cooperate, the legislation authorizes sanctions on importation of

their fish products.

According to the report, however, such cooperative efforts have had little or no success. That sets up a tough political decision for the Bush administration in the next three months.

Top State Department officials are to be in Tokyo next week to negotiate Japan's involvement. But so far, Korea and Taiwan have shown little interest in negotiating on use of drift nets. And no nation has entered into the type of agreement envisioned by the law.

At issue is the use of thin monofilament nets with mesh sizes of less than five inches, making it impossible for many kinds of sea life to pass through.

Of most concern are unmonitored and unregulated squid fisheries by Japan, Korea, and Taiwan in international waters of the North Pacific. These three nations have 773 large squid vessels, which lay out as many as 46,000 miles of net each day.

Please see Back Page NETS

Senator John Binkley


Senate Finance Committee
P.O. Box V • Juneau, Alaska 99811 • (907) 465-4985

MEMORANDUM

March 13, 1989

Finance Committee
Co-Chairman

TO: Senator Bettye Fahrenkamp
Chairman, Senate Resources Committee

FROM: Senator John Binkley 

RE: Scheduling of SJR 33

I would appreciate your scheduling SJR 33 for a hearing in Senate Resources Committee at your earliest convenience. This resolution is intended to send a united message to our Congressional delegation that reauthorization of the Magnuson Fisheries Conservation and Management Act is one of our top priorities for federal legislation this year. This legislation provides an excellent opportunity for strengthening the United States' hand in fighting the interception of Alaska salmon and steelhead on the high seas.

I believe it is critical that this message be sent to our delegation and those of Washington, California, and Oregon as soon as possible. I would appreciate your help in making this happen.

STATE OF ALASKA

DEPARTMENT OF FISH AND GAME

OFFICE OF THE COMMISSIONER

STEVE COWPER, GOVERNOR

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

March 29, 1989

The Honorable Betty Fahrenkamp
Alaska State Senator
P.O. Box V
Juneau, AK 99811

Dear Senator Fahrenkamp:

We appreciate the opportunity to bring you up to date on the state's efforts to formulate amendments to the Magnuson Fishery Conservation and Management Act (MFCMA) as you consider Senate Joint Resolution 33 relating to Congressional reauthorization of this Act.

The Magnuson Act originally established a regime for managing fisheries that provides for adequate conservation and appropriate allocation of fishery resources among users. This law, originally enacted in 1976, is the most important fisheries management legislation developed by Congress. The underlying principles set forth by the Magnuson Act provide critical guidance for management of fisheries species economically important to Alaska, nearby states of the Pacific Northwest, and throughout the nation.

The state supports Congressional action necessary for reauthorization and the continuation of the basic principles set forth by the Magnuson Act. However, we are also interested in potential amendments to strengthen the Act and address specific issues. As you may know, Congress will begin hearings on reauthorization in May of this year. The Administration has formed a workgroup to develop a package of recommendations for MFCMA reauthorization. The workgroup is being coordinated by the Department of Fish and Game and includes staff from the Department of Commerce, the Office of International Trade, and the Governors Office both in Juneau and Washington D.C.

At this time, agency staff and affected interest groups have identified several issues that may become the basis for state supported amendments to the Act. High seas salmon interception and the "donut hole" issue are high on the list, and are examples of topics under consideration for state supported amendments. Other topics include extending state jurisdiction to the new 12 mile territorial sea, expansion of the Pelly Amendment, provisions to improve the

March 29, 1989

U.S. government's efforts to monitor foreign fleets and enforce U.S. fishing laws, support to continue the current geographic balance on the North Pacific Fishery Management Council, measures to ensure that any limited access system provide for access by Alaskans to the resource, and consideration of the community development quota concept for fisheries development in rural areas of Alaska.

The Administration will continue to work with interest groups and the legislature to identify concerns that might be appropriately addressed in the form of amendments to the Magnuson Act. As we continue our work we will be sure to provide you any information we develop on the Magnuson Act and possible amendments.

Sincerely,



David Benton

Director

Office of External and
Intern'l Fisheries Affairs

S J R

39

STATE OF ALASKA
 1989 LEGISLATIVE SESSION

BILL VERSION: SJR 39
 PUBLISH DATE: _____

FISCAL NOTE

REQUEST: _____

REVISION DATE: _____
 TITLE: National Park Service
proposed Alaska Science Initiative
 SPONSOR: Sen. Sturgulewski
 REQUESTOR: _____

AGENCY: federal impact
 BRU: _____
 COMPONENTS: _____

EXPENDITURES/REVENUES: (THOUSANDS OF DOLLARS)

OPERATING	FY 89	FY 90	FY 91	FY 92	FY 93	FY 94
PERS. SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND/BUILD.						
GRANTS/CLAIMS						
MISCELLANEOUS						
TOTAL	0	0	0	0	0	0
CAPITAL						
REVENUE						

FUNDING: (THOUSANDS OF DOLLARS)

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

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS:

SJR 39 supports the National Park Service's proposed Alaska Science Initiative.
 SJR 39 has no state fiscal impact.

PREPARED BY: Nancy Petersen, Staff, Senate Resources Committee

DATE: 4-10-89
 PHONE NO.: 465-3872

SJR 39

BRIEFING

NATIONAL PARK SERVICE'S PROPOSED ALASKA SCIENCE INITIATIVE

March, 1990

Proposal:

The National Park Service Alaska Region is requesting a federal appropriation of \$8.02 million per year to be used for scientific research in the Alaska National parks. The program would involve direct hiring of scientists to work in the parks, the Regional Office in Anchorage, and research centers in Anchorage and Fairbanks. It would also provide funds for cooperative agreements and contracts with the University of Alaska in Fairbanks and Anchorage and the Alaska Department of Fish and Game, as well as with other sources of scientific expertise.

Background:

A major purpose of Congress in establishing the national parks in Alaska was to designate areas for scientific study of natural ecosystems. The parklands provide invaluable benchmarks for measuring effects of global and regional environmental change.

Until last year, the National Park Service scientific staff in Alaska was minimal. Though some increase has been provided, with only a fraction of the funding needed, there is no way the National Park Service can realize the Alaska parks' potential as a source of knowledge about natural systems. Alaska has over 68 percent of the acreage of the country's National Park System, yet receives less than 3 percent of the national park budget. The entire staff for scientific research in any of a number of the other national parks of the country was more than that available to all the national parks in Alaska in 1990.

Justification:

Reasons for approval of SJR 39 supporting the national Park Service Alaska science initiatives are as follows:

1. Strengthen Alaska's role in studying global environmental change.
Alaska, and particularly the Alaska national parks, have a major potential as a laboratory for study of the effects of global environmental change. The greenhouse effect is more extreme in northern regions. Increasingly, the Brooks Range is covered by an arctic haze from wood fires and industrial waste generated outside the U.S. Park environments can be an unmatched base for science as a crucially important "industry" of the future.
2. Increase scientific exchange between Russia and Alaska.
The Soviet and United States governments are working on a proposal for an international park including existing park lands in Northwest Alaska and areas in the Soviet Far East. A major purpose of this international park is cooperation in scientific study including the study of common cultural and anthropological roots. To participate actively and effectively in

such a program, adequate National Park Service staff and basic facilities in Alaska are essential. The international study program will, in turn, have other benefits for Alaska by increasing travel and communication between the USSR and Alaska and encouraging international tourism.

3. Contribute to other scientific study programs within Alaska.
The proposed science initiative will provide funding for a combination of cooperative efforts with the university and with state scientists. Already the National Park Service provides a significant contribution to state research programs - approximately \$200,000 in 1990. This shared funding to accomplish common research goals would increase significantly under the proposed science initiative.
4. Enable resource management decisions to be based on more complete knowledge of the facts. Knowledge gained through the scientific research program will help the National Park Service be a better manager of the Alaska parks. When information about the effects of use is limited, park managers are constrained to be conservative in their decisions. More complete knowledge about actual effects of use will enable a more informed approach towards wise use of park resources.
5. Establish baseline data about existing resources and natural systems.
The Valdez oil spill provided a strong example of the need for more complete baseline data about existing park resources. When the spill occurred a massive emergency effort was required to obtain information about the natural environment which could serve as a base for measuring effects of the damage. By establishing baseline data for each of the parks, the National Park Service will be equipped to assess environmental impacts in a timely and cost-effective manner, and to guide more effectively the deterrent and rehabilitative actions needed.
6. Benefit the state's economy. An annual infusion of \$8.02 million of federal funds will, in turn, have a range of benefits for other sectors of the economy. The University of Alaska has estimated that the addition of approximately 134 new National Park Service positions would generate about 130 private sector jobs. This economic growth would affect 14 communities ranging in size from Anchorage and Fairbanks to bush communities.

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A Comprehensive Resource Proposal

National Park Service, Alaska Region March 1989

The Resource Initiative

Eight years ago, with the passage of the Alaska National Interest Lands Conservation Act, the National Park system in Alaska was expanded by millions of acres, adding lands of tremendous natural and cultural value. With the Lands Act came the promise to preserve and manage the park resources for all generations. Sadly the bold promises of 1980 have not always been met.

In northwest Alaska artifacts from the earliest North Americans rested for centuries, some weathering well, others forever lost to nature or thieves. The few sites surveyed have yielded new insights into those people's lives and the land, but until the work is expanded the promise of protection remains empty. The heritage of the "Ellis Island of native Americans" stands at risk. The stressed arctic environment in which those artifacts rest is permeated daily by a haze whose effects are as yet unknown. Entire ecosystems may be at risk.

Seven-hundred miles south, the rivers flowing to Bristol Bay are choked with spawning salmon. Their healthy

return allows the world's richest harvest, and supports subsistence activities and wildlife. But more knowledge is needed to assure protection of this renewable resource.

The Alaska Region of the National Park Service today includes two-thirds of the parkland in America, yet is funded with 3 percent of the service's budget. Park managers must make decisions about resources on which there has been little study; the promise of a decade ago to "do it right the first time" will ring hollow if basic research is ignored.

As a partial remedy, the region is proposing ambitious growth for its science program. The expansion requires \$8.02 million per year in additional federal spending in Alaska. Communities will welcome the new permanent jobs, but dollars do not measure the true benefits: the perpetuation of wildlife and fish populations, the ability for subsistence users to continue their way of life, and the preservation of great living museums, laboratories for greater understanding of our past and future.

The Lands Act

The national parks and preserves in Alaska are used in unprecedented ways by sportsmen and for subsistence. The northern latitude and fragile flora make the parks especially vulnerable to resource damage. The areas' magnitude has to date allowed only limited inventories.

The Alaska Region of the National Park Service administers 23 areas totalling 54 million acres; of that, 44 million acres were added in 1980.

The Lands Act gave far-reaching mandates to the Park Service. Among the challenges:

- * Maintain undisturbed ecosystems and opportunities for scientific research.

- * Provide the opportunity for rural residents to continue their



subsistence lifestyles.

- * Maintain sound populations of, and habitat for, wildlife species of inestimable value to citizens of Alaska and the nation.

- * Preserve extensive arctic tundra, boreal forest and coastal rain forest.

- * Protect, preserve and interpret historical and archeological sites.



The Economy

The value of the science proposal to land managers, researchers and park users is high. The payoff will come in many forms: better knowledge of our past, healthy populations of fish and game for sportsmen and subsistence users, greater understanding of global climate changes.

But there is also a material benefit to Alaska.

The plan would add 74 scientists and resource managers and 60 support positions. The 134 new employees would be based near the parks, and in Anchorage and Fairbanks, working in concert with scientists from other agencies and universities.

The proposal calls for increasing the region's budget by \$8.02 million per year. A higher proportion of the money

would go to non-recurring construction during the first three years. As the needed construction, primarily park housing, is completed, staffing will accelerate to reach, at maturity, the recurring level of \$8.02 million.

With new workers, additional jobs are indirectly created. A University of Alaska Anchorage study estimated 128 private sector jobs would be created from increased Park Service spending. Fourteen communities, ranging in size from Anchorage to Port Alsworth, would benefit.

During the first five years of the program, more than \$9 million would be spent on statewide construction, resulting directly and indirectly in an estimated 30 jobs.

The Resource

The features of every park are distinctive, but those in Alaska provide opportunities found nowhere else.

The U.S.A.'s only Dall sheep are in Alaska, as are the largest populations of grizzly bears, eagles, salmon, and waterfowl. Those resources, combined with unrivalled scenery as diverse as the emerging landscape of Glacier Bay and the artifact-laden beach ridges of Bering Land Bridge, form a treasure for the world.

In the long-term conservation of those resources rests the real "permanent fund" for Alaska. Dividends are paid every year with the 600,000 visitors who come to Denali. Dividends come, too, with hikers exploring untrammelled reaches of Gates of the Arctic and other parks in this great wildland system.

The large parks, in preserving vast portions of the arctic and sub-arctic ecosystems, provide unmatched research opportunities. Largely untouched, they are benchmark areas for measuring global climatic change.

A preliminary assessment has found some 300 needed research projects. Among them:

- * How would Denali be affected by a major timber industry in the Susitna Valley, or by a new northern access road?

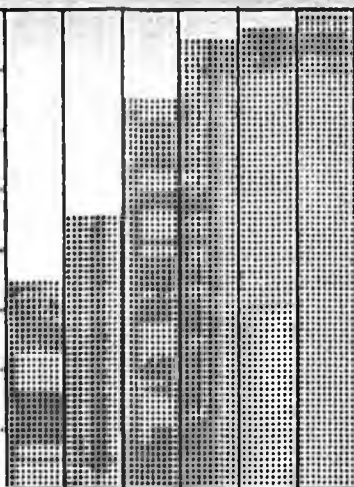
- * What means and routes can best provide access for private inholdings while still protecting the surrounding park resources?

- * How do intensive fish harvests affect salmon returns to Katmai and the wildlife that thrives on them?

- * Which activities and park qualities most attract visitors and how can use be increased without destroying the qualities people come to enjoy?

Baseline data and continuing inventories of park resources build a sound foundation for the accurate measurement of change necessary for informed management well into the next century. Without them, management is blind; progress impeded.

MILLIONS

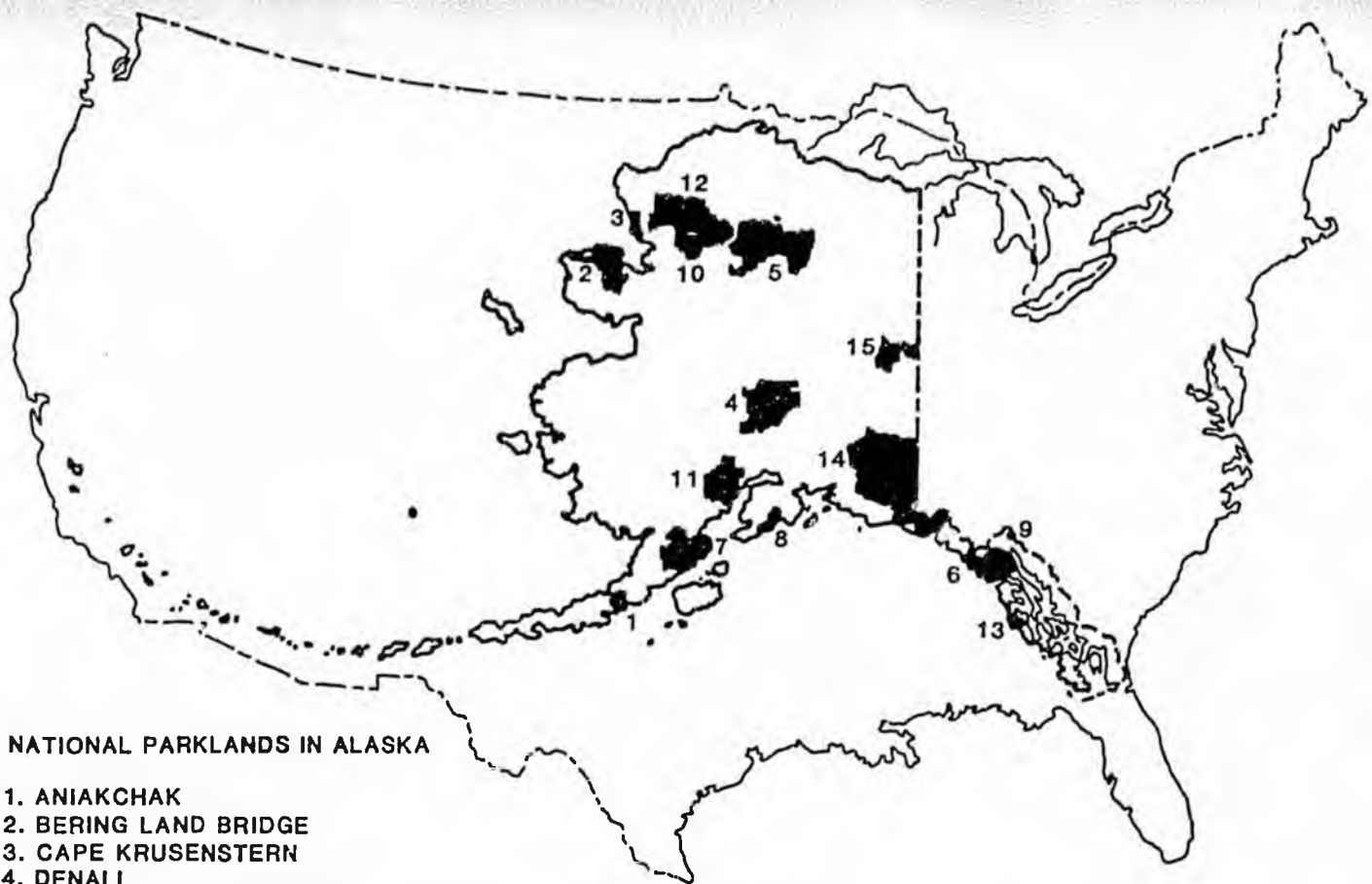


91 92 93 94 95 96
FY

PERSONNEL 

CONSTRUCTION 





NATIONAL PARKLANDS IN ALASKA

- | | | |
|------------------------|-----------------------|--------------------------|
| 1. ANIAKCHAK | 9. KLONDIKE GOLD RUSH | 13. SITKA |
| 2. BERING LAND BRIDGE | 10. KOBUK VALLEY | 14. WRANGELL-ST. ELIAS |
| 3. CAPE KRUSENSTERN | 11. LAKE CLARK | 15. YUKON-CHARLEY RIVERS |
| 4. DENALI | 12. NOATAK | |
| 5. GATES OF THE ARCTIC | | |
| 6. GLACIER BAY | | |
| 7. KATMAI | | |
| 8. KENAI FJORDS | | |

The Future

The science proposal sets ambitious goals. It would guide the most fundamentally important undertaking of the National Park Service in Alaska.

The region proposes to commit unprecedented resources to research and basic understanding. Sharing the work and resources with state and federal agencies and the academic community will be vital.

The results will be far-reaching -- on our ability to manage intelligently, on our perceptions of ourselves and our priorities, and on the way others perceive parks.

The choice to emphasize research reflects the character of the parks in Alaska. They are the nation's largest, rich in resources, with little visitation and few of the amenities associated with parks in the Lower 48. New visitor facilities, and additional rangers for interpretation and protection are needed to preserve resources, provide visitor safety and further the public's understanding of

the parks; but research will be the region's top priority. Increased understanding of the resources Alaska shares with the world and of the people who use them is essential in assuring their integrity, and invaluable in gauging what is happening to the rest of the environment of humankind.

To achieve success, funding must be committed over a long period. Baseline data, and knowledge of change and its causes, cannot be obtained in a field season.

In Alaska, the possibility remains to avoid the expensive corrective measures taken elsewhere. The promise of a decade ago to "do it right the first time" is achievable.

This initiative has been developed with assistance and guidance from scientists and managers from the federal, state and private sectors. Copies of the plan are available from the National Park Service, Alaska Region, 2525 Gambell St., Room 401, Anchorage, AK 99503



United States Department of the Interior

NATIONAL PARK SERVICE

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



IN REPLY REFER TO:

N2215 (ARO-RNR)

28 MAR 1989

Senator Arliss Sturgulewski
P.O. Box V
Juneau, Alaska 99811

Dear Senator Sturgulewski:

We have reviewed the resolution on the National Park Service proposed "Alaska Science Initiative" that you are sponsoring in the Alaska legislature. We heartily support this resolution.

We believe if this initiative is implemented it will have an immediate and long-term positive impact on Alaska. The initiative will result in 134 new positions for the National Park Service, generate an estimated 128 positions in the private sector and provide more than \$9 million in construction funding. Fourteen communities, ranging in size from Anchorage to Port Alsworth, will benefit directly. To accomplish this will require a budget of \$8.2 million per year.

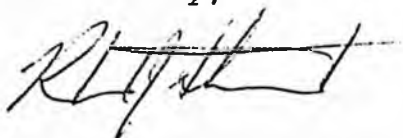
The initiative will allow the Alaska Region of the National Park Service to, among numerous other activities:

- Take an active role in measuring impacts and predicting environmental changes from man's activities, including global climatic warming.
- Determine what means and routes can best provide access to private inholdings in parks while still protecting the surrounding park resources.
- Determine how to accommodate the activities most attractive to visitors while maintaining the environmental qualities they come to enjoy.
- Determine how to protect fish and wildlife values of inestimable value while allowing their utilization for subsistence and, where applicable, for sporting purposes.
- Provide opportunities for scientific study in protected ecosystems to serve as baselines against which to measure results of management in other areas.

We will continue our close working relationship with the University system, the Alaska Department of Fish and Game, and other state and federal agencies. We wish to cooperate with other research scientists and exchange data collected from National Park Service lands.

The resources of Alaska, as diverse as the emerging landscape of Glacier Bay and the ancient artifacts of Bering Land Bridge, form a treasure for the world. With baseline data and sound inventories of park resources, a solid foundation will be built for the accurate measurement of change, and informed management well into the next century.

Sincerely,

A handwritten signature in dark ink, appearing to read 'R. Stenmark', written over a horizontal line.

Richard J. Stenmark
Acting Regional Director

S J R

40

SENATE COMMITTEE REPORT

FIRST COMMITTEE OF REFERRAL

Date of 5-DAY NOTICE waived 4/10/89
IN ACCORDANCE WITH UNIFORM RULE 23

FURTHER

**FISCAL NOTE(S) MUST BE ATTACHED
IN ACCORDANCE WITH AS 24.08.035

DATE TURNED INTO OFFICE 4-10-89

3/29/89

Mr. President:

~~RESOURCES~~

Committee considered

SJR 40

proposal by the National Park Service to hire Native college students in the state as employees under a cooperative education program and to offer the students career positions upon graduation

and recommended:

- replace with CS _____ same title
- attached amendment(s) and new title
- _____ letter of intent adopted

do pass

do not pass

no recommendation

individual recommendations

further referral to _____

FISCAL NOTE(S) attached zero SENATE RESOURCES
 appropriation no FN attached DNR

fiscal impact

Gov. FN introduced w/ bill

MEMBERS SIGNING DO PASS

OTHER RECOMMENDATIONS

[Signature]

[Signature]

[Signature]

[Signature]

[Signature]
Chair: signature and recommendation



United States Department of the Interior
NATIONAL PARK SERVICE



IN REPLY REFER TO:

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

April 6, 1989

The Honorable Al Adams
Alaska State Senate
Room 507 State Capitol
P.O. Box V
Juneau AK 99811

Dear Senator Adams:

We are very pleased to hear of your sponsorship and introduction of SJR 40, in which legislative support for our Cooperative Education program is expressed. The national park managers in Alaska and I feel strongly that this type of program, with its emphasis on creating educational and career opportunities to Alaska Natives, will have far-reaching benefits for Native people, the visiting public, and the parks themselves.

SJR40 will surely have a positive impact on the interest we see building around this unique program. It can provide opportunities for us to hire highly-skilled people to fill many critical positions which we foresee for the region over the next five years. Your personal interest and support are greatly appreciated.

I am enclosing some additional background information for you on the Cooperative Education program and our five-year plan, as well as an article written for our regional Equal Opportunity newsletter describing this year's student trainees.

Regional Director Boyd Evison takes a personal interest in this program, and has asked that I transmit the information to you as quickly as possible on his behalf. If you should have questions or need additional information, please don't hesitate to call him or Eleanor Pratt, program coordinator, at 257-2698.

Sincerely,

David B. Ames
Acting Regional Director

Enclosures

NEW COOPERATIVE EDUCATION APPOINTMENTS

Three new students have been hired in the region's Cooperative Education Program for 1989. They are:

Cyril Andrews, sophomore majoring in Rural Development at University of Alaska-Fairbanks, who will be a Realty Specialist trainee with the Lands Division. Mr. Andrews is a native of Kotlik. His background includes 4 years on his high school varsity basketball team, being student council president and vice-president, and 8 years of commercial fishing experience.

Jacob Isaac, a junior also at UA-F and majoring in wildlife management, who will be a park ranger trainee at Denali in visitor services. Mr. Isaac is from the village of Marshall. He was president of his high school student council, elected to National Honor society, an alumnus of Upward Bound, spent a semester as an exchange student at Westfield College in Massachusetts and two summers as an intern at the Institute of Marine Science (Seward).

Donald Mike, a junior at Sheldon Jackson College majoring in natural resource management, who will be a park ranger trainee at Wrangell-St. Elias (Nabesna). Mr. Mike is from Kotlik, and his varied work experience includes commercial fishing, assisting with U.S. Fish & Wildlife Service migratory bird studies, and maintenance. In addition he is a skilled craftsman who makes his own hunting implements such as atlats and spears.

Joining these three outstanding new trainees are returning students:

Martha Olympic, senior at UAA in anthropology, from Igiugig, who will spend her third and last trainee summer with an archeological crew in Bering Land Bridge. She was previously assigned to regional office Cultural Resources and Katmai.

Hubert Chakuchin, senior at Sheldon Jackson in resource management, from Toksook Bay, who will spend his third summer in interpretation and resource activities at Denali. Hubert will graduate in December, becoming the first cooperative education graduate in the Alaska program. He served his first two summers at Lake Clark;

Martha Wilson, a junior at Sheldon Jackson from Kotzebue, in resource management, will transfer for her second summer to Northwest Areas from Denali;

Glenn Hart, a junior in aquatic resources at Sheldon Jackson, from Wasilla, will spend his second summer at Sitka, where he worked his first year.

COOPERATIVE EDUCATION PROPOSAL

National Park Service, Alaska Region

PROPOSAL:

To change the face of the National Park Service in Alaska-- and deepen our understanding of Alaskan ways-- by making Alaska Natives a major integral part of its most basic functions. We propose to do so by bringing high-potential students into a program that prepares them for, and places them in, crucial jobs with potential for advancement to top management roles.

BACKGROUND

Cooperative Education is a hiring tool which allows federal agencies to recruit college students, provide them with relevant work experience while they are still in school, and then non-competitively convert them to career positions in the agency upon graduation.

The National Park Service, Alaska Region, has hired eight Alaska Native college students over the last two years as Cooperative Education trainees. We recognize the unique understanding and appreciation that Alaska Natives have of the cultural and natural resources of Alaska, and we will take advantage of every opportunity to utilize these special knowledges and skills in the management of Alaska's national parks. The value these Cooperative Education students have brought to the National Park Service is immeasurable, as clearly demonstrated in the organizational and public response to our current trainees.

The students we have hired so far are as follows:

<i>1987 Intake--</i>					
<u>NAME</u>	<u>HOMETOWN</u>	<u>POSITION</u>	<u>LOCATION</u>	<u>MAJOR</u>	<u>SCHOOL</u>
Hubert Chakuchin	Toksook Bay	Park Ranger	Lake Clark NP	Resource Mgt	Sheldon Jackson
Patrick Sampson*	Kipnuk	Park Ranger	Sitka NHP	Native Studies	U of Alaska Fbks
Martha Olympic	Igiugug	Cult Res Spec	Regional Office	Anthropology	U of Alaska Fbks
Deborah Fairbanks*	Shageluk	Administrative	Regional Office	Business	Alaska Pacific U.
<i>1988 Intake--</i>					
Glenn Hart	Wasilla	Park Ranger	Sitka NHP	Aquatic Resource	Sheldon Jackson
Martha Wilson	Kotzebue	Park Ranger	Denali NP	Resource Mgt	Sheldon Jackson
Charlene Reich*	Kotzebue	Res Mgt Spec	Northwest Areas	Fisheries Biology	U of Idaho
Dwayne Haviland	Kotzebue	Park Ranger	Wrangell-St. Elias	Resource Mgt	U of Alaska Fbks

**Students who left program*

Our major objectives in developing this program have been to:

- * enhance the National Park Service's ability to understand Alaskan Issues from varied perspectives;
- * improve our ability to communicate effectively with Alaska Native users of the parks, through hiring of staff with personal understanding of their cultures and languages; and
- * enhance the visitor's understanding of Native cultures in Alaska.
- * support our affirmative action commitment to bring Alaska Natives into mainstream career occupations;

The limited resources we have been able to commit so far to Cooperative Education have yielded excellent if modest results. As these Native students approach graduation from college, we are trying to find positions which they could fill as permanent employees, and which are needed by the parks for future growth.

In order to place these students into permanent positions, and to continue to recruit additional Alaska Native college students, we need to identify a stable source of funds to support those positions. Such funds are not available at current levels, and at present placement depends on chance availability of appropriate positions upon completion of the educational program.

PROJECTED NEEDS

The following list of future position needs for Alaska's national parks reflects those we feel are particularly suited to fill with Alaska Native candidates recruited through Cooperative Education. These are occupations where we have the most severe underrepresentation of Alaska Natives, and where their unique knowledges and skills will be most valuable to the national parks.

<u>Position</u>	<u>Description</u>	<u>Location</u>
GS-025-5/7/9	Park Ranger, Interpretive Specialist	Katmai National Park and Preserve
GS-025-5/7/9/11	Park Ranger, Unit Manager	Kobuk Valley National Park
GS-025-5/7/9	Park Ranger, Interpretive Specialist	Sitka National Historical Park
GS-025-5/7/9/11	Park Ranger, Resource Management Specialist	Lake Clark National Park and Preserve
GS-401-5/7/9	Resource Management Specialist	Denali National Park and Preserve
GS-025-5/7/9	Park Ranger, Chitina Sub-district	Wrangell-St. Elias National Park and Preserve
GS-025-5/7/9	Park Ranger, Nabesna Sub-district	Wrangell-St. Elias National Park and Preserve
GS-193-5/7/9	Compliance Archeologist	Cultural Resources Division

<u>Position</u>	<u>Description</u>	<u>Location</u>
GS-1170-5/7/9	Realty Specialist	Lands Division
GS-025-5/7/9	Park Ranger, resource management and resource protection	Gates of the Arctic National Park and Preserve
GS-401-5/7/9	Resource Management Specialist, wildlife and fisheries	Kenai Fjords National Park
GS-025-5/7/9	Interpretive Specialist	Bering Land Bridge National Preserve
GS-0193-5/7/9	Cultural Resource Management Specialist	Bering Land Bridge National Preserve
GS-193-5/7/9	Cultural Resource Management Specialist	Yukon-Charley Rivers National Preserve
GS-025-5/7/9/11	Park Ranger, Unit Manager	Noatak National Preserve
GS-025-5/7/9	Interpretive Specialist	Glacier Bay National Park and Preserve
GS-025-5/7/9/11	Interpretive Specialist	Lake Clark National Park and Preserve
GS-025-5/7/9	Park Ranger, Yakutat Sub-district	Wrangell-St. Elias National Park and Preserve
GS-025-5/7/9/11	Interpretive Specialist	Wrangell-St. Elias National Park and Preserve
GS-025-5/7/9	Interpretive Specialist	Interpretation and Visitor Services Division
GS-025-5/7/9	Interpretive Specialist	Fairbanks Public Lands Information Center
GS-810-5/7/9	Structural Engineer	Division of Facility Design and Maintenance
GS-028-5/7/9/11	Outdoor Recreation Planner	Planning Division
GS-028-5/7/9/11	Environmental Compliance Specialist	Environmental Compliance Division
GS-1101-5/7/9	Concessions Analyst	Concessions Division
GS-430-5/7/9	Botanist	Kenai Fjords National Park
GS-025-5/7/9	Interpretive Specialist	Yukon-Charley Rivers National Preserve
GS-025-5/7/9/11	Subsistence Specialist	Northwest Areas
GS-193-5/7/9	Cultural Resource Management Specialist	Sitka National Historical Park
GS-025-5/7/9	Interpretive Specialist	Anchorage Public Lands Information Center
GS-GS-807-5/7/9	Landscape Architect	Division of Facility Design and Maintenance
GS-808-5/7/9	Architect	Division of Facility Design and Maintenance

We realize that it will take several years of planned recruitment and hiring activity to fill all these positions with Alaska Native candidates through the Cooperative Education program, even given adequate resources to accomplish our goals.* Ten years would be a realistic time frame to target and fill all the positions listed above. However, for the purposes of this proposal, we propose the following levels of student intake over the next five years to fill some of those positions identified (including required base increases):

<u>FY89</u>		<u>FY90</u>		<u>FY91</u>		<u>FY92</u>		<u>FY93</u>	
6 returning students	\$ 48,000	2 conversions to	\$ 72,000	2 permanent staff	\$ 74,000	5 permanent staff	\$185,000	9 permanent staff	\$342,000
4 new students	\$ 32,000	permanent status		3 conversions to	\$108,000	4 conversions to	\$150,000	3 converting to	\$117,000
program support	\$ 20,000	7 returning students	\$ 56,000	permanent status		permanent status		permanent status	
		4 new students	\$ 32,000	7 returning students	\$ 60,000	6 returning students	\$ 51,000	6 returning students	\$ 51,000
		program support	\$ 25,000	4 new students	\$ 34,000	4 new students	\$ 36,000	4 new students	\$ 34,000
				program support	\$ 25,000	program support	\$ 30,000	program support	\$ 30,000
Total	\$100,000	Total	\$185,000	Total	\$301,000	Total	\$452,000	Total	\$574,000

Our goal is to attract and develop Alaska Natives as future managers; the Cooperative Education program is the most ideal means to achieve this. We are committed to the continued use of this program to improve representation of Alaska Natives in our work force, regardless of future funding levels. At current levels, however, it would be impossible for us maintain the number of intakes and conversions (as outlined above) needed to achieve that goal within the next 5-10 years. By this augmentation of the program, cooperative education recruitment could be broadened to include other groups using the limited existing base on which it has thus far been built.

*This proposal also has an excellent tie-in with our newly instituted Resource Apprenticeship Program for Students (RAPS), an interagency effort to provide summer work experience in natural resource management to Native high school juniors and seniors- NPS, BLM, USF&WS, and USFS are involved, along with BIA and several Native non-profit corporations.

HOUSING AND OFFICE REQUIREMENTS

The dollar amounts shown above reflect salaries, benefits, and support costs associated with the proposed positions. If we're to fully realize our goal to place substantial numbers of Alaska Natives in key jobs in Alaska's national parks, additional housing and office space will be critical. In some areas such as Kenai Fjords National Park, additional positions could be absorbed without increasing facilities. In other areas, such as Bering Land Bridge National Preserve or Glacier Bay National Park and Preserve, additional funding would be needed to meet housing and office space needs. We have estimated these additional costs as follows (projected requirements by FY94):

<u>PARK</u>	<u>POSITIONS</u>	<u>HOUSING</u>	<u>OFFICE</u>	<u>LAND</u>	<u>TOTAL</u>
Bering Land Bridge	2	\$336,000	-0-	\$90,000	\$426,000
Denali	1	\$114,000	\$55,000	-0-	\$169,000
Gates of the Arctic	1	-0-	-0-	-0-	-0-

<u>PARK</u>	<u>POSITIONS</u>	<u>HOUSING</u>	<u>OFFICE</u>	<u>LAND</u>	<u>TOTAL</u>
Glacier Bay	1	\$114,000	\$ 55,000	-0-	\$169,000
Katmai	1	\$150,000	\$ 44,000	-0-	\$194,000
Kenai Fjords	2	-0-	-0-	-0-	-0-
Lake Clark	2	\$420,000	\$100,000	-0-	\$520,000
Northwest Areas- Kotzebue	1	\$168,000	-0-	\$45,000	\$213,000
Noatak	1	\$210,000	\$ 50,000	\$40,000	\$300,000
Kobuk	1	\$210,000	\$ 50,000	\$40,000	\$300,000
Sitka	2	-0-	\$ 64,000	0-	\$ 64,000
Wrangell-St. Elias- Chitina	1	\$144,000	-0-	\$30,000	\$174,000
Nabesna	1	\$144,000	-0-	0-	\$144,000
Glennallen	1	\$144,000	-0-	\$45,000	\$189,000
Yakutat	1	\$144,000	-0-	\$30,000	\$174,000
Yukon-Charley Rivers	2	\$300,000	\$110,000	\$30,000	\$440,000
				TOTAL	\$3,476,000

If we are unable to meet these needs for additional facilities and housing in those parks where they are most critical, as indicated above, then our future placement opportunities for Cooperative Education graduates will have to be limited to those few other areas where they are available.

S J R

42

SENATE COMMITTEE REPORT

FIRST COMMITTEE OF REFERRAL

Date of 5-DAY NOTICE _____
IN ACCORDANCE WITH UNIFORM RULE 23

FURTHER

**FISCAL NOTE(S) MUST BE ATTACHED
IN ACCORDANCE WITH AS 24.08.035

4/3/89

DATE TURNED INTO OFFICE _____

Mr. President:

RES _____ Committee considered SJR 42

development of a visitor center for Wrangell-St. Elias National Park
and Preserve in the vicinity of Glennallen

and recommended:

- replace with CS _____ same title
- attached amendment(s) and new title
- _____ letter of intent adopted

do pass

do not pass

no recommendation

individual recommendations

further referral to _____

FISCAL NOTE(S) attached zero
 appropriation no FN attached

fiscal impact
 Gov. FN introduced w/ bill

MEMBERS SIGNING DO PASS

OTHER RECOMMENDATIONS

Julius Strogan
~~*J. K...*~~
John G. ...
...
Rich. ...

Dette ...
 Chair signature and recommendation

Committee backup attached

FISCAL NOTE

REQUEST:

Revision Date: _____ Agency Affected: _____
 Title: SJR 42 Relating to the development BRU: _____
of a visitor center for Wrangell-St. Elias Nat'l Park and Preserve in the vicinity
 Sponsor: Sturgulewski Components: of Glennallen.
 Requestor: _____

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-

CAPITAL						
---------	--	--	--	--	--	--

REVENUE						
---------	--	--	--	--	--	--

FUNDING: (Thousands of Dollars)

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

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

ANALYSIS : (Attach a separate page if necessary)

Prepared by: Senate Resources Committee Phone: 465-3834
 Division: Bettye Fahrenkamp Date: 4-17-89
 Approved by Commissioner: Senator Bettye Fahrenkamp Date: _____
 Agency: Chairman, Senate Resources Committee

Distribution (by preparer):

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

SJR 42



United States Department of the Interior
NATIONAL PARK SERVICE



IN REPLY REFER TO:

A3815 (ARO-RP)

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

31 MAR 1989

Honorable Arliss Sturgulewski
Alaska State Legislature
P. O. Box V (MS 3100)
Juneau, Alaska 99811

Dear Senator Sturgulewski:

The National Park Service is pleased to comment on the proposed Senate Joint Resolution relating to the development of a visitor center for Wrangell - St. Elias National Park and Preserve. For almost three years the Park Service has been on record in favor of locating and purchasing land in the vicinity of Glennallen for a visitor center. During the public meetings for the Park's General Management Plan people in local communities and elsewhere expressed broad support for a National Park Service visitor center in the Glennallen area.

This visitor center would facilitate travel in the area for a range of tourists, from those on a guided tour, to those who travel independently. Exhibits and displays could feature the outstanding natural and cultural resources of the park/preserve.

Currently, we are looking for suitable sites for this facility so a purchase can be negotiated. Once site acquisition is completed, it will take several years to secure funding from the Congress, develop detailed construction plans and build the visitor center.

We believe this project will have significant benefit for the local area as well as for the traveling public, both visitors and Alaskans, and we appreciate your interest and support.

Sincerely,

Paul F. Haertel
Acting Regional Director

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

Wrangell-St. Elias

Official Map and Guide

Wrangell-St. Elias National Park and Preserve
Alaska

National Park Service
U.S. Department of the Interior



George Herben
Mt. Sanford is one of several peaks in the Wrangells that can be viewed from nearby highways. Mt. Drum, Blackburn, and Sanford are dormant volcanoes, whereas Mt. Wrangell itself is still active.



The Chitstone River flows through a many-headed, glacier-carved gorge and turns into a 300-foot waterfall over a sheer wall.



Tom Bean
If any single species symbolizes the park's wildlife, it is Dall sheep, which inhabit the interior highlands.



Tom Bean
The profusely braided Chitina River flows from the Chitina and Logan glaciers on the park's eastern boundary to the Copper River on the western

boundary. The mighty Copper, which starts on the north side of the Wrangells, empties into the Gulf of Alaska.



Jim Higgins
Boating is among the many adventuresome ways to explore Wrangell-St. Elias. Here a boater makes his way on the Kennicott, a minor river in

comparison with the Copper, Chitina, and Chisana. Kayakers increasingly are plying bays and inlets near Yakutat.



Washington State Historical Society
Men build a railroad bridge across the Kuskulana River in 1910. Today travelers on the road to McCarthy cross this bridge.



Tom Bean
Skiers on the Malaspina Glacier head toward Mt. St. Elias, at 18,008 feet the second highest peak in the United States.



Tom Bean
With massive Hubbard Glacier as a backdrop, camping in Disenchantment Bay is, if nothing else, enchanting. The glacier, which flows out

of the St. Elias Mountains in Canada into the United States, is surging into the bay.

A Preeminent Mountain Wilderness

Incredible. You have to see Wrangell-St. Elias National Park and Preserve to believe it—and even then you are not too sure. The number and scale of everything is so enormous. Peaks upon peaks. Glaciers after glaciers. If you follow any of the many braided rivers and streams to their source, you will find either a receding glacier, an advancing glacier, or a tidewater glacier. Several mountain ranges converge here, and the park includes 9 of the 16 highest peaks in the United States. The total acreage makes this the largest U.S. national park, the size of six Yellowstone. And beyond all that, it contains a representative sampling of Alaska's wildlife and old mining sites indicative of man's early explorations here. Hike into these mountains, float the rivers, ski across the glaciers, fly over the area, and see geology in the making. Amid the splendid isolation comes a feeling of discovery, a feeling that you might be the first person to see such sights.

Itself, but even then some of its major peaks, including Blackburn, Sanford, Drum, and Wrangell, can be seen from nearby highways. Position yourself in one spot and watch the sun, clouds, and storms play hide and seek with a single peak or ridge. The mood changes by the minute.

Three major mountain ranges meet here: The Wrangells huddle in the northern interior, the Chugach guard the southern coast, and the Saint Elias Mountains rise abruptly from the Gulf of Alaska, thrusting northward past the Chugach and on toward the Wrangells. The Wrangells are volcanic in origin, but only Mount Wrangell remains active with vents of steam near its summit. It last erupted in 1930. Other major, but smaller, ranges include the Mentastans and Nutzotins on the northeast side of the park. With adjoining Klauane National Park in Canada, all these ranges

Hubbard, and Guyot. The Malaspina Glacier flows out of the St. Elias Range between Icy Bay and Yakutat Bay in a mass larger than the State of Rhode Island. It carries so much glacial silt that plants and trees take hold on its extremities, grow to maturity, and topple over the edge as the glacier retreats. Flowing from the glaciers are a multitude of meandering rivers and braided streams. The Copper River, the largest, forms the western boundary of the park starting in the Wrangells and emptying into the Gulf of Alaska in Chugach National Forest. In the early 1900s the Kennecott Mining Co. transported copper from its mines near McCarthy by railroad along the Chitina and Copper rivers to ships at Cordova. Ore was extracted from these highly productive mines between 1911 and 1938 and lured many people to the area, if only temporarily. Similarly gold was transported from the Nabesna area. Today mining still occurs on

Chitina, Gulkana, and Chistochina are among the old Athapascan settlements. Yakutat, on the coast, is a traditional Tlingit fishing village.

Though the vegetation may seem sparse, especially in the interior, the park contains a variety of wildlife. Dall sheep and mountain goats patrol the craggy peaks. Herds of caribou feed on the lichen and low woody plants around the Wrangells. Moose browse in sloughs and bogs in the coastal lowlands and in brushy areas, which also attract brown/grizzly bears. Black bears roam throughout the park. Bison were released in the Copper and Chitina River valleys in 1950 and 1962 respectively and remain as separate herds today. Many rivers, streams, and lakes provide spawning grounds for salmon and other fish. The Copper River drainage and the Malaspina forelands are major flyways for migratory birds and

Cover photo by George Herben: The Kennicott and Gates glaciers sweep down from Mt. Blackburn and Ragai Mountain in the Wrangells

S J R

44