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FISHERY RESEARCH AND REHABILITATION

(Amendments to Saltonstall-Kennedy Act)

GOVERNMENT
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HEARING
BEFORE THE
MERCHANT MARINE AND FISHERIES
SUBCOMMITTEE
OF THE
COMMITTEE ON COMMERCE
UNITED STATES SENATE
EIGHTY-SEVENTH CONGRESS

FIRST SESSION

ON

S. 1230

A BILL TO AMEND THE SALTONSTALL-KENNEDY ACT SO AS TO ESTABLISH AN ADDITIONAL FUND FOR FISHERY RESEARCH PROGRAMS AND FISHERIES REHABILITATION AND DEVELOPMENT PROJECTS, AND FOR OTHER PURPOSES

JUNE 15, 1961

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FISHERY RESEARCH AND REHABILITATION (Amendments to Saltonstall-Kennedy Act)

THURSDAY, JUNE 15, 1961

U.S. SENATE,
COMMITTEE ON COMMERCE,
SUBCOMMITTEE ON MERCHANT MARINE AND FISHERIES,
Washington, D.C.

The subcommittee was called to order, pursuant to notice, at 10 a.m., in room 5110, New Senate Office Building, Hon. E. L. Bartlett presiding.

Senator BARTLETT. The committee will be in order.

The Subcommittee on Merchant Marine and Fisheries will now consider S. 1230, a bill to amend the Saltonstall-Kennedy Act so as to establish an additional fund for fishery research programs and fisheries rehabilitation and development projects, and for other purposes.

The Saltonstall-Kennedy Act now makes available funds from import duties collected on foreign fishery products. These funds are used for the benefit of the domestic fishing industry and have provided a wide range of research and services supporting the development and wise utilization of the Nation's fishery resources.

S. 1230 would provide additional Federal assistance to those States having commercial fisheries.

I will place in the record a copy of S. 1230, and also a table prepared by Senator Gruening's staff showing the calculated apportionment of funds as called for in S. 1230.

S. 1230 was introduced by my colleague Senator Gruening, the junior Senator from Alaska—for himself; the chairman of this committee, Senator Magnuson; Senator Jackson; Senator Morse; Senator Neuberger; Senator Long of Louisiana; Senator Johnston; Senator Long of Hawaii; Senator Case of New Jersey; Senator Beall; Senator Pastore; Senator Pell; Senator Ervin; Senator Williams of New Jersey; Senator Engle; Senator Butler; Senator Muskie; Senator Kuchel; Senator Keating; Senator Dodd; Senator Holland; Senator Javits; and Senator Jordan. This is a very impressive list of sponsors.

(The bill and table follow:)

[S. 1230, 87th Cong., 1st sess.]

A BILL To amend the Saltonstall-Kennedy Act so as to establish an additional fund for fishery research programs and fisheries rehabilitation and development projects, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Act entitled "An Act to authorize the Federal Surplus Commodities Corporation to purchase and distribute

NOTE.—Professional staff member assigned to this hearing: Harry C. Huse.

surplus products of the fishing industry", approved August 11, 1939, as amended (15 U.S.C. 713c-3), is amended by adding at the end thereof the following new section:

"SEC. 3. (a) The Secretary of Agriculture shall transfer to the Secretary of the Interior each fiscal year, beginning with the fiscal year commencing July 1, 1961, from moneys made available to carry out the provisions of section 32 of the Act approved August 24, 1935, an amount equal to 30 per centum of the gross receipts from the duties collected under the customs laws on fishery products (including fish, shellfish, mollusks, crustacea, aquatic plants and animals, and any products thereof, including processed and manufactured products), which shall be maintained in a fund separate from that created by section 2 of this Act.

"(b) Funds made available under subsection (a) of this section shall annually be apportioned by the Secretary of the Interior among those States having commercial fisheries subject to their regulation on a percentage basis determined by the ratio which the average of the value of raw fish landed within each State (regardless where caught) for the three most recent consecutive years for which satisfactory data are available from the Department of the Interior plus the average of the value to the manufacturer of manufactured and processed fishery merchandise manufactured within each State for the three most recent consecutive years for which satisfactory data are available from the Department of the Interior bears to the total average value of all such raw fish landed and fishery merchandise manufactured within all participating States for the three most recent years for which satisfactory data are available from the Department of the Interior.

"(c) Funds apportioned pursuant to subsection (b) of this section shall be paid in accordance with the provisions of subsection (f) of this section to State agencies authorized to regulate commercial fisheries in their respective States for expenditure, either directly or through arrangements with other State and local public or private nonprofit agencies, organizations, or institutions of higher learning, on fisheries research programs and fisheries rehabilitation and development projects approved by the Secretary of the Interior: *Provided*, That the Secretary of the Interior shall approve any such program or project which he finds has a reasonable expectation of making a contribution to the advancement of fisheries research or to the rehabilitation and development of the State's fisheries resources: *Provided further*, That funds granted under this section shall not be used to supplant State and local funds heretofore made available for the same purposes.

"(d) The amount of any apportionment to a State under subsection (b) of this section for any fiscal year remaining unpaid to such State at the end of such fiscal year shall be available for payment to such State under subsection (f) of this section until the end of the second succeeding fiscal year. No payment to a State under subsection (f) of this section shall be made out of its apportionment for any fiscal year until its apportionment for the preceding fiscal year has been exhausted or has ceased to be available.

"(e) The State agency specified in subsection (c) of this section shall make such reports, in such form and containing such information, as the Secretary of the Interior may from time to time require and comply with such provisions as he may from time to time find necessary to assure the correctness and verification of such reports.

"(f) The Secretary of the Interior shall from time to time certify to the Secretary of the Treasury the amounts to be paid to the States from the apportionments available under subsection (b) of this section and the Secretary of the Treasury shall, through the Fiscal Service of the Treasury Department and prior to audit or settlement by the General Accounting Office, make payment of such amounts from such apportionments at the time or times specified by the Secretary.

"(g) The Secretary of the Interior is authorized to make such rules and prescribe such procedures as may be reasonable and necessary to carry out the provisions of this section."

Calculated apportionment of sec. 32 funds to States as called for in the Gruening bill (S. 1230)

[Based on a 10-year average of value of catch and manufactured products]

State	Average value of raw fish, as landed, 1950 to 1959, inclusive ¹	Average value of manufactured products, 1950 to 1959, inclusive ²	Average value of landings and manufactured products, 1950 to 1959, inclusive		Allocation of funds to States
			Thousands of dollars	Percent	
	<i>Thousands of dollars</i>	<i>Thousands of dollars</i>			<i>Thousands of dollars</i>
Alabama	3,202	3,896	7,098	0.70	37
Alaska	32,363	74,566	106,929	10.57	562
Arkansas	1,114	45	1,159	.11	6
California	60,683	161,140	221,823	21.92	1,166
Connecticut	1,225	1,659	2,884	.29	15
Delaware	5,341	9,396	14,737	1.46	78
Florida	26,312	15,744	42,056	4.16	221
Georgia	2,966	12,600	15,566	1.54	82
Hawaii	3,319	2,332	5,651	.56	30
Illinois	905	5,656	6,561	.65	34
Indiana	15	50	65	.01	1
Iowa	314	4,058	4,372	.43	23
Kansas	12		12		
Kentucky	463	276	739	.07	4
Louisiana	25,403	32,155	57,558	5.69	303
Maine	17,022	37,562	54,584	5.39	287
Maryland	11,326	23,415	34,741	3.43	182
Massachusetts	39,597	58,449	98,046	9.69	516
Michigan	3,167	3,024	6,191	.61	32
Minnesota	1,422	1,577	2,999	.30	16
Mississippi	5,376	15,405	20,781	2.05	109
Missouri	59	1,039	1,098	.11	6
Montana	2		2		
Nebraska	17	29	46	.01	1
New Hampshire	308	525	833	.08	4
New Jersey	12,208	25,092	37,300	3.69	196
New York	10,854	24,604	35,458	3.50	186
North Carolina	7,501	6,215	13,716	1.36	72
North Dakota	23	2	25		
Ohio	3,179	3,381	6,560	.65	35
Oklahoma	126		126	.01	1
Oregon	6,302	19,842	26,194	2.58	137
Pennsylvania	409	9,596	10,005	.99	53
Rhode Island	4,055	2,744	6,749	.67	36
South Carolina	2,548	1,794	4,342	.43	23
South Dakota	119		119	.01	1
Tennessee	1,156	197	1,353	.13	7
Texas	23,728	32,256	55,984	5.53	294
Virginia	19,355	23,559	42,914	4.24	226
Washington	21,215	38,182	59,397	5.87	312
Wisconsin	2,830	2,330	5,160	.51	27
Wyoming					
Total	357,541	654,392	1,011,933	100.00	5,321

¹ Value of landings represent ex-essel value.

² Value of manufactured processed fishery products represents the gross amount received by the manufacturer at the point of production.

³ Allocation of funds is based on the ratio of the 1950-59 average value of landings and manufactured fishery products in the individual States applied to 30 percent of the duty on fishery commodities in 1959 which, amounted to \$5,321,000.

Source: Bureau of Commercial Fisheries, Fish and Wildlife Service, U.S. Department of the Interior, Mar. 28, 1961.

Senator BARTLETT. Our first witness will be the author of the bill, Senator Gruening of Alaska. We will be glad to hear from you, Senator.

STATEMENT OF HON. ERNEST GRUENING, U.S. SENATOR FROM THE STATE OF ALASKA

Senator GRUENING. Mr. Chairman, I am particularly happy that the chairman of the subcommittee on this occasion is my colleague who knows more about the need of this bill and what is happening

to the fisheries of Alaska and elsewhere than any other person, and that knowledge is based on 14 years of distinguished service as a vocal delegate in the House of Representatives when he strove mightily in session after session to secure some rectification of the legalized injustice as far as the fisheries were concerned, which dated from the passage of the organic act in 1912; by which Alaska, unlike other territories, was denied the right to manage its fisheries. It was turned over to Federal agencies under whose management the resource has been depleted almost to the vanishing point.

I think it is particularly fortunate that my colleague, Senator Bartlett, is presiding on this occasion.

Senator BARTLETT. May I interrupt you, Senator Gruening, to express my appreciation for your remarks and to say that I shall do my best to have this portion of the testimony printed in bold letters, and to say that the principal reason my name does not appear on the bill as a cosponsor is because I suspected long ago that I might be presiding at this hearing, and I should not want the world to think that any except the most impartial person was in the chair at this time.

Senator GRUENING. I think that my colleague's name as cosponsor is hardly necessary, because everyone in Alaska and elsewhere knows that for nearly a generation he has fought not merely for this aspect of Alaska's needs, but for all other Alaskan needs, and perhaps there is no one need that is greater in Alaska than the rehabilitation of what was once not only Alaska's greatest resource but perhaps the greatest national fishery resource, the Pacific salmon.

I appreciate the opportunity of appearing here today to testify in favor of S. 1230—a bill I introduced to amend the so-called Saltonstall-Kennedy Act so as to establish an additional fund for fishery research programs and fisheries rehabilitation and development projects.

Joined in the sponsorship of this proposal are 22 of my colleagues from both sides of the aisle.

The proposal we have made is but an extension of a technique already adopted by the Congress of devoting a sum of money equivalent to a percentage of the custom duties on fisheries imports to the rehabilitation of our domestic fisheries industry. This technique was originally evolved by two distinguished Senators from Massachusetts—the present senior Senator, Mr. Saltonstall, and the then junior Senator from Massachusetts and now President, John F. Kennedy.

Under section 612c of title 7 of the United States Code there is annually appropriated to the Secretary of Agriculture an amount equal to 30 percent of the gross receipts from duties collected on all imports under the custom laws for the preceding calendar year. The sums thus appropriated yearly are to be spent for one of two purposes:

- (1) To encourage the exportation of agricultural commodities; or,
- (2) To encourage the domestic consumption of such products.

The sums annually derived from this source for these purposes are not large compared to the total expended on our agricultural program.

I have here figures furnished to me by the Department of the Treasury showing customs receipts for all commodities imported for the fiscal years 1955 through 1959, inclusive. I would request that these be printed in the record at the conclusion of my remarks.

To illustrate the size of the sums involved, I should cite the total customs receipts for the fiscal year 1959. Those amounted to \$934,536,494. Thirty percent of that sum amounted to \$280,360,920.

In 1954, provision was made under the so-called Saltonstall-Kennedy Act (15 U.S.C. 713c-3) that an amount equivalent to 30 percent of the duties collected on the importation of fisheries products be transferred from the fund annually to the Secretary of the Interior for use by the latter "to promote the free flow of domestically produced fishery products in commerce * * *."

Under the Saltonstall-Kennedy Act, the major portion of the funds transferred to the Secretary of the Interior are expended directly by him through Federal employees, although a very small portion is expended through contracts with individuals and agencies.

Thus, in the 5 fiscal years from 1955 through 1959, inclusive, although the sum of \$23,267,821 was expended under the Kennedy-Saltonstall Act, only \$5,134,250 was expended through contract.

And the amount thus expended through contract has been steadily diminishing. The figures for work contracted for through these fiscal years are as follows:

1955-----	\$1,335,800	1958-----	\$968,245
1956-----	542,176	1959-----	347,942
1957-----	1,940,087		

Thus over the years there has been a steady increase in Federal do-it-yourself action under the Saltonstall-Kennedy Act. The program has thus grown away from the grassroots—away from the on-the-scene attacks on the problem.

S. 1230 is designed to vitalize work on the rehabilitation and development of the Nation's fisheries resources by providing that the work be performed by the States involved. After all, the States themselves are, in the final analysis, the best judges of the work which must be performed since they are closest to the scene.

That is not to deny that certain work in this area must continue to be performed on a national scale in the interests of economy and in order to achieve a coordinated approach to common problems. S. 1230, therefore, makes no attempt whatsoever to disturb the existing program conducted under the Saltonstall-Kennedy Act. It is intended that that program continue as heretofore.

Under S. 1230 an additional sum equal to 30 percent of the custom receipts on fisheries products from the 30 percent of gross custom receipts appropriated to the Secretary of Agriculture would be turned over to the Secretary of the Interior to be placed in another special fund for allocation to the States in proportion to the value of the raw fish landed and of manufactured and processed fishery merchandise manufactured within each State, averaged over the preceding 3 years for which figures are available.

This legislation is no less valuable for the other 49 that have fisheries, or such of the 49 States that have fisheries than it is for Alaska.

The argument might be advanced that the allocation of this additional sum of approximately \$5,321,000 annually would deplete the fund appropriated under the Federal Surplus Commodity Act. I have two answers to this argument.

In the first place, our fisheries resources can be considered on a par with and similar to our agricultural resources. Both provide a

vital source of food. While public attention and public funds have been directed to agricultural programs on land, we have tended to neglect—both in attention and funds—the rich food resources available through wise and foresighted harvesting of the waters under our control.

In the second place, the diminution in the amount that would be available for bolstering our agricultural economy if this additional 30 percent were transferred to the Secretary of the Interior for the rehabilitation and development of our fisheries resources would be infinitesimal compared to the total amount spent annually on bolstering the agricultural economy. In this fund alone—the fund created under section 612c of title 7 of the United States Code—there would still remain approximately \$270 million. But, in addition, the President's budget estimates that the Federal Government will expend at least \$5,623 million on its agricultural program. We are here asking for the expenditure of one one-thousandth of that sum for the rehabilitation and development of vital food resource of inestimable benefit to the entire Nation.

Under S. 1230 the funds apportioned by the Secretary of the Interior to the States could be spent by the State agency authorized to regulate commercial fisheries, either directly or by arrangements with other State and local public or private nonprofit agencies, organizations, or institutions of higher learning.

I have asked the Fish and Wildlife Service to prepare for me a chart showing how the funds would be apportioned under the provisions of S. 1230. I would ask at this time that this table be made a part of my testimony and printed in the record of this hearing at the conclusion of my remarks.

Senator BARTLETT. Senator, is this the same chart that you have inserted in the Congressional Record previously?

Senator GRUENING. It may well be. In that case it may not be necessary to duplicate it.

Senator BARTLETT. I suspect it is the same one which you placed in the Record on March 7.

Senator GRUENING. I have also asked the same bureau to prepare a similar chart of apportionments among the States based on a 10-year average of fish landed and fish products manufactured. I would ask that this chart also be published at the conclusion of my remarks as part of this record. This second chart has been prepared because it has been suggested that an allocation based on a longer span of years would be more equitable since it would more equitably equalize the lean and the fat fishing years.

The determination as to which formula should be used I leave to the good judgment of this subcommittee.

Senator BARTLETT. One question there, Senator. You said that that other formula might possibly "be more equitable since it would more equitably equalize the lean and the fat fishing years."

I take that statement applies to the whole Nation and that there have been no fat years in Alaska.

Senator GRUENING. Certainly not for a decade.

Under the provisions of S. 1230, 38 States will receive grants for the rehabilitation and development of their fisheries resources. Alaska will be one of the beneficiaries, but not the principal beneficiary.

From the standpoint of Alaska, however, it is entirely fitting that Federal funds should be used in the rehabilitation of its salmon fisheries resources which were depleted through years of mismanagement by the Federal Government itself. As I stated on the floor of the Senate at the time I introduced this legislation [reads]:

This is not a handout which Alaska seeks. It is but applying an age-old legal principle that a trustee who is false to his trust must make restitution. In the law, this principle is applied even though the trustee acted negligently rather than willfully. In the case of the despoiling of the Alaska salmon resources, even if one wishes to be as charitable as possible, one cannot even assert that the loss of this once great resource was due merely to the negligence of the Federal Government. It was done deliberately in the face of repeated and repeated warnings, I might say, which were voiced by the present chairman when he was a Delegate in the House, pleas, and protests of the people of Alaska and their representatives. Actually, with obviously inadequate means to do, unaided, the job which the Federal Government, whose sole responsibility it was, failed to do for three-quarters of a century, the State, now confronted with the mammoth task of recovering the lost resource, has initiated a program of fisheries conservation and rehabilitation.

It consists of careful and vigorous regulation of the salt water harvest to assure adequate spawning escapement into the streams and lakes.

It consists further of the protection of salmon spawning and rearing areas in the watersheds of Alaska consistent with the balanced development of industry and agriculture.

It consists of increasing and enhancing the productive capacity of important watersheds by controlling scrap fish populations, by removing or bypassing barriers to migratory salmon by the improvement of spawning beds and by the establishment of new runs in waters which previously have not produced salmon. Nearly all this needs to be buttressed by adequate fundamental research to secure the data on stream runs from year to year by each of the five varieties of salmon.

With such a program, if the funds are made available for strict enforcement and continuous application of these sound conservation, rehabilitation, and research procedures, we may confidently hope that this great national fishery resource may gradually be restored. With its restoration would come greater employment, greater tax revenue, and economic rehabilitation of areas now in, or close to, disaster. As an evidence of the State of Alaska's earnestness in prosecuting this program, it has appropriated in the 1960 fiscal budget for the Alaska State Department of Fish and Game \$3,467,697, a very substantial portion of which goes to this program.

However, Mr. President, the Alaska salmon fisheries were wrecked through deliberate nonfeasance and malfeasance of the Federal Government after warnings by the people of Alaska in words as strong and as plain as words could be. The record is there. It is, therefore, fitting and proper that the trustee who failed the trust—the Federal Government—should now do its part to make whole the trust—to rehabilitate the Alaska fishing resources.

It is also fitting and proper, Mr. President, that the source of the Federal funds to be used in this rehabilitative process should be the funds derived through impost on fish products. While foreign exporters of such products were, on the whole, not responsible for the depletion of Alaska salmon resources—except more recently in the case of the Japanese—nevertheless they are the beneficiaries of that depletion. In all justice, therefore, a portion of the imposts they pay should be devoted to making whole the once great natural resource of the State of Alaska and of the Nation.

I would ask that there be inserted at the conclusion of my remarks a table showing the decline in the Alaska salmon pack through the years under the mismanagement of the Federal Government.

Senator BARTLETT. It will be included.

Senator GRUENING. Furthermore, Mr. Chairman, it is also fitting and proper that the Federal Government should immediately assume its responsibilities for the rehabilitation of the salmon fishing resources of the Pacific Northwest and the development of the fishery

resources of the Nation because it is already furnishing Federal funds in large amounts for the rehabilitation and development of the fishing resources of many, many countries throughout the world.

The total for the 6 years from 1955 through 1960 for aid to foreign fisheries is \$13,304,064, to which must be added the loan of \$686,000 last year, to the Government of Taiwan, for the further improvement of its fishing industry. The latter loan is repayable in new Taiwan dollars, so that, for all intents and purposes, it can also be called a grant.

Thus, in 6 years, the Federal Government has given various countries \$13,999,064 for the improvement of their fishing industries and resources. And, undoubtedly, more will be granted abroad in the years ahead.

Let us take a closer look at these grants:

The Republic of China, otherwise known as Tai- wan	\$1, 513, 000	Liberia	\$137, 280
Indonesia	804, 198	British Guiana, a colony of another nation	10, 000
Korea	5, 400, 000	Spain	2, 000
Laos	13, 450	Yugoslavia, an Iron Curtain country	22, 020
Thailand	147, 000	El Salvador	23, 055
Vietnam	1, 823, 500	Peru	151, 970
India	1, 088, 620	Tunisia	102, 000
Pakistan	1, 324, 670	Somaliland	202, 000
Turkey	18, 500	Cambodia	107, 000
Ethiopia	43, 200	South China Sea	960, 000

Finally, we come to Iceland, which received \$14,600 for the rehabilitation of its fisheries—Iceland, whose fishermen roved the coasts of the world and were fishing there before Leif Ericson came to America.

With such losses abroad, can the Federal Government afford not to do as much here at home for the rehabilitation of a once great natural resource—the Alaska salmon-fishing resources—which the Federal Government itself was largely instrumental in debilitating.

There is the further fact that while our Federal Government is spending these substantial sums to aid in the creation, development and rehabilitation of both marine and fresh water fisheries in 21 foreign countries—and these sums are likely to be increased under our foreign aid program as additional countries achieve independence and participate in the so-called “revolution of rising expectations”—the Alaska fisheries are threatened with and have already felt the grave impact of fishing by foreign countries. I refer to Japan, whose fishing while at present regulated by treaty, consummated 9 years ago, is nevertheless taking a substantial catch of Alaskan born fish. Moreover, this treaty, due to expire in 1963, may not be renewed, and even the limitations it imposes, while not adequate for thorough protection of Alaska’s traditional fisheries, voided. I refer even more to the massive invasion of the waters adjacent to Alaska of the Russian fleet which last year in the Bering Sea consisted of 58 ships.

Obviously, Russian fishing which may extend further into near-Alaskan waters and may portend still further diminution of Alaska’s and America’s share in the fisheries of the North Pacific, is highly subsidized by the Russian Government. It should be clear that S. 1230 at best represents merely an initial effort for us to meet these recent threats and to protect our own interest and participation in these fishery resources. The need to do so is urgent.

In conclusion, Mr. Chairman, I would ask that there be included at the conclusion of my remarks numerous letters and telegrams I have received in support of S. 1230 and indicating how important this legislation is to the economy of Alaska. As indicated by the number of my colleagues who have joined me in sponsoring this legislation, it is also of vital importance to many other areas of the United States from coast to coast.

I earnestly solicit your early and favorable action on this bill.

Senator BARTLETT. The letters and telegrams you mentioned will be included as a part of the record.

Are they very voluminous?

Senator GRUENING. No, they are not.

(The letters and telegrams referred to follow:)

WASHINGTON, D.C., June 14, 1961.

Senator ERNEST GRUENING,
U.S. Senate, Washington, D.S.:

We strongly endorse Senate bill 1230 as aid in rebuilding Alaska fisheries resources.

KNUT THOMPSON,
*U.S. Fish and Wildlife Service,
Department of the Interior, Petersburg, Alaska.*

JUNEAU, ALASKA, June 15, 1961.

Senator ERNEST GRUENING,
*New Senate Office Building,
Washington, D.C.:*

The Juneau Chamber of Commerce wishes to urge favorable consideration of S. 1230 to provide additional funds for fisheries research. Our community is most anxious to see every effort made to reverse the trend of an ever dwindling number of fish available to our fishermen so our fisheries may grow and add to the economy of our State and the Nation.

ROBERT A. WELLS,
Manager, Juneau Chamber of Commerce.

CORDOVA, ALASKA, June 13, 1961.

Senator ERNEST GRUENING,
*Committee on Commerce,
Senate Office Building,
Washington, D.C.:*

We favor the passage of bill S. 1230.

CORDOVA DISTRICT FISHERIES UNION.
COPPER RIVER AND PRINCE WILLIAM SOUND
CANNERY WORKERS UNION.

H. Z. HANSEN.

State Representative.

RICHARD JANSON, JR.

Member, Alaska Board of Fish and Game.

ANCHORAGE, ALASKA, June 13, 1961.

Senator GRUENING,
*Senate Committee on Commerce,
Senate Office Building,
Washington, D.C.:*

As a resident of Anchorage since 1932 with substantial interests in the fishing industry, I am very much in favor of Senate bill 1230.

GLENN BERGEN.

ANCHORAGE, ALASKA, *June 13, 1961.*

Senator GRUENING,
*Senate Committee on Commerce,
 Senate Office Building,
 Washington, D.C.:*

We are in favor of Senate bill 1230. We employ seasonally 150 local residents and in addition have 150 fishermen who live locally together with their families, who are in complete agreement with the proposed bill.

H. J. EMARD,
President, Emard Packing Co.

ANCHORAGE, ALASKA, *June 13, 1961.*

SENATE COMMITTEE ON COMMERCE,
*Care of Senator Gruening,
 Senate Office Building, Washington, D.C.:*

I was born on Cook Inlet 50 years ago and have always made my living in the fishing business. I hope you will be able to secure passage of Senate bill No. 1230 for the benefit of our new State.

Respectfully yours,

AL RISOFF.

JUNEAU, ALASKA, *June 13, 1961.*

SENATE COMMITTEE ON COMMERCE,
*Care of Senator Ernest Gruening,
 Senate Office Building, Washington, D.C.:*

I wholeheartedly support your Senate bill No. 1230. I believe it holds many advantages for the fishing industry particularly so in Alaska.

P. N. HOLM,
Salmon Buyer and King Crab Plant Operator.

KETCHIKAN, ALASKA, *June 12, 1961.*

SENATE COMMITTEE ON INTERSTATE AND FOREIGN COMMERCE,
*Care of Senator Ernest Gruening,
 Senate Office Building, Washington, D.C.:*

Reendorse the subject matter of Senate bill 1230 and would appreciate your so indicating at the committee hearing on the bill.

W. K. BOARDMAN,
Manager, Ketchikan Chamber of Commerce.

ANCHORAGE, ALASKA, *June 12, 1961.*

SENATE COMMITTEE ON COMMERCE,
*Care of Senator Gruening,
 Senate Office Building, Washington, D.C.:*

As a fisherman I am very much in favor of the Senate bill 1230.

JAMES A. MCCOY.

OUZINKIE, ALASKA, *June 12, 1961.*

Senator ERNEST GRUENING,
*Senate Committee on Commerce,
 Senate Office Building, Washington, D.C.:*

The resident fishermen and cannery operators of Ouzinkie urgently recommend your efforts for passage Senate bill 1230 at hearing June 15, which will provide funds for Alaska fisheries research. This program imperative if Alaska is to remain competitive in international situation and retain our natural fisheries resources.

ERIC BULMER,
Ouzinkie Packing Corp.

ANCHORAGE, ALASKA, *June 12, 1961.*

Senator E. GRUENING,
Washington, D.C.:

S. 1230 can be very important for Alaska ; I urge its approval.

LOUIS H. ODSATHER.

ANCHORAGE, ALASKA, *June 12, 1961.*

Senator ERNEST GRUENING,
Washington, D.C.:

Heartily endorse S. 1230 making funds available to State for fisheries research, management, and rehabilitation.

KEN BRITT,

Alaska Fish and Farm Products.

DILLINGHAM, ALASKA, *June 11, 1961.*

SENATE COMMITTEE ON COMMERCE,

Care of Senator Gruening, Senate Office Building, Washington, D.C.:

The Dillingham Chamber of Commerce wish to endorse the passage of Senate bill 1230, as we feel this bill will be of great benefit to future programs on commercial fishing.

DILLINGHAM CHAMBER OF COMMERCE.

PELICAN, ALASKA, *June 10, 1961.*

Hon. ERNEST GRUENING,
U.S. Senate, Washington, D.C.:

The long decline in salmon resources in waters contiguous to Alaska and the equally alarming threats to other stocks of fish and shellfish in the waters, has created an economic emergency in Alaska ; such can only be met by immediate and greatly expanded research and rehabilitation efforts far beyond the capacities of any State to finance. We have studied Senate bill 1230 and understand it will be heard before the Subcommittee on Merchant Marine and Fisheries there June 15. We urgently recommend its passage as a significant, practical, and vital step toward reconstruction of a most important resource. We regret we cannot have a representative at the hearing and ask that you represent our position on this legislation to the subcommittee.

P. S. GANTY,

Chairman, Fisheries Committee, Alaska State Chamber of Commerce.

ANCHORAGE, ALASKA, *June 12, 1961.*

Senator E. GRUENING,
Washington, D.C.:

Alaska needs S. 1230 for fisheries rehabilitation and commercial fisheries research.

HERB HILSCHER.

SEATTLE, WASH., *June 13, 1961.*

Hon. ERNEST GRUENING,
*Senate Interstate and Foreign Commerce Committee,
 Washington, D.C.:*

The Association of Pacific Fisheries which represents substantially all the salmon canners of Alaska, Oregon, and Washington ardently endorses S. 1230. Please make this a part of the records of the hearing set for June 15.

AUBIN R. BARTHOLD,

President, Association of Pacific Fisheries.

CRAIG, ALASKA, *June 13, 1961.*

Senator ERNEST GRUENING,
Senate Committee of Commerce,
Washington, D.C.:

Strongly urge passage Senate bill 1230 for fisheries research. Industry needs revitalizing for Alaska economic security.

RALPH M. YATES,
Mayor.

NORMA ANDERSON,
Secretary, Craig Civic Club.

LYNN TRAIL,
Chairman, Craig Klawock Salmon Derby.
C. M. JONES,
Craig Trollers Association.

PETERSBURG, ALASKA, *June 13, 1961.*

SENATE COMMITTEE ON COMMERCE,
Care of Senator Ernest Gruening,
Washington, D.C.:

We respectfully urge passage of S. 1230 to assist commercial fishing problems in Alaska.

DAVE P. OHMER,
President, Petersburg Chamber of Commerce.

KALWOCK OCEAN SIDE, ALASKA,
June 13, 1961.

SENATE COMMITTEE ON COMMERCE,
Care of Senator Gruening,
Washington, D.C.:

In behalf of our people and various organizations we urge passage of Senate bill 1230 for fisheries research and support June 15.

SAM NICKERSON,
Vice President, Local Fishery Advisory Board.
JACK PAUL BROWN,
President, Local Camp, Alaska Native Sisterhood.
EVA NICKERSON,
Local Camp, Alaska Native Sisterhood.
Representative A. E. WIDMARK,
Grant President of Alaska Native Brotherhood.

SELDOVIA, ALASKA, *June 13, 1961.*

SENATE COMMITTEE ON COMMERCE,
Care of Senator Gruening,
Washington, D.C.:

Our membership supports and urges passage of Senate bill 1230.

THOMAS NELSEN,
President, Northern Pacific Fisheries Association, Inc.

JUNEAU, ALASKA, *June 14, 1961.*

COMMITTEE ON COMMERCE, U.S. SENATE,
Care of Senator Ernest Gruening, Senate Office Building, Washington, D.C.:

The decimation of Alaska's salmon resource has long demonstrated the need for financing additional efforts in research and rehabilitation on salmon and other commercial fisheries resources of Alaska. Such efforts are above and beyond the financial capacity of the State. The orderly development of new and expanding commercial fisheries along with proper management and conservation of the contributing stocks of fish demands greater expenditures for commercial fisheries research. Senate bill 1230 has been carefully evaluated and meets with wholehearted support. Urgently recommend its passage which will greatly accelerate in the best interests of the State and Nation.

ROY SELFRIDGE,
Chairman, Alaska Board of Fish and Game.

SEATTLE, WASH., *June 14, 1961.*

Senator ERNEST GRUENING,
Senate Office Building, Washington, D.C.:

We strongly support S. 1230. There is need for considerable work to be done to maintain a healthy fishery. S. 1230 provides a sensible and just method to obtain necessary funds. We sincerely ask favorable action.

GEORGE JOHANSEN,
Secretary-Treasurer, Alaska Fishermen's Union.

KODIAK, ALASKA, *June 14, 1961.*

SENATE COMMITTEE ON COMMERCE,
Care of Hon. Ernest Gruening, U.S. Senator, Senate Office Building, Washington, D.C.:

Kodiak Chamber of Commerce supports S. 1230. We urge your favorable action thereupon.

DR. BOB JOHNSON,
President, Kodiak Area Chamber of Commerce.

METLAKATLA, ALASKA, *June 14, 1961.*

SENATE COMMITTEE ON COMMERCE,
Care of Senator Ernest Gruening, Senate Office Building, Washington, D.C.:

We would appreciate your support on Senate bill 1230 for fisheries research program and fisheries rehabilitation and development.

CHARLES RYAN,
Metlakatla Boatowners Association.

KAYLER-DAHL FISH CO.,
Petersburg, Alaska, June 10, 1961.

SENATE COMMITTEE ON COMMERCE,
*Senator Ernest Gruening,
 Senate Office Building, Washington, D.C.*

GENTLEMEN: We recommend passage of Senate bill 1230. Since this money comes from the import of fisheries products, we feel such funds should be used for betterment of our fisheries.

Very truly yours,

JOHN W. ENGE, *Manager.*

BERING SEA FISHERMEN'S UNION,
Dillingham, Bristol Bay, Alaska, June 10, 1961.

Senator ERNEST GRUENING,
*Senate Committee on Commerce,
 Senate Office Building, Washington, D.C.*

DEAR SENATOR GRUENING: Have been discussing S. 1230, and wish to state that our membership here favor passage of same, as a benefit for the country here. At present Nuskegak has started fishing king salmon, but to date, no great run, but better than at this time last year. With best wishes to Bob Bartlett and Ralph Rivers and to you and your family.

Yours sincerely,

JIM DOWNEY,
*Secretary Treasurer, B.S.F.U.,
 Business Agent, B.B.R.C.W. Local No. 46.*

SELDOVIA, ALASKA, *June 15, 1961.*

SENATE COMMITTEE ON COMMERCE,
*(Care Senator Gruening),
 Senate Office Building, Washington, D.C.:*

I urge your support of S. 1230 to help rehabilitate Alaska salmon.

FOREST KIRBY.

MOUNTAIN VILLAGE, ALASKA, June 16, 1961.

SENATE COMMITTEE ON COMMERCE,
(Care Senator Gruening),
Senate Office Building, Washington, D.C.:

The fishermen and cannery workers of Alukanuk, Alaska, request your support S. 1230 for the purpose of obtaining additional funds for research in the Yukon district and State of Alaska.

YUKON RIVER FISHERMEN'S COOPERATIVE ASSOCIATION,
By JOHN T. EMEL, *Manager*.

NATIONAL FISHERMAN AND MAINE COAST FISHERMAN,
Boston, Mass., April 3, 1961.

Re S. 1230, Gruening S. & K. funds reapportionment.

Senator GRUENING,
Senate Offices,
Washington, D.C.

DEAR SENATOR GRUENING: On behalf of this magazine's staff, whom I've specifically consulted, on behalf of our 90,000 readers, and on behalf of my many acquaintances in Federal and State Marine Fisheries, I write to assure you of our intense interest and active support of the bill.

For years all of us have been urging that the gap between Federal and institutional research and State and private operation be bridged by the counterpart of the pilot plant, found so essential in modern American industry. The bill, just as you have it, promises quickest return on such a public investment in our fisheries.

Further I urge that nearly duplicate or variant bills such as H.R. 615 (Zablocki) be withdrawn in its favor. The "matching funds" feature, though advanced by regional commissions, will impede individual State effort and will delay proper coaction by regional groups, will fail to relieve the hard-pressed States fisheries from the relentless tugging to use such funds for slightly variant, but unintended uses.

Your stipulations if faithfully implemented should do just what pilot plants do for other products, induce people to put their own money into improved methods.

Our heartiest congratulations to you and to your virile State for this outstanding act of constructive leadership.

Respectfully yours,

TOM V. BINMORE,
Shellfish Technician.

SELDOVIA, ALASKA, June 15, 1961.

SENATE COMMITTEE,
Care of Senator Gruening,
Senate Office Building, Washington, D.C.:

I urge your support of Senate bill 1230 to help rehabilitate Alaska salmon.

SAM SELBOG.

BELLINGHAM, WASH., June 14, 1961.

Senator ERNEST GRUENING,
Senate Office Building, Washington, D.C.:

We endorse S. 1230 amending Saltonstall-Kennedy Act and hopeful tomorrow's hearing develops additional support for this proposed assistance to our badly needed fisheries research and improvement program.

STANLEY G. TARRANT,
President, Pacific American Fisheries.

ALASKA STATE CHAMBER OF COMMERCE,

Juneau, Alaska, June 10, 1961.

To: Members of the fisheries committee.

Re Senate bill 1230 (Gruening).

Over the signature of the fisheries committee, the Alaska State chamber today wired support of Senate bill 1230, introduced by Senator Gruening and scheduled for hearing before the Senate Subcommittee on Merchant Marine and Fisheries, as follows:

"Hon. ERNEST GRUENING,

"U.S. Senate, Washington, D.C.:

"The alarming decline in salmon resources in waters contiguous to Alaska and the equally alarming threats to other stocks of fish and shellfish in these waters has created an economic emergency in Alaska which can only be met by immediate and greatly expanded research and rehabilitation efforts far beyond the capacities of any State to finance. We have studied Senate bill 1230 and understand it will be heard before the Subcommittee on Merchant Marine and Fisheries there June 15. We urgently recommend its passage as a significant practical and vital step toward reconstruction of a most important resource. We regret we cannot have a representative at the hearing and ask that you present our position on this legislation to the subcommittee.

"ALASKA STATE CHAMBER OF COMMERCE,

"P. S. Ganty, Chairman, Fisheries Committee.

As you know, under the Saltonstall-Kennedy Act, 30 percent of import duties collected on fisheries imports are allocated to fisheries promotion—research, marketing, etc. Senate bill 1230 proposes an additional 30 percent be allocated from the same source to fisheries rehabilitation and research among the States in proportion to the total value of raw fish and finished fish products produced in each. If this measure becomes law, Alaska fisheries would benefit in research effort to the value of more than \$500,000 per year.

P. S. GANTY,

Chairman, Fisheries Committee.

Senator BARTLETT. Senator, you have naturally and properly concentrated your attention on Alaska. But this bill would give benefits to all the fishing States, would it not?

Senator GRUENING. It would be of inestimable benefit, and the evidence of that is shown by the number of cosponsors and the verbal statements they have made as to the desirability of this legislation and the benefits it will confer on the fishery resources of their States.

It should be noted that in this case we follow the excellent democratic principle of home rule. The administration of these funds by the States will be in the hands of the local department or agency of the State, each of which will be free to apply these funds as they are needed.

I would like to say in passing that our good colleague from Maine, Senator Muskie, called my attention to the fact that the problem in Maine was not so much rehabilitation of fisheries as marketing the products of the sea, such as lobster. He wondered whether that was included in the legislation.

I suggested to him that it was my thought, certainly, that the local State department in charge of the fisheries resources should use these sums in whatever way would best meet the State's needs and that the record should show that, and that if necessary, if an amendment to encompass this greater variety of uses was necessary, certainly I would have no objection, but indeed would favor it, and I doubt whether any other of the cosponsors would have any objection to having it in.

But I think the record should show that these funds can be used for marketing as well as for rehabilitation.

Senator BARTLETT. From what you say, then, and from what you declared previously in your written statement, I infer that you testify in behalf of the principles of the bill, but don't insist upon adherence to the exact language within it?

Senator GRUENING. I think that is correct. I think the purpose of this bill is to do in a regrettably small way for marine resources some part of what has been done so generously through the years for food derived from the soil.

We now move into a field where, unfortunately, next to nothing has been done to develop the great resources of the sea. As these resources differ in different parts of our coast, it is fitting and proper that the local agency, which is so much more familiar than any other with the immediate needs of the State in regard to its fisheries resources, should be the agency determining how that should be used. I believe it should have the fullest latitude in that determination.

Senator BARTLETT. The formula set forth in the bill is based upon two elements: value of raw fish landed and value of manufactured, processed fishery products, and the funds allocated would be on the basis of those two elements.

Do you think that in general this is a defensible means of arriving at the conclusion you seek, Senator Gruening?

Senator GRUENING. I think it is. Certainly there is no particular pride of authorship. If a better and more equitable form seems desirable to the subcommittee, it certainly has the freedom and the authority to modify that formula.

I notice in the report of the Department of the Interior there are slight suggestions made as to modification. Those, I am sure, the committee will consider. I am pleased to see that the Department of the Interior endorses the legislation.

Senator BARTLETT. I note in the calculated apportionment of funds, Alaska, as you previously noted, is not at the top of the heap. On the contrary, despite the fact that it has more coastline than the Atlantic, Pacific, and Gulf States together, it places third, and California is out in front by far. California would receive an allocation of over a million dollars annually; Massachusetts, \$527,000; Alaska would be next with \$484,000; and such important fishing States as Louisiana and Florida would receive appreciable amounts.

My question is this: Isn't that actually the way the funds ought to be allocated to build up the commercial fisheries in the fishery States?

Senator GRUENING. Very definitely. I think that formula is essentially equitable.

Senator BARTLETT. I was very interested, Senator Gruening, when you read the list showing the grants made to foreign nations for the rehabilitation and improvement of their fisheries, especially interested because Mr. Huse, on my left, staff member of the Committee for Fish and Game, and I held a hearing in Seward in the fall of 1959. The hearing was intended to be on transportation and on the Arctic wildlife range. Instead it turned out to be a hearing on the shrimp fisheries. People there had invested money, were trying to establish this new industry, but we were told they were having great difficulty in doing so because of these foreign aid grants whereby new shrimp fisheries had been created abroad.

We had given U.S. taxpayers' dollars to these nations to acquire boats and, as a consequence, they were shipping shrimp into the United States at prices lower than Alaska shrimp could be landed.

We were also told that there was a desperate need for biologists to come to Alaska to investigate these new shrimp beds which were discovered in western Alaska. But it was found that none was available. All had been sent by the Federal Government abroad to help the other nations.

So, I must agree with you that somewhere along the line we ought to take care of our own.

Are we not more apprehensive, Senator Gruening, in the last couple of years because of the discovery, fortified by additional facts which come in so frequently, that the Russians are building a modern fishing fleet? They are going all over the world. They have the newest boats, and they are out to challenge for the world leadership in fishing. Do you not think that that gives us all the more reason to tackle this problem aggressively and quickly?

Senator GRUENING. I think not only does that give us a very strong reason for proceeding along these lines, but this is particularly true of the fisheries in the Northwest, because, while it is true that the Russians are fishing all over the world and building modern fishing vessels far superior to anything that we have, they are particularly aggressive in the area with which the Northwest fisheries are concerned.

They have been operating during the last year in the Bering Sea. There is every indication that they will move south of the Aleutians and eastward. There is a very serious threat. I am hopeful that when this legislation is enacted that it will be considered merely a beginning of a definite move to hold our own at least in the great food supply of the seas which the Russians with Government support, are invading so actively. I think this is a very important part of our problem.

I think that this legislation is not only essential but belated and merely a beginning.

Senator BARTLETT. Before you leave the stand, Senator Gruening, I want the record to show that the subcommittee could have before it no more competent witness on this subject. The witness was for 13 years Governor of Alaska, longer than any Governor before him. During all of that time, he strove mightily to improve the fishery, to abolish the salmon trap, abolishment which came with the arrival of statehood. Moreover Senator Gruening, in his definitive study, a book entitled "The State of Alaska," told the story of the Alaskan fishing industry in a historic reference which stands as a sort of a textbook and will for a long time to come. I am glad you introduced this bill, Senator Gruening, and I am happy that you were here this morning to testify.

Senator GRUENING. I thank my colleague for his very generous comments.

(The above mentioned material follows:)

[From the Congressional Record, Mar. 7, 1961]

ESTABLISHMENT OF ADDITIONAL FUND FOR FISHERY RESEARCH PROGRAMS AND FISHERIES REHABILITATION AND DEVELOPMENT PROJECTS

Mr. GRUENING. Mr. President, I introduce, for appropriate reference, a bill in which I am joined in cosponsorship by the distinguished Senators from Washington [Mr. Magnuson and Mr. Jackson], the distinguished senior Senator from

Oregon [Mr. Morse], the distinguished junior Senator from Oregon [Mrs. Neuberger], the distinguished junior Senator from Louisiana [Mr. Long], the distinguished Senator from South Carolina [Mr. Johnston], the distinguished Senator from Hawaii [Mr. Long], and the distinguished senior Senators from New Jersey [Mr. Case and Mr. Williams], the distinguished Senator from Maryland [Mr. Beall], the distinguished Senators from Rhode Island [Mr. Pastore and Mr. Pell], the distinguished Senator from North Carolina [Mr. Ervin], the distinguished Senator from California [Mr. Engle], and the distinguished Senator from Maine [Mr. Muskie].

This bill is designed to provide additional Federal assistance to the States for rehabilitation and development of our depleted fishery resources. Our plan for this program of Federal aid would provide for allocation directly to State fisheries agencies by the Secretary of the Interior of a portion of the funds collected as tariffs on imported fish and fishery products. As will be recalled, this source of funds is the same as that from which funds are drawn for research by the Secretary of the Interior under terms of the Saltonstall-Kennedy Act enacted in 1954. The bill introduced today would provide for the same proportion of funds derived from duties on imports to be applied to the purposes set forth as is required under terms of the Saltonstall-Kennedy Act; namely, 30 percent of gross receipts.

At the last session of Congress, I introduced the bill, S. 3658, for the same purpose, which would have doubled the amount of funds transferred to the Secretary of the Interior under terms of the Saltonstall-Kennedy Act, thus providing an additional amount of money to be used for the rehabilitation of the depleted salmon fishery resources of the Pacific Northwest.

I ask unanimous consent to have printed at the conclusion of my remarks the text of the statement I made on the floor of the Senate on the occasion of my introduction of S. 3658 on June 10, 1960.

The VICE PRESIDENT. Without objection, it is so ordered.

Mr. GRUENING. I have broadened the scope of the bill to include all types of fisheries, and have not limited its scope to salmon fisheries, in view of the request now pending for a \$3 million crash research program for salmon fisheries.

The legislation I have introduced today would allow a more direct attack on the problem of declining fishery resources than is possible under the existing legislation for the following reasons: First, the funds to be used would be allocated directly to State agencies having immediate responsibility for management of fishery resources and, second, the purpose for which the funds are to be used is specifically that of fisheries research and development. While the program of research and development now carried on under the Saltonstall-Kennedy Act is undoubtedly beneficial, it is apparent that this program has not met the real problems of depletion of fishery resources which are evident to the States. It has long been apparent in Alaska, as in other States, that best results in fishery management can be achieved by agencies of the State acquainted with local situations and unique characteristics of the area. The Department of the Interior cannot apply the expertise with respect to specific locations where trouble with fishery resources occurs that is available from local officials, in day-to-day contact with the problems this legislation is designed to solve.

The program here advocated would allow local control of local programs, and would be directed specifically to the kind of programs of research and rehabilitation needed in the areas concerned.

As the agricultural products for which vast sums of money have been expended by the Federal Government to improve and manage are magnificent resources of the land, the fish represent a great resource of the sea. These resources of our waterways certainly deserve consideration in their management at least equivalent with that given by the Federal Government to our resources of the land. The fishery resources of the United States represent great and important wealth which it is our duty to conserve and manage with utmost wisdom. It is for this purpose that I have introduced this bill. It is also quite appropriate that the funds for this fisheries restoration and development program is derived from tariffs on fish products imports since to a great extent those imports are finding markets in this country because of our neglect of our own fisheries resources.

As for Alaska, there was a time when the Alaska fishery resources were perhaps the greatest in the Nation, a treasure of the entire United States, to be conserved and husbanded for the country's welfare.

But throughout the years of territorial status this wealth was carelessly flung away through incredibly poor management on the part of the Federal Government to which Alaska was a fiefdom of the Department of the Interior.

Alaskans understood the plight of their great fisheries better than those who administered the territory. Time after time the territorial legislature adopted memorials. Time after time the people of Alaska addressed congressional committees. Time after time their voteless delegates in Congress spoke out the plain facts that Alaska fisheries were declining, and prescribed specific remedies, which the fishermen themselves knew were needed, even if the bureaucrats did not.

The Alaskan prophecy that failure to act would result in disaster was fully borne out.

In 1953, when the Alaska salmon pack fell to its lowest point in 32 years—less than 3 million cases, as compared with earlier years' harvest of packs as high as 8 million cases—President Eisenhower officially declared Alaska to be a "disaster area." While this designation brought Alaska fisheries into the same class with areas destroyed by earthquake, hurricanes, and floods, all acts of God, the natural disaster in Alaska was, in reality, an act of man in failing to act in time.

As I remarked at the time S. 3658 was introduced at the last session of Congress, it is only fitting that the Federal Government assume its rightful responsibility for rehabilitation of the Nation's fishery resources when it is remembered that large sums of Federal funds have gone into the restoration and rehabilitation of the fishing resources of numerous foreign countries as recipients of foreign aid programs. Last session I recounted that \$11,759,064 had been expended by the United States on improving fisheries of 19 other countries. Now that information is available for expenditures in 1960, I find that another \$2,231,000 has been distributed for this purpose by the International Cooperation Administration to 12 countries, including Spain, which is a new beneficiary of the program. If we have spent some \$14 million to rehabilitate and promote the fisheries of 19 foreign countries and are continuing this course, it would seem incontrovertible that we should at least appropriate approximately one-third of that amount to restore our own fisheries and invest such amount annually until restoration has been accomplished.

The following is the list of countries, and expenditures made, during the 1960 fiscal year by the International Cooperation Administration for fishery rehabilitation and development:

	<i>Fiscal year 1960 amount</i>
<i>Agriculture and natural resources</i>	
Far East:	
Cambodia: Fisheries conservation.....	\$31,000
China, Republic of: Fisheries development.....	26,000
Indonesia: Expansion and modernization of marine and inland fisheries.....	77,000
Korea: Fisheries development (typhoon rehabilitation).....	1,451,000
Vietnam: Fisheries development.....	409,000
Near East and south Asia:	
India: Expansion and modernization of marine and inland fisheries.....	40,000
Pakistan:	
Fisheries development.....	44,000
Reobligation—fisheries development.....	30,000
Africa:	
Liberia: Fresh water fisheries.....	38,000
Somali Republic: Fisheries improvement.....	61,000
Tunisia: Aid to commercial fisheries.....	18,000
Europe: Spain: Inland fishing.....	2,000
Latin America: British Guiana: Fisheries.....	4,000
Total.....	2,231,000

It is my hope that the Congress will enact the legislation I have introduced as soon as possible. In Alaska, as in other States, there is an urgent need for the relief that would come from the availability to the States of increased Federal funds to be applied to the research that can be undertaken by qualified scientists, and to the execution of projects to augment supplies of fish.

To underscore the serious nature of the problem with which Alaska is confronted, I ask unanimous consent to have inserted in the Record, Senate Joint Memorial 2 of the Alaska State Legislature, calling upon the Congress for appropriation of sufficient funds to undertake the program that is needed, and a letter I have received from Mr. P. S. Ganty, president of the Pelican Cold Storage Co. of Seattle, describing the critical decline in supplies of salmon at Pelican and Sitka, Alaska.

I ask unanimous consent to have the bill printed in the Record, and to have it lie on the desk until the close of business this coming Friday, March 10, so that additional Senators desiring to join as cosponsors, may do so.

The VICE PRESIDENT. The bill will be received and appropriately referred; and, without objection, the bill will lie on the desk, as requested by the Senator from Alaska, and the bill and other matters will be printed in the Record.

The bill (S. 1230) to amend the Saltonstall-Kennedy Act so as to establish an additional fund for fishery research programs and fisheries rehabilitation and development projects, and for other purposes, introduced by Mr. Gruening (for himself and other Senators), was received, read twice by its title, referred to the Committee on Interstate and Foreign Commerce, and ordered to be printed in the Record, as follows:

"Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Act entitled 'An Act to authorize the Federal Surplus Commodities Corporation to purchase and distribute surplus products of the fishing industry,' approved August 11, 1939, as amended (15 U.S.C., sec. 713c-3), is amended by adding at the end thereof the following new section:

"SEC. 3. (a) The Secretary of Agriculture shall transfer to the Secretary of the Interior each fiscal year, beginning with the fiscal year commencing July 1, 1961, from moneys made available to carry out the provisions of section 32 of the Act approved August 24, 1935, an amount equal to 30 per centum of the gross receipts from the duties collected under the customs laws on fishery products (including fish, shellfish, mollusks, crustaceans, aquatic plants and animals, and any products thereof, including processed and manufactured products), which shall be maintained in a fund separate from that created by section 2 of this Act.

"(b) Funds made available under subsection (a) of this section shall annually be apportioned by the Secretary of the Interior among those States having commercial fisheries subject to their regulation on a percentage basis determined by the ratio which the average of the value of raw fish landed within each State (regardless where caught) for the three most recent consecutive years for which satisfactory data are available from the Department of the Interior plus the average of the value to the manufacturer of manufactured and processed fishery merchandise manufactured within each State for the three most recent consecutive years for which satisfactory data are available from the Department of the Interior bears to the total average value of all such raw fish landed and fishery merchandise manufactured within all participating States for the three most recent years for which satisfactory data are available from the Department of the Interior.

*"(c) Funds apportioned pursuant to subsection (b) of this section shall be paid in accordance with the provisions of subsection (f) of this section to State agencies authorized to regulate commercial fisheries in their respective States for expenditure, either directly or through arrangements with other State and local public or private nonprofit agencies, organizations or institutions of higher learning, on fisheries research programs and fisheries rehabilitation and development, projects approved by the Secretary of the interior: *Provided*, That the Secretary of the Interior shall approve any such program or project which he finds has a reasonable expectation of making a contribution to the advancement of fisheries research or to the rehabilitation and development of the State's fisheries resources, *Provided further*, That funds granted under this section shall not be used to supplant State and local funds heretofore made available for the same purposes.*

"(d) The amount of any apportionment to a State under subsection (b) of this section for any fiscal year remaining unpaid to such State at the end of such fiscal year shall be available for payment to such State under subsection (f) of this section until the end of the second succeeding fiscal year. No payment to a State under subsection (f) of this section shall be made out of its apportionment for any fiscal year until its apportionment for the preceding fiscal year has been exhausted or has ceased to be available.

“(e) The State agency specified in subsection (c) of this section shall make such reports, in such form and containing such information as the Secretary of the Interior may from time to time require and comply with such provisions as he may from time to time find necessary to assure the correctness and verification of such reports.

“(f) The Secretary of the Interior shall from time to time certify to the Secretary of the Treasury the amounts to be paid to the States from the apportionments available under subsection (b) of this section and the Secretary of the Treasury shall, through the Fiscal Service of the Treasury Department and prior to audit or settlement by the General Accounting Office, make payment of such amounts from such apportionments at the time or times specified by the Secretary.

“(g) The Secretary of the Interior is authorized to make such rules and prescribe such procedures as may be reasonable and necessary to carry out the provisions of this section.”

The statement, joint memorial, and letter presented by Mr. Gruening is as follows:

“RESTORATION OF THE PACIFIC SALMON FISHERY

“Mr. GRUENING. Mr. President, I send to the desk, for appropriate reference, a bill which would provide for the rehabilitation of the salmon fishing resources of the Pacific Northwest, particularly those in Alaska.

“I offer this bill on behalf of myself and the two Senators from the State of Washington, Mr. Magnuson and Mr. Jackson, the two Senators from the State of Oregon, Mr. Morse and Mr. Lusk, and the junior Senator from the State of California, Mr. Engle.

“The depletion of the salmon fishing resources in Alaska is a prime example of how, over the years, the Federal Government, both through acts of commission and of omission, has wantonly permitted the ruin of what was once one of the Nation’s most valuable natural resources, and the Nation’s greatest single fishery resource.

“Had it not been for the Federal Government’s neglecting and permitting the abuse of the salmon fisheries resources of Alaska, they would today constitute a great and rich heritage for this and future generations.

“Almost three-quarters of a century ago, the prophecy was made by one well versed in the subject—Mr. Tarlton H. Bean of the U.S. Fish Commission—that without proper conservation measures on the part of the Federal Government—trustee for the Alaska salmon resource—its plight in future years would be sad, indeed.

“In a report issued in 1889, Mr. Bean made the following prophecy:

“Whether these [Alaskan] fisheries shall continue to furnish the opportunity for profitable enterprise and investment depends upon the policy to be inaugurated and maintained by the Government. Under judicious regulation and restraint these fisheries may be made a continuing source of wealth to the inhabitants of the territory and an important food resource to the Nation; without such regulation and restraint we shall have repeated in Alaska rivers the story of the Sacramento and the Columbia, and the destruction of Alaska will be more rapid because of the small size of the rivers and the ease with which salmon can be prevented from ascending them. For a few years there will be wanton waste of that marvelous abundance, which the fishermen—concerned only for immediate profit and utterly improvident of the future—declare to be inexhaustible. The season of prosperity will be followed by a rapid decline in the value and production of these fisheries, and a point will be eventually reached where the salmon canning industry will be no longer profitable.”

“Unfortunately for Alaska—and unfortunately for the rest of the United States, as well—Mr. Bean’s prophecy was an accurate one. It has been tragically fulfilled.

“What followed were years of sordid doubledealing on the part of the Federal Government which played the game of the absentee salmon canners with the result that the Alaska fishing resources—once so rich and plentiful—were despoiled, and the wealth they represented drained out of the then Territory and used, not for its orderly development, but rather for its further exploitation and the enhancement of the capital of other areas of the Nation.

“It is not easy, Mr. President, to stand here on the floor of the Senate and speak thus of our Government—to indict it, so to speak, for having participated actively and deliberately in bringing to the very point of disaster the Alaska fishing resources entrusted to its care, preservation, and development.

"But this is a nonpartisan indictment, Mr. President.

"It applies equally to Democratic and Republican administrations and to Democratic and Republican dominated Congresses. All must share alike the blame for what has happened.

"For the facts cannot be disproved—they are no secret—they are written in bold script in the record since 1889 when Mr. Bean warned that the road ahead could lead to plenty or to poverty, depending upon how true to its trust the Federal Government remained.

"For the fact is, Mr. President, that, with respect to Alaska fisheries, the Federal Government, regardless of what administration was in power, was shamefully false to its trust and did not act in the public interest.

"Through the years, until January 1 of this year, Alaska, both as a territory and for 1 year as a State, was bound hand and foot by the Federal Government. The absentee interests had prevailed on the 62d Congress back in 1912 and over the protests of Alaska's voteless Delegate, James Wickersham, to deny the Territory of Alaska the right to manage its fisheries resource. No other territory had suffered this discrimination. Alaska was thereby rendered helpless to take any move to preserve and protect, in a meaningful way, its own fishery resource. That duty and responsibility was, by act of Congress, vested in the Federal Government, its agency at that time being the Department of Commerce and Labor.

"Because it offers an interesting—and tragic—case history of how our Federal Government betrayed a sacred trust, let me trace briefly the facts relating to the decline, to the point of disaster, of the Alaska salmon fisheries.

"With the discovery of the great commercial value of the Alaska salmon resources and the establishment of the first canneries there in 1878, the extension and expansion into Alaska of the northwestern salmon entrepreneurs followed. By 1928, Alaska had become the world's principal salmon producer; its salmon fisheries were surpassing mining as Alaska's major industry, representing there the largest investment of capital, the biggest annual financial yield, the greatest employment, direct and indirect, of labor, the largest single source of territorial revenue, and the dominant factor in Alaska's political, economic, and social life.

"Thus, in less than a quarter of a century, Alaska's salmon pack rose from almost 1.9 million cases in 1905 to over 6 million cases in 1928—an increase of 300 percent in 23 years.

"But this increase was obtained at the sacrifice of sound conservation measures. It was obtained principally through the use of fishtraps, a costly structure anchored or moored in the path of the salmon returning to their spawning beds, a mechanism highly efficient in catching fish but likewise highly destructive. Alaskans never ceased to protest against its use, but in vain.

"Now the conservation of salmon has always been presumed of basic concern to all interested parties—fishermen, canners, the public and the governments, both Federal and territorial. The essence of conservation—it has universally been assumed—has been in permitting an adequate escapement, that is, allowing salmon to get back to the spawning grounds in numbers sufficient to insure an adequate reproduction of their species and to perpetuate the supply of that stream or lake.

"But with the Federal Government indifferent and, at times, even hostile, with the territorial government prevented from acting, with the majority of fishermen and canners coming from outside and interested in immediate profits and indifferent to the destruction caused, conservation measures in Alaska were either totally lacking or totally inadequate.

"In the beginning, in Alaska, conservation was totally ignored. Finally, on March 2, 1889—on the next to the last day of the 50th Congress—legislation was passed prohibiting the erection of obstruction which would impede the ascent of salmon into their spawning beds in streams and lakes.

"But, setting a pattern that was to be repeated often in the years ahead, Congress appropriated no funds to enforce the law.

"At that time, the Alaska salmon pack already far surpassed the other Pacific Coast salmon fisheries combined, with 719,196 against a total of 477,659 for the California, Oregon, and Washington canners.

"Seven years later, in 1896, and again in 1906 attempts were made to strengthen conservation measures through the enactment of additional legislation. But again little in the way of enforcement machinery was provided. Only three inspectors were authorized. With the best of intentions, three inspectors could scarcely, in the few weeks of the fishing season, discover violations and report on conditions requiring correction in an area one-third the size of the United States and containing hundreds of salmon streams.

"For 18 years efforts were made to obtain needed conservation legislation. As Alaska's able Delegate Wickersham correctly summed up the end results of those efforts:

"'All Alaska gets is a volume of hearings and never any laws for protection.'

"Efforts, during those years, to secure the enactment of meaningful conservation legislation ran into strong opposition from two sources.

"In the first place, the absentee canners objected to any attempt to curb their unrestricted fishing practices and were determined that any legislation passed would recognize and perpetuate their right to exploit the Alaska salmon fisheries.

"As Delegate Wickersham stated during hearings in 1912 on one of the bills which, through the years were introduced in each Congress without tangible results, his objection to the testimony on behalf of the Alaska Packers' Association of San Francisco was that:

"'It exhibits as plainly as the English language can be made to exhibit it their (the Alaska Packers' Association's) desire to get everything they can out of Alaska and give absolutely nothing in return. They resent the suggestion that Alaska or the people of Alaska have any right or interest in the salmon or the fisheries of that country. They are nonresidents themselves, they do nothing toward the upbuilding of the territory, and they resent it when it is suggested that they pay some little portion of the tax for the building of roads or the development of the country.'

"The other obstacle encountered by conservation legislation was the Federal agency entrusted with the responsibility for Alaska fisheries. Like any bureaucracy, it resisted any attempts to curb its powers or to give direction to its actions.

"Both the absentee fishing interests and the Federal agency, all through the years were united on one major objective: both determined to keep the territory from regulating and controlling its own fisheries. And they were successful.

"Meanwhile during the years since the enactment of the 1906 legislation, salmon fishing in Alaska continued at an accelerated rate and by the end of the second decade in 1920 depletion was evident—so evident in fact that it was generally admitted.

"Finally, after much pulling and hauling, Congress, in 1924, passed the White Act, which was widely considered a milestone in the long effort to perpetuate Alaska's salmon fisheries.

"But as Alaska had learned through bitter experience over the years—passing conservation legislation was one thing; appropriating sufficient funds to enforce the legislation and having Federal officials with the will to enforce sound conservation practices were still other things.

"The nearly third of a century which followed the passage of the White Act was uncannily repetitive of what had gone before.

"There were the repeated assurances by the two controlling powers—Federal and industry officials—that the resource was now amply protected.

"There was, paradoxically, the chronic and well-justified complaint by the regulatory officials, concurred in by industry spokesmen and admitted by congressional authority, that Congress, despite increased appropriations, was providing insufficiently to conserve the resource.

"The bane of Alaska conservation of salmon fisheries continued to be the fish-trap. Repeated efforts to curb or do away with their use entirely met with stiff and successful opposition from the large absentee canners both in the Halls of the Congress and of the Territorial Legislature. And the Federal regulatory agency went along with the industry. Indeed, instead of regulating the industry, the Federal agency was in fact regulated by it.

"And this despite the valiant efforts of Alaska's voteless Delegates including those of my able and distinguished colleague, Mr. Bartlett, for 14 years Alaska's Delegate.

"And this despite the unceasing memorials by the Territorial Legislature to the Congress protesting against the continued unbridled use of fishtraps in Alaska waters.

"And this despite a referendum taken in October 1948, showing the people of Alaska as being overwhelmingly opposed to fishtraps—19,712 to 2,624.

"Meanwhile, what was the state of salmon fishing in Alaska while the Federal officials and the cannery interests locked arms in opposition to effective conservation?

"The fisheries were declining.

"One salmon pack was 8,454,948 cases in 1936. By 1941 it had dropped to 6,906,503 cases. Then it went into a steady, continuing decline—5,089,109 cases in 1942, 5,396,509 cases in 1943, 4,877,796 cases in 1944, 4,341,120 cases in 1945, 3,971,109 cases in 1946, 4,302,466 cases in 1947, 4,010,612 cases in 1948, 4,391,051 cases in 1949, 3,272,643 cases in 1950, 3,484,468 cases in 1951, 3,574,128 cases in 1952, 2,925,570 cases in 1953, 3,207,154 cases in 1954, 2,457,969 cases in 1955, 2,950,354 cases in 1956, 2,441,894 cases in 1957, 2,948,371 cases in 1958, until finally—in 1959—we reach a low water mark of 1,600,000 cases—a decline of 6,854,948 cases in 24 years or a decline in that period of 81 percent. It is the smallest pack in 60 years.

"Why have the fisheries declined in the face of the apparent guarantees of the White Act against their destruction?

"There are several reasons for this decline.

"In the first place, the Federal Government had never appropriated sufficiently to safeguard the resource.

"In the second place, the regulatory services were often in the dark as to what to do to conserve the salmon. The fault was by no means wholly theirs. Denied funds even for proper enforcement, Congress had never supplied the means for research which over the years would have accumulated a body of needed knowledge.

"In the third place, the regulatory decisions were by and large never freely made by the regulatory agencies. The successful pressures exerted on the Federal agencies charged with conservation responsibilities were tremendous, stemming from the shortsightedness of the industry they were supposed to be regulating, but which through the years imposed its will on the regulatory agency.

"In the fourth place, the fishermen themselves, in desperation because of the increasing monopolization of the fishing grounds by untouchable and unassailable powers and their decreasing opportunity to make a livelihood has tended to become breakers of laws—laws which they considered profoundly unjust.

"Thus as statehood came to Alaska, it found that through mismanagement by the successive agencies of the Federal Government entrusted with the regulatory responsibility and the avarice of the industry, Alaska's salmon fisheries were steadily depleted—unlike the fisheries of British Columbia, Washington, and Oregon, the governments of which were not rendered helpless by their Federal Government from taking needed conservation measures during the years.

"I ask unanimous consent, Mr. President, to have printed at the conclusion of my remarks a table showing the steady decrease in recent years of the Alaska salmon pack.

"THE PRESIDING OFFICER (Mr. McGee in the chair). Without objection, it is so ordered.

"(See exhibit 1.)

"Mr. GRÜENING. Mr. President, even after statehood had been achieved, the very act of statehood contained an act of discrimination against the new State with respect to its fisheries. For 1 year it was without powers to regulate its fisheries.

"And now—when those powers are finally vested in the State—even now those who would continue to despoil Alaskan fisheries refuse to recognize the sovereignty of Alaska over its own resources and the absolute right of the State of Alaska to take necessary and proper steps to preserve those resources.

"Recently, the Secretary of the Interior Mr. Seaton, presumed to authorize the continued operation of certain native fishtraps in Alaskan waters.

"In doing so he relied on an interpretation of the law which, to say the least, was very strained. His interpretation of the law was that he was compelled to permit the operation of these fishtraps in Alaska—compelled to do so by statute.

"Yet, at the time he made such a claim, he had in his possession an interpretation by the Attorney General of the United States to the effect that the purported power of the Secretary of the Interior over this matter was discretionary and not mandatory.

"This latest action by the Secretary of the Interior merely climaxes a long, long course of such arbitrary actions by various units of the Federal Government over a long, long period of time which have led to the present sorry state of the Alaskan fisheries.

"The experts have said that with proper rehabilitative work the salmon fishing resources of Alaska can be restored.

"There is thus still time.

"But there is still time only if we act promptly and vigorously.

"The steady downhill slide of the Alaska fishery resources must be stopped and the trend reversed without delay.

"To do so, I, together with some of my colleagues, have introduced a bill which would increase to 60 percent—from 30 percent—the amount set aside for fishery rehabilitation purposes under the Kennedy-Saltonstall Act from imports levied on fish products.

"Mr. President, it is only fitting and proper that the funds for the rehabilitation of the Alaska salmon fishing resources come in part from the Federal Treasury. This is not a handout which Alaska seeks. It is but applying an age-old legal principle that a trustee who is false to his trust must make restitution. In the law, this principle is applied even though the trustee acted negligently rather than willfully. In the case of the despoiling of the Alaska salmon resources, even if one wishes to be as charitable as possible, one cannot even assert that the loss of this once great resource was due merely to the negligence of the Federal Government. It was done deliberately in the face of repeated and repeated warnings, pleas, and protests of the people of Alaska and their representatives. Actually, with obviously inadequate means to do, unaided, the job which the Federal Government, whose sole responsibility it was, failed to do for three-quarters of a century, the State, now confronted with the mammoth task of recovering the lost resource, has initiated a program of fisheries conservation and rehabilitation.

"It consists of careful and vigorous regulation of the salt water harvest to assure adequate spawning escapement into the streams and lakes.

"It consists further of the protection of salmon spawning and rearing areas in the watersheds of Alaska consistent with the balanced development of industry and agriculture.

"It consists of increasing and enhancing the productive capacity of important watersheds by controlling scrap fish populations, by removing or bypassing barriers to migratory salmon, by the improvement of spawning beds and by the establishment of new runs in waters which previously have not produced salmon. Nearly all this needs to be buttressed by adequate fundamental research to secure the data on stream runs from year to year by each of the five varieties of salmon.

"With such a program, if the funds are made available for strict enforcement and continuous application of these sound conservation, rehabilitation, and research procedures, we may confidently hope that this great national fishery resource may gradually be restored. With its restoration would come greater employment, greater tax revenue, and economic rehabilitation of areas now in, or close to, disaster. As an evidence of the State of Alaska's earnestness in prosecuting this program, it has appropriated in the 1960 fiscal budget for the Alaska State Department of Fish and Game \$2,867,697, a very substantial portion of which goes to this program.

"However, Mr. President, the Alaska salmon fisheries were wrecked through deliberate nonfeasance and malfeasance of the Federal Government, after warnings by the people of Alaska in words as strong and as plain as words could be. The record is there. It is, therefore, fitting and proper that the trustee who failed the trust—the Federal Government—should now do its part to make whole the trust—to rehabilitate the Alaska fishing resources.

"It is also fitting and proper, Mr. President, that the source of the Federal funds to be used in this rehabilitative process should be the funds derived through impost on fish products. While foreign exporters of such products were, on the whole, not responsible for the depletion of Alaska salmon resources—except more recently in the case of the Japanese—nevertheless they are the beneficiaries of that depletion. In all justice, therefore, a portion of the imposts they pay should be devoted to making whole the once great natural resource of the State of Alaska and of the Nation.

"Furthermore, Mr. President, it is also fitting and proper that the Federal Government should immediately assume its responsibility for the rehabilitation of the salmon-fishing resources of the Pacific Northwest, because it is already furnishing Federal funds in large amounts for the rehabilitation of building up of the fishing resources of many, many countries throughout the world.

"I ask unanimous consent that there be printed at the conclusion of my remarks a list compiled from information furnished by the International Cooperation Administration showing the grants which have been made by that Agency to foreign lands for the improvement of their fishing industries.

"The PRESIDING OFFICER. Without objection, it is so ordered.

"(See exhibit 2.)

"Mr. GRUENING. Mr. President, the total for the 5 years from 1955 through 1959 for aid to foreign fisheries is \$11,073,064, to which must be added the loan of \$686,000, last year, to the Government of Taiwan, for the further improvement of its fishing industry. The latter loan is repayable in new Taiwan dollars, so that, for all intents and purposes, it can also be called a grant.

"Thus, in 5 years, the Federal Government has given various countries \$11,759,064 for the improvement of their fishing industries and resources. And, undoubtedly, more will be granted abroad in the years ahead.

"Let us take a closer look at these grants:

"The Republic of China, \$1,487,000.

"Indonesia, \$727,198.

"Korea, \$3,949,000.

"Laos, \$13,450.

"Thailand, \$147,000.

"Vietnam, \$1,414,500.

"India, \$1,048,620.

"Pakistan, \$1,250,670.

"Turkey, \$18,500.

"Ethiopia, \$43,200.

"Liberia, \$99,280.

"British Guiana, \$6,000.

"Yugoslavia, \$22,020.

"El Salvador, \$23,055.

"Peru, \$151,970.

"Tunisia, \$84,000.

"Somaliland, \$141,000.

"Cambodia, \$76,000.

"South China Sea, \$960,000.

"Finally, we come to Iceland, which received \$14,600 for the rehabilitation of its fisheries—Iceland, whose fishermen roved the coasts of the world and were fishing there before Leif Ericson came to America.

"With such largess abroad, can the Federal Government afford not to do as much here at home for the rehabilitation of a once great natural resource—the Alaska salmon-fishing resources—which the Federal Government itself was largely instrumental in debilitating.

"For me, there can be but one answer; and I shall press strongly for the enactment of the bill which I am introducing today.

"In conclusion, Mr. President, I emphasize that the State of Alaska is already doing everything within its means to restore the salmon fishing resources in Alaska. It has diligently set about—even in the first year of its statehood—to repair the damage wrought by the Federal Government over the course of the last three-quarters of a century.

"But the State of Alaska cannot, and should not, in all fairness, be expected to do the entire task of rehabilitating these salmon fisheries.

"The State of Alaska has every reason to expect that in the rehabilitation task that lies ahead, it will have behind it the cooperation and the resources of the Federal Government.

"To secure such cooperation, therefore, Mr. President, I introduce this bill.

"The PRESIDING OFFICER. The bill will be received and appropriately referred.

"The bill (S. 3658) to amend the act authorizing the use for fishery research and other purposes of 30 percent of amounts collected as custom duties on fishery products in order to increase such percent to 60, introduced by Mr. Gruening (for himself and other Senators), was received, read twice by its title, and referred to the Committee on Interstate and Foreign Commerce.

"EXHIBIT 1

"Pack of Alaska canned salmon by districts

Year:	Total cases	Year—Continued	Total cases
1905	1, 894, 516	1933	5, 226, 698
1906	2, 246, 989	1934	7, 470, 586
1907	2, 202, 100	1935	5, 155, 826
1908	2, 618, 048	1936	8, 454, 948
1909	2, 403, 669	1937	6, 654, 038
1910	2, 438, 777	1938	6, 791, 544
1911	2, 820, 963	1939	5, 239, 211
1912	4, 060, 129	1940	5, 028, 378
1913	3, 756, 433	1941	6, 906, 503
1914	4, 167, 832	1942	5, 089, 109
1915	4, 489, 002	1943	5, 396, 509
1916	4, 919, 589	1944	4, 877, 796
1917	5, 922, 320	1945	4, 341, 120
1918	6, 677, 369	1946	3, 971, 109
1919	4, 591, 110	1947	4, 302, 466
1920	4, 395, 509	1948	4, 010, 612
1921	2, 604, 973	1949	4, 391, 051
1922	4, 501, 355	1950	3, 272, 643
1923	5, 063, 340	1951	3, 484, 468
1924	5, 305, 923	1952	3, 574, 128
1925	4, 450, 898	1953	2, 925, 570
1926	6, 652, 882	1954	3, 207, 154
1927	3, 566, 072	1955	2, 457, 969
1928	6, 070, 110	1956	2, 950, 354
1929	5, 370, 242	1957	2, 441, 894
1930	4, 988, 987	1958	2, 948, 371
1931	5, 432, 535	1959	1, 600, 000
1932	5, 260, 488	Average	3, 165, 360

"EXHIBIT 2

"Agriculture and natural resources—Fisheries

"FAR EAST

	Fiscal year 1956
China: Ocean fisheries improvement	\$204, 000
Indonesia:	
Expansion and modernization of marine fisheries	224, 700
Expansion of inland fisheries	51, 000
Philippines: Fisheries development	82, 000
Thailand: Fisheries	59, 000
Vietnam:	
Development of inland fisheries	3, 000
Development of marine fisheries	95, 000

"NEAR EAST, AFRICA, AND SOUTH ASIA

Ethiopia: Fisheries survey	10, 200
India: Project for modernization and expansion of marine and inland fisheries and exploratory fishing program	278, 100
Liberia: Marine and fresh-water fisheries	22, 000
Pakistan: Karachi fish harbor	364, 000
Turkey: Purse seine fishing specialists	6, 500
Peru: SCIPA project fisheries	22, 061
Total	1, 431, 561

"Agriculture and natural resources—Fisheries

"FAR EAST		<i>Fiscal year</i> 1955
China (Taiwan):		
Fishing fleet rehabilitation.....		\$5,000
Fish propagation (RETSER).....		8,000
Indonesian Republic: Expansion and modernization of marine and inland fisheries.....		150,498
Korea: Fishing boat construction.....		1,000,000
Laos: Inland fish culture.....		13,450
Thailand: Fisheries.....		71,000
Vietnam:		
Development of inland fisheries.....		13,500
Development of marine fisheries.....		46,000
"NEAR EAST AND SOUTH ASIA		
India: Expansion and modernization of marine and inland fisheries..		437,520
Pakistan:		
Fisheries development: West Pakistan.....		371,375
Fisheries development: East Pakistan.....		129,295
Turkey: Purse seine fishing specialists.....		10,000
"AFRICA		
Ethiopia: Fisheries survey.....		7,000
Liberia: Marine and fresh-water fisheries.....		25,280
"EUROPE		
Iceland: Canning industry team for the fish industry—third county training.....		4,600
Yugoslavia: Fisheries.....		14,020
"LATIN AMERICA		
El Salvador: Fisheries.....		15,055
Peru: Fisheries development program (SCIPA project fisheries)....		33,910
Total.....		2,355,503

"Agriculture and natural resources—Fisheries

"FAR EAST		<i>Fiscal year</i> 1957
China:		
Fishing fleet rehabilitation program.....		\$17,000
Fisheries.....		13,000
Tuna long liners.....		530,000
Indonesia: Expansion and modernization of marine and inland fisheries.....		149,000
Korea: Fisheries development.....		2,314,000
Thailand: Fisheries.....		17,000
Vietnam:		
Development of inland fisheries.....		7,000
Development of marine fisheries.....		160,000

"NEAR EAST AND SOUTH ASIA

India : Expansion and modernization of marine and inland fisheries...	93, 000
Pakistan :	
West Pakistan fisheries development.....	45, 000
Fisheries development—East Pakistan.....	46, 000
Turkey : Purse seine fishing specialists.....	2, 000

"AFRICA

Ethiopia : Fisheries development project.....	26, 000
Liberia : Fresh-water fisheries.....	18, 000
Tunisia : Aid to commercial fisheries.....	48, 000
Oversea territories—Somalia : fisheries development.....	2, 000

"EUROPE

Iceland :	
Canning industry team for the fish industry third country.....	5, 000
Fish byproduct utilization.....	2, 000
Herring processing study third country.....	1, 000

"LATIN AMERICA

El Salvador : Fisheries.....	8, 000
Peru : Renewable resources development.....	56, 000
Total.....	3, 559, 000

"Agriculture and natural resources—Fisheries

"FAR EAST

	<i>Fiscal year</i> 1958
Cambodia : Fisheries conservation.....	\$35, 000
China (Taiwan) : Fisheries development.....	11, 000
Indonesian Republic : Expansion and modernization of marine and inland fisheries.....	68, 000
Korea : Fisheries development.....	160, 000
Vietnam : General fisheries development.....	192, 000

"NEAR EAST AND SOUTH ASIA

India : Expansion and modernization of marine and inland fisheries...	134, 000
Pakistan :	
Fisheries development—West Pakistan.....	116, 000
Fisheries development—East Pakistan.....	56, 000

"AFRICA

Liberia : Fresh-water fisheries.....	19, 000
Tunisia : Aid to commercial fisheries.....	16, 000
Oversea territories—Somalia : Fisheries.....	121, 000

"EUROPE

Yugoslavia : Fisheries.....	8, 000
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"LATIN AMERICA

Peru: Renewable resources development (forestry and fisheries)----- 30,000

"ASIAN ECONOMIC DEVELOPMENT FUND

Marine research in South China Sea and the Gulf of Thailand----- 560,000

Total----- 1,526,000

"Agriculture and natural resources, fiscal year 1959 projects—Fisheries

"FAR EAST

Amount

Cambodia: Fisheries conservation----- \$41,000

China (Taiwan): Fisheries development (JCRR)----- 13,000

Indonesia: Expansion and modernization of marine and inland fisheries----- 84,000

Korea: Fisheries development----- 475,000

Vietnam: Fisheries development----- 898,000

"NEAR EAST AND SOUTH ASIA

India: Expansion and modernization of marine and inland fisheries-- 106,000

Pakistan:

 Fisheries development—West Pakistan----- 91,000

 Fisheries development—East Pakistan----- 32,000

"AFRICA

Liberia: Fresh-water fisheries----- 15,000

Tunisia: Aid to commercial fisheries----- 20,000

Oversea territories—Somalia: fisheries----- 18,000

"EUROPE

Iceland: Fish control survey----- 2,000

"LATIN AMERICA

Oversea territories—British: Guiana: Snapper fishing equipment demonstration project----- 6,000

"ASIAN ECONOMIC DEVELOPMENT FUND

Marine research development in South China Sea and Gulf of Thailand----- 400,000

Total----- 2,201,000

"SENATE JOINT MEMORIAL 2

"To the Honorable John F. Kennedy, President of the United States; the Honorable Stewart L. Udall, Secretary of the Interior; the Honorable E. L. Bartlett, and the Honorable Ernest Gruening, U.S. Senators; and the Honorable Ralph J. Rivers, Representative From Alaska

"Your memorialist, the Legislature of the State of Alaska in second legislature, first session assembled, respectfully submits that:

"Whereas the salmon fisheries resources of Alaska have declined to a level which is alarming and causing widespread hardship throughout the coastal regions of the State; and

"Whereas the decline has continued for such a long period that it cannot be a part of any cycle but must be a basic downward trend which can lead to the complete closure of large salmon fishing areas and widespread loss of livelihood; and

"Whereas the causes of the decline can be checked only as a result of intensive research and exploration with funds and resources which no State is able to supply; and

"Whereas labor and capital from all the Pacific Coast States are utilized in the fishing industry of Alaska; and

"Whereas the decline in the salmon runs of Alaska is related to factors in other Pacific Coast States: Now therefore

"Your memorialist prays that the Congress of the United States authorize and from year to year appropriate sufficient funds for a crash program of extensive research and exploration to restore the salmon fisheries of Alaska to their state of productiveness and to furnish basic information needed to deal with other nations in a salmon fisheries conservation and utilization plan for the north Pacific Ocean.

"SEATTLE, WASH., February 24, 1961.

"Hon. ERNEST GRUENING,
"Senator from Alaska,
"Senate Office Building,
"Washington, D.C.

"DEAR SENATOR GRUENING: As you know, our company operates several Alaska enterprises which I enumerate and describe below:

"1. Pelican Cold Storage Co., Pelican, Alaska, basically a cold storage fish freezing plant, operating a store, oil dock, and small electric-water utility in connection. There are employed in total in this location during the season about 50 people. The livelihood of the entire community derives from fish landings at Pelican. In Pelican there is also a salmon cannery not directly connection with our operation.

"2. Sitka Cold Storage Co., Sitka, Alaska—a cold storage fish freezing plant and large retail store in conjunction, employing a total of about 25 people. This is the largest local industry, except the pulp mill, in Sitka.

"3. Coastal Glacier Sea Foods, Hoonah, Alaska—a small crab processing plant, retail store, and marine oil station, employing seasonally to 50 people. Hoonah is almost entirely a native community with a total population of about 500.

"During recent years the production of salmon in the Sitka-Pelican-Hoonah area has declined until last year it reached an all-time low for both troll and net-caught, with disastrous economic results—particularly in Pelican and Hoonah, where there is no other industry to take up the slack. The following tabulations will show just how seriously salmon (and other fish productions) have fallen off:

"Comparative troll-caught salmon production, Pelican and Sitka

"[In thousands of pounds]

	1960	1959	1958	1957	1956
Silver salmon, frozen.....	1,385	1,606	2,048	2,729	3,169
King salmon, frozen.....	652	715	627	687	441
Salmon, mild cured.....	822	1,236	1,202	885	741
Total.....	2,859	3,557	3,877	4,301	4,351

"Comparative total fish landings (all species), Pelican and Sitka

"[In thousands of pounds]

	1960	1959	1958	1957	1956
Pelican.....	4,416	5,078	5,907	5,849	5,687
Sitka.....	2,256	2,144	1,934	2,197	3,041
Total.....	6,672	7,222	7,841	8,046	8,728

"NOTE.—Above includes salmon, halibut, and cod.

"Comparative canned salmon pack at Pelican, Alaska: 1954, 127,208 tall cases; 1955, 68,761 tall cases; 1956, 64,390 tall cases; 1957, 47,685 tall cases; 1958, 42,952 tall cases; 1959, 57,145 tall cases; 1960, 16,150 tall cases. In perusing the production figures above, the conclusions drawn therefrom are even more disconcerting when it is realized that the catches of fish these days are made with greatly improved boats and gear and more of both.

"Salmon trolling at Pelican, when I first became connected with the operation in 1949, commenced in April and kept the fleet on the grounds well into September. This year the fleet operated from the middle of May and most of the boats had dispersed for the season by the middle of July because there were no fish.

"Net-caught salmon, most of which goes into the can, were practically non-existent and the seine boats engaged in the fishery couldn't even pay their bills in many cases. The pack figures for the Pelican cannery tell this story. The operating result, so far as the cannery goes, is not difficult to imagine; the loss was staggering. A direct result—the Pelican cannery will close down next season and pack with another company for the first time since it was built (except for 1 year during the war) and quite possibly join the ranks of the other "ghost" plants dotting Alaska. Since a good proportion of the net-caught salmon canned at Pelican are produced by resident seiners living in Hoonah the economic hardships are felt more keenly in the failure of the fishery than in any other southeastern community of similar size because there is nothing else to which these people can turn for a livelihood.

"The effects in Sitka, while softened to some extent because of pulpmill activities, are no less real to the fisherman involved and to ourselves as fish processors.

"It has and continues to be a real question whether or not we can continue the operation of our cold storage plant unless we can get more salmon on which to operate.

"It is my conviction that we need a greatly expanded and accelerated salmon rehabilitation program—and we need it now—or our small, resident Alaska operations are doomed with the resource. This is a doleful picture but it is a realistic one.

Sincerely yours,

"PELICAN COLD STORAGE CO.,
"P. S. GANTY, *President.*"

[From the Congressional Record, Mar. 13, 1961]

REHABILITATION AND DEVELOPMENT OF FISHERY RESOURCES—ADDITIONAL
COSPONSOR OF BILL

Mr. GRUENING. Mr. President, on Tuesday last, March 7, I introduced, on behalf of myself and Senators Beall, Butler, Case of New Jersey, Dodd, Engle, Ervin, Holland, Jackson, Javits, Johnston, Jordan, Keating, Kuchel, Long of Hawaii, Long of Louisiana, Magnuson, Morse, Muskie, Neuberger, Pastore, Pell, and Williams of New Jersey, a bill, S. 1230, to provide additional assistance to the States for the rehabilitation and development of the country's depleted fishery resources. This sponsorship indicates the breadth of support for this vital measure.

At my request, the Bureau of Commercial Fisheries, of the Department of the Interior, has prepared a table showing how the funds would be distributed under this bill. I ask unanimous consent that the table be printed in the Record.

The VICE PRESIDENT. Without objection, it is so ordered.

(See exhibit 1.)

Mr. GRUENING. Mr. President, I shall not repeat the reasons I gave in my remarks last week why the early enactment of this legislation is so important for the fisheries industry of the United States. Anyone who has followed closely the steady inroads being made into our fishery resources by the Japanese and the Russians will readily understand that the United States has been standing still in the development of its own fishery resources. As a matter of fact, Mr. President, it might even be said that, compared to what other nations, such as Russia and Japan have been doing, the United States is steadily losing ground. If we are to stop this regression, we must move promptly to rehabilitate and develop our fisheries resources.

I also ask unanimous consent that the name of the distinguished junior Senator from Florida, Mr. Smathers, be added to the list of sponsors.

The VICE PRESIDENT. Without objection, it is so ordered.

EXHIBIT I
Calculated apportionment of sec. 32 funds to States as called for in the Gruening bill (S. 1230)

State	Value of raw fish landed 1.					Value of manufactured processed fishery products 2.					Average value of landings and manufactured products, 1957-59 inclusive		Allocation of funds to States 3
	1957	1958	1959	Total	Average	1957	1958	1959	Total	Average	Thousand dollars	Percent	
	Thousand dollars	Thousand dollars	Thousand dollars	Thousand dollars	Thousand dollars	Thousand dollars	Thousand dollars	Thousand dollars	Thousand dollars	Thousand dollars	Thousand dollars	Percent	
Alabama	3,235	3,188	3,739	10,162	3,387	5,900	5,623	17,820	3,940	9,827	0.85	45	
Alaska	31,554	33,197	28,787	93,538	31,179	70,472	61,565	206,224	68,741	96,920	9.10	484	
Arkansas	510	901	894	2,905	768	160,481	173,846	525,620	175,207	226,897	0.07	4	
California	50,854	56,742	47,474	155,070	51,690	1,589	1,094	3,783	1,201	2,355	0.21	1,089	
Connecticut	1,114	1,011	1,096	3,221	1,074	11,534	9,559	32,698	10,879	16,342	1.49	79	
Delaware	6,619	5,974	3,795	16,388	5,463	28,285	30,663	50,072	29,072	36,978	5.19	276	
Florida	30,412	30,079	23,227	83,718	27,906	18,457	17,051	51,265	17,088	20,340	1.85	98	
Georgia	3,003	3,597	2,656	9,756	3,252	15,757	2,730	4,887	3,131	3,836	0.34	29	
Hawaii	2,604	2,632	3,179	8,415	2,805	1,777	4,828	15,711	3,237	6,091	0.55	29	
Illinois	894	893	3,176	2,563	854	31	22	1,520	18	36	0.27	14	
Indiana	15	8	31	54	18	3,539	2,720	7,779	3,029	1,121	0.10	5	
Iowa	355	469	484	1,308	436	811	570	1,701	587	56,895	5.19	276	
Kansas	14	5	16	35	12	28,056	36,221	103,615	34,538	57,367	5.22	278	
Kentucky	913	376	313	1,602	534	38,009	40,596	116,735	38,912	37,568	3.42	182	
Louisiana	18,278	23,295	25,798	67,371	22,457	25,486	24,920	73,242	70,321	108,516	9.91	527	
Maine	16,789	19,024	19,571	55,384	18,455	64,147	4,979	12,419	4,040	6,700	0.62	33	
Maryland	12,188	11,953	12,695	36,836	12,279	3,671	4,401	3,441	1,177	2,183	0.20	134	
Massachusetts	37,936	40,933	40,870	119,739	39,913	1,694	1,286	3,208	21,069	27,658	2.52	134	
Michigan	2,536	2,944	2,681	8,161	2,720	6,569	2,307	7,202	2,401	2,445	0.22	12	
Minnesota	1,001	1,010	3,108	19,708	6,569	18,793	15,793	3,441	7	64	0.01	1	
Mississippi	6,715	6,490	6,503	19,708	6,569	1,549	2,307	7,202	2,401	2,445	0.22	12	
Missouri	55	42	35	132	44	38	43	60	33	1,121	0.10	5	
Montana	5	10	5	20	7	18	8	33	33	1,121	0.10	5	
Nebraska	39	15	31	93	31	597	844	2,313	711	1,121	0.10	5	
New Hampshire	386	375	414	1,175	392	33,119	26,943	86,376	28,825	35,706	3.25	173	
New Jersey	12,778	9,021	10,983	31,892	10,631	26,007	27,423	80,629	26,873	16,058	1.46	78	
New York	9,253	8,272	8,966	26,491	8,830	8,457	9,109	14,113	8,068	7,554	0.01	1	
North Carolina	8,123	7,696	8,242	24,061	8,020	58	8	14,205	4,735	27,906	2.55	134	
North Dakota	54	89	32	175	58	2,619	4,362	4,735	4,735	27,906	2.55	134	
Ohio	3,442	2,681	1,733	7,856	2,619	61	20,281	63,698	21,293	13,890	1.22	65	
Oklahoma	80	54	49	183	61	19,743	23,674	39,417	13,489	4,526	0.08	36	
Oregon	5,978	7,345	6,396	19,719	6,573	14,167	3,083	9,551	1,671	4,576	0.41	22	
Pennsylvania	4,449	185	118	4,752	251	3,755	3,083	5,012	1,671	1,121	0.10	5	
Rhode Island	4,605	4,137	4,282	13,027	4,342	1,942	1,556	5,012	1,671	1,121	0.10	5	
South Carolina	2,815	2,965	2,936	8,716	2,905	121	88	147	40	74,959	6.82	363	
South Dakota	131	72	60	363	121	39	40,785	132,430	44,143	74,959	6.82	363	
Tennessee	777	646	1,969	3,992	30,816	43,606	40,785	132,430	44,143	74,959	6.82	363	
Texas	34,249	31,903	26,295	92,447	30,816	43,606	40,785	132,430	44,143	74,959	6.82	363	

Virginia.....	20,256	24,745	25,750	70,751	23,584	25,125	28,852	31,093	85,070	28,357	51,941	4.73	252
Washington.....	14,320	25,426	21,529	66,275	22,092	39,172	44,306	40,282	123,760	41,253	63,345	5.77	307
Wisconsin.....	2,906	2,911	2,720	8,537	2,846	2,298	2,407	2,640	7,345	2,448	5,294	.48	25
Wyoming.....	-----	-----	2	2	-----	-----	-----	-----	-----	-----	-----	-----	-----
Total.....	353,720	373,311	346,051	1,073,082	367,694	710,533	779,344	732,554	2,222,431	740,810	1,098,504	100.00	5,321

Source: Bureau of Commercial Fisheries, Fish and Wildlife Service, U. S. Department of the Interior.

1 Value of landings represents ex vessel value.
 2 Value of manufactured processed fishery products represents the gross amount received by the manufacturer at the point of production.
 3 Allocation of funds is based on the ratio of the 1937-'38 and 1939 average value of landings and manufactured fishery products applied to 30 percent of the duty on fishery commodities in 1939 which amounted to \$5,321,000.

[From the Fish Boat, April 1961]

WILL "MORAL RIGHTS" PREVAIL?—WHO GETS THE HALIBUT?

THE HALIBUT STORY IN SHORT

The Canadian-United States position

For 38 years Canada and the United States have cooperated in the management of the halibut stocks of the northeast Pacific and have built the gross sustained yield up to 70 million pounds, compared to 44 million pounds in the early thirties. The fishery is a model for high seas resource management and conservation and the two nations feel that morally it is their exclusive property. Some observers feel that if the Russians and/or Japanese move into the fishery it will be ruined and that United States and Canadian fishermen cannot compete.

The Japanese position

Japan is a member of the International North Pacific Fisheries Commission and as such is restrained by treaty from taking halibut in the northeast Pacific. Abiding by this treaty, the Japanese Government recently refused to license trawlers for ground-fishing south of the Alaska Peninsula, but Japan is heavily dependent upon the resources of the sea and many observers feel that should Russia move ground fishing operations into the area, the Japanese would eventually demand equal fishing rights.

The Russian position

Russia is not a member of the INPFC, and is not bound by any restraining treaty. Russian vessels can fish anywhere they wish on the high seas, and Russian officials have declared their intentions of fishing south of the Aleutian Islands. There is no way for the United States and Canada to legally prevent Russians from taking over their traditional halibut fishery, but the two North American nations are hopeful that Russia will concede their moral rights to the resource. As yet, the Russians aren't talking.

"I shall make no attempt * * * to hide our growing interest in this particular fish, or to rule out the possibility of starting experimental fishing * * * in the near future for exploring the existing situation. * * *" Thus spoke Boris G. Kulikov, official Soviet observer at the Vancouver, B.C., meeting of the International North Pacific Fisheries Commission in November of last year.

The fish in question: halibut.

Kulikov's statement heightened the apprehension of United States and Canadian fishery interests over the expanding activities of Russian and Japanese fishing fleets in the Bering Sea and the North Pacific. In the months following the Vancouver sessions, concern over Russia's intentions regarding the traditional Canadian-United States halibut fishery has grown. There have been strong indications that the Russians intend this year to move full-scale ground fish trawling operations into the area from Unimak Pass on the west to the southeastern Alaska mainland on the east.

"Our main emphasis is in the Bering Sea," Kulikov declared at the INPFC meeting, "but we are planning to extend our fisheries south of the Aleutians.

"We plan to conduct experimental halibut fishing and then decide upon the time and place of our halibut fishing as recommended by our scientists."

Since 1924 when halibut stocks in the North Pacific were all but extinct, the United States and Canada have worked jointly to rebuild them. Today the North Pacific halibut fishery is a model of scientific management of a valuable high seas fishery resource and the two nations contemplate with alarm the idea of huge Russian fleets moving into the area and "sweeping" it of fish as they have reportedly done in certain areas of the Bering Sea.

And what about the Japanese? It has been generally felt in fishery circles that if Russia should move large-scale ground fishing operations into the area south of the Alaska Peninsula, Japan would follow suit. This view has been given credence by the fact that Japan expanded king crab operations in the Bering following a move by the Russians from the eastern Bering to an area just north of Amak Island. Japan had previously limited operations in the area for reasons of conservation.

In late March though, the Japanese Government refused applications by a number of Japanese trawling firms for licenses to carry on ground fishing operations in the area south of the Alaska Peninsula. The reason given for the rejections was that the trawlers might take halibut with their ground fish.

As a member of the INPFC, Japan has agreed not to take halibut in this area as well as to abstain from salmon fishing east of 175° west longitude. The Japanese have repeatedly indicated their dissatisfaction with the present treaty agreements. It seems certain that Japan will push for compromises at the INPFC meeting this year in Tokyo, and the possibility exists that Japan may withdraw from the Commission in 1963 when the treaty expires, but so far Japan apparently has abided by the provisions of the treaty and no doubt the latest move by the Japanese Government in rejecting the licenses will be regarded as reassuring by United States and Canadian fishery interests.

But, since Russia is not a member of the Commission and bound by no restraining treaty, Russian vessels can fish anywhere they wish on the high seas. There is absolutely no legal barrier to keep the Russian ground-fish fleet off the Canadian-United States halibut banks.

And despite the recent restraining move by the Japanese Government, there is no guarantee that the Japanese will not demand halibut fishing rights in the area should the Russians move in.

Where does this leave the United States and Canada?

Many fishery people believe that moral rights, rather than international law may determine, at least temporarily, the fate of the Pacific halibut fishery.

"The Russians will listen to us on halibut, at least," one U.S. expert said. "It's an old, established fishery and it complies with the three important requirements in this sort of situation. Our halibut stocks are the subject of research; they are managed and regulated and they are maintained at their maximum sustained yield.

"If we can prove these three points to the Russian's satisfaction," the fishery man went on, "they will stay out of our halibut fishery. That's our firm belief."

However, they may contend that certain of our halibut stocks where they may wish to fish are isolated and not contiguous with our other halibut stocks, and that we are not now exploiting them. They might see no reason why they should not fish these particular areas.

"But, United States and Canadian scientists have already determined through extensive research that the halibut stocks of the northeast Pacific Ocean and those in the Bering Sea are closely related. For example, it has been clearly indicated by tagging that halibut stocks in areas Three-A and Three-B and in Area 2, are all closely related.

"Halibut tagged in the Bering Sea have been recaptured not only in Area Three-A, but even down in Area 2, as far south as the north end of Vancouver Island. The same thing has occurred with halibut tagged in Area Three-B, south of the Aleutian Islands."

The connection between ground-fish trawling and the halibut stocks becomes apparent when one considers the fact that if the Russians and/or the Japanese trawl on or near any of the halibut banks from Unimak Pass to southeast Alaska, they cannot help but reduce the stocks. One of the reasons for this is that halibut don't "stay put," but move laterally along the Continental Shelf, generally to the eastward in winter for spawning in deeper waters and to the westward in summer for feeding inside the 100-fathom curve.

Thus, it is clear that no matter where the Russians or the Japanese might trawl for ground fish, they would reduce the halibut stocks because of the halibut's natural mobility.

If such ground fish operations should produce anything like the 1,500 million pounds produced by the Russian and Japanese fleets in the eastern Bering Sea in 1960, and in the course of this fishing they took only 1 percent halibut, this still would reduce the stocks by 15 million pounds.

If trawling were carried on in winter, they would trawl over the spawning stocks when the halibut are concentrated and "easy pickings," especially for trawl gear.

Another U.S. fisheries expert put it this way: "The effect of large-scale Russian and/or Japanese otter trawling in this general area from Unimak Pass to southeast Alaska would be to devastate the halibut stocks, and we do not envisage anything but large-scale operations by either nation. This is based upon our knowledge of the kind of operations they have been carrying on previously in the Bering Sea.

"This would cause a revolution in United States and Canadian fishing gear overnight; we could not continue with our present hook-and-line methods in the face of Russian and Japanese large-scale fishing techniques. In any case, it is extremely doubtful whether United States and Canadian fishermen could compete with Japan or Russia in the taking of halibut regardless of what type of fishing gear they used.

"The present methods of fishing halibut, by longline and setline are to be preferred over others from a fisheries management viewpoint, since they are amenable to better scientific management of halibut stocks.

"Another point is that our halibut fishing methods permit the fisherman to return alive to the water any undesirably small halibut, since the fish are brought up individually and not in a trawl bag where the small halibut often are crushed to death.

"It has been established that by returning the small halibut to the water, you get more poundage from any given bank over the years. That is, the annual growth of young fish increases more rapidly than it diminishes due to death.

"Another point involved is that under changed conditions (i.e., trawling) * * * enforcement problems would be terrific," the researcher concluded.

The moral right of the United States and Canada to the North Pacific halibut stocks—found principally off the coasts of British Columbia and Alaska—is based upon the fact that the two countries have sacrificed to build up these stocks since the signing in 1923 of the United States and Great Britain (Canada) convention or treaty for joint efforts to preserve the halibut fishery.

These stocks have been built up over the past 38 years by Canadian-United States cooperation until today sustained gross yield is 70 million pounds compared with a gross yield in the early thirties—1931-32—of only 44 million pounds—a record of true conservation and full exploitation of a fishery through scientific management and international cooperation.

The view held by fishery interests of the two nations is that if they had not cooperated and sacrificed for this valuable fishery, there would be very few halibut for the Russians and Japanese to catch today, whether incidental to trawling for ground fish or specifically fishing for halibut.

That there is an urgent need at this time for more research relative to the effects of otter trawling on the westernmost of the North Pacific halibut banks is indicated by the fact that early in March, the United States and Canada were considering a \$400,000 project, through their International Pacific Halibut Commission, to charter otter trawl fishing vessels for research fishing and activities in this general area. By fishing in the area with the charter boats, the United States and Canadian scientists eventually will be able to determine what impact a trawl fishery in the area would have on the halibut stocks involved.

The proposed chartering of the trawlers appears to be only the beginning of a long-range program of research on the banks in question, but it is unlikely that any information obtained this year will have an important effect on the contemplated entry of Russia into the area south of the Alaska Peninsula.

Therefore, it seem clear that the solution of the problem to United States and Canadian satisfaction can only be reached if Russia concedes the moral rights of the two North American nations to their established halibut fishery.

Will Russia concede these moral rights? Will Japan stay out? Nobody knows the answer at present, but one thing is certain: It won't be a long wait.

EDITOR'S NOTE: The opinions expressed herein are not those of persons who have or will negotiate with the representatives of other governments with regard to any of the issues mentioned, but are those of persons closely connected with the fisheries in question in one way or another.

KETCHIKAN, ALASKA, June 10, 1961.

SENATE COMMITTEE ON COMMERCE,
Care Senator Ernest Gruening,
Senate Office Building, Washington, D.C.

GENTLEMEN: Large majority of fishermen in Ketchikan area of Alaska urge favorable action on Senate bill 1230 as funds are urgently needed to assure early fisheries studies and conclusions.

It is respectfully requested that you take favorable action on this bill.

Yours very truly,

MAURICE OAKSMITH.

TABLE 92.—Value of dutiable and taxable imports for consumption and computed duties and taxes collected by tariff schedules, fiscal years 1958 and 1959

Tariff schedule	Value of dutiable and taxable imports for consumption		Computed duties and import taxes ¹		Percentage increase, or decrease (-)	
	1958	1959	1958	1959	Value	Duty
	1. Chemicals, oils, and paints.....	\$219,086,617	\$250,333,599	\$30,329,792	\$35,896,154	14.3
2. Earthenware, and glassware.....	191,957,624	242,737,432	44,634,280	64,904,651	26.9	24.6
3. Metals and manufactures.....	1,836,626,791	2,368,088,644	237,694,929	292,588,687	28.6	33.8
4. Food and manufactures.....	805,241,623	1,071,718,157	23,691,967	29,497,967	36.8	24.7
5. Sugar, molasses, and manufactures.....	545,701,623	561,679,157	18,353,840	11,450,185	2.9	-16.0
6. Tobacco and manufactures.....	106,121,828	171,679,244	18,153,846	20,524,002	14.5	13.2
7. Agricultural products and provisions.....	622,638,378	1,080,712,240	91,473,840	98,648,780	17.0	7.7
8. Spirits, wines, and other beverages.....	215,646,715	242,337,267	24,492,855	27,150,462	12.2	7.5
9. Cotton manufactures.....	121,857,632	157,497,692	24,163,383	31,450,468	23.2	27.7
10. Flax, hemp, jute, and manufactures.....	121,367,091	132,817,713	9,513,269	8,223,609	9.4	-3.6
11. Wool and manufactures.....	268,029,197	286,735,719	67,018,085	91,242,629	36.1	36.1
12. Silk manufactures.....	53,943,188	61,395,237	13,638,309	14,632,013	13.5	9.5
13. Manufactures of rayon and other synthetic textiles.....	40,943,295	66,934,581	9,593,314	17,907,101	63.5	87.9
14. Pulp, paper, and books.....	74,408,844	87,796,539	6,907,748	8,541,609	18.0	4.3
15. Sundries.....	447,188,927	602,682,903	84,929,480	108,544,599	34.0	23.9
Free-list commodities taxable under Revenue Act of 1932 and subsequent acts.....	1,440,311,480	1,621,061,841	47,336,953	68,306,783	12.5	44.3
Dutiable under sec. 406, Tariff Act of 1930, etc.....	1,6518,298	4,643,462	2,835,664	4,559,643	-70.1	53.7
Total.....	6,914,994,414	8,283,772,149	768,058,355	934,536,494	21.7	22.9

¹ Duties are computed on the basis of consumption entries and warehouse withdrawals. Consumption entries usually involve merchandise valued at more than \$250.

TABLE 91.—Value of dutiable and taxable imports for consumption and computed duties and taxes collected by tariff schedules, fiscal years 1957 and 1958

Tariff schedule	Value of dutiable and taxable imports for consumption			Computed duties and import taxes		Percentage increase, or decrease (-)	
	1957	1958		1957	1958	Value	Duty
1. Chemicals, oils, and paints.....	\$240,376,449	\$219,086,617		\$53,331,705	\$30,329,702	-8.9	-9.0
2. Earthenware, glassware, and glassware.....	189,129,950	191,357,624		44,288,632	44,054,280	1.2	-5
3. Metals and manufactures.....	1,745,688,785	1,835,026,791		194,627,070	200,694,629	5.1	3.1
4. Wood and manufactures.....	323,675,641	300,249,631		23,285,900	23,661,967	-7.8	1.6
5. Sugar, molasses, and manufactures.....	98,481,622	545,701,293		39,024,913	49,354,400	11.6	26.5
6. Tobacco and manufactures.....	677,483,304	100,122,828		17,919,063	18,133,846	7.1	1.2
7. Agricultural products and provisions.....	207,743,630	923,938,378		62,357,952	91,473,840	36.4	46.7
8. Spirits, wines, and other beverages.....	127,185,446	215,949,751		43,755,964	44,108,165	6.5	8
9. Cotton manufactures.....	137,685,424	121,857,332		25,665,763	24,423,383	6	-4.9
10. Wax, hemp, jute, and manufactures.....	305,032,510	121,361,091		9,533,788	9,513,200	-11.9	-2
11. Wool and manufactures.....	50,595,564	268,029,197		71,462,748	67,018,085	-6.2	-4.9
12. Silk manufactures.....	41,583,547	53,943,188		13,001,176	13,638,300	6.6	4.9
13. Manufactures of rayon and other synthetic textiles.....	77,295,662	40,943,295		9,387,952	9,553,314	1.5	1.9
14. Pulp, paper, and books.....	448,842,369	74,408,844		85,107,689	6,907,748	2.9	-2
15. Sundries.....	1,303,137,372	1,440,311,489		41,810,880	84,920,480	-4	-3
Free-list commodities taxable under Revenue Act of 1932 and subsequent acts.....	13,464,894	15,518,298		2,253,421	2,835,664	15.3	25.8
Dutiable under sec. 406, Tariff Act of 1930, etc.....	6,457,131,129	6,914,994,414		723,918,158	768,058,355	7.1	6.1
Total.....							

1 Duties are computed on the basis of consumption entries and warehouse withdrawals. Consumption entries usually involve merchandise valued at more than \$50.

TABLE 86.—Value of dutiable and taxable imports for consumption and computed duties and taxes collected by tariff schedules, fiscal years 1956 and 1957

Tariff schedule	Value of dutiable and taxable imports for consumption		Computed duties and import taxes		Percentage increase, or decrease (-)	
	1956	1957	1956	1957	Value	Duty
1. Chemicals, oils, and paints.....	\$219,702,340	\$240,376,449	\$31,298,408	\$33,331,705	9.4	6.5
2. Earths, earthenware, and glassware.....	192,509,882	189,129,950	42,938,951	44,288,632	-1.8	3.1
3. Metals and manufactures.....	1,338,724,002	1,745,689,785	158,640,795	194,627,076	30.4	22.7
4. Wood and manufactures.....	346,290,002	325,478,641	20,966,701	23,285,990	-6.0	11.1
5. Sugar, molasses, and manufactures.....	456,736,062	488,922,960	39,422,988	39,024,913	7.0	-1.0
6. Tobacco and manufactures.....	88,237,658	93,481,622	18,104,139	17,919,063	5.9	-1.0
7. Agricultural products and provisions.....	698,599,670	677,483,304	66,273,196	62,357,952	1.3	-5.9
8. Spirits, wines, and other beverages.....	181,674,211	202,745,630	41,593,253	43,755,964	11.6	5.2
9. Cotton manufactures.....	130,963,706	121,185,446	27,948,667	25,665,763	-7.5	-8.2
10. Flax, hemp, jute, and other synthetic textiles.....	129,113,375	137,685,424	9,281,261	9,533,785	6.6	2.9
11. Wool and manufactures.....	323,324,032	305,032,510	75,631,261	71,462,248	-5.7	-5.5
12. Manufactures of rayon and other synthetic textiles.....	40,546,185	50,595,564	10,832,339	13,001,176	24.8	20.0
13. Pulp, paper, and books.....	49,779,220	41,883,547	10,334,712	9,387,952	-16.5	-9.2
14. Sundries.....	68,740,776	72,295,662	6,706,858	7,013,689	5.2	4.6
15. Free-list commodities taxable under Revenue Act of 1932 and subsequent acts.....	398,943,379	448,842,369	75,619,172	85,197,949	12.5	12.7
Dutiable under sec. 406, Tariff Act of 1930, etc.....	1,116,518,394	1,303,137,372	39,381,110	41,810,880	16.7	6.2
	3,079,635	13,464,894	1,017,938	2,253,421	337.3	121.4
Total.....	5,753,482,529	6,457,131,129	675,971,955	723,918,158	12.2	7.1

Duties are computed on the basis of consumption entries and warehouse withdrawals. Duties on consumption entries are not computed on items valued at less than \$100.

TABLE 84.—Value of dutiable and taxable imports for consumption and estimated duties and taxes collected by tariff schedules, fiscal years 1955 and 1956

Tariff schedule	Value of dutiable and taxable imports for consumption		Estimated duties and import taxes ¹		Percentage increase, or decrease (-)	
	1955	1956	1955	1956	Value	Duty
1. Chemicals, oils, and paints.....	\$166,811,192	\$219,702,340	\$27,974,567	\$31,298,408	11.6	11.9
2. Earthenware, glassware, and glassware.....	134,205,649	192,509,882	34,673,083	42,938,951	43.4	23.8
3. Metals and manufactures.....	981,772,786	1,338,724,002	120,646,573	158,640,795	36.4	31.5
4. Wood and manufactures.....	326,928,483	346,290,002	19,886,755	20,965,701	5.9	5.7
5. Sugar, molasses, and manufactures.....	320,385,145	456,736,062	32,203,170	39,422,988	42.6	22.4
6. Tobacco and manufactures.....	87,742,895	88,237,658	17,751,741	18,104,139	.6	1.8
7. Agricultural products and provisions.....	664,012,662	668,599,670	66,554,241	66,273,196	.7	.4
8. Spirits, wines, and other beverages.....	162,094,305	181,674,211	37,677,280	41,593,253	12.1	10.4
9. Cotton manufactures.....	172,978,396	130,963,706	15,717,666	27,948,667	79.5	77.8
10. Flax, hemp, jute, and manufactures.....	123,378,816	129,113,375	8,402,043	9,261,261	4.6	10.2
11. Wool and manufactures.....	287,716,155	323,224,032	62,817,288	75,631,261	12.4	20.4
12. Silk manufactures.....	30,428,901	40,546,185	9,029,406	10,832,339	33.2	20.0
13. Manufactures of rayon and other synthetic textiles.....	49,599,175	49,779,220	9,638,264	10,384,712	5.5	7.2
14. Pulp, paper, and books.....	55,197,553	68,740,776	5,437,067	6,706,898	24.5	23.4
15. Sundries.....	339,421,531	398,943,379	66,970,923	75,619,172	17.5	12.9
Free-list commodities taxable under Revenue Act of 1932 and subsequent acts.....	886,620,368	1,116,518,394	32,156,895	39,381,110	23.9	22.5
Dutiable under sec. 406, Tariff Act of 1930, etc.....	2,423,795	3,079,635	705,013	1,017,998	27.1	44.4
Total.....	4,721,627,802	5,753,482,829	568,221,975	675,971,955	21.9	19.0

¹ Taxes collected on dutiable commodities under the revenue acts and the Sugar Act of 1937 are included in appropriate schedules.

TABLE 93.—Value of dutiable and taxable imports for consumption and estimated duties and taxes collected by tariff schedules, fiscal years 1954 and 1955

Tariff schedule	Value of dutiable and taxable imports for consumption		Estimated duties and import taxes ¹		Percentage increase, or decrease (—)	
	1954	1955	1954	1955	Value	Duty
1. Chemicals, oils, and paints.....	\$173,562,926	\$196,811,192	\$24,728,501	\$27,974,567	13.4	11.3
2. Earthen, earthenware, and glassware.....	136,702,976	134,205,649	31,239,486	34,673,083	-1.6	11.0
3. Metals and manufactures.....	1,221,614,049	981,772,786	126,812,291	120,646,573	-9.9	-4.9
4. Wood and manufactures.....	227,614,049	326,928,483	13,516,933	19,836,755	47.5	46.8
5. Sugar, molasses, and manufactures.....	378,657,032	320,385,145	36,579,213	32,203,170	-15.4	-12.0
6. Tobacco and manufactures.....	83,744,802	87,742,895	16,959,780	17,781,741	4.8	4.8
7. Agricultural products and provisions.....	756,758,357	694,012,662	68,761,632	66,554,241	-12.3	-3.2
8. Spirits, wines, and other beverages.....	156,184,932	162,094,305	36,905,016	37,677,280	3.8	2.1
9. Cotton manufactures.....	57,591,003	72,978,396	12,224,994	15,717,666	26.7	28.6
10. Flax, hemp, jute, and manufactures.....	114,216,979	123,378,816	8,293,709	8,402,043	8.0	1.3
11. Wool and manufactures.....	280,825,623	237,716,155	60,897,458	62,817,288	2.5	3.2
12. Silk manufactures.....	26,885,260	30,428,901	8,101,786	9,029,406	13.2	11.4
13. Manufactures of rayon and other synthetic textiles.....	20,792,968	49,509,175	4,746,837	9,638,264	138.1	103.0
14. Pulp, paper, and books.....	46,281,766	55,137,553	4,471,699	5,437,067	19.3	21.6
15. Sundries.....	298,389,012	339,421,531	61,057,609	66,970,923	13.8	9.7
Free-list commodities taxable under Revenue Act of 1932 and subsequent acts.....	783,572,685	886,620,363	29,092,751	32,156,895	13.2	10.5
Dutiable under sec. 406, Tariff Act of 1930, etc.....	3,919,344	2,423,795	1,386,647	705,013	-88.2	-49.2
Total.....	4,628,919,056	4,721,627,802	545,776,342	568,221,975	2.0	4.1

¹ Taxes collected on dutiable commodities under the revenue acts and the Sugar Act of 1937 are included in appropriate schedules.

² Does not include \$21,973,810 which represents the value of imports on informal entries and informal mail entries for which the duties collected were not shown by tariff schedules. See also footnote to table 97.

Senator BARTLETT. The next witness, since Senator Muskie is unable to appear, is Donald L. McKernan, Director, Bureau of Commercial Fisheries, Fish and Wildlife Service, Department of the Interior, Washington, D.C., who has a special knowledge, of course, of the Alaskan situation because he came to his present position from a post with the Fish and Wildlife Service in Alaska, and he is accompanied by Ralph C. Baker, Chief of the Division of Resource Development in the Bureau of Commercial Fisheries. Senator Muskie has submitted a statement which will be placed in the record of the hearings.

(The statement is as follows:)

STATEMENT BY U.S. SENATOR EDMUND S. MUSKIE, DEMOCRAT OF MAINE

Mr. Chairman, I am submitting testimony today in support of S. 1230 of which I am a cosponsor, and which I believe is a necessary measure to conserve and develop our country's food resources.

Seafood is increasing in popularity as part of the regular diet of the American family. One reason is because it is an inexpensive source of protein, the basic food of a diet-conscious America.

Those who are worried about the expanding population of the United States and are alarmed at the possibility of a food shortage in future generations, point to the sea as an important, relatively undeveloped, food source.

In the past decade the Federal Government and State and local governments have spent millions of dollars on preventing pollution of our inland and coastal waters. Millions of words have been written pointing out the folly of using our waterways as sewers.

Compared with these efforts, little has been done to develop and promote the food resources of these waterways.

The original intent of the Saltonstall-Kennedy Act was to provide research and marketing funds to stimulate expanded activities in these fields, especially at the State level.

Instead, the Bureau of the Budget has forced the Bureau of Commercial Fisheries to use these funds for its regular research program in lieu of appropriations.

During the fiscal year 1960, \$4.4 million of the \$5.1 million available for research and marketing assistance was spent on Bureau of Commercial Fisheries operated programs. State legislatures, hard pressed for revenue sources, have told State fishery agencies to seek Saltonstall-Kennedy Act funds for programs; but, during the first year the program was in operation a total of only \$3 million was available for projects while more than \$10 million worth of projects were proposed by States.

During the 6 years in which the program has been in operation, Maine has received only one grant of \$18,000 for a study of the lobster industry, although several applications covering important research projects have been submitted.

Part of the problems facing our fishing industry includes competition from foreign fishery products.

Ironically, through our foreign aid programs, we have spent \$14 million to develop the fishing industry of other countries. When Senator Gruening introduced this legislation, he gave us an extensive list of aid we have given to foreign fish industries.

The legislative proposal before you today would provide that 30 percent of the duty on fishery product imports be used for research and market development projects at the State level.

This is where the work is needed, to solve local problems at the level where the problem exists and where the experts are more familiar with needs. This would enable us to place the emphasis on the needs of the specific areas, which are quite different. In Maine, for example, our primary need is for stimulation through promotion and marketing.

The segment of the fishing industry in Maine needing the most stimulation to stop its decline is the groundfish industry.

Imports of groundfish into the country are on the increase while our own industry faces problems.

Total groundfish and ocean perch imports into the United States in 1955 were 128,312,000 pounds valued at \$24,768,000; 1956, 135,295,000 pounds valued at \$25,987,000; 1957, 140,678,000 pounds valued at \$27,417,000; 1958, 146,589,000 pounds valued at \$30,431,000; 1959, 184,837,000 pounds valued at \$38,759,000.

The total importation of edible fishery products into the United States has been steadily increasing since 1924 while our exports have been decreasing.

In 1924, the United States imported 284,865,000 pounds of edible fish products at a total value of \$29,277,000. The exports for the same years were 164,516,000 valued at \$20,320,000.

In 1960, our imports had increased by almost six times the 1924 figure while our exports had decreased almost one-third the 1924 export figure. Our imports for 1960 were 1,067,460,000 pounds valued at \$307,380,000. Our exports for 1960 were 61,454,000 pounds valued at \$25,622,000.

I would like to make the tables and graphs provided by the Fish and Wildlife Service a part of the record of this hearing.

It is my belief that S. 1230 will further Federal-State cooperation to conduct studies and establish programs relative to each State's individual problems. It will encourage better cooperation and coordination of research by State and Federal agencies, cutting duplication, and stimulating greater activity at the State level.

This will create a pooling of talents and equipment providing programs and guidelines for a healthier domestic fisheries industry.

In closing I would like to submit a statement prepared by Ronald W. Green, commissioner of the State of Maine's Department of Sea and Shore Fisheries, and an outstanding leader in the fisheries field.

Commissioner Green further explains the need for this program not only in Maine but in the other New England States which need this kind of legislation.

I urge favorable action on this bill.

IMPORTS & EXPORTS OF FISHERY PRODUCTS 1955-1959

U. S. Department of the Interior
Fish and Wildlife Service

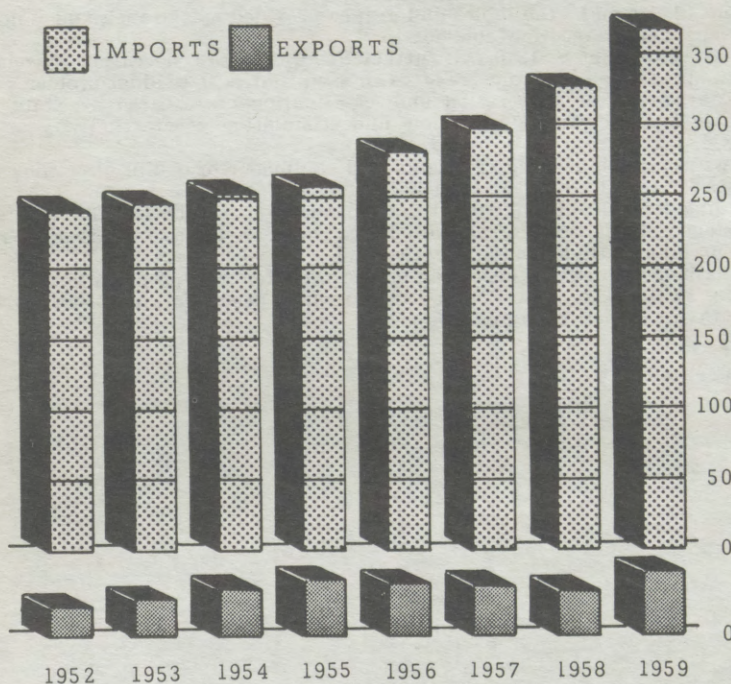
Bureau of Commercial Fisheries
Washington 25, D. C.

C.F.S. No. 2317

Annual Summaries

IMPORTS AND EXPORTS OF FISHERY PRODUCTS, 1952 - 1959

MILLION DOLLARS



United States foreign trade in fishery products during 1959 was valued at 411 million dollars -- 15 percent greater than in 1958. Imports valued at 367 million dollars were 12 percent greater than in 1958 while exports valued at 44 million dollars were 43 percent greater.

IMPORTS OF FISHERY PRODUCTS ENTERED FOR CONSUMPTION, 1955 - 1959

ITEM	1955		1956		1957		1958		1959	
	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS
EDIBLE FISHERY PRODUCTS										
FRESH OR FROZEN:										
FISH:										
FRESH-WATER:										
BLUE PIKE,	47	9	29	6	23	8	30	9	20	7
EELS (FRESH AND SALT-WATER),	571	153	381	104	458	128	453	124	448	128
LAKE HERRING, CISCO, AND CHUB,	351	76	262	56	260	59	720	175	1,142	261
LAKE TROUT (SUCKER),	2,598	672	547	924	1,748	642	2,298	882	1,628	592
MULLET (SUCKER),	506	9	44	9	40	8	125	22	107	22
PIKE OR PICKEREL (JACKS OR GRASS PIKE),	569	67	711	69	673	96	1,223	172	1,010	172
SAUGER,	1,065	231	1,150	255	2,051	518	2,575	917	2,108	786
TROUT (INCLUDING RAINBOW, BROOK, AND BROWN),	2,116	987	2,451	1,160	3,619	1,722	4,163	1,972	5,681	2,361
TULLIBEE,	112	18	119	30	198	56	152	33	335	84
WITTELSCH,	10,161	3,421	10,761	3,918	12,066	4,359	13,966	5,270	14,365	5,201
YELLOW PERCH,	352	58	207	48	84	20	189	44	379	109
YELLOW PIKE,	3,397	880	3,645	984	3,452	1,049	5,624	2,084	5,652	2,332
OTHER,	12,546	2,159	15,418	2,604	13,648	2,469	10,554	1,960	6,848	1,394
TOTAL FRESH-WATER FISH,	33,610	8,740	37,915	10,167	38,320	11,134	42,074	13,684	39,723	13,449
SALT-WATER:										
COD, HADDOCK, HAKE, POLLOCK, AND CUSK,	2,418	206	3,282	321	4,636	440	6,768	635	4,658	481
MACKEREL,	15,988	3,187	15,027	4,171	17,600	4,734	22,280	6,134	23,368	6,201
FRESH:										
FROZEN,	4,378	543	3,617	479	3,883	990	2,235	337	1,434	288
SALMON,	1,737	178	1,618	181	1,616	153	392	129	2,103	262
SEA HERRING,	16,945	5,488	12,940	5,427	15,077	5,698	26,160	9,389	19,700	7,232
FRESH:										
FROZEN,	5,373	74	8,346	162	1,555	741	1,369,623	751	1/64,839	1,297
SHAD,	929	77	680	63	909	98	623	111	84	84
SMELT,	197	22	108	11	108	12	99	23	98	11
STURGEON,	6,176	1,230	5,309	1,116	4,965	951	5,503	1,159	6,334	1,197
FRESH:										
FROZEN,	222	228	250	287	315	322	491	476	354	320
SWORDFISH,	133	113	549	242	537	297	249	131	458	302
FRESH:										
FROZEN,	4,290	1,334	4,135	1,565	4,112	1,562	4,106	1,568	5,572	1,925
TUNA,	2,452	666	2,524	776	2,756	974	2,446	841	3,078	1,947
ALBACORE,	68,641	9,873	40,229	6,598	65,209	8,673	51,645	7,792	51,956	8,293
OTHER TUNA,	76,605	9,174	80,011	8,739	74,078	7,892	146,313	17,585	183,955	21,435
TOTAL TUNA,	145,246	19,047	120,240	15,337	139,287	16,765	197,958	25,377	235,911	29,728
WHITE SEA BASS,	590	85	946	148	723	96	358	59	653	127
OTHER,	8,894	1,186	8,325	1,470	9,055	1,549	9,526	1,708	6,825	1,366
TOTAL SALT-WATER FISH,	215,968	33,664	187,990	31,762	261,594	35,022	318,743	48,930	376,259	51,800

(CONTINUED ON NEXT PAGE)

SEE FOOTNOTES AT END OF TABLE.

IMPORTS OF FISHERY PRODUCTS ENTERED FOR CONSUMPTION, 1955 - 1959 - Continued

ITEM	1955		1956		1957		1958		1959	
	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS
EDIBLE FISHERY PRODUCTS - CONTINUED.										
FRESH OR FROZEN - CONTINUED:										
FISH CONTINUED:										
FILETS, STEAKS, ETC.:										
1,000 POUNDS										
COD.	37,211	6,883	43,500	8,090	45,543	8,556	48,614	10,006	54,878	11,448
Haddock, HAKE, POLLOCK, AND CISK.	17,943	3,391	21,597	4,117	16,682	3,177	21,825	4,502	26,798	6,583
OCEAN PERCH.	48,238	9,456	38,919	7,285	50,233	9,605	51,147	9,865	17,871	3,689
BLOCKS OR SLABS.	128,312	24,768	135,295	25,987	140,678	27,417	146,599	30,431	184,837	2,17,039
TOTAL GROUND FISH AND OCEAN PERCH.										
OTHER:										
FLOUNDER	12,778	3,847	13,187	3,784	14,540	4,265	14,779	4,356	14,491	4,337
HALIBUT AND SALMON	3,977	1,591	3,466	1,631	3,381	1,606	3,390	1,601	3,133	1,564
SWOUD FISH (SEA CATFISH)	11,940	3,397	13,139	4,124	12,172	4,444	13,791	4,890	13,409	4,178
OTHER SALT-WATER	5,966	1,449	7,732	1,990	7,597	1,996	6,088	1,581	7,413	1,852
OTHER FRESH-WATER.	7,680	2,089	7,492	2,048	9,862	2,844	10,072	2,876	10,425	2,959
OTHER	12,882	5,254	15,258	6,356	15,748	6,570	14,568	6,696	15,331	6,222
TOTAL, OTHER THAN GROUND FISH.	55,223	17,627	60,274	19,933	63,300	21,725	62,688	22,000	64,802	21,012
TOTAL FILLETS, STEAKS, ETC.	183,535	42,395	195,569	45,920	203,978	49,142	209,277	52,431	249,639	59,771
TOTAL FISH, FRESH AND FROZEN.	205	39	177	39	80	31	56	20	41	18
TOTAL FISH, FRESH AND FROZEN.	433,318	84,838	421,651	87,888	503,972	95,329	570,150	115,065	665,662	125,038
SHELLFISH, ETC.:										
CLAMS (IN SHELL OR SHUCKED).	2,640	548	2,362	552	1,918	390	1,829	298	1,218	259
CRAB MEAT (INCLUDING PREPARED OR PRESERVED EXCEPT CANNED).	1,246	318	723	182	259	66	379	97	457	133
CRABMEAT (FRESH-COOKED).	2,246	208	20	16	4	3	36	35	66	52
LOBSTERS:										
COMMON (INCLUDES FRESH-COOKED MEAT).	22,962	13,430	22,484	13,722	22,218	13,073	21,413	13,474	20,635	13,802
SPIN.	22,479	16,674	25,258	20,563	28,236	23,754	25,938	22,187	28,092	24,833
OYSTERS:										
SEED OYSTERS.	31	13	188	35	114	19	17	9	5	1
OTHER (PRINCIPALLY SEED OYSTERS)	6,591	341	10,445	455	5,420	364	3,241	260	3,143	314
SCALLOPS:										
FRESH.	1,786	823	2,091	1,006	3,241	1,565	3,757	1,723	4,924	2,344
OTHER (PRINCIPALLY FROZEN)	53,772	24,532	68,618	32,966	69,676	35,415	85,394	43,162	106,555	52,306
SHRIMP AND PRAWN (MAY INCLUDE SOME DRIED AND CANNED).	1,500	1,113	1,574	1,666	1,800	1,902	1,574	1,432	1,756	1,153
FROG LEGS (INCLUDING PREPARED AND PRESERVED).	913	113	695	34	1,033	56	886	64	659	47
TURTLES (LIVE ONLY).										
TOTAL SHELLFISH, ETC., FRESH OR FROZEN.	114,300	58,128	134,717	71,370	134,046	76,670	144,610	82,809	167,694	95,330
TOTAL FRESH AND FROZEN FISH, SHELL-FISH, ETC.	547,618	142,966	556,368	159,258	638,018	171,999	714,760	197,874	833,356	220,368

(CONTINUED ON NEXT PAGE)

SEE FOOTNOTES AT END OF TABLE.

IMPORTS OF FISHERY PRODUCTS ENTERED FOR CONSUMPTION, 1955 - 1959 - Continued

ITEM	1955		1956		1957		1958		1959	
	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS
EDIBLE FISHERY PRODUCTS - CONTINUED										
CANNED:										
ANCHOVIES:										
IN OIL	5,753	2,695	5,923	2,802	6,092	2,865	6,065	2,370	6,056	2,176
NOT IN OIL	14,644	5,175	28,192	11,650	24,401	9,470	29,226	10,271	31,154	11,130
SARDINES:										
IN OIL	20,930	7,502	18,501	7,001	20,127	8,348	18,001	7,310	21,153	8,194
NOT IN OIL	520	123	650	109	4,570	609	1,015	1,254	1,010	1,176
HEARING, NOT IN OIL	9,266	2,243	9,810	2,389	9,856	2,476	11,017	2,748	10,593	2,665
TUNA:										
IN OIL:										
ALBACORE	447	193	371	146	625	240	369	133	357	150
OTHER	818	395	586	226	80	443	389	132	473	155
TOTAL IN OIL	1,265	588	957	372	705	683	758	265	830	305
NOT IN OIL:										
ALBACORE	13,420	5,729	14,979	6,337	13,633	5,648	12,498	4,927	12,678	5,767
OTHER	21,325	8,117	22,650	8,435	29,485	11,008	32,948	11,690	42,426	15,616
TOTAL NOT IN OIL	34,745	13,846	37,629	14,772	43,318	16,656	45,446	16,617	55,304	21,383
BONITO AND YELLOWTAIL:										
IN OIL	11,725	2,822	10,459	2,622	11,658	2,907	9,752	2,476	9,675	2,244
NOT IN OIL	3,489	668	3,210	622	3,905	756	2,732	556	3,848	610
TOTAL BONITO AND YELLOWTAIL	15,214	3,510	13,669	3,244	15,563	3,663	12,484	3,032	13,523	3,054
POLLOCK, SHOKED:										
IN OIL	4	6	3	4	15	6	10	4	5	3
NOT IN OIL	368	194	347	178	361	201	310	195	372	203
FISH CAKES, BALLS, AND PUDDING	1,094	194	1,279	240	1,479	291	1,620	316	1,754	359
CAVIAR AND OTHER FISH ROE (MAY INCLUDE SOME NOT CANNED)	366	569	296	549	426	687	335	737	352	744
OTHER FISH:										
IN OIL	51	36	67	40	68	59	168	62	149	68
NOT IN OIL	426	179	467	205	403	181	404	160	444	213
TOTAL CANNED FISH	6,268	843	6,799	300	569	280	5,904	892	13,231	1,870
TOTAL CANNED FISH	110,954	37,592	119,142	43,840	128,527	46,428	142,192	47,345	156,162	52,620
SHELLFISH, ETC.:										
ABALONE (MAY INCLUDE FRESH, DRIED, AND CANNED)	3,381	1,359	4,450	1,636	4,645	1,698	5,060	1,941	4,692	1,923
CLAMS:										
IN OIL	90	31	80	31	68	30	51	22	88	38
OTHER	395	233	675	380	694	440	814	492	1,264	753
CRABMEAT (MAY INCLUDE FRESH, DRIED, AND CANNED)	4,951	4,718	5,640	5,318	6,185	6,254	5,854	6,116	7,304	7,947
LOBSTER MEAT:										
COMMON	2,114	3,595	2,139	3,604	2,204	3,867	2,363	3,494	2,338	4,099
OTHER	1,421	1,775	1,601	1,817	2,057	2,515	1,852	2,375	1,605	2,542
OYSTERS AND OYSTER JUICE	1,971	1,931	1,931	617	2,057	1,039	5,379	1,578	5,932	1,346
SHELLFISH PASTE AND SAUCE	71	39	62	82	82	46	121	79	132	96
OTHER SHELLFISH	890	308	1,325	486	1,206	416	2,281	820	3,733	879
TOTAL CANNED SHELLFISH	15,041	12,439	17,597	13,763	18,844	14,917	22,324	15,001	27,638	20,039
TOTAL CANNED FISH, SHELLFISH, ETC.	125,995	50,031	136,799	57,993	147,371	61,345	164,516	62,346	183,800	72,659

(CONTINUED ON NEXT PAGE)

SEE FOOTNOTES AT END OF TABLE.

IMPORTS OF FISHERY PRODUCTS ENTERED FOR CONSUMPTION 1955 - 1959 - Continued

ITEM	1955		1956		1957		1958		1959		
	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS	
EDIBLE FISHERY PRODUCTS - CONTINUED											
CURED:											
DRIED (UNSALTED):											
COD, HADDOCK, HAKE, POLLOCK, AND CUSK,	613	236	776	281	916	363	864	399	1,225	493	
SHARK FINS	115	66	85	60	103	69	167	83	203	102	
OTHER,	368	154	368	162	311	144	136	87	146	97	
TOTAL DRIED (UNSALTED),	1,096	456	1,249	503	1,330	576	1,187	529	1,574	692	
PICKLED OR SALTED:											
ALEWIVES	326	24	29	4	8	2	-	-	-	1	
COD, HADDOCK, HAKE, POLLOCK, AND CUSK:											
SKINNED OR BONED	7,023	1,722	8,367	2,182	8,050	2,026	8,947	2,324	7,558	2,125	
OTHER	43,603	6,071	40,131	5,858	36,871	5,987	39,896	6,165	38,273	6,156	
HERRING,	32,390	3,641	29,400	3,467	30,953	3,483	29,261	3,194	30,006	3,584	
MACKEREL	3,174	341	2,940	324	2,940	324	2,940	324	3,114	384	
SALMON	67	41	40	23	82	47	70	40	51	27	
OTHER,	520	142	440	133	458	147	482	182	600	263	
TOTAL PICKLED OR SALTED	87,083	12,172	80,870	12,065	78,453	11,932	81,562	12,719	79,627	13,095	
SMOKED OR KIPPED:											
COD, HADDOCK, HAKE, POLLOCK, AND CUSK:											
WHOLE, BEHEADED, EVISGERATED OR BOTH	186	59	174	43	177	47	203	55	628	132	
FILLETS, STEAKS, ETC.	2,067	528	2,338	575	2,226	577	2,237	583	2,526	680	
HERRING,											
WHOLE, OR BEHEADED:											
HARD DRY-SMOKED:											
OTHER,	703	68	1,289	123	503	59	673	72	1,411	152	
BONED,	256	30	227	30	328	44	373	55	280	47	
NOT BONED (EVISGERATED, SPLIT)	906	189	790	166	968	227	895	202	865	199	
SALMON	706	135	410	67	547	100	574	109	512	105	
OTHER,	10	7	8	8	21	7	7	7	40	46	
TOTAL SMOKED OR KIPPED,	74	17	79	17	77	22	29	7	37	13	
TOTAL SMOKED OR KIPPED,	4,908	1,033	5,315	1,028	4,867	1,106	4,991	1,090	6,299	1,394	
TOTAL CURED	93,087	13,661	87,434	13,596	84,650	13,614	87,740	14,338	87,500	15,141	
OTHER FISH AND SHELLFISH, NOT ESPECIALLY PROVIDED FOR,											
TOTAL EDIBLE FISHERY PRODUCTS	4,312	1,393	7,325	2,719	13,985	3,998	24,463	5,654	8,966	2,865	
TOTAL EDIBLE FISHERY PRODUCTS	771,012	208,051	787,856	233,166	894,024	250,956	991,479	280,212	1,113,624	311,033	

(CONTINUED ON NEXT PAGE)

IMPORTS OF FISHERY PRODUCTS ENTERED FOR CONSUMPTION, 1955 - 1959 - Continued

ITEM	1955		1956		1957		1958		1959	
	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS
NON-EDIBLE FISHERY PRODUCTS										
OILS, FISH AND MARINE ANIMAL:										
COO.										
INDUSTRIAL	949	647	1,122	830	814	602	613	434	721	416
MEDICINAL	2,424	3,482	1,934	2,191	1,834	2,566	1,221	1,475	1,491	1,636
HALIBUT LIVER	2	24	(3)	131	55	(3)	2	(3)	71	30
HERRING	331	190	229	-	(3)	-	-	-	5	7
MENHADEN	-	-	-	-	-	-	-	-	-	-
SHARK, INCLUDING GRAYFISH:										
BODY	11	66	(3)	7	6	9	2	1	-	-
LIVER	141	323	28	101	20	66	33	114	17	142
SOD.	75	24	69	22	49	16	38	12	80	25
WHOLE	-	-	-	-	-	-	-	-	-	-
SPERM, REFINED										
SPERM, CRUDE	898	719	1,325	1,117	787	659	380	341	413	263
OTHER	6,960	5,333	4,461	2,917	4,223	2,935	8,620	4,818	3,693	1,621
OTHER:	-	-	6	7	2	2	(3)	-	(3)	-
BODY	18	12	2	2	43	50	2	32	23	23
LIVER	48	1,643	75	1,920	96	2,581	56	1,882	51	1,563
TOTAL FISH AND MARINE ANIMAL OIL	11,857	12,463	9,250	9,276	7,946	9,598	10,980	9,149	6,566	5,739
MEAL AND SCRAP:										
ANIMAL FEED	89	11,797	87	11,132	78	9,369	93	10,499	117	14,400
FERTILIZER	9	1,159	3	386	3	836	7	836	16	1,484
TOTAL MEAL AND SCRAP	98	12,956	90	11,518	81	9,717	100	11,335	133	15,884
COD LIVER OIL CAKE AND MEAL:										
FISH SOLUBLES	656	44	545	28	1,444	84	2,707	157	2,192	130
FISH SOLIDS	3	257	10	219	15	753	15	1,267	27	2,168
FISH LIVERS FOR DRUGS	25	58	14	28	67	28	15	17	24	17
GLUE	416	278	76	31	235	97	143	204	51	242
ISINGLASS	366	59	352	36	635	29	46	32	53	39
PEARL ESSENCE	26	205	7	64	27	158	23	116	99	761
PEARL ESSENCE, (INCLUDING GOLD FISH)	-	-	-	221	-	182	-	158	-	213
FISH (OTHER THAN FOR HUMAN CONSUMPTION)	-	979	-	1,046	-	737	-	2,379	-	4,605
CUTTLEFISH BONE	731	412	696	375	524	282	356	184	325	161
SHELLS AND BUTTONS:										
MOTHER-OF-PEARL	4,015	2,131	4,569	2,723	4,629	2,928	2,940	1,559	1,463	695
TROCHUS SHELL	16	16	102	36	3	3	3	(3)	-	-
OTHER MOTHER-OF-PEARL, ORNAMENTED	3,661	465	3,562	395	3,372	303	2,400	218	2,755	281
OCEAN AND FRESH-WATER PEARL OR SHELL BUTTONS	-	427	-	393	-	352	-	272	-	332
AND BLANKS	3,194	2,395	2,997	2,137	2,396	1,701	1,080	806	809	561
PEARLS:	-	-	-	-	-	-	-	-	-	-
CULTIVATED	-	6,198	-	8,025	-	9,509	-	10,347	-	13,083
NATURAL	-	669	-	626	-	480	-	597	-	595
TOTAL PEARLS	-	6,867	-	8,651	-	9,989	-	10,944	-	13,678

(CONTINUED ON NEXT PAGE)

SEE FOOTNOTES AT END OF TABLE.

IMPORTS OF FISHERY PRODUCTS ENTERED FOR CONSUMPTION, 1955 - 1959 - Continued

ITEM	UNIT	1955		1956		1957		1958		1959	
		QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS
NON-EDIBLE FISHERY PRODUCTS - CONTINUED											
WHALEDONE	1,000 POUNDS	2	4	3	3	6	6	1	1		
SPERMICETI MAX.	DO	(3) 132	30	(3) 137	17	38	14	16	39		
AQUATIC LEATHERS:											
FISH AND SHARK SKINS, RAW OR SALTED.	DO	3,164	139	3,994	100	2,358	25	326	59		
SEAL SKINS:											
RAW (NOT FUR SKINS)	DO	519	379	538	381	379	90	155	142		
(NOT PRESSED AND UNPRESSED)	DO	(3) 24	300	300	37	264	111	29	250		
WALRUS LEATHER	1,000 POUNDS	8	18	18	18	3	6	9	5		
REPTILIAN SKINS (RAW)	1,000 PIECES	5,324	3,005	3,976	3,262	2,171	1,859	4,457	3,063		
MOSS AND SEAWEEDS.											
AGAR-AGAR.	1,000 POUNDS	550	505	3,307	4,533	3,820	3,254	366	519		
AGAR-AGAR.	DO	47	31,305	31,305	238	31,334	159	19,784	201		
SODIUM ALGinate.	DO	234	154	221	156	252	161	464	761		
SPONGES:											
SHEEPSMOOL	DO	37	142	70	263	88	316	72	310		
YELLOW, GRASS OR VELVET.	DO	5	18	34	34	26	47	15	29		
HARDHEAD, REEF AND OTHER	DO	174	1,190	130	995	124	1,054	105	1,000		
TOTAL SPONGES	DO	216	1,341	218	1,292	238	1,417	192	1,339		
CORAL, UN CUT, UNMANUFACTURED	DO	82	7	166	18	496	35	368	33		
TOTAL NON-EDIBLE FISHERY PRODUCTS			49,896		48,031		46,487		46,959		
GRAND TOTAL			257,947		281,137		237,443		327,171		

1/ INCLUDES BUREAU OF CUSTOMS DATA ON IMPORTS OF FRESH HERRING INTO MAINE, WHICH AMOUNTED TO 64,700,000 POUNDS. BUREAU OF CUSTOMS DATA, WHICH DID NOT INCLUDE MOST ENTRIES VALUED AT LESS THAN \$250.00, AMOUNTED TO 23,286,714 POUNDS. DATA ON IMPORTS OF FRESH HERRING FOR YEARS PRIOR TO 1957 REPRESENT BUREAU OF CUSTOMS DATA.

2/ INCLUDES BLOCKS OF BITS AND PIECES.

3/ LESS THAN 1,000 UNITS.

NOTE:--THE DATA INCLUDE IMPORTS TO UNITED STATES, TERRITORIES AND POSSESSIONS.

DUTY COLLECTED ON IMPORTS OF FISHERY PRODUCTS, 1936 - 1959 INCLUSIVE

YEAR	DUTY COLLECTED		YEAR	DUTY COLLECTED		
	YEAR	DUTY COLLECTED		YEAR	DUTY COLLECTED	
1936	1942	2,714	1948	8,664	1954	14,405
1937	1943	3,523	1949	7,560	1955	15,506
1938	1944	4,386	1950	12,484	1956	15,904
1939	1945	6,979	1951	10,346	1957	15,955
1940	1946	8,047	1952	11,982	1958	16,645
1941	1947	6,895	1953	14,026	1959	(1)

1/ DATA NOT AVAILABLE.
SOURCE:--BUREAU OF CUSTOMS RECORDS.

EXPORTS OF DOMESTIC FISHERY PRODUCTS 1955 - 1959

ITEM	1955		1956		1957		1958		1959	
	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS
EDIBLE FISHERY PRODUCTS										
FRESH OR FROZEN:										
FISH:										
COD, HADDOCK, HAKE, POLLOCK, AND CUSK.	466	81	363	106	161	45	628	108	572	114
SALMON	826	339	1,676	694	1,032	446	1,467	476	1,467	659
OTHER	13,979	867	13,703	1,198	10,637	975	18,361	1,036	6,139	622
TOTAL FISH	15,273	1,287	15,742	1,998	11,630	1,464	20,072	1,620	8,178	1,395
SHELLFISH:										
SHRIMP	1,689	1,080	1,550	1,202	1,780	1,471	1,648	1,463	2,090	1,662
OYSTERS, SHUCKED	758	506	782	521	833	589	834	567	784	575
/OTHER (INCLUDING LOBSTERS AND SHUCKED CLAWS AND OYSTERS)	1,016	400	1,022	463	1,096	377	1,676	469	1,603	631
TOTAL SHELLFISH	3,443	1,986	3,354	2,186	3,709	2,437	4,158	2,499	4,477	2,888
TOTAL FRESH AND FROZEN	18,716	3,273	19,096	4,144	15,539	3,901	24,230	4,119	12,655	4,283
CANNED:										
FISH:										
MACKEREL	1,548	244	2,374	335	17,044	2,146	2,308	333	743	135
SARDINES	10,429	6,599	5,213	3,606	6,688	4,740	9,227	6,669	13,826	10,639
IN OIL	1,179	245	229	84	379	125	645	164	1,271	293
NOT IN OIL	45,431	7,230	39,223	6,417	14,322	2,654	17,816	3,231	37,453	5,843
TUNA (INCLUDING HERRING)	339	198	222	136	1,177	396	396	216	233	139
OTHER	12,451	2,358	15,328	2,836	11,874	2,137	1,199	496	372	326
TOTAL FISH	71,377	16,877	62,811	13,414	51,284	12,004	31,531	11,109	53,898	17,375
SHELLFISH:										
SHRIMP	2,632	2,456	2,451	2,650	2,296	2,410	2,161	2,548	2,876	2,898
SQUID	14,927	1,490	19,304	1,032	14,736	1,632	5,983	501	9,156	2,906
OTHER (INCLUDING CRABS AND CRABMEAT)	17,759	3,946	18,795	4,662	17,032	4,042	8,340	3,421	599	467
TOTAL SHELLFISH	89,136	20,823	81,566	18,096	69,316	16,046	39,871	14,530	66,329	21,646

(CONTINUED ON NEXT PAGE)

SEE FOOTNOTE AT END OF TABLE.

EXPORTS OF DOMESTIC FISHERY PRODUCTS, 1955 - 1959 - Continued

ITEM	1955		1956		1957		1958		1959	
	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS	QUANTITY	1,000 DOLLARS
EDIBLE FISHERY PRODUCTS - CONTINUED										
	UNIT									
CURED, SALTED, PICKLED, OR DRY CURED:										
SALMON	1,000 POUNDS	547	340	636	399	353	491	357	491	372
MISCELLANEOUS FISH	DO	235	17	221	81	237	350	156	429	164
SHRIMP	DO	236	192	70	85	46	52	52	85	66
TOTAL CURED	DO	1,318	649	934	545	698	893	565	1,005	624
FISH, SHELLFISH, AND OTHER MARINE ANIMAL PRODUCTS, (INCLUDING CANNED OR FROZEN SPECIALTIES AND SMOKED FISH AND SHELLFISH)	DO	980	178	322	154	668	474	226	499	194
TOTAL EDIBLE FISHERY PRODUCTS	DO	109,750	24,923	101,918	22,939	85,221	65,468	19,440	80,668	26,747
NON-EDIBLE FISHERY PRODUCTS										
FISH AND MARINE ANIMAL BODY AND LIVER OIL (EXCEPT MEDICINAL)	DO	142,671	11,852	140,804	12,883	114,940	94,043	7,761	144,481	11,902
WHALE AND SPERM OIL	DO	371	61	742	91	2,361	1,233	1,195	1,538	1,142
SEAL FURS, DRESSED OR DYED	1,000 PIECES	21	1,131	77	1,856	30	1,511	30	1,538	2,580
PEARL ESSENCE	DO	19	325	14	325	14	223	17	342	977
SHELLS, UNMANUFACTURED	DO	13,051	763	10,141	821	12,578	9,187	624	22,781	977
OTHER FISH, SHELLFISH, AND MARINE ANIMAL PRODUCTS, (INCLUDING BEETLE AND AQUATIC LEATHER, MOLLUSK SHELLS FOR FOOD, AND SPONGES)	-	-	804	-	820	-	-	1,310	-	1,552
TOTAL NON-EDIBLE FISHERY PRODUCTS	-	-	15,054	-	16,564	-	15,403	-	11,564	-
GRAND TOTAL	-	-	39,977	-	39,503	-	35,952	-	31,004	-

1/ SQUID WAS INCLUDED WITH "OTHER SHELLFISH" PRIOR TO 1958.

NOTE:--IN ADDITION TO THE EXPORT FIGURES THAT ARE SHOWN THERE ARE LARGE QUANTITIES OF FISH OILS AND CONCENTRATES THAT ARE EXPORTED FOR MEDICINAL PURPOSES, AND OTHER MISCELLANEOUS FISHERY PRODUCTS THAT CANNOT BE SHOWN BECAUSE THE EXPORT CLASSIFICATION COVERING THESE PRODUCTS INCLUDES OTHER THAN FISHERY PRODUCTS.

SUMMARY OF IMPORTS AND EXPORTS OF FISHERY PRODUCTS, 1924 - 1959

(THOUSANDS OF POUNDS AND THOUSANDS OF DOLLARS)

YEAR	IMPORTS				EXPORTS			
	EDIBLE PRODUCTS		NONEDIBLE PRODUCTS	TOTAL	EDIBLE PRODUCTS		NONEDIBLE PRODUCTS	TOTAL
	QUANTITY	VALUE	VALUE	VALUE	QUANTITY	VALUE	VALUE	VALUE
1924. . . .	284,865	29,277	17,062	46,339	164,516	20,320	530	20,850
1925. . . .	263,330	29,059	19,972	49,031	160,860	20,735	528	21,263
1926. . . .	308,677	32,518	17,577	50,095	163,507	19,904	425	20,329
1927. . . .	311,858	34,854	20,780	55,634	158,428	18,341	376	18,717
1928. . . .	360,767	37,391	21,464	58,855	170,817	20,786	388	21,174
1929. . . .	357,109	38,753	27,813	66,566	213,309	23,501	329	23,830
1930. . . .	338,486	35,036	15,794	50,830	167,173	16,984	292	17,276
1931. . . .	276,647	28,936	14,097	43,033	114,335	11,380	194	11,574
1932. . . .	259,885	21,673	7,893	29,566	86,933	7,657	151	7,808
1933. . . .	284,307	21,783	8,679	30,462	80,008	7,377	962	8,339
1934. . . .	286,763	23,174	7,616	30,790	115,702	12,003	1,819	13,822
1935. . . .	324,732	27,535	8,697	36,232	119,667	12,875	1,499	14,374
1936. . . .	371,206	30,357	11,516	41,873	111,259	12,263	951	13,214
1937. . . .	364,668	33,911	16,725	50,636	119,068	13,729	838	14,567
1938. . . .	302,624	28,349	10,958	39,307	118,029	13,798	617	14,415
1939. . . .	346,240	32,404	13,595	45,999	124,974	13,580	627	14,207
1940. . . .	302,518	29,073	12,757	41,830	144,804	17,115	670	17,785
1941. . . .	305,875	28,040	12,941	40,981	215,990	21,479	529	22,008
1942. . . .	277,199	28,984	10,584	39,568	167,080	27,876	4,039	31,915
1943. . . .	324,476	43,689	23,494	67,183	239,260	43,244	5,290	48,534
1944. . . .	339,431	53,431	24,987	78,418	112,230	31,929	4,011	35,940
1945. . . .	404,768	76,434	24,820	101,254	135,979	30,855	7,655	38,510
1946. . . .	473,539	89,986	39,727	129,713	200,398	38,353	1,616	39,969
1947. . . .	407,636	83,275	26,700	109,975	207,486	49,281	3,555	52,836
1948. . . .	472,742	111,660	44,988	156,648	95,085	21,020	3,382	24,402
1949. . . .	470,517	113,753	37,861	151,614	146,660	29,212	5,838	35,050
1950. . . .	639,725	158,414	39,882	198,296	121,623	18,856	8,618	27,474
1951. . . .	646,668	158,363	54,094	212,457	165,624	27,072	8,659	35,731
1952. . . .	705,118	183,121	57,308	240,429	62,056	15,511	6,436	21,947
1953. . . .	726,195	195,869	49,611	245,480	69,308	17,084	10,794	27,878
1954. . . .	803,389	203,645	48,687	252,332	62,724	16,238	15,289	31,527
1955. . . .	771,012	208,051	49,896	257,947	109,750	24,923	15,054	39,977
1956. . . .	787,866	233,166	48,031	281,197	101,918	22,939	16,564	39,503
1957. . . .	884,024	250,956	46,487	297,443	85,221	20,549	15,403	35,952
1958. . . .	991,479	280,212	46,959	327,171	65,468	19,440	11,564	31,004
1959. . . .	1,113,624	311,033	55,467	366,500	80,688	26,747	17,495	44,242
1960. . . .	1,067,460	307,380	52,684	360,065	61,454	25,622	18,543	44,165

STATE OF MAINE,
DEPARTMENT OF SEA AND SHORE FISHERIES,
Augusta, June 14, 1961.

HONORABLE CHAIRMAN,
Committee on Interstate and Foreign Commerce,
Senate of the United States, Washington, D.C.

DEAR SIR: Mr. Chairman and members of the Interstate and Foreign Commerce Committee, I would like to thank you for this opportunity to submit this statement in behalf of the Department of Sea and Shore Fisheries of the State of Maine regarding Senator Gruening's bill, S. 1230, which seeks to amend the Saltonstall-Kennedy Act by providing additional funds for the various States with which to finance research and market development programs for the commercial fishing industry.

In spite of the rapid increase in the world's population and the resulting need for additional sources of high-protein foods, and in spite of a general nationwide economic prosperity, the fishing industry—particularly the New England segment—is showing a continued decline. Evidence of this steady downward trend may be found in all phases of the industry: in the increasing numbers of overage vessels presently employed in the New England fleet, in the slow rate of replacement by means of new construction, in the decreasing amount of available investment capital, and in the static level of the income of both producers and processors.

There are many reasons for the failure of the fishing industry to achieve the progress so obvious in other economic activities. Two of the more fundamental causes are a lack of sufficient scientific knowledge based on research, and a need for a specific, aggressive market development program which would enable the industry to meet its intensive competition.

Organized marine research is a relatively new development. In fact, only in the last decade or so have systematic studies been undertaken by the Bureau of Commercial Fisheries of the U.S. Fish and Wildlife Service and various State fisheries agencies. Thus marine research is actually as young as space research—and by no means as well supported financially.

For the most part fishing enterprises are small, and individual firms usually lack adequate capital for either research or market development programs of their own. In addition, there has been a longstanding tendency on the part of the fishing industry to look to the past, rather than to the future. Improved marine engines and the introduction of electronic devices have not basically altered the traditional fishing methods of the past 15,000 years. Fishing is still a hunting activity dependent upon the net, the hook, and the spear, just as it was in mesolithic times. Even where a departure from this philosophy has been attempted, inadequate scientific information has prevented a dependably high order of operational efficiency.

This approach has also carried over to a considerable degree into the industry's marketing efforts. It is true, of course, that duty-free imports of seafood products have created serious problems for the industry. On the other hand, those segments of the fisheries which have a marketing program geared to present-day competitive standards have enjoyed some measure of economic prosperity.

As a result of this inclination on the part of much of the fishing industry to look backward instead of ahead, much research has been based on a series of crises in the industry. The Long Island Sound oyster-starfish crisis, the Pacific salmon problem, red tide, mass mortalities of shellfish, and the decline of the California pilchard fishery are a few examples which emphasize the fact that too often research was not encouraged until after some catastrophe upset the fishery. For a sound research program, this is the worst possible approach; yet, in spite of this handicap, much valuable information has been obtained. Thus it is likely that a more adequate research program will give results as spectacular as those obtained in other scientific fields. In short, when research efforts are increased manifold, then and only then will we begin to meet the most urgent needs of the industry.

In the same way, a considerable proportion of the fishing industry's efforts to promote, advertise, and market its products have been based on reactions to crises. Sudden fluctuations in prices have frequently touched off hasty advertising and promotional efforts aimed only at meeting an emergency and altogether lacking in continuity or long-range purpose. Most fisheries firms simply do not have the funds with which to conduct well-planned advertising and market

development programs on a nationwide scale. Further, too often such promotional efforts as there have been in the past were of the shotgun variety—a blast fired at random with no specific target in sight.

The proposed amendment to the Saltonstall-Kennedy Act, which would provide funds for research and market development programs, would be a most progressive step and should do much to help solve many of the fishing industry's problems.

As far as research is concerned, such a program would enable Federal and State fisheries agencies to coordinate their respective efforts more effectively, thereby keeping duplication to a minimum. Better use of available personnel, particularly specialists, would be possible, and in addition, facilities and equipment could be pooled. A better use could be made of background knowledge possessed by marine scientists of the Bureau of Commercial Fisheries and of the close acquaintanceship with the industry's problems which is maintained by State agencies. Research proposals would be more carefully scrutinized, and areas where research is not being done—in the no man's land not now covered by either Federal or State programs—would be reduced.

As far as market development is concerned, such a program would make possible substantial increases in current promotional and marketing efforts. Such expansion is essential, if the fishing industry is to meet the growing competition from high-protein, nonfish food products such as poultry and meat. It is also essential, if the industry is to meet the increasingly stiff competition provided by imported fisheries products, many of which start out with a clear-cut advantage, thanks to their own well-established market-development programs and to Government subsidies at home.

An expanded marketing program would enable Federal specialists to carry on a general campaign to increase the sales and consumption of fisheries products, while at the State level more specific projects could be conducted in close cooperation with the fisheries firms concerned. In this way a well-thought-out overall program could be developed aimed at the long-term prosperity of the fishing industry. Crash programs and stopgap emergency efforts to shore up a distressed segment of the industry would be eliminated. A vital continuity would be established, and up-to-date methods could then be applied to the advertising, promotion, and sales of fisheries products, similar to those which are proving so successful in other industries today.

In conclusion, we believe that the bill before this honorable committee is a most important piece of legislation. Its passage will mean much to the entire commercial fishing industry and will be of particular value to our Maine segment. While the industry is faced with many pressing and critical problems, we are convinced that the great majority of these can be solved by expanded, intensive, and continuous research and marketing programs. If production can be increased, if the quality of the products can be improved, and if these products can be in ever larger quantities at a fair profit to the industry, our commercial fisheries will soon regain the economic health and vigor which once characterized its operations.

Respectfully submitted.

RONALD W. GREEN, *Commissioner.*

Senator BARTLETT. We will be very glad to hear from you, Mr. McKernan and/or Mr. Baker.

STATEMENT OF DONALD L. MCKERNAN, DIRECTOR, BUREAU OF COMMERCIAL FISHERIES, FISH AND WILDLIFE SERVICE, DEPARTMENT OF THE INTERIOR, WASHINGTON, D.C.; ACCOMPANIED BY RALPH C. BAKER, CHIEF OF THE DIVISION OF RESOURCE DEVELOPMENT, BUREAU OF COMMERCIAL FISHERIES

Mr. MCKERNAN. Thank you Senator.

You have received copies of the Department report?

Senator BARTLETT. Just before we convened.

Mr. MCKERNAN. This is on S. 1230. I will be very happy to elaborate on the statement of the Department which indicates approval with the objectives of this particular bill, Senator.

Senator BARTLETT. It might be just as well to place in the record now the Department's report directed to Chairman Magnuson, signed by Assistant Secretary John A. Carver, Jr., dated June 14.

(The report is as follows:)

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., June 14, 1961.

Hon. WARREN G. MAGNUSON,
Chairman, Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR SENATOR MAGNUSON: Your committee has requested a report on S. 1230, a bill to amend the Saltonstall-Kennedy Act so as to establish an additional fund for fishery research programs and fisheries rehabilitation and development projects, and for other purposes. This bill would add a new section to the Saltonstall-Kennedy Act (15 U.S.C. 713c-2, 713c-3). It would establish a procedure whereby an amount equal to 30 percent of the customs duties on fishery products would be distributed by the Secretary of the Interior to the States having commercial fisheries. These funds would be transferred to the Secretary of the Interior by the Secretary of Agriculture from the permanent fund established by section 32 of the act of August 24, 1935 (49 Stat. 774; 7 U.S.C. 612c). Thereafter, such funds would be transferred to the States for fishery research, rehabilitation, and development projects.

We are in general agreement with the object of this proposed legislation. We are aware of the problems affecting our commercial fisheries and we recommend that assistance be given to the States in resolving such problems. For this reason, we would be agreeable to the fiscal procedures set forth in this bill or the making of direct appropriations to this Department, if that should be considered preferable, to carry out the purposes of this bill.

This Department is engaged in various forms of fishery research, as prescribed by the Fish and Wildlife Act of 1956 and other enactments of the Congress. The problems affecting the Nation's fisheries are many and varied. In addition to Federal research, there is need to encourage and strengthen State fishery research, rehabilitation, and development programs, as set forth in this bill, in those States where our domestic fishing industry is active. State activities of this kind complement the fishery activities this Department is carrying forward. Certain phases of fishery research and rehabilitation are most susceptible of State management. Adequate programs of State and Federal research will be mutually beneficial in promoting the Nation's commercial fisheries.

We have certain observations and suggestions that we hope will be of assistance to your committee in considering this matter. In the event that favorable consideration is given to this proposal by your committee, we shall be pleased to assist in working out any necessary amendments along the lines hereafter indicated. Our suggestions are as follows:

(1) We suggest that of the funds that would be distributed under the terms of this proposed legislation, two-thirds should be apportioned among the States for the purposes set forth in this bill, i.e., for research, fisheries rehabilitation, and development projects. We believe that one-third of such moneys should be distributed as grants to educational and research institutions for fishery studies and for the training of scientific personnel.

The conduct of basic research and other fisheries studies in educational and research institutions is of the greatest importance to the advancement of fishery management and conservation. Training of scientific personnel for staffing State and Federal fishery agencies is lagging. In both cases much too little is being done to meet future needs.

(2) We believe there should be a minimum and a maximum apportionment to the States, such as in the Dingell-Johnson Act (16 U.S.C. 777). Under the formula set forth in this bill, approximately one-fifth of the funds would go to a single State. We believe it is obvious that important fishery problems are not concentrated to that extent in one State. For this reason, we would suggest that no State should receive more than 5 percent of the funds. Also, we believe that no State involved in commercial fishery problems should receive less than one-half of 1 percent. Such minimum should be adequate for a single project.

(3) We suggest that this proposed legislation should require the matching by the States of Federal apportionments as in the Dingell-Johnson Act. This procedure is a well-accepted principle that insures greater interest on the part of the recipient and consequently better chances of accomplishing the purposes in question. Matching of funds on an equal basis should not be unduly burdensome to the individual States and will provide for adequate funds for long-delayed State fishery programs.

(4) We suggest that Puerto Rico, Guam, and the Virgin Islands should be included along with the States as they have commercial fisheries also.

(5) Funds apportioned to the States should remain available for a prescribed period, in our opinion. We suggest this might be for a period of 2 years after the funds first become available, as in the Dingell-Johnson Act.

(6) Provision should be made for the disposition of unused funds. If a State does not avail itself of funds apportioned to it, the unused balance of the funds might be made available for other use, such as for the commercial fisheries research and other programs of this Department. A comparable provision is included in the Dingell-Johnson Act. Not more than 8 percent of funds available for distribution should be subject to use by the Secretary for his expenses in administration, investigation, and execution of the proposed legislation. Such a provision is contained in the Dingell-Johnson Act. If an allowance for expenses of this kind is not made, administration of the proposed legislation will require substantial curtailment of the current fisheries program financed by our regular appropriations.

(7) Any legislation on this subject should, of course, set forth clearly the terms and method of payment of apportioned funds to the States and other essential details.

Enactment of this proposed legislation would result in the transfer to this Department of approximately \$5 million annually for the purposes in question. We have proposed that, with the exception of approximately 8 percent, which will be needed for administrative purposes, the remaining 92 percent would be apportioned on the basis of two-thirds to the States for research and other purposes and one-third as grants to educational and research institutions.

The Bureau of the Budget has advised that there is no objection to the presentation of this report from the standpoint of the administration's program, but that the Bureau of the Budget would not favor the enactment of this bill because the amount of customs receipts on fishery products bears no logical relationships to fishery research needs. Therefore, annual availability based upon such a receipt figure is very likely to be more or less than sound programing requires, and the permanent appropriation of such funds will deprive the Appropriations Committee of Congress of the opportunity to regularly review the effectiveness of the grant program. The Bureau of the Budget suggests that if there is a need for a grant program to the States for fishery research, the congressional author for any such program should require annual appropriation requests to be submitted through ordinary budgetary and congressional procedures.

Sincerely yours,

JOHN A. CARVER, Jr.,
Assistant Secretary of the Interior.

Senator BARTLETT. Do you have a prepared statement?

Mr. McKERNAN. No, I do not. I would like to speak to the report itself, if you don't mind.

Senator BARTLETT. Surely.

Mr. McKERNAN. We have some suggested amendments which are in my opinion, of a relatively minor nature, to the excellently prepared bill by Senator Gruening and other Senators. In essence, what it amounts to is that we suggest that the distribution of the funds be altered slightly to take care of some other essential matters that will be important if this bill does pass. For example, we suggest that two-thirds of the funds be apportioned among the States for the purposes set forth in the bill under consideration for research, fisheries, rehabilitation and development projects. We believe that one-third of such moneys should be distributed as grants to education and research

institutions for fishery studies and for the training of scientific personnel.

Senator BARTLETT. May I interrupt you as you go along?

Mr. McKERNAN. Of course. Please do.

Senator BARTLETT. This came to my attention only a few moments ago and I haven't had time to reflect on it.

Initially it would seem to me that the one-third allocation for that purpose might be one the high side during the early years, because right now we have this desperate urgency need for rehabilitation of so many of these fisheries. If we diminish the amounts available by one-third should this bill become law, it might seriously handicap, it seems to me, the program.

I am wondering if we might not, instead, have some sort of a sliding scale whereby the funds for educational grants would be lower at the start, then increase as this rehabilitation work was carried out.

It seems to be quite a good share of the total allocation for that at the outset.

Mr. McKERNAN. I can see your point, Senator, and I think it is a good one.

I would call your attention to one other feature of the bill, and that is the matter of matching funds from the States, which tends, then, to put into the fishery rehabilitation picture, in a sense, twice as much as the two-thirds of the approximately \$5 million.

Senator BARTLETT. Where do you find that suggestion?

Mr. McKERNAN. No. 3: The suggested portion should require the matching by the States of Federal apportionments as in the Dingell-Johnson Act. This procedure is a well-accepted principle that insures greater interest on the part of the recipient and consequently better chances of accomplishing the purposes in question. Matching of funds on an equal basis should not be unduly burdensome to the individual States and will provide for adequate funds for long-delayed State fishery programs.

So that if roughly two-thirds of the \$5 million would be made available to the States, theoretically this would be doubled. If some States were not interested enough to take up the matching basis, there might be even additional funds remaining for some other States which were very interested, such as Alaska is, in the rehabilitation of its fishery resources.

Senator BARTLETT. What is the matching requirement under Dingell-Johnson?

Mr. McKERNAN. It is 75-25: 75 percent Federal funds and 25 percent State funds.

Senator BARTLETT. You would recommend here, though, 50-50?

Mr. McKERNAN. Yes.

The reason for this, Senator, frankly, is to attempt to pump as much funds as we can into the critical areas, such as Alaska, and many other parts of the United States.

We think one of the very good features of Senator Gruening's and his colleagues' bill is the fact that this will tend to strengthen the State fish and game agencies. We think that they will become full partners in actually supplying some funds, that their interests will be strengthened, and in all likelihood this will bring about a very rapid

increase and a general improvement in those areas of State fish conservation where improvement is needed.

We believe that there are considerable benefits to be had in this matching feature that we are proposing.

Senator BARTLETT. Senator Gruening, while testifying, stated that for the current budget of the State of Alaska, there is an appropriation of \$3,467,697. In your opinion—This isn't really a very fair question—would it be possible to construe some of that appropriated money as available for matching purposes? I would imagine so, because a lot of that is for research.

Mr. McKERNAN. I think that considerable study would have to be made of the matching procedure, Senator.

One of the things that we both will recognize if maximum benefits were going to be achieved by the bill: we would hope that actually new funds would come into the fisheries picture. If a portion of those new funds is from the States, it seems to me that this would just be that much better than if all of the new funds were Federal funds.

Senator BARTLETT. I agree with you. But on the other hand, I am thinking that \$3½ million in the budget of the State of Alaska probably represents far more on a percentage basis for this purpose than is appropriated by any other State.

Mr. McKERNAN. I would agree.

Senator BARTLETT. It might be a bit difficult to bring new money into the picture, desirable though it would be. This is something that the committee might consider, certainly.

Mr. McKERNAN. Senator, I would like to come back to this matter of the one-third for research grants and fellowships at universities, because I believe this is an important aspect of the bill.

Most of the studies that have been made recently concerning the technical personnel available to Federal and State fish and game agencies have shown that we are lagging behind in the training of fishery biologists and marine biologists; we are lagging behind those areas of physical science which train chemists and physicists and nuclear scientists of various kinds. In many of these fields there are available, directly and indirectly, grants from Federal and private institutions. It seems to us that it is very desirable to increase the training of personnel if we are going to have an expanded and a good fisheries conservation program in the United States.

Senator BARTLETT. I think we will all agree with that.

Mr. McKERNAN. Therefore the aspects of the grants to the universities would have a very direct bearing on the success of any program because we would be training people to come in to take over these important jobs in the States.

Senator BARTLETT. Does the Fish and Wildlife Service have any difficulty now in recruiting competent marine and fishery biologists?

Mr. McKERNAN. A great deal of difficulty, Senator. This is a very critical area.

Senator BARTLETT. Do you know how many fishery schools there are in the United States, approximately?

Mr. McKERNAN. This depends a little bit upon your definition of a fisheries school.

Senator BARTLETT. Let me use the University of Washington school as a standard.

Mr. MCKERNAN. The University of Washington, perhaps, is the most complete fisheries school, specializing in both fresh and salt water fisheries. But Oregon State College and Humboldt State College, Cornell University, Stanford, and the University of Miami also have excellent courses in fisheries. The University of Miami has quite a complete school and is doing very well. A former Pacific Northwest man, Dr. Clarence P. Idyll, is the director of the marine laboratory down at the University of Miami.

This is about the extent of it. There are some other schools that are teaching marine sciences, such as physical and chemical oceanography. But the ones that I have mentioned are the major ones teaching fishery and biological subjects.

Senator BARTLETT. Thank you.

Mr. MCKERNAN. Mr. Baker reminds me that only four offer degrees in fisheries and/or related sciences.

Senator BARTLETT. And they are?

Mr. MCKERNAN. Those specifically are Humboldt State College, University of California, Scripps Institution of Oceanography, University of Michigan, and the University of Washington. A major in fisheries and/or related sciences is offered by the University of Miami, Michigan State University, University of Minnesota, and Gulf Coast Marine Laboratory.

Senator BARTLETT. Certainly I should imagine the sponsors of the bill would recognize the importance of this element.

Mr. MCKERNAN. Going on with our report, we have suggested both a minimum and maximum allotment apportionment, so that such a large proportion of the funds would not go to a single State, and so that some States that might conceivably have very important problems would not receive very small amounts of funds.

We have prepared another table which may be of use to the committee in its deliberations. With your permission, Mr. Chairman, I would put it in the record with my statement. Our table shows the apportionments under the suggested amendments proposed by the Department.

Senator BARTLETT. And those amendments provide, among other things, that no State would receive more than 5 percent of the total, and no State would receive less than one-half of 1 percent?

Mr. MCKERNAN. That is correct.

Senator BARTLETT. That is to say, any State which has a commercial fishery.

Mr. MCKERNAN. That is correct.

Senator BARTLETT. The table will be included in the record. I would like to look at it now.

(The document is as follows:)

Calculated apportionment of S-K funds to States with: (1) 8 percent deduction for administration; (2) one-third of remainder for grants and/or fellowships; and (3) two-thirds of remainder for apportionment to States. (Using ½ percent of available funds as minimum and 5 percent as maximum.)

State	With no maximum or minimum	Percent	5 percent maximum ½ percent minimum
Alabama	\$27,740	0.85	\$56,100
Alaska	296,983	9.10	163,177
Arkansas	2,285	.07	16,318
California	673,922	20.65	163,177
Connecticut	6,853	.21	16,318
Delaware	48,627	1.49	98,323
Florida	169,378	5.19	163,177
Georgia	60,376	1.85	122,407
Hawaii	17,623	.54	35,687
Illinois	17,950	.55	36,642
Indiana			16,318
Iowa	8,812	.27	18,284
Kansas			16,318
Kentucky	3,264	.10	16,318
Louisiana	169,378	5.19	163,177
Maine	170,357	5.22	163,177
Maryland	111,613	3.42	163,177
Massachusetts	323,417	9.91	163,177
Michigan	20,234	.62	40,680
Minnesota	6,527	.20	16,318
Mississippi	82,241	2.52	163,177
Missouri	7,180	.22	16,318
Montana			16,318
Nebraska	326	.01	16,318
New Hampshire	3,590	.11	16,318
New Jersey	117,161	3.59	163,177
New York	106,065	3.25	163,177
North Carolina	47,648	1.46	96,634
North Dakota	326	.01	16,318
Ohio	21,866	.67	44,278
Oklahoma	326	.01	16,318
Oregon	82,568	2.53	163,177
Pennsylvania	39,815	1.22	80,552
Rhode Island	22,192	.68	45,306
South Carolina	13,707	.42	27,536
South Dakota	326	.01	16,318
Tennessee	1,958	.06	16,318
Texas	222,574	6.82	163,177
Virginia	154,366	4.73	163,177
Washington	188,307	5.77	163,177
Wisconsin	15,665	.45	31,869
Wyoming			16,318
Total	3,263,546	100.00	3,263,546

8 percent deducted for administration	\$425,680
½ of remainder for grants and/or fellowships	1,631,774
⅔ of remainder for apportionment to States	3,263,546

Total..... 5,321,000

NOTE.—The total of \$5,321,000 represents equivalent of 30 percent of import duties on fishery products in calendar year 1959 which was transferred by the Department of Agriculture—to the Department of the Interior for use in fiscal year 1961.

NOTE.—Puerto Rico, Guam, and the Virgin Islands are not included in this table in order to make it directly comparable to the special tabulation prepared for Senator Gruening and reproduced in the Congressional Record, Senate, vol. 107, No. 44, Monday, Mar. 13, 1961, pp. 3542-3543.

The Department of the Interior's report on S. 1230 recommends that not more than 8 percent of the funds available for distribution should be subject to use by the Secretary of the Interior for his expenses in administration, investigation, and execution of the proposed legislation. This recommendation is shown in the table.

The actual calculated apportionments as shown above were done in the following manner:

1. Calculate total amount available for apportionment (one-third of S-K transfer after deduction of 8 percent for administrative costs).
2. Calculate apportionment to each State without regard to maximum or minimum amounts.
3. Establish maximum and minimum (½ of 1 percent) amounts to be apportioned.
4. Assign maximum amounts to those States which are above the maximum established.
5. Recalculate percent of remaining States and assign maximum amounts to those States which now are above maximum.
6. Repeat No. 5 as many times as necessary until no remaining State exceeds the maximum.
7. Bring those States below minimum up to the minimum.
8. Prorate balance between remaining States.
9. If some States go over the maximum the surplus is prorated again among remaining States.

Mr. McKERNAN. This tabulation does away with some of the disparity in allocation to the States. When one remembers that this involves matching funds, significant amounts of money would be available to more States than in the original proposed allocation under the present bill.

Senator BARTLETT. A hasty look at this table that you have offered reveals that Alaska would receive not \$484,000 but \$163,177; that California would receive not \$1,009,000 but \$163,177; and that Massachusetts would receive not \$527,000 but \$163,177; that Maryland would receive not \$182,000 but \$163,177; and there would come to Maine, likewise, \$163,177 instead of \$278,000.

This would mean a radical alteration in the formula, Mr. McKernan, would it not?

Mr. McKERNAN. Yes, this would tend to increase some of the States with small allocations under the original bill and decrease some of the allocations to the States that received greater amounts under the original bill.

Senator BARTLETT. The question I would like to ask you now is this: Would this new formula be construed as sort of a grab-bag for all the States, whether or not they might have real fishery problems, rather than concentrating on those States which are the most important commercial fishing States and where the problems might be greater?

Mr. McKERNAN. This is a question which is somewhat difficult to answer. I don't believe that in all cases the values, the allocations under the original formula, relate to the problems involved. I would certainly agree that they did in the case of Alaska.

Don't misunderstand me here. But since the formula provides for allocation based on the value of raw fish and the value of the manufactured products, in some instances rather large quantities of imported fish are brought into the United States in a frozen condition and manufactured in these respective States.

The problems involved in such circumstances are not as great as those in States having domestic fisheries. So that any sort of a reasonable formula makes it difficult to relate the allocation directly to the seriousness of the problem involved.

What we have attempted to do here is to recognize that feature, so a State which might have very small domestic fisheries but bring in large quantities of frozen products, which are then manufactured into finished products could not dominate the allocations proposed under this bill.

There are some of the States that would receive large allocations under the original formula, because the size of these allocations to a considerable degree depends upon the importation of frozen fisheries products which are then merely manufactured in this country.

I think it is obvious that the problems involved in their domestic fisheries may not be related to the values of these completed manufactured products.

Alaska is not in this category, I hasten to add.

Senator BARTLETT. Of course not.

Mr. McKERNAN. But some of the other States are.

Senator BARTLETT. Of course, it is always most difficult, as we know, to arrive at a fair and equitable formula that treats each State as it ought to be treated.

Mr. McKERNAN, going back for the moment to the educational feature of your suggestion, are any Saltonstall-Kennedy funds allocated for this purpose?

Mr. McKERNAN. Yes, some are allocated at the present time.

Senator BARTLETT. Sufficient in volume to do a job?

Mr. McKERNAN. No, very small and insignificant to do a job.

Senator BARTLETT. Like what?

Mr. McKERNAN. I think considerably less than a hundred thousand dollars.

Senator BARTLETT. Annually?

Mr. McKERNAN. Annually.

Senator BARTLETT. You may proceed.

Mr. McKERNAN. In answering that question I was not talking about our total university contracts, but those that related to the training of fishery scientists at universities.

Senator BARTLETT. I understand.

You might, if it is possible for you to do so, offer for the record at a convenient time the amounts of money which have been allocated for fishery students under the Saltonstall-Kennedy Act year by year.

Mr. McKERNAN. I would be pleased to do so.

(Subsequently, the committee received the following material for the record:)

STATEMENT FOR ENTRY IN RECORD OF HEARING ON S. 1230, PAGE 37

There have been no grants or contracts negotiated with educational or research institutions, using Saltonstall-Kennedy funds, specifically for the purpose of training fishery scientists. However, there have been a number of contracts with educational and research institutions in which university students were employed and trained to carry out significant portions of the projects both in laboratories and in field work. It is not possible to indicate for each contract how much of the funds were utilized for these purposes.

The following tabulation lists contracts with educational institutions since the passage of the Saltonstall-Kennedy Act.

FISHERY RESEARCH AND REHABILITATION

Contracts negotiated with Saltonstall-Kennedy Act funds with colleges and universities, fiscal years 1955-61

College or university	Fiscal year							Total
	1955	1956	1957	1958	1959	1960	1961	
Louisiana State University	10,000	10,000	10,000					30,000
Tulane University	24,700	7,600	40,125					72,425
Florida Southern College	5,240	5,400						10,640
Florida State University	21,000	13,100	29,255			16,500	9,500	63,355
University of Florida	6,000					42,209	40,340	32,000
University of Miami	46,000	54,400		73,735				287,084
University of Maryland				10,700				85,700
Maryland State College			75,000					22,000
University of Washington	5,800	10,000	16,200			5,600	110,000	157,655
University of Washington (Fisheries Research Institute)	9,785	39,700	39,700	64,070	18,400	195,500	196,400	1,109,900
Massachusetts Institute of Technology	127,900	114,800	243,300	292,000				55,850
University of Massachusetts	15,900	15,000	24,950					18,858
University of Minnesota	14,898	3,960						358,442
University of Delaware	53,832	48,900	80,400	42,300	15,155	71,855	46,000	138,455
University of North Carolina	44,690	25,000	25,000	15,000	11,000	16,765	12,000	51,300
North Carolina State University	18,300					11,000		49,600
North Carolina State College	9,700	13,500		16,400				12,000
University of Texas	27,830		6,000	6,000				27,830
Texas A. & M.	5,900							5,900
Texas A. & M. Research Foundation	1,500	7,200						8,700
University of Cincinnati	16,000	10,000	20,200					46,200
University of Connecticut	8,000							32,800
University of Southern California	6,820					11,800	13,000	87,968
University of California		20,900	62,448			18,700		100,300
Oregon State College			40,400					85,325
University of Wisconsin	57,325		13,000					9,400
Northeastern University (Boston)	15,720	5,000	4,400					15,720
Boston University	70,000							70,000
Boston College (Chestnut Hill, Mass.)								70,000
Rutgers University (New Jersey)		25,000						75,700
San Diego State College (California)			29,700					74,700
University of British Columbia								32,000
University of Buffalo (New York)	2,750							2,750
University of Michigan			8,000					8,000
Duke University			15,000	17,500				32,500
University of Oklahoma	38,200							47,200
Woods Hole Oceanographic Institution	200,000		40,800			18,000	29,200	308,000
Scripps Institution of Oceanography (University of California)								79,000
Gulf Coast Research Laboratory (University of Mississippi)		35,000	630,000	80,000				200,000
			100,000					865,000
Total	863,790	424,760	1,563,878	722,455	87,955	441,929	625,440	4,730,207

Source: Bureau of Commercial Fisheries.

1 Grant.

Mr. McKERNAN. We have suggested that Puerto Rico, Guam, and the Virgin Islands be included along with the States, Mr. Chairman, as they have commercial fisheries also. They are not included in either the table originally submitted with the bill and mentioned by Senator Gruening, nor are they included in our proposed revision. The explanation is given on the second page with the accompanying table.

The matter of Samoa has come up and perhaps the committee should take some special recognition of this problem. There is a commercial fishery in Samoa but at the present time the landings are by Japanese fishermen.

Senator BARTLETT. What is the fishery?

Mr. McKERNAN. It is a tuna fishery, Mr. Chairman. There is a tuna cannery that is owned by the Federal Government in Samoa. It was constructed about the time of the war, perhaps during the war. I have forgotten the dates exactly. This tuna cannery was idle for a number of years and finally the Department of the Interior put operation of this cannery up for bid. A company has leased it and has operated it by using the Japanese-caught fish taken in the central and western Pacific. The fish are landed in Samoa and are then canned and shipped to various markets of the world.

This has been a great boon to the economy of Samoa and has provided, I believe, the biggest sustaining industry, income-producing industry in Samoa at the present time.

Senator BARTLETT. What is our major responsibility there?

Mr. McKERNAN. We have almost total responsibility in American Samoa. While I do not profess to be an expert in this field, Mr. Chairman, I believe that of the total budget the Federal Government provides a large proportion of the total budget for the administration of the government of Samoa at the present time.

Senator BARTLETT. Is this one of the areas that we administer under the United Nations trusteeship?

Mr. McKERNAN. No. This is an insular possession of the United States administered by the Department of the Interior. Such administration is headed by a civilian Governor, who is assisted by a Secretary, both of whom are appointed by the Secretary of the Interior.

We would suggest that the funds apportioned to the States remain available for a prescribed period, perhaps 2 years, for example, as the way it works with the Dingell-Johnson funds. Then these funds could be allocated after 2 years to other States or spent for commercial fisheries research or for other programs by the Department of the Interior. This is a comparable provision to the Dingell-Johnson Act.

We have also provided here for administrative costs which were not provided in the original bill. There would be some administration, of course, in providing a proper allocation as the original bill provides for rules and regulations governing the allocation of these particular funds.

Senator BARTLETT. That is administrative costs within the Department of the Interior?

Mr. McKERNAN. Yes. We would estimate that the enactment of this legislation would transfer to the Department of the Interior approximately \$5 million annually. After the suggested administrative costs were taken out, about 92 percent would be apportioned on the suggested basis, two-thirds to the States and one-third for grants to educational and research institutions.

Senator BARTLETT. Does the table you supplied take out that 8 percent?

Mr. MCKERNAN. Yes, it does. It also takes out the suggested one-third.

You will notice a significant paragraph at the end. The Bureau of the Budget has indicated they think that direct appropriations are more appropriate than the permanent funds, so-called permanent funds, which would be available under the terms of this bill. I don't think I need to do any more than call this to your attention since the Department itself has taken the position that the objectives of this bill, are very good. It would have some very desirable results in strengthening the research by the States which do have the responsibility for the management and conservation of the fisheries. It would also strengthen the staffs, and perhaps put under a more permanent and continuing basis the very necessary research that is done in a number of States at the present time.

Senator BARTLETT. I know that in the final paragraph you are merely calling to the committee's attention the views of the Bureau of the Budget, and certainly not necessarily the views of the Department of the Interior. But this, I must confess, confuses me because I had understood that those who support the administration, as I for one generally do, are supposed to put their armor on soon and go forth and defend the principle of back-door spending suggested by the administration, with the acquiescence of the Bureau of the Budget.

Now we are told by the Bureau of the Budget that backdoor spending is wicked in respect of fisheries research and ought not to be tolerated.

I have to think this over a little bit. It might be that I will have to be compelled to vote against back-door spending everywhere, no matter how urgently the administration might desire it in other areas. It is a proposition for reflection on the part of every individual Senator concerned with this bill, certainly.

It is true, or might be true—I for one would agree—that the Budget Bureau's contention that the amount of customs' receipts on fisheries products bears no logical relationship to fisheries research needs. That might have been said, I suppose, in respect to the purposes of the Saltonstall-Kennedy Act. But that act has worked fairly well, has it not?

Mr. MCKERNAN. Yes, Mr. Chairman, I believe it has been a very constructive force in bringing to bear additional effort in areas of the greatest need. I believe the new bill would do the same thing.

Senator BARTLETT. Thank you for that statement, too.

When you seek an objective you are willing to arrive at it, or I think you ought to be, under any proper and moral system. I don't see anything immoral or improper about this. It gives us money from available funds. I would think that the objections of the Bureau might possibly be met by arranging for annual review, perhaps, by the Appropriations Committees of the Congress. I am not one who wants to bypass them. I think they have a proper right and a duty.

Mr. MCKERNAN. I might comment on that. The basic Saltonstall-Kennedy Act itself calls for annual reports which are submitted to Congress for their review and criticism.

Senator BARTLETT. I think that such an arrangement might be worked out here. Certainly the Appropriations Committee has a right to know where the money is going, and why, on an annual basis. I hope that the administration in other areas will make similar recommendations, which isn't your problem.

Do you have any further testimony, Mr. McKernan?

Mr. MCKERNAN. No. I would like to generally support Senator Gruening's views and your own, and they include my own apprehension of the development of distant water fisheries by some of the great fishing nations of the world, including Russia. These are becoming increasingly important and are putting increasing pressure on our own domestic fisheries. I believe it is important for our Government to recognize this and to do everything possible to strengthen our own domestic fisheries to the extent possible and proper within the policies of the Government.

Senator BARTLETT. Mr. McKernan, the halibut industry of the North Pacific is an important one, is it not?

Mr. MCKERNAN. A very important industry.

Senator BARTLETT. In terms of dollars, in terms of employment?

Mr. MCKERNAN. Yes.

Senator BARTLETT. And is it not true that that fishery was substantially depleted until the International Halibut Commission was organized?

Mr. MCKERNAN. Yes.

Senator BARTLETT. That Commission has been able to revive and restore the halibut fishery?

Mr. MCKERNAN. Yes, and the fishery is now producing at very high levels of productivity, perhaps approaching the maximum sustainable yield for that resource.

Senator BARTLETT. As I recall the Russians at a meeting at Vancouver, British Columbia, last fall, announced that they might have to come south of the Aleutians, which leads us to fear that they might want to look at the halibut banks.

If the Russians were to fish halibut south of the Aleutians, they would be doing so legally would they not, under international law?

Mr. MCKERNAN. So long as they stayed outside our 3-mile territorial limit.

Senator BARTLETT. And at the same time in doing so they might devastate this fishery?

Mr. MCKERNAN. Yes.

Senator BARTLETT. Which is being now fished, as you said, to its maximum available extent?

Mr. MCKERNAN. Yes.

Senator BARTLETT. Is it not true, Mr. McKernan, that the Russians have moved very aggressively into the Bering Sea in king crab fishing for the first time?

Mr. MCKERNAN. Yes; they are fishing both king crab and bottom fish very heavily.

Senator BARTLETT. What types of bottom fish, do you know?

Mr. MCKERNAN. These are mostly flounders of various species. At the present time, however, these particular species are not harvested by our own fishermen in this area.

Senator BARTLETT. When the Russians fish king crab, or when they fish anything else, it is a 100-percent government operation, is it not?

Mr. MCKERNAN. Yes.

Senator BARTLETT. They can sell in the world markets those products at any price they choose, entirely divorced from profit and loss considerations?

Mr. MCKERNAN. Yes. One must recognize that the Russians do need meat protein and that they consume large quantities of fish. It would appear, from some superficial studies, that the majority of this fish is going to provide additional meat protein to Russian people.

Senator BARTLETT. They export fish also?

Mr. MCKERNAN. They do export fish, especially king crab and some of the delicacies—caviar, and these kinds of things.

Senator BARTLETT. Mr. McKernan, which nation is the world's largest producer of fish now?

Mr. MCKERNAN. Japan.

Senator BARTLETT. Next?

Mr. MCKERNAN. Probably Soviet Union at the present time, although Red China, so-called Red China or mainland China, might be No. 2. We don't have recent statistics for this area of the world any more.

Very likely the United States is probably fourth at the present time.

Senator BARTLETT. All the available evidence indicates that Russia is gaining rapidly?

Mr. MCKERNAN. Very rapidly, in all oceans of the world.

Senator BARTLETT. Thank you, Mr. McKernan. I have no further questions, unless you care to offer additional testimony.

Mr. MCKERNAN. No, sir.

Senator BARTLETT. We are grateful to you and to Mr. Baker for having appeared. We are glad that you endorse the bill in principle.

Mr. MCKERNAN. Thank you, sir.

Senator BARTLETT. The next witness is Harris W. Magnusson, National Fisheries Institute, Inc., Washington, D.C.

STATEMENT OF HARRIS W. MAGNUSSON, TECHNOLOGY DIRECTOR, NATIONAL FISHERIES INSTITUTE, INC., WASHINGTON, D.C.

Mr. MAGNUSSON. Mr. Chairman, my name is Harris W. Magnusson. I am technology director of the National Fisheries Institute, Washington, D.C., a trade organization composed of boatowners, producers, processors, wholesalers, brokers, and distributors of edible fish and seafood products and of fishery industrial products. We represent practically all segments of the fishery industry between the fishermen and the retailers. Our members are located in all parts of the United States and number approximately 500 firms. We estimate that members of our association handle or process well over 50 percent of the total domestic catch of fish and shellfish. They also process the bulk of those imported fishery materials which undergo processing in this country.

At the recent annual convention of the National Fisheries Institute, its board of directors carefully considered several bills which would amend the act of August 11, 1939, so as to provide Federal

funds for fishery research programs to be conducted by State fishery agencies. The directors voted unanimously to go on record in favor of the principles and intent of S. 1230.

The members of our association and, I am sure, members of the fishing industry generally, thoroughly appreciate the truly practical value—to themselves and to the consuming public—of past and current fishery technological, biological, and related research programs, both those conducted by the Federal Government and those conducted by the States. However, we recognize how inadequate to our needs these programs have been. We see many respects in which our ailing fishery industry could be given new life and new opportunities if research, rehabilitation, and development projects were increased. Therefore we strongly support this legislation which would provide new funds for new research and development programs to be conducted by State fisheries agencies.

I have been instructed to emphasize that our organization would be opposed to any legislation which might divert research funds now administered directly by the Department of the Interior, Bureau of Commercial Fisheries. Our members are generally well satisfied with the present effective conduct and administration of fishery research programs by that agency. With entirely new funds, new research and development projects of special value to specific sections of the fishery industry could advantageously be conducted and supervised by State agencies. Therefore our board of directors favors the allocation of the new funds to State fishery agencies as provided in this bill.

Senator BARTLETT. Thank you, Mr. Magnusson.

You agree that the provisions of the pending bill do not seek in any way to divert research funds from the Department of the Interior?

Mr. MAGNUSSON. That is right.

Senator BARTLETT. Do you have any questions, Mr. Hughes?

Mr. HUGHES. No, sir.

Senator BARTLETT. Thank you very much.

Mr. McKernan, may I recall you for one more question?

I would like to get this on the record.

Do you believe that S. 1230, as now written, protects the interests of the Federal Government sufficiently? In other words, is the Secretary of the Interior given sufficient authority in respect to allocation of funds to the States and subsequent controls?

Mr. McKernan. Mr. Chairman, depending upon an interpretation of the bill as now written, we believe that rules and regulations probably could be written which would protect the Government's interests. These might be more specifically worded than they are in the current bill, S. 1230, but in general the bill does provide for the Secretary of the Interior to draft the rules of procedure under which these would operate.

Senator BARTLETT. Thank you. If you have any language—if later you should consider such language advisable, I hope you will supply it to the committee.

Mr. McKernan. We would be glad to consider this point.

Senator BARTLETT. The next listed witness is Ronald W. Green, commissioner of sea and shore fisheries, State of Maine, who will submit a statement for the record later.

I am particularly glad to introduce the next witness, a very distinguished citizen of Alaska, my personal friend for many years, a businessman of Klawock, who was born in Alaska, who has lived there all his life, who is a businessman and who was a member many times of the territorial legislature, who is now not only a member of the Alaska State Senate, but is the president of that body, who has a life-long interest in the fishery of Alaska, and who as much as anyone else in the entire State has devoted his energies and talents to the problem before us at this time; namely, the restoration of the salmon fishery of Alaska to the levels where it ought to be. I am glad to introduce Senator Frank Peratovich.

**STATEMENT OF HON. FRANK PERATOVICH, PRESIDENT, ALASKA
STATE SENATE, KLAWOCK, ALASKA**

Mr. PERATOVICH. Mr. Chairman, I want to thank the Senator for his generous introduction. I am particularly happy that he stated for the record that our friendship has existed for such a long period of years in Alaska.

I have prepared a very brief statement here in support of Senate bill 1230.

I personally feel that this bill is not to be considered very lightly for the simple reason that so many people in Alaska are concerned with the future of these fisheries.

I will read the statement that I have, and I will elaborate on it as I go along, if I may.

Senator BARTLETT. As you choose.

You may interrupt yourself at any point to elaborate.

Mr. PERATOVICH. Thank you.

Being an Alaskan by birth, and connected with the fisheries there all my life, I feel it is my duty to offer what I may toward securing additional funds to rehabilitate our much-depleted Alaska fisheries. It has been my observation through a period of years, while the management was under the Federal agency, very unfortunately some phases of its program contributed very substantially to the present plight we find ourselves in with the fisheries of Alaska.

The impact of the depletion of our salmon is felt more in the villages perhaps than in the larger communities, though it is felt everywhere along our vast coastline. I refer particularly to the natives of Alaska who have depended upon fishing for their means of livelihood. The situation among the native people at present is sad indeed. Their villages are in a tragic state of unemployment, want, and disrepair. Unless the Federal Government helps our new State fisheries department to carry out the program that will restore our fisheries to the point where the villages I have reference to will be able to raise their present standard of living, I fear we will have to increase our present welfare program for the fishing population of Alaska. They do not desire it. They would far rather resume their time-honored livelihood—fishing—which supported them and their communities until the Federal mismanagement brought the fishery resource to the lowest point in their lifetimes.

While I use the term "natives" I don't want it misconstrued to mean that it is only the Indians of Alaska. We have a cross-population,

we call it, in Alaska, a mixture of all nationalities, and they, too, are to be considered under this program.

I wish to state here that our State fisheries department, the Alaska Department of Fish and Game, while it is new, has come up with a program that we feel will accomplish the very thing we are seeking to do and that is to rehabilitate this important resource. You gentlemen must realize that we have other programs to finance through this transition period—the transition from territory to State—and I am sure that you gentleman are aware that the assistance this bill in question seeks to secure for our State fisheries is very necessary. For that reason I urge you, distinguished Senators, to weigh this question from the human side as well as the effect it will have on the economy of the State.

I, therefore, feel if you give this assistance to us it will tend to shorten the length of time in rehabilitating this very important resource to the State of Alaska.

Senator, in support of this statement in regard to the welfare program that I have reference to in this statement, I am sure that you are familiar with the present program which we have in existence there, which is costing the State and the Federal Government a considerable amount of money to maintain the fishermen through the winter. Their families must be supported, clothed, fed, and so forth, which requires a great deal of funds to carry them through.

I know some here may disagree with my statement in making reference to the Federal agency contributing to the pleading to run the salmon. I mention that for the reason that the residents of Alaska saw the danger of the situation we find ourselves in as far back as 20 or 25 years ago when they first advocated the abolition of fishtraps. I think most of you here are interested in fisheries, and certainly are familiar with this type of gear. We found it, through our own observations, as Alaskans, that this type of gear to a great extent contributed to the state that we find ourselves in with regard to our fisheries. That is the reason I say that the Federal agency helped to put us in this present situation; and I think they realize now that we were right, as residents of Alaska, in asking for abolition of fishtraps 25 years ago.

I believe that we cannot place too much emphasis on any assistance that you can give to the State of Alaska in rehabilitating this great resource. It is not only good for the 49th State, but certainly if this particular resource is restored the other members of the Union stand to gain also.

With that I wish to bring my statement to a conclusion, unless you have some questions of me.

Senator BARTLETT. A few, Senator.

Senator, you come from what we call the west coast. Where, geographically, is that in Alaska?

Mr. PERATROVICH. The west coast reference is made to what is known as the Prince of Wales Island. That is called the west coast in southern Alaska. Incidentally, I understand that it is the largest island under the American flag, Prince of Wales Island. We have three villages on there: Hydaburg, Craig, and Klawock. However we have at least 15 logging camps supplying the pulp mills, saw mills, and practically all the mills that we have in Alaska, with timber from this island.

The main source of income is from fisheries. As you know, Senator, we have had 3 very poor years. If we should experience another year, a poor season as we call it up there, I don't know what will happen to the people of that particular area.

Senator BARTLETT. You have two basic resources there: timber and fish.

Mr. PERATROVICH. Yes, that is true.

The native people don't take to logging very readily for the simple reason that they have fished all their life, and when the fishing season comes along it is a natural thing for them to go out to their boats and go fishing, no matter what other work they may have.

Senator BARTLETT. You say that the Prince of Wales Island is the largest island under the American flag?

Mr. PERATROVICH. Yes, sir.

Senator BARTLETT. About how many Indians live on it?

Mr. PERATROVICH. Approximately, primitive residents, I think I am safe in saying 1,200 to 1,500.

Senator BARTLETT. And yet you find very considerable resources there awaiting development or, in the case of fish, to be restored for taking, that could, under better circumstances, support a much larger population?

Mr. PERATROVICH. That is true, Senator. We are hopeful that should the time come when we restore the fisheries, that we will find other methods of processing which will naturally invite allied industries and increase the population.

Senator BARTLETT. Am I right when I say that there are three Indian groups in southeast Alaska?

Mr. PERATROVICH. Yes.

Senator BARTLETT. Would you name them?

Mr. PERATROVICH. They are the Tlingits, which are more in number; and then the Haida; and Tsimshians—that I don't know how to spell. They are referred to as the original Father Duncan's colony that migrated from British Columbia.

Senator BARTLETT. The Tsimshians are the group living at Metlakatla?

Mr. PERATROVICH. Yes.

Senator BARTLETT. On Annette Island?

Mr. PERATROVICH. That is correct, Senator.

Senator BARTLETT. The Haidas live principally, do they not, at the town of Hydaburg on Prince of Wales Island?

Mr. PERATROVICH. That is correct.

Senator BARTLETT. You, yourself, Senator Peratrovich, are of Tlingit blood; are you not?

Mr. PERATROVICH. Yes; I am half Tlingit.

Senator BARTLETT. You were born where?

Mr. PERATROVICH. Klawock.

Senator BARTLETT. You have lived there all your life?

Mr. PERATROVICH. Yes. That is my present residence.

Senator BARTLETT. When you were a boy, was there the same shortage of salmon as we have experienced during these last years? Or was salmon in abundance?

Mr. PERATROVICH. They certainly were in abundance, Senator. In fact, when I first started seining, I was a young boy, the canneries had

to limit the fishermen. In those days they didn't have the high-speed lines and——

Senator BARTLETT. In the canneries?

Mr. PERATROVICH. Yes. Their capacity in most cases did not exceed 60,000 fish per day. That is about a 14-hour operation. We generally made only one haul a day to supply that. That would be about five or six boats going in company to supply that number of fish for that cannery. Only one haul, by that I mean one set, was necessary to supply the cannery.

Senator BARTLETT. Is it not true, Senator Peratrovich, that last year, 1960, was the worst year in recorded history so far as the pack of salmon in southeastern Alaska is concerned?

Mr. PERATROVICH. That is correct, Senator. It is one of the worst years we have had in the history of fishing in Alaska. Of course, you know the results, as to how that affects the people who depend on this industry.

Senator BARTLETT. That is what I want to ask you next, because I was in Klawock, in Hydaburg, and in Craig, three villages you have named, last fall, right at the end of the fishing season; and what I discovered then was this: that the people at the end of the fishing season had no money. Generally, during these lean years they had made enough to keep them going, we will say, until around Christmas, and they were on credit, welfare, or what not, after that until the next fishing season. The discovery I made then was that there was no money after the only productive season of the year these people had.

I recall one boatowner telling me that he distributed among his crew members, after the entire fishing season, the magnificent sum of \$3 each.

What I am wondering, Senator Peratrovich, is what do these people do all winter to keep themselves alive? Do they live on welfare, on credit, on both, or how do they make it?

Mr. PERATROVICH. Senator, that is a difficult question to answer. I think I am informed as well as anyone to answer that question.

In the first place, the population being mostly Indian natives, the Bureau of Indian Affairs has a welfare program, which is a considerable sum. I don't have the exact figures. But the larger families particularly are helped by the Bureau of Indian Affairs.

I don't think they are so generous with the single group, but they do get some help. In any case it is a pretty large program. It is costing the Federal Government a lot of money, and I might say that the Indians themselves are not happy about this.

Senator BARTLETT. He doesn't want to live on welfare.

Mr. PERATROVICH. They take it very reluctantly. As you know, they are more or less a proud people, just like the same natives were in their time, and they are very much interested in a program of this type. We want to see the time when our fish will be rehabilitated so that they can earn their own way as they used to when they had fish in abundance in Alaska.

Senator BARTLETT. You yourself, Senator Peratrovich, have a mercantile establishment at Klawock. Was the demand upon you for credit last winter much heavier, larger than usual?

Mr. PERATROVICH. That is correct.

It is a very difficult place to be in business, particularly myself, because I know the people, and know them so well. When the head of a large family comes and asks for help, it is hard to refuse him. Consequently I just live from hand to mouth, also.

Senator BARTLETT. You have an unpaid bill or two upon your books, too, I imagine?

Mr. PERATROVICH. Absolutely.

Senator BARTLETT. And do you believe that rehabilitation of this salmon fishery is possible?

Mr. PERATROVICH. I absolutely do, Senator, and I speak for the real Alaskans, the people who were born up there and who fished there all their lives. They feel that there is a day coming in the immediate future when we will restore our fisheries.

Senator BARTLETT. Do you also believe, as I infer, that that fishery won't be restored by itself; that aggressive immediate steps must be taken to do this, and part of that can be accomplished through the provisions of the bill upon which you are now testifying?

Mr. PERATROVICH. That is correct, Senator. We have advanced so far now that this idea of just regulating our fisheries, say limiting them, limiting the take each year, is not sufficient to replenish our fish. As you know, the other nations, Russia and Japan, have made an extensive study of the fisheries research. It has been my privilege to sit in on the reports of our scientists and biologists and with members of the international fisheries committees. They give us the information that we are lagging behind in our knowledge of fisheries, particularly in Bristol Bay. For that reason we cannot correct what we consider injustice as far as taking salmon, under the present treaty.

Senator BARTLETT. Thank you, Senator Peratrovich. Do you have any further testimony?

Mr. PERATROVICH. No; I haven't.

Senator BARTLETT. I shall gladly express the appreciation of the subcommittee to you for having made this long trip from Klawock to Washington to testify in favor of the bill which you believe will be of substantial assistance in restoring the once great salmon fishery of Alaska.

Mr. PERATROVICH. Thank you.

Senator BARTLETT. I must say that we have lost ground in the fishery, but not in respect to transportation, but I still marvel at your telling me yesterday that you had arrived in Washington at 8:30 a.m., Klawock time, when you left Klawock the previous day only at 10:30 a.m. It doesn't take long to get around.

Mr. PERATROVICH. Thank you very much, Senator.

Senator BARTLETT. The concluding witness today will be a representative of the State government. Governor Egan made it possible for Walter Kirkness, director of the division of commercial fisheries, to be here.

We shall be glad to hear from you, Mr. Kirkness.

**STATEMENT OF WALTER KIRKNESS, DIRECTOR, DIVISION OF
COMMERCIAL FISHERIES, STATE OF ALASKA, STATE CAPITOL,
JUNEAU, ALASKA**

Mr. KIRKNESS. I would like to speak today primarily on why Alaska needs such a bill as S. 1230.

I think there are two primary reasons why the States with commercial fisheries need continuing aid in rehabilitation and research. One, of course, is the alarming decline in catch which has been shown in many important commercial fisheries. The other is the rising catch of foreign nations whose fisheries products are in direct competition with those of our fishermen. These two factors are interrelated. The declining catches for individual fishermen result in a need for a higher price per unit and, in spite of this, a normally substandard income. This, in the face of lower wages and lower standard of living of the foreign fishermen, puts our fishery at a distinct disadvantage. Continued research and rehabilitation on our fisheries is necessary to bring the stocks to their former level of abundance which will result in a higher catch per fisherman, a large income, and a possibility of a lower price per unit. This would place our fishermen in a more advantageous position in worldwide competition.

One other factor should also be considered. It has been demonstrated that the rising populations of the United States and the world are going to be, each year, more dependent upon the resources of the sea for food. It would behoove us to have our fisheries on a scientifically managed, optimum-yield basis to be as best prepared for this eventuality as is possible.

A few catch statistics will well demonstrate Alaska's specific problems in regard to reduced commercial populations. Traditionally salmon have contributed the bulk of the catch and wealth, normally about 85 percent. The peak of salmon production in Alaska was from about 1922 to 1946 when the lowest pack was 3,566,000 cases and the highest, in 1936, 8,455,000 cases. The average during this period was 5,490,000 cases. Since 1950 the pack has only once reached even the lowest pack during the previously named period (1922-46) and has been declining drastically. The average pack of the past 5 years is only 2,497,000 cases, as compared to the previous average of 5,490,000 cases. The attached table 1 gives the pack from 1915 through 1960.

The foregoing demonstration of the great decline in Alaska's salmon population points out the need for extensive research and rehabilitation to bring these stocks back to their former abundance. The State of Alaska was recently, in January of 1960, given control of its fisheries for the first time. During territorial status and their first year of statehood, this function was retained by the Federal Government. Therefore, when the responsibility for the management and well-being of this great resource came to the State of Alaska it was at an extremely low ebb—less than one-half of its former abundance. Thus Alaska, as a State, is faced not with managing a resource in fair shape, but rebuilding a badly depleted one.

The primary reason for the decline in the salmon stocks can be attributed to lack of basic knowledge needed for intelligent management. In spite of the many years of salmon management, very little has been invested in basic research relative to life history and survival factors. Unfortunately, the amounts of moneys made available each year to the various managing agencies is barely adequate to take care of the immediate problems of day-to-day management. The staffs that have been assembled have been kept more than busy coping with assessing the immediate abundance and making emergency regulations to handle these, so far, unpredictable runs; investigating and making recommendations to preserve fish on hydro, irrigation, mining, road-

building and other projects; and checking on fish kills from industrial and other pollution and trying to correct these conditions.

Perhaps an examination of Alaska's present budget would further emphasize this point. The total appropriated budget for fiscal year 1960-61 is \$39,646,129. Of this amount \$3,467,697, or 8 percent of the total, is the budget of the department of fish and game, the majority of which is used in the management of commercial fisheries. Although this amount \$3,467,697 is not as large as many other States expend on fish and game management, it is no doubt a greater percentage of the total State budget than any other State appropriates. This amount provides for a staff in the commercial fisheries division of 24 fisheries biologists who are involved strictly with day-to-day management problems and applied research, such as adult enumeration, short-range tagging programs to provide immediate management facts and so on. At the present time a staff of six is carrying on basic research, mainly on salmon but to some extent on king crab.

Also supported by these appropriated funds is the enforcement branch, the division of protection, which has a staff of 34 protection officers and boatmen who enforce regulation on commercial fisheries, game and sport fisheries. During the peak of the commercial salmon season, an additional several hundred summer temporary employees are hired who work on management and enforcement problems. As can be seen in this program, only a small amount of basic research is possible.

The two Federal aid programs on sport fish and game, the Dingell-Johnson and Pittman-Robertson Acts, have provided the States with very successful continuing rehabilitation and research programs for their recreational fish and game resources. A similar program, as stated in S. 1230, would provide a tremendous boost for the rehabilitation, development and research of our commercial fisheries. S. 1230 is an excellent bill which will materially assist the States by providing a sound, proven method of commercial fisheries Federal-State participation.

(Table 1 follows:)

TABLE I

Year:	Total cases	Year—Continued	Total cases
1915	4, 489, 002	1938	6, 791, 544
1916	4, 919, 589	1939	5, 239, 211
1917	5, 922, 320	1940	5, 028, 378
1918	6, 677, 369	1941	6, 906, 503
1919	4, 591, 110	1942	5, 089, 109
1920	4, 395, 509	1943	5, 396, 509
1921	2, 604, 973	1944	4, 877, 796
1922	4, 501, 355	1945	4, 341, 120
1923	5, 063, 340	1946	3, 971, 109
1924	5, 305, 923	1947	4, 302, 466
1925	4, 450, 898	1948	4, 010, 612
1926	6, 652, 882	1949	4, 391, 051
1927	3, 566, 072	1950	3, 272, 643
1928	6, 070, 110	1951	3, 484, 468
1929	5, 370, 242	1952	3, 574, 128
1930	4, 988, 987	1953	2, 925, 570
1931	5, 432, 535	1954	3, 207, 154
1932	5, 260, 488	1955	2, 457, 969
1933	5, 226, 698	1956	2, 950, 354
1934	7, 470, 586	1957	2, 441, 894
1935	5, 155, 826	1958	2, 944, 580
1936	8, 454, 948	1959	1, 600, 386
1937	6, 654, 038	1960	2, 549, 545

Senator BARTLETT. Thank you, Mr. Kirkness. You have very well stated the State's position.

Have you had an opportunity to read, examine, cogitate upon and reach conclusions regarding the recommendations of the Interior Department?

Mr. KIRKNESS. I made a few notes on them, Senator.

Senator BARTLETT. I don't find you exactly unprepared, then.

Mr. KIRKNESS. Of the recommendations, as made by Mr. McKernan. The first was that one-third be set aside for educational grants. The reasoning behind this is correct. There is a definite lack of qualified people in the field now, even with our present programs there is much competition among the various agencies to hire these trained people.

However, from the State of Alaska viewpoint we would wonder about the wisdom of setting one-third of these moneys aside for education when they are so badly needed in the various States.

Senator BARTLETT. When the money is needed in various States for rehabilitation, you mean?

Mr. KIRKNESS. Yes, for work within the States to try to bring the fisheries back to the former level, and to try to maintain other more recent fisheries, such as the king crab fisheries, to maintain it at a high level of abundance instead of having them crash. Perhaps there are other places where such funds could be obtained. I don't know.

Then the recommendation to put on a matching basis, and I believe the statement was made that if some States did not care to participate, this money which was left over would go to the States which care to use it on a matching basis.

This also has considerable merit. It would show that the States that would match money to do this work were genuinely interested and not just spending the money because it was available. I think the State of Alaska would be in favor of the matching basis, but probably more on a 75-25 basis rather than a 50-50.

Senator BARTLETT. You endorse the principle of the bill?

Mr. KIRKNESS. I do.

A third thing was that no State would get more than 5 percent, I think, and no State less than one-half of 1 percent.

Under this arrangement the State of Alaska would get \$163,000, rather than somewhere around \$80,000 under the other formula. Strictly from the State of Alaska's viewpoint, I don't think that we would be as much in favor of this type of apportionment—as that in the present bill.

Senator BARTLETT. You would rather have more than less?

Mr. KIRKNESS. Right.

I think that is about all I can comment on at this time.

Senator BARTLETT. In this connection, Mr. Kirkness, I would not expect you to make more comments on the recommendations of the Interior Department than you have because you haven't had an opportunity, of course, to study them. They were made available only this morning.

The record will be left open for 10 days, so that if the State of Alaska desires to comment in writing upon the Interior Department report, it may do so. Of course, that offer is available to anyone else who is in favor of the bill or who is opposed to the bill.

Thank you very much, Mr. Kirkness.

MR. KIRKNESS. Senator, could I receive a copy of those recommendations?

Senator BARTLETT. Yes, right now. I will hand you one.

I stated that Mr. Kirkness would be the last witness. I was in error. It had been our hope that Mr. James Pinkerton, manager of the Ketchikan Cold Storage Co., Ketchikan, Alaska, would be here to testify in person. Mr. Pinkerton is one of the best informed men in Alaska on fisheries. Unfortunately he was not able to come. But Mr. Joseph E. Griffin, vice president and treasurer of that company is here from Connecticut, I believe, and we would be very glad to hear from you, Mr. Griffin.

STATEMENT OF JAMES G. PINKERTON, DIRECTOR AND GENERAL MANAGER OF KETCHIKAN COLD STORAGE CO., KETCHIKAN, ALASKA, AS READ BY JOSEPH E. GRIFFIN, VICE PRESIDENT AND TREASURER, KETCHIKAN COLD STORAGE CO., RIDGEWAY CENTER, STAMFORD, CONN.

MR. GRIFFIN. On behalf of the Ketchikan Cold Storage Co. and Mr. Pinkerton personally, I will read Mr. Pinkerton's statement, which he prepared.

Senator BARTLETT. You are Mr. Pinkerton for the time being.

MR. GRIFFIN. I will read the statement of Mr. Pinkerton:

My name is James G. Pinkerton and I reside at 1025 Dunton Street, in Ketchikan, Alaska. I am manager of the Ketchikan Cold Storage Co., Alaska's largest cold storage facility. My duties include the buying and distribution of some 6 million pounds of halibut, salmon, and sablefish each year. Our production is all shipped in frozen form, except for the large red king salmon which are generally mild cured.

Ketchikan has been my home since 1946. During that time I have gained what I consider to be a considerable amount of knowledge about the fisheries industry in general and about Alaska's fisheries in particular.

During my first 2 years in Alaska, I served as assistant to the president of the Alaska Transportation Co., one of the three American-flag lines serving Alaska from Puget Sound at that time. My duties were principally the booking of cargo and the routing of our leased CMAV-1 freighters. A substantial portion of our northbound tonnage during the spring season was cannery supplies and, again, a substantial portion of our southbound tonnage during the summer months was canned salmon from plants in southeastern Alaska ports.

Included in our fleet were two fully refrigerated CMAV-1 vessels with capacities of better than 60 carloads of frozen fish each. Not only did I often send to Seattle ships fully loaded with canned salmon, but also vessels carrying more than 60 carloads of frozen halibut, salmon, and sablefish.

Prolonged strikes in the maritime industry in 1948 forced our company to cease operations. Later, one of the other two lines, the Northland Transportation Co. ceased to operate. Now the fishing industry in southeastern Alaska is dependent on the services of one common carrier, the Alaska Steamship Co., plus the vessels of the Ketchikan Merchants Co-Operative Association, to haul its production to railhead at either Prince Rupert, British Columbia, or Puget Sound.

I mention this drastic reduction in transportation facilities since it reflects the tremendous decline in our fisheries during the past decade.

The cold storage plant I manage is one of 10 located in southeastern Alaska. Except for one very small one located in Ketchikan, there has been no new construction of cold storage plant facilities in this area for more than a quarter century. Our plant was built in 1913 and the other large plant in Ketchikan was built a few years earlier.

The present value of cold storage plants in southeastern Alaska would be close to \$10 million. The decline of our fisheries resources has made it impossible for these plants to develop enough traffic to enable them to operate profitably. This decline in production has resulted in loss of work opportunities for many men who formerly earned their living helping process fish in these shore establishments. Those who had enough training or education to enable them to find employment in other fields have been forced to leave the industry. Of the some 120 men employed as fish handlers in the cold storage plants in Ketchikan, less than 40 percent can read and write.

Parallel with the decline in employment opportunities for shore workers, there has been a substantial decline in the number of fishing vessels engaged in salmon fishing in the southeastern area. Here I speak of both trollers as well as seine boats and packers who haul the fish from the grounds to the plants. The decline in the salmon fishery has forced the closure of five canneries in Ketchikan and more than a dozen in the immediate area. More shore workers, both men and women, have lost work opportunities.

As a member of the City Council of Ketchikan, I am especially cognizant of this adverse economic development. It has created a serious situation for those of us responsible for the management of our city government. We have a sizable bonded indebtedness incurred in the construction of schools, streets, bridges, and other public work projects. The decline of this major segment of our economic foundation is cause for serious concern on the part of our city officials. Fish has given way to pulp as the backbone of our economy, and once the timber has been cut, there will be little of economic value left here unless we do something to rehabilitate our fisheries resources.

For several years, I have had the privilege of serving on the advisory committee to our State department of fish and game. In that noncompensatory endeavor, I have had an opportunity to gain further knowledge of the fisheries problem in a statewide basis, and to observe the efforts being devoted toward improving the situation. I have noted with alarm the large number of Indian families who are no longer able to earn a living fishing salmon, the only occupation they have ever known. Unfortunately, there is no other work opportunity available to them.

Alaska is a huge State and the drain on our department of fish and game's manpower and funds in carrying out its program is almost too much. It is my opinion that due to the limited funds available, the department's resources are being spread too thin to be really effective.

The department is obligated to conserve our remaining fisheries assets and this effort leaves too little strength to handle effectively the necessary rehabilitation program that will be required to restore our salmon runs to an adequate level.

This problem of a depleted salmon run is not one of the State's making. It is an inherited problem. Until January 1, 1960, the U.S. Fish and Wildlife Service administered our salmon fishery. How well they managed this valuable resource is evidenced by the absence of salmon today and here I speak of all species of salmon—kings, cohos, pinks, chums, and sockeye. The shortage of kings and cohos has brought economic distress to the trollers, the cold storage industry, and the shore workers. The shortage of the cannery species has brought economic distress to the thousands of seiners, their families, the canneries and their shore workers. This combined situation has reflected a weakened economy in all the communities in Alaska where salmon was formerly the backbone of their economy. It has had an adverse effect on the economy of the entire State as the lack of southbound tonnage has forced an increase in steamship rates on northbound freight.

The age level of our average group of fishermen and shore workers is so high that I am concerned. Not enough young men are being brought into the industry and given the training required. The reason is very simple. There is presently no promising future in the fishing industry in southeastern Alaska, either ashore or at sea.

As vice president of the National Fisheries Institute, a trade association composed of a majority of the firms engaged in the production, processing and distribution of edible fish and seafood products as well as producers, processors, and distributors of fishery industrial products used by American agriculture to maintain and expand the production of poultry products and enhance the quality of livestock and poultry, my duties bring me in close touch with officials of many of these firms located throughout the United States several times each year. I travel some 75,000 miles each year and keep abreast of developments in the industry throughout the United States.

Alaska is not alone when it comes to fisheries problems, but I prefer to limit my remarks to this area because I feel the need here is the greatest. I feel that the Federal Government has an obligation to assist the State of Alaska in the cost of restoring our salmon runs. This is a major undertaking but it is something which can be accomplished. Oil and mineral resources, once depleted, cannot be restored. Something can be done about our fisheries.

The construction of dams on the Columbia River salmon-spawning grounds has had a farflung effect on our king salmon run. These obstructions have been erected without offsetting programs to provide hatcheries or other means of keeping the salmon runs alive and reproductive.

For years, Alaska sought the abolition of fishtraps, the most effective means of capturing salmon ever devised by man. Not until control of our fisheries was almost in the hands of the State did the Federal Government abolish the traps. By then almost irreparable harm had been done. The slaughter of our salmon has been almost comparable to that of the buffalo and the carrier pigeon. Unless positive action is taken in the near future, this valuable national asset will no longer exist. Now is the time for action.

I should like to insert into the record a few statistics which reflect the serious decline in our salmon resources:

Combined production of frozen salmon from Alaska, British Columbia, Puget Sound and Washington coast, Columbia River and Oregon coast, and California

1949-----	37, 512, 781	1955-----	20, 109, 914
1950-----	37, 230, 172	1956-----	34, 294, 836
1951-----	30, 003, 546	1957-----	20, 025, 101
1952-----	29, 817, 889	1958-----	27, 066, 799
1953-----	28, 145, 986	1959-----	19, 284, 735
1954-----	27, 935, 024	1960-----	21, 582, 642

Thus, it is apparent that in slightly more than a decade our production of frozen salmon has declined almost 50 percent and the trend is still downward. Our objective, our immediate objective, must be to reverse this trend. Alaska, Washington, Oregon, and California need Federal assistance in accomplishing this objective. This is not a project which can be achieved in a single year. It must be a continuing program.

In 1949 the canned salmon pack in southeastern Alaska totaled 2,511,274 cases. In 1960 the canned salmon pack in the same area totaled 305,025 cases, a decline of 88 percent.

From a high point of 26,952 tierces of mild-cured king salmon in 1913, production has fallen to 4,715 tierces in 1960. These figures include production from Alaska, British Columbia, Puget Sound and Washington coast, Columbia River and Oregon coast, and California.

The population of the United States has grown tremendously since 1913 and the need for this product is now greater than ever. Nonetheless, the available supply grows less each year.

The Federal Government has spent billions on reclamation projects. Alaska's fisheries problems are serious and deserving of attention. The situation could be likened to a reclamation project as it affords our Government an opportunity to help restore this vast area to usefulness in the national interest. The millions of acres of tidelands in southeastern Alaska could be turned into a vast oyster-bed to fill the growing need for this product. Oyster stock on the east coast has suffered a decline due to inroads by drills and diseases. Development of proper oyster culture technique should be done under Federal and State guidance but could well be done by private firms on a contract basis.

Oyster crops would restore economic strength to this area while our salmon fisheries were being rehabilitated. An oyster crop requires from 2 to 4 years and can be tended and protected, unlike our salmon fry which go to sea and are subject to untold hazards in their fight for survival.

The waters of Alaska offer an opportunity for expansion of our king and dungeness crab industry. Important exploratory and experimental work in this field remains to be done.

I feel that passage of Senate bill 1230 is imperative due to the seriousness of the situation. The funds provided under S. 1230 would be most effective in the fight to restore our fisheries resources and I

urge your committee to take favorable action in this important legislation.

In closing, I should like to thank you, Mr. Chairman and members of your committee, for having afforded me an opportunity to present my views on this legislation.

That is the end of Mr. Pinkerton's statement.

Being a former resident of Alaska, I go there several times each year. In comparison with the old days when the canneries were operating and things were booming during the fishing season, now you can walk from one end of Ketchikan to the other and you can see the abandoned canneries and you can see the paint falling off the sides of the buildings, and the economy of this town, which at one time had a large fishing fleet and was a vigorous part of southeastern Alaska, has been badly hurt by what has happened to the salmon industry.

There is not a new cold storage plant in Alaska of any moment. Alaska needs the capital and finances that will be provided by what was its first industry, the fishing industry.

Senator BARTLETT. Did you formerly live in Alaska?

Mr. GRIFFIN. I was treasurer of Alaskan Airlines for 4 years, 1946 to 1950. I lived in Anchorage.

Senator BARTLETT. Which in itself is the seat of an important fishing industry, in Cook Inlet.

Mr. GRIFFIN. I have been converted since being associated with Ketchikan, from the beautiful thing of Anchorage to the rainy season of Ketchikan. But I am now a southeasterner.

Senator BARTLETT. It should be noted that in addition to all of his other qualifications, Mr. Pinkerton is likewise a vice president of the National Fisheries Institute.

Mr. GRIFFIN. That is correct.

Senator BARTLETT. We are grateful to you, Mr. Griffin, a former Alaskan, for coming before us and presenting your own views and presenting the statement of Mr. Pinkerton.

Mr. GRIFFIN. Thank you very much.

Senator BARTLETT. Are there any other witnesses?

STATEMENT OF E. L. MORRIS, REPRESENTING THE CALIFORNIA FISHERIES ASSOCIATION

Mr. MORRIS. Mr. Chairman, my name is E. L. Morris. I represent the California Fisheries Association. Our membership accounts for approximately 80 percent of the domestically produced canned tuna, virtually all of the canned sardines and canned mackerel.

I have no prepared statement, as I had not anticipated being in Washington at the time of this hearing. We would like, however, to take advantage of the opportunity of filing a statement with the committee favoring this legislation.

NOTE.—This statement appears on page 88.

Senator BARTLETT. I will be glad to have you do so, sir.

Mr. MORRIS. Thank you.

Senator BARTLETT. For the record, the chairman will offer an editorial from the Fisherman's News, published in Seattle, dated June 1 of this year; a letter to Chairman Magnuson, from Milo Moore,

former director of the Washington State Department of Fisheries dated April 7 of this year; a telegram in support from Stanley Tarrant; and finally a letter directed to Chairman Magnuson by W. T. Shannon, director of the State of California Department of Fish and Game.

The California department is in full support of this bill. Milo Moore, a very knowledgeable man in all fields of the fisheries, especially in the salmon area, enthusiastically endorses the bill.

Those letters and that editorial will be made a part of the record.

I also place in the record a telegram and a letter to Senator Henry M. Jackson from Stanley Tarrant of Bellingham, Wash., and a resolution of the Western Association of State Game and Fish Commissioner.

The statement of Charles R. Carry of June 29, 1961, is placed in the record, and the statement of Russ J. Neugebauer, National Wildlife Federation, in support of S. 1230.

(The letters and editorial follow:)

[From the Fishermen's News, Thursday, June 1, 1961]

STATE AID NEEDED

Among all of the bills in the current Congress to adjust the operations of the Saltonstall-Kennedy Act, S. 1230, by Senator Ernest Gruening of Alaska, appears to be the one which we would favor for a number of reasons.

Primarily, it looks to be the best hope for passage. With some 30 Senators joining Senator Gruening as cosponsors, the bill should have a fairly easy path in the U.S. Senate. Further, in that the bill does not disturb the present allocations of Saltonstall-Kennedy funds, it should find no opposition from those currently benefiting, such as the Department of Interior.

Basically, Senator Gruening's bill would provide for an additional 30 percent of the gross receipts from duties collected on fishery products to be allocated to the States. Our chief criticism of the Saltonstall-Kennedy funds in the past has centered on the "big bite" of the total made by the Bureau of Commercial Fisheries. Indeed, it would appear that the BCF has come to list these funds as a part of their operating budget—which is to our way of thinking a far cry from the original intent of the Saltonstall-Kennedy bill. As a matter of fact, our recollection of the original debate on the bill indicated that the effort was to be specifically outside the jurisdiction of the Interior Department, to attempt to increase research by independent agencies, States, universities, and private research institutions.

Such funds are much needed. State agencies are hard put, particularly on the west coast where civilization has far preceded adequate salmon protection, to cope with the costly known methods of maintaining the resource. They need funds if they are to properly protect our fishery resources. In many cases, they have competent research and engineering staffs ready and waiting, but with the surge of social legislation which breeds popular support, the fish do well to retain last year's budget, at the State legislatures.

Two problems arise, however, in the increase of Saltonstall-Kennedy allotments to the respective States. Actually they are, in our way of thinking, interrelated. No. 1 is the problem of coordination. It would be inconceivable if the money would be dissipated by repetitive effort on the part of the States and Federal Government due to a lack of agreement on the areas of effort. One way, and this is the second problem, to accomplish this would be through the creation of a separate Advisory Committee which might help coordinate the activities, not only of the respective States, but with the Federal programs as well, to prevent wasteful overlapping.

Should such a committee be formed, we would insist on a better representation of fishermen—a cause which we have long fought in the makeup of the American Advisory Committee which now serves to allocate Saltonstall-Kennedy funds under the existing act.

We would quote once again the words of Dr. W. F. Royce of the Fisheries Research Institute of the University of Washington as he spoke last year to the Association of Pacific Fisheries. His remarks pointed out that the needs for research were not always money, a prerequisite to funds being proper coordination of effort. Despite the hue and cry raised earlier this year, we are sticking to our guns in support of the proposal that the Pacific Marine Fisheries Commission is still the best medium for such coordination.

With Alaska becoming a part of the former tristate pact, an extended annual meeting could plot a course of progress for each year with all other affected agencies sitting in, either in advisory or official capacities.

STATE OF WASHINGTON,
DEPARTMENT OF FISHERIES,
Seattle, Wash., April 7, 1961.

HON. WARREN G. MAGNUSON,
U. S. Senate, Washington, D. C.

DEAR SENATOR: I have at hand a copy of S. 1230 which proposes to amend the Saltonstall-Kennedy Act and which is presently before your Committee on Interstate and Foreign Commerce.

I enthusiastically endorse this bill as a practical and timely means of assisting in the maintenance of our fisheries resources.

Very truly yours,

MILMO MOORE, *Director.*

STATE OF CALIFORNIA,
DEPARTMENT OF FISH AND GAME,
Sacramento, April 25, 1961.

HON. WARREN G. MAGNUSON,
*Committee on Interstate and Foreign Commerce,
U. S. Senate, Washington, D. C.*

DEAR SENATOR MAGNUSON: The California Department of Fish and Game would like you to know that it is in full support of S. 1230, by Senator Gruening and 22 other Senators, which has been referred to your committee.

It is a real gratification to see so many Members of the Senate anxious to support a measure to improve the status of the commercial fisheries of the United States.

By means of S. 1230 the several States with commercial fisheries will better be able to meet their responsibility and the rehabilitation of their fisheries.

Sincerely,

W. T. SHANNON, *Director.*

STATEMENT PRESENTED BY RUSS J. NEUGEBAUER, ASSISTANT CHIEF, DIVISION
OF CONSERVATION EDUCATION, NATIONAL WILDLIFE FEDERATION

Mr. Chairman, this statement is presented to your committee in response to a request from the Alaska Sportsmen's Council through its executive secretary, Mr. A. W. Boddy. The Alaska Sportsmen's Council is that State's affiliate of the National Wildlife Federation, an organization private in nature and non-profit, dedicated to the furtherance of conservation objectives through educational means. The National Wildlife Federation is made up of 50 affiliates in 49 States and the District of Columbia. Our Alaska affiliate is comprised of 15 organizations with a total membership of 2,675.

In a telegram addressed to Mr. Thomas L. Kimball, executive director of the National Wildlife Federation, received in Washington on June 12, Mr. Boddy made these several statements which we feel would be of interest to the members of this committee: "I have been advised that Senate Committee on Commerce will hold hearings regarding S. 1230 at an early date. The Alaska Sportsmen's Council supports the basic principles outlined in the above-mentioned bill. You are aware of the serious condition existing regarding Alaska's fisheries resources. The continuation of Alaska's fisheries resources is not only of vital importance to Alaska but to the balance of the Nation. Please present statement on our behalf." Signed "A. W. (Bud) Boddy, executive director, Alaska Sportsmen's Council."

Mr. Chairman, it is our opinion that Mr. Boddy in his rather short telegram has stated very clearly and very positively the apprehension of his organization as to the future of the fisheries resources in Alaska and in other coastal States of the Nation. Therefore, any investigation, research program, rehabilitation or development projects can only serve the best interest of the people of this Nation so that the continuation of the supply of food fishes and fish for recreation will be maintained. It should also be recognized that there is a real concern and need for factual research which will implement rehabilitation and development projects in all of the Great Lakes and other major areas where commercial fishing is of importance to the well-being and economy of the area.

Therefore, Mr. Chairman, on behalf of the Alaska Sportsmen's Council, we of the National Wildlife Federation urge favorable consideration of S. 1230 and we thank you for this opportunity to present the views set forth.

BELLINGHAM, WASH., June 14, 1961.

Senator E. L. BARTLETT,
Senate Office Building, Washington, D.C.:

We hope S. 1230, amending Saltonstall-Kennedy Act, receives full support at tomorrow's hearing. We endorse this bill which should provide valuable assistance to our badly needed fisheries research and improvement program.

STANLEY G. TARRANT,
President, Pacific American Fisheries.

BELLINGHAM, WASH., June 14, 1961

Senator HENRY M. JACKSON,
Senate Office Building, Washington, D.C.:

We endorse S. 1230 amending Saltonstall-Kennedy Act and hopeful tomorrow's hearing develops additional support for this proposed aid, to our badly needed fisheries research and rehabilitation program.

STANLEY G. TARRANT,
President, Pacific American Fisheries

PACIFIC AMERICAN FISHERIES, INC.,
Bellingham, Wash., June 23, 1961

Hon. HENRY M. JACKSON,
Senate Office Building, Washington, D.C.

DEAR SENATOR JACKSON: Thank you for your June 16 letter and invitation to comment on the Interior Department report on S. 1230, the bill amending the Saltonstall-Kennedy Act so as to establish an additional fund for fishery research and rehabilitation projects. I have been out of town on a short business trip so some delay has attended my reply to your letter.

As I understand it, S. 1230 would create additional research funds by taking 30 percent of the fishery products duties (presently remaining with the Department of Agriculture) and transferring them to the Secretary of the Interior for distribution to the States for fisheries research and development work. I further understand S. 1230 intends that the allocation of such funds to the States would be by a formula based upon the average value of the raw fish landings within each State, plus the average manufacturers' values of processed fishery products within each State for the three most recent consecutive years satisfactory statistics are available.

I am not an expert in these matters, Senator, but subject to setting up the usual mechanical details of computing the allocations of the tax moneys and making the appropriate distribution. I feel the intent of S. 1230 as originally spelled out by its sponsors fits the situation pretty well and should not be changed too much.

I think S. 1230, as written, would insure some speedy remedial action and in those areas of the U.S. fisheries that seem to be most in need of funds for a crash program. The new State of Alaska is an example of this. Until 1960, the Federal Government was responsible for Alaska's fisheries, in 1960 Alaska assumed the responsibility. It seems to me that Alaska might even be considered for a special direct grant of a portion of such increased funds during

this transition period. S. 1230 as written would give Alaska some substantial and badly needed funds for this work. The Interior recommendation to establish a maximum and minimum allocation would probably cut Alaska's share considerably. I think Senator Gruening and the other sponsors exercised wisdom in suggesting a formula based upon the volume of activity relating to the fisheries as a basis for allocation. It may not be perfect but it appears to be practical.

I am sure many of the suggestions and recommendations the committee has received and will receive in connection with S. 1230 possess considerable merit. Personally, I do not think the bill should be changed too much if it is to serve the need for which it was drafted. I think we all agree that our U.S. fisheries are badly in need of funds for research and development work to rehabilitate, preserve, and improve our fishery resources. I also think we all agree that there is little time to spare if we are to be successful in our efforts.

Sincerely yours

S. G. TARRANT.

RESOLUTION No. 9 (AMENDMENT TO SALTONSTALL-KENNEDY ACT)

Whereas S. 1230 to amend the Saltonstall-Kennedy Act, for the purpose of providing funds to the States for commercial fisheries research, rehabilitation and development has been introduced in the United States Senate; and

Whereas the conservation, development, and utilization of the commercial fisheries stocks is a critical problem because of the increasing demands placed on the fisheries resources to meet the needs of our rapidly expanding population, and to avoid undue encroachment on our resources by foreign powers; and

Whereas the States are financing work on the stocks of commercial fish to the best of their ability; and

Whereas passage of S. 1230 would have the same effect on commercial fisheries research, rehabilitation, and development as the proven and eminently successful programs of Federal-State participation in our recreational game and sport fish resources based on the Pittman-Robertson and Dingell-Johnson Acts; Now, therefore, be it

Resolved, That the Western Association of State Game and Fish Commissioners does hereby urge the Congress of the United States to press for early enactment of S. 1230 to provide Federal-State participation in commercial fisheries research, rehabilitation, and development.

Adopted by the Western Association of State Game and Fish Commissioners Forty-first Annual Conference, Santa Fe, N. Mex., June 15, 1961, Geo. C. Starlund, Olympia, Wash.

PROPOSED RESOLUTION

Whereas S. 1230 to amend the Saltonstall-Kennedy Act, for the purpose of providing funds to the States for commercial fisheries research, rehabilitation, and development has been introduced in the U.S. Senate; and

Whereas the conservation, development, and utilization of the commercial fisheries stocks is a critical problem because of the increasing demands placed on the fisheries resources to meet the needs of our rapidly expanding population, and to avoid undue encroachment on our resources by foreign powers; and

Whereas the States are financing work on the stocks of commercial fish to the best of their ability; and

Whereas passage of S. 1230 would have the same effect on commercial fisheries research, rehabilitation, and development as the proven and eminently successful programs of Federal-State participation in our recreational game and sport fish resources based on the Pittman-Robertson and Dingell-Johnson Acts: Now, therefore, be it

Resolved, That the Western Association of State Game and Fish Commissioners does hereby urge the Congress of the United States to press for early enactment of S. 1230 to provide Federal-State participation in commercial fisheries research, rehabilitation, and development; and be it further

Resolved, That copies of this resolution shall be provided to all Members of the U.S. Senate and the U.S. House of Representatives:

CALIFORNIA FISH CANNERS ASSOCIATION, INC.,
Terminal Island, Calif., June 29, 1961.

Senator WARREN G. MAGNUSON,
Chairman, Senate Committee on Commerce,
New Senate Office Building,
Washington, D.C.

DEAR SENATOR MAGNUSON: Pursuant to the permission granted by Acting Chairman Bartlett to Mr. E. L. Morris when he appeared on June 15 before the Fisheries Subcommittee of the Senate Committee on Commerce at the time of the hearing on S. 1230, a bill to amend the Saltonstall-Kennedy Act so as to establish an additional fund for fishery research programs and fishery rehabilitation, this association submits the attached statement for inclusion in the record.

We favor the enactment of S. 1230 but suggest some minor amendments for the consideration of the subcommittee.

Respectfully submitted.

CHAS. R. CARRY, *Executive Director*.

STATEMENT OF CALIFORNIA FISH CANNERS ASSOCIATION, INC.,
TERMINAL ISLAND, CALIF.

The California Fish Cannery Association is a nonprofit trade association having its office at the Ferry Building, Terminal Island, Calif. The members of this association produce approximately 85 percent of the tuna canned in the United States, including Puerto Rico, the Virgin Islands, and Samoa, more than 50 percent of all canned California sardines, squid, anchovies, and mackerel, important quantities of fish meal and oil, as well as pharmaceutical and industrial products derived from fish.

Because of these far-ranging and commercially valuable operations, we have considerable interest in all efforts to expand and improve fishery research and development programs.

We heartily favor the principles and the guidelines proposed in S. 1230 introduced by Senator E. K. Gruening for himself and 23 other Senators. We would hope to see this bill enacted.

We have had an opportunity to review the recommendations of the Department of Interior concerning the bill as enunciated in Assistant Secretary Carver's letter to Senator Magnuson dated June 14. We are not at all in agreement with most of the views expressed in the letter, although in some cases those views with some modification would be acceptable.

Our thoughts on this proposed legislation as expressed below take cognizance of Interior's proposals and the Bureau of the Budget's views as reported by Assistant Secretary Carver. They also take cognizance of the legislative history of the Saltonstall-Kennedy Act, the programs activated under that act and the results thereof, as well as the research and development needs of the fishery industries of the Nation as they are known to us and of our success in the past of satisfying those needs.

We disagree strongly with the position taken by the Bureau of the Budget as reported in Assistant Secretary Carver's letter. Mr. Carver states " * * * the Bureau of the Budget would not favor the enactment of this bill because * * * the permanent appropriation of such funds will deprive the Appropriations Committees of Congress of the opportunity to regularly review the effectiveness of the grant program."

"The Bureau of the Budget suggests that if there is a need for a grant program to the States for fisheries research, the congressional author [sic] for any such program should require annual appropriation requests to be submitted through ordinary budgetary and congressional procedures."

This is the stereotyped position of the Bureau of the Budget on any unusual requests for additional funds for fishery research. The Bureau of the Budget, over the years, has shown a singular lack of interest and lack of imagination in considering requests for appropriations for fishery research. That Bureau evidently fails to realize that one of the principal sources of new wealth of

the country is the wealth obtained from the harvest of the renewable resources of the sea.

The Bureau has consistently prevented the several departments and agencies of the Government from requesting appropriations adequate to the importance and magnitude of the work to be done. It was because of this attitude on the part of the Bureau of the Budget that the Saltonstall-Kennedy Act was originally passed in 1954. It was because of this same lack of interest and imagination that the Congress enacted the Fish and Wildlife Act of 1956, reorganizing drastically the fishery functions and organization of the Federal Government. It is because of this same lack of imagination and interest that your committee has recently approved S. 901 dealing with oceanographic research, of which fishery oceanography is an integral part. It is the reason that the present bill has been introduced.

The proposal in S.1230 of grants to the States is a natural extension of the philosophy of the original Saltonstall-Kennedy Act. While that act made available for research in various fields a moderate sum of money, some of which in the past has been allocated to State fishery agencies, these allocations have been of such a nature that the State fishery agencies could not embark on programs of the necessary magnitude and duration remotely to approach the solution to the many problems facing the fishery industries of the several States.

The State of California has many and varied problems affecting its fisheries. Substantial work is being done presently by our department of fish and game. The State is presently spending at the rate of \$1.4 million annually on fishery research. In addition, the fish-canning industry of the State has, through legislative action, placed a voluntary tax on itself to provide further research funds. The Federal Government also is providing some research, looking to the solution of some of these problems. However, these State, industry, and Federal funds are underfinanced and insufficient. Some problems of pressing need are shelved through lack of funds. Enactment of S. 1230 would be of tremendous assistance in forwarding the needed research on and rehabilitation and development of the commercial fisheries of California.

We note that S. 1230 does not presently make provision for grant of funds to such areas as Puerto Rico, the Virgin Islands, and American Samoa. It would be our recommendation that the bill be amended to make permissive, in the discretion of the Secretary of Interior, grant of funds to such of these areas as do have, or are likely to develop, domestic commercial fisheries. If our recommendation in this regard should be incorporated in the legislation, Puerto Rico and the Virgin Islands would immediately be eligible for assistance but American Samoa would probably have to await the development of a local commercial fishery before it would be eligible for funds. All too often in the past, in all sorts of legislation, American Samoa has been the "forgotten man" of the nation.

While it is our feeling that the legislation as presently drafted would permit the States to make grants to educational and research institutions for fishery studies and for the training of scientific personnel, we would pose no objection to amending the bill to provide that such grants be made by the Secretary of Interior directly. We would recommend, however, that any fishery studies, undertaken by such educational and research institutions, and financed by such grants, should be subject to the approval of the Secretary of Interior in exactly the same way as the research, rehabilitation, and development programs of the several States are subject to the Secretary's approval. Secondly, we would suggest that if the grants are to be used to provide funds for "training of scientific personnel," the language should specifically provide for the granting of scholarships and other forms of assistance for students in fishery sciences. We believe further that the Interior proposal of setting aside a third of the moneys to be made available under the legislation for this purpose may be somewhat excessive, and an amount in the general area of 20 to 25 percent might be a little more realistic.

We cannot refrain at this point from recalling to the minds of the committee the fact that there already is legislation in existence—Public Law 1027, 84th Congress (70 Stat. 1126)—providing for the making of grants by the Secretary of Interior "* * * for such purpose as may be necessary to permit the education and training of professionally trained personnel (including scientists, technicians, and teachers) needed in the field of commercial fishing." Although this legislation has been in existence for 5 years, it is our impression that the Congress has never yet authorized an appropriation for this purpose. We feel strongly that such a program is sorely needed to assure an adequate supply

of trained fishery scientists. Your committee has recognized a similar need in its consideration of S. 901 and has made provision for such training programs according to our understanding.

We do not favor the suggestion of the Department of Interior that funds to be made available under the provisions of S. 1230 must be matched by the State. It is quite apparent that some States cannot possibly afford additional appropriations—they are presently appropriating all they can feasibly supply out of current revenue for the purpose of fishery research. A prime example of this situation is the State of Alaska. Witnesses have testified before your committee that Alaska cannot possibly appropriate funds additional to those now being expended in order to qualify for a grant from the Federal Government. The very purpose of the proposed legislation would be defeated by such a requirement.

We likewise are not in agreement with the position taken by the Department of Interior with respect to the establishment of a maximum apportionment to the States such as is done in the Dingell-Johnson Act. This would deprive the States where the need is the greatest of receipts of appropriations commensurate with their needs. Their further proposal about the establishment of a minimum apportionment would conversely require that funds be made available to States where there is no necessity for such a grant—States where there is such a minimal commercial operation that the apportionment authorized under the "minimum" theory would be in excess of the value of the commercial operation in the State. This would be ridiculous. It is an interesting fact also that because of the apportionment proposed in S. 1230, certain States having no commercial fishery at all, but in which fishery products taken from areas thousands of miles away are manufactured into finished products, would be eligible for apportionment. For example, the State of Nebraska, which has absolutely no commercial fishery and is located a considerable distance from any coastal boundary, would be entitled to one-half of 1 percent of the funds authorized, simply because in that State a chicken processing plant buys frozen tuna, probably from Japan, which it processes for frozen tuna pies. Because of this operation, the State of Nebraska would be eligible to receive a grant of \$1,000, but, under the Interior proposal, in excess of \$25,000 annually would be available to make studies concerning commercial fisheries when the nearest body of water in which commercial fisheries are prosecuted would be the Great Lakes. Conversely, the State of Alaska, or the State of California, for that matter, the two principal fisheries States of the Union, would, under the Department of Interior philosophy, be permitted no more than a maximum of \$250,000, a sum hardly sufficient to equip a small research vessel to engage in the necessary sea exploration or investigation.

We believe with the Department of Interior that the legislation should make some provision for funds for administration of the program. Since the legislation imposes certain responsibilities upon the Secretary of the Interior over and above the mere disbursement of the money, some administrative expense is essential. In our view, however, a sum not in excess of 3 or 4 percent should be adequate for this purpose.

We agree with Interior that funds apportioned to the States should remain available for a period beyond the end of the fiscal year in which the funds are supplied. We do not, however, agree that funds not used by a particular State, or allowed to remain unused for a period of more than a few years, should be available to the Department of Interior for any or all of its programs but rather should be added to the funds available to the Department under section 2 of the Saltonstall-Kennedy Act for use in accordance with the provisions of that act. Our suggestion in this regard is to prevent a diversion of funds which are ostensibly available for research in commercial fisheries to other programs of the Department dealing with wildlife or sportfishing activities.

To sum up our position, we believe S. 1230 is a good bill but that certain amendments along the lines suggested above may be in order. If, for any reason, such amendments are impractical, or not consistent with the views of your committee, we would then believe S. 1230 should be enacted as drafted.

Respectfully submitted.

CHARLES R. CARRY, *Executive Director.*

JUNE 29, 1961.

Senator BARTLETT. Are there any further witnesses?
(No response.)

Senator BARTLETT. The members of the subcommittee are delighted to learn that Mr. Thomas C. Rice, who was formerly a staff member of this committee, has now been appointed by Secretary Udall as special assistant to the Commissioner of Fish and Wildlife. Mr. Rice has had a long experience with the fishing industry and for many years was executive secretary of the Massachusetts Fisheries Association. We are glad that he has taken over this post and we wish him well in his occupancy of it. We know that the fishing industry will be all the better because he is there.

Mr. RICE. Thank you very much, Senator.

Senator BARTLETT. The Chair might say that he didn't know Mr. Rice was in the room, but is happy to note his presence here now.

Mr. RICE. There will be many times in the future, Mr. Chairman.

Senator BARTLETT. Fine.

The committee will stand in adjournment.

(The following communications and material were received for the record:)

STATE OF ALASKA,
DEPARTMENT OF FISH AND GAME,
Juneau, Alaska, June 22, 1961.

HON. E. L. BARTLETT,
U.S. Senator,
Washington, D.C.

DEAR SENATOR BARTLETT: At the June 15, 1961, Committee on Commerce hearing on S. 1230 a number of changes were suggested by the Department of Interior (Mr. Donald McKernan, Director, Bureau of Commercial Fisheries, U.S. Fish and Wildlife Service, Washington, D.C., testifying). You, as chairman, stated that the record would be left open for 10 days so that interested parties could comment on these suggested changes. After a study of the changes, as proposed by the Department of Interior, we have a number of comments we wish to offer for the committee's consideration.

These are in the order given in the brief presented by Mr. D. McKernan:

1. Two-thirds of the funds would be apportioned among the States and one-third to educational and research institutions for fisheries studies and for the training of scientific personnel.

This Department could not support such a change in the original bill. The stated purpose of S. 1230 is to establish an additional fund for fishery research programs and fisheries rehabilitation and development projects and for other purposes. Nothing is said about training scientists. Under terms of the present bill Alaska's share would be approximately \$484,000. To cut this by one-third would drastically affect the time in which Alaska's depleted fisheries could be brought back to their former high productivity. Other funds are presently available for training of fisheries biologists. For instance, the original Saltonstall-Kennedy Act provides that the Department of Interior may contract with educational institutions.

2. No more than 5 percent of the funds would be apportioned to any one State and no State involved in commercial fishing problems would receive less than one-half of 1 percent.

This proposal would further cut apportioned funds to States which badly need them for fisheries research and rehabilitation. Under the terms of proposals 1 and 2 of the Department of the Interior, Alaska's share would be reduced from \$484,000 to \$163,177. This sum represents about two-tenths of a percent of the value of the raw fish landings. Some States under the minimum apportionment would receive more than the value of the raw fish landed in the State. It would seem that the States with large and extensive fisheries are those that are in most urgent need of the funds. We would urge that no maximum limits be set but that, if they are, it be 10 percent.

3. The proposed legislation should require the matching by the State of Federal apportionments as in the Dingell-Johnson Act, except that it is proposed that this be on a 50-50 basis.

We are opposed to apportioning these funds on a matching basis. The intent of the bill is to provide the States funds for research and rehabilitation above

what they themselves can maintain. The majority of States are already extended financially to the maximum on commercial fisheries management. To provide matching moneys, the present appropriated funds would have to be used.

4. Puerto Rico, Guam, and the Virgin Islands should be included. We do not object to the inclusion of these territories.

5. Funds would remain available to the States for 2 years.

It would seem that the present bill under subsection (d) provides that funds will be available for 2 years. If our understanding of this subsection is incorrect we do favor such use. Use of funds over a 2-year period enhances the opportunity for major rehabilitation programs.

6. Provisions should be made for the disposition of funds that the States do not use. It is suggested that these revert to the Department of Interior for their programs. Also, not more than 8 percent of the available funds are to be used by the Secretary for administration, etc.

As pointed out in the Department of Interior's statement, the unused funds in the Dingell-Johnson Act revert to the Department of Interior for their use in carrying out programs. We would suggest that these unused funds under S. 1230 be made available to those States who would have additional programs on commercial fisheries approved by the Department of Interior. We agree that a portion of the available funds, not to exceed 8 percent should be made available to the Secretary of Interior for expenses of administration.

7. The terms and methods of payment of apportioned funds to the States should be clearly set forth.

We agree that these terms should be clearly written in the bill.

We appreciate the opportunity to comment on the above seven proposals and wish to take this opportunity to thank the chairman and members of the committee for this opportunity and the kind consideration given during the hearing.

Sincerely,

ALASKA DEPARTMENT OF FISH AND GAME,
E. S. MARVICH, *Acting Deputy Commissioner.*

By: WALTER KIRKNESS,
Director, Division of Commercial Fisheries.

U.S. SENATE,
COMMITTEE ON APPROPRIATIONS, *June 30, 1961.*

Re S. 1230, 87th Congress.

Hon. WARREN G. MAGNUSON,
Chairman, Committee on Commerce, U.S. Senate, Washington, D. C.

Hon. ERNEST GRUENING,
U. S. Senate, Washington, D.C.

MY DEAR SENATORS: I recently sent a copy of the Interior Department on the above bill to the Honorable Ernest Mitts, director of the Florida State Board of Conservation.

I have now received his reaction to that report, as shown by copy of his letter enclosed. I am relaying his comments to you with the hope that they will be helpful in the consideration of this bill.

With kind regards, I remain,

Yours faithfully,

SPESSARD L. HOLLAND.

FLORIDA STATE BOARD OF CONSERVATION,
Tallahassee, Fla., June 27, 1961.

Hon. SPESSARD L. HOLLAND,
*Senator, Senate Office Building,
Washington, D.C.*

DEAR SENATOR HOLLAND: Thank you so much for sending along a copy of a letter written by John A. Carver, Jr., Assistant Secretary of the Interior, addressed to Senator Magnuson, and dated June 14, 1961.

We list below the items by number as discussed by Mr. Carver and indicate our feeling on each: 1, 2, 3, 7, we do not agree; 4, 5, 6, we agree.

Actually, as S. 1230 now stands, it is a good bill. The items listed above as being agreeable to us would enhance the legislation but are not deemed by us to be critical. Those items with which we do not agree would, we feel, damage the present bill.

Thank you again for contacting us on this matter.

Respectfully,

ERNEST MITTS, *Director.*

COMMONWEALTH OF PENNSYLVANIA,
PENNSYLVANIA FISH COMMISSION,
Harrisburg, July 6, 1961.

HON. WARREN G. MAGNUSON,
*Senate Office Building,
Washington, D.C.*

DEAR SENATOR MAGNUSON: I wish to urge the support of your committee for S. 1230 introduced by the Honorable Ernest Gruening, of Alaska. This would provide additional revenues from import duties of fish and fishery products to support State and Federal efforts to rehabilitate American fisheries.

In my long association with this problem I have always felt that the Federal appropriations to support their domestic fisheries should be vastly increased and this provision of earmarking additional import duties is most worthwhile.

Your support for this measure will be greatly appreciated.

Sincerely,

ALBERT M. DAY, *Executive Director.*

ASTORIA, OREG., *June 14, 1961.*

HON. WARREN G. MAGNUSON,
*U.S. Senator, Chairman, Interstate and Foreign Commerce Committee, Wash-
ington, D.C.:*

The members of this association strongly support S. 1230. Our fishery resources can only be preserved by good management. Such management must operate on a foundation of adequate research. There is a great and immediate need for research programs which the funds in this bill would provide would assist in implementing.

COLUMBIA RIVER SALMON & TUNA PACKERS ASSOCIATION,
JAMES H. CELLERS, *Executive Secretary.*

BELLINGHAM WASH., *June 14, 1961.*

Senator WARREN G. MAGNUSON,
*Chairman, Senate Interstate and Foreign Commerce Commission, Washing-
ton, D.C.:*

We endorse S. 1230 amending Saltonstall-Kennedy Act and hopeful tomorrow's hearing develops additional favorable public support. Funds so created would be most helpful in providing badly needed fisheries research and improvement work.

S. G. TARRANT,
President, Pacific American Fisheries.

SEATTLE, WASH., *June 14, 1961,*

Senator WARREN G. MAGNUSON,
Senate Office Building, Washington, D.C.:

We strongly support S. 1230. There is need for considerable work to be done to maintain a healthy fishery. S. 1230 provides a sensible and just method to obtain necessary funds. We sincerely ask favorable action.

GEORGE JOHANSEN,
Secretary-Treasurer, Alaska Fishermen's Union.

KETCHIKAN, ALASKA, *June 9, 1961*

COMMITTEE ON INTERSTATE AND FOREIGN COMMERCE,
U. S. Senate, Washington, D.C. :

I would urge as strongly as possible your favorable consideration of S. 1230. It is only simple justice that a portion of the import duties be made available to the States where foreign imports of fish and shellfish have created grave problems for our own fishermen and fishing industry.

Every coastal State faces problems in rebuilding depleted fisheries, in expanding markets and in finding new methods of processing and marketing fish and fishery products, and to enable them to compete with imported products.

The salmon fisheries of Alaska are at an alltime low. The relatively new king crab fishery faces the threat of imports from both Japan and Russia. Our bottom fishery has not been touched, due in large part to the importation of fish from foreign countries.

Passage of S. 1230 would be of immeasurable benefit in meeting the problems brought about by the importation of fish and shellfish from foreign countries.

Sincerely,

W. O. SMITH

U.S. SENATE,
 COMMITTEE ON LABOR AND PUBLIC WELFARE,
July 7, 1961.

HON. WARREN MAGNUSON,
*Chairman, Senate Commerce Committee,
 U.S. Senate, Washington, D.C.*

DEAR MR. CHAIRMAN: Your committee is currently considering S. 1230, a bill introduced by Senator Gruening to amend the Saltonstall-Kennedy Act so as to establish an additional fund for fishery research programs and fisheries rehabilitation and development projects, and for other purposes. As a sponsor of the original act in question and a former mayor and fishery industrialist in the great port of Gloucester, Mass., respectively, we are intimately acquainted and deeply concerned with the problems which the proposed legislation seeks to meet. We request that this comment on S. 1230 be included in the record of the hearings on the bill.

We strongly commend Senator Gruening and the cosponsors of S. 1230 for its basic objectives. More aid is needed to help America's commercial fisheries, and the States can play a stronger and in some cases uniquely effective role in strengthening various segments of the industry if they are given the opportunity. Although S. 1230 would provide increased aid to be transferred to those States where our domestic fishing industry is active for research, rehabilitation and development projects, we have major reservations concerning the method involved, both in financing and administration.

Since the beginning of the present Congress, we have closely studied the current status of the Saltonstall-Kennedy program itself, the ramifications of several bills affecting it which were filed in the last Congress, and several alternative courses of legislative action which might be feasible in meeting current needs. We have met with representatives of the American fishing industry, with officials of the Interior Department and the Budget Bureau, and we were able to reach certain conclusions, however tentative and incomplete.

With regard to administrative technique, we believe that funds under any revised program should be apportioned in such a way as to guarantee the productive participation of State agencies, private research organizations, and educational institutions. This could be done with the aid of the two-thirds to States, one-third in institutional grants technique as recommended by the Interior Department in its report of June 14, or according to the one-third-to-the-States formula embodied in H.R. 12141, filed by Representative Coffin in the last Congress. We are particularly enthusiastic that amending legislation require that the States match Federal funds reserved for them on a 50-50 basis.

In our opinion the principal obstacle to sound amending legislation, however, lies in the problem of financing. Our objection to the financing method of S. 1230 is responsible for our decision not to accept the generosity of this bill's sponsors in inviting us to join in its support. We believe that the provisions of S. 1230 are deficient in two principal respects in this regard.

First, the new money made available under the bill depends solely on the amount of customs receipts on fishery products. This, as the Interior Depart-

ment report points out, bears no logical relationship to fishery research and development needs though this method of finance was necessary in 1954 when no other funds were available for fisheries research. Second, the bill would require the Department of Agriculture to turn over money it gets from the Agriculture Adjustment Act of 1935 which bears no logical relationship to the amount of earmarked funds it actually receives under the act. The Saltonstall-Kennedy law already requires Agriculture to make available to Interior all of the money it gets from fishery customs receipts under section 32 of the 1935 act, that is 30 percent. S. 1230 would require the Secretary of Agriculture to earmark for the Interior Department total funds equal to 60 percent of these receipts, or twice as much as it now receives from the Treasury Department in the first place. This arrangement, in our opinion, is illogical and unsound and would, in the long run, fail to serve the best interests of the Federal Government's fisheries improvement program.

When the Saltonstall-Kennedy Act was signed into law on July 1, 1954 (Public Law 466, 83d Cong.), there was virtually no Federal money or programs available providing basic help for our domestic fisheries. The Bureau of Commercial Fisheries itself was not established until the Fish and Wildlife Act of 1956. Now this Bureau is responsible for carrying out a wide variety of programs calculated to assist the domestic fishing industry. The Bureau has developed a strong record, and submits annual appropriations requests to Congress through the normal budgetary procedure. Since the mandate of the original Saltonstall-Kennedy Act was necessarily broad and flexible, confusion has subsequently developed as to the difference between the uses of "special" funds of the Saltonstall-Kennedy program and "regular" operating expenses of the Bureau. There is not a sufficiently clear distinction between them, and this has created difficulties in the basic budgetary system and a certain amount of frustration within the Bureau. It is estimated that the Bureau of Commercial Fisheries is currently using from \$3 to \$4 million annually from the Saltonstall-Kennedy funds to finance its regular continuing operations. Any truly effective, long-range program of Federal aid for America's fishing industry should endeavor to straighten out this discordant relationship, should establish clear definitions for the coordinated utilization of appropriated and earmarked funds.

We are grateful for the efforts that Senator Gruening and your committee are devoting to this whole problem, and we look forward to working closely with you toward a solution, hopefully one which would meet some of the basic, essential problems which we have reviewed. Perhaps an informal group representing the advisory committee of the American Fisheries Industry, the Budget, Interior, Agriculture and Treasury Departments, the Senate and House committees, and the sponsors of pertinent bills could work jointly on the project.

Thank you very much for your kind attention. With every best wish.

Sincerely yours,

LEVERETT SALTONSTALL,
U.S. Senator.
BENJAMIN A. SMITH,
U.S. Senator.

EXCERPTS FROM "COMMERCIAL FISHERIES REVIEW,"
SUBMITTED BY SENATOR E. L. BARTLETT

U.S.S.R.

FISHING INDUSTRY EXPANDING

In 1960, a total Russian fishery catch of over 3 million metric tons (6.6 billion pounds) was reported from operations in waters stretching from Kamchatka to Newfoundland and from Greenland to Takoradi. It seems probable that the 7-year-plan goal of 4,626, 000 tons in 1965 will be reached, according to a report in *Fishets Gang*. (Jan. 26, 1961), a Norwegian fishery periodical.

The constant increase in the Russian catches is due to centralized planning and leadership, the use of large fleets, stern trawlers, and large conventional ocean trawlers combined with individual exploratory fishing vessels, and the exploitation of new fishing grounds. For example, stern trawlers now sail from Kherson on the Black Sea and Kalingrad on the Baltic Sea to the west African coast for sardines.

Fleet expansion and modernization have moved ahead rapidly. Numerous 230-foot stern trawlers have been built in Poland, Russia, and East Germany. Sixty of these are slated for tropical fishing for tuna and sardines, and will be delivered by East Germany in the period from 1961 to 1965. Conventional 540-horsepower, 140-foot fishing trawlers will be repowered with 600 to 800 horsepower engines to increase their speed and all trawlers will be equipped with refrigerated holds. At the same time the coal-fired trawlers will be converted to oil to increase the operating range, and old coastal trawlers will be scrapped and replaced by a smaller number of vessels equipped with Danish seines. Crews from the coastal vessels will be transferred to the North Atlantic Ocean trawlers.

The present methods are being changed gradually, and the tendency is toward complete processing aboard the vessel. Processing and cargo space has been increased in the large trawlers, and their capacity for processing products now is double that of a normal or average trip. The first full load on a trip is delivered to a transport vessel while the second is carried directly home.

The older cargo-freezing vessels which were converted to motherships have been found to be ineffective, unsatisfactory, and to have too little refrigerating capacity. Seven of these are being completely reequipped and mechanized, but one new vessel, *Severdovinsk*, has been built.

The herring fisheries are becoming more and more important. Before long all of the conventional 140-foot vessels will fish herring exclusively, using gill nets and midwater trawls. The herring will be frozen and delivered directly to the home ports. The midwater trawl appears to have been perfected for the stern trawlers, and new material, such as plastics, make it possible for the stern trawlers to fish to a depth of 500 fathoms. A new trawl, designed for rough bottom, is under development and, likewise, steerable otter boards. New hydro-acoustic equipment is being installed in all ocean-fishing craft.

Russian consumers have become more particular, and in the attempts to satisfy them, the fishery ministry has discovered that it is more profitable to deliver good-quality and well-prepared fishery products in an appealing form. One result is that the volume of fish fillets in the stores in 1960 was five times that in 1958.

In order to meet the increased supply and increased demand, the processing plants in Murmansk have been greatly expanded and a number of refrigerated railroad cars have been placed at their disposal for the distribution of fish over the whole of European Russia.

In all, the Russian fishing industry presents a healthy picture.

FLOATING DRYDOCK FOR FISHING VESSELS EN ROUTE TO PACIFIC COAST

A report from Halsinborg, Sweden, states that on February 19, 1961, a large Soviet tugboat passed through Oresund towing a giant floating dock. The dock, it is said, was built in Lithuania. It is being towed to the Soviet Pacific Ocean coast via the North Sea, English Channel, around Africa and through the Indian Ocean. The journey, it is estimated, will take about 3½ months. The floating dock, according to reports, will be stationed in Port Pripiski where it will serve as a repair shop for Soviet fishing boats and trawlers. (U.S. consulate in Goteborg, February 20, 1961).

NEW HERRING FACTORYSHIP FOR FAR EAST

The newly constructed vessel, *Sovjetskij Sakhalin*, has arrived at Nevelsk in South Sakhalin, U.S.S.R., according to the Russian periodical *Vodny J. Transport* for February 7, 1961 (as reported in Feb. 23 *Fiskets Gang*, a Norwegian fishery periodical). The vessel was built in a Polish shipyard for the U.S.S.R. as a mothership and factoryship for the herring fleet in the Far East. The vessel displaces 17,000 tons.

PACIFIC SALMON PROBLEMS SUBJECT OF CONFERENCE

It was reported from Petropavlovsk-Kamchatskiy, U.S.S.R., that Soviet scientists and fish industry specialists late in 1960 participated in a conference on problems of the salmon economy of the Far East. The conference discussed results of many years' research on the condition of fish reserves, improvement of artificial reproduction, and improvement of conservation and regulation of salmon fisheries in the northwestern part of the Pacific Ocean. The reports

and speeches noted that in recent times, despite the measures adopted by Soviet organizations for improvement of reproduction of Far Eastern salmon, in an overwhelming majority of fishing regions of the Far East a rapid fall in the commercial catch has been observed. This is accompanied not only by destructively subnormal replenishment of basic species, but also a destructively low level of fish reproduction.

To prevent a further drop in salmon reserves, industry workers took steps to reduce the intensity of fishing, closed several fish combines, canning plants, and considerably reduced the size of the fishing equipment.

But all these steps have not given and will not give the proper results, since the basic reason for the sharp reduction in Far Eastern salmon is the extraordinarily intensive, irrational fishing conducted by the Japanese fishing industry in the northwestern part of the Pacific Ocean, and primarily in the southern region of the sea breeding grounds. Several at the conference spoke on this subject in particular.

The conference noted the positive role of the Soviet-Japanese Fishing Convention, which has somewhat adjusted the salmon catch in the open sea. But at the same time, it was deemed necessary to take further active steps to regulate fishing conducted by the Japanese fishing industry, in order to prevent possible destruction of the fishing value of Far Eastern salmon.

Decisions and recommendations were made on further development of scientific research, improvement of fishing regulations, and strengthening of artificial reproduction of salmon. The reserves of Far Eastern salmon, a national resource of the Soviet Union, must not only be restored, but increased, according to the conference (U.S. Embassy, Sapporo, Japan, March 8, 1961).

SUPERTRAWLER LAUNCHED IN GERMANY

The largest and most revolutionary trawler ever built for the British fishing fleet was launched on January 14, 1961, in Bremerhaven, Germany. Named the *Lord Nelson*, the trawler cost £400,000 (U.S. \$1,122,000). Besides being Britain's largest and first distant-water, freezing stern-trawler (as distinguished from the *Fairtry*-type factory-trawlers which also fish from the stern).

Specifications are as follows; tonnage, 1,200; overall length, 238 feet 10 inch (30 feet longer than the largest existing conventional British trawler); breadth, 36 feet; depth (from second deck), 15 feet 9 inch, and draught, 14 feet 4 inch. Her variable-pitch propeller is stainless steel and controlled from the bridge. Fittings and auxiliary equipment will be supplied by the British, such as radio, radar, radio-telephone, and fish-finding aids. The all-welded vessel has baths, showers, cabins, and a modern sick bay. It is expected to join the fleet out of Hull, England, by May 1961, and will stay out longer than the present 21 days for distant-water vessels. Her turbo-charged six-cylinder engine develops 2,000 horsepower at 250 revolutions per minute, developing a speed of 15 knots. The *Lord Nelson* has two main generators of 105 kilowatts each, one driving the winch and the other for main power supply. These generators are directly driven by the shaft—a first for this type vessel. If the main engine breaks down, the generators can be coupled to haul in the gear and drive the ship at reduced speed. A 40-kilowatt generator in the engineroom can be used for emergency or in-port lighting.

The vessel's trawl net is hauled up a ramp cut into the stern—the fish then slide below decks through a hydraulically operated hatchway. Below, on the main fish deck (which is under cover), the fish are cleaned, then placed on a conveyor belt which takes them through a washer and into a compartment where they are prepared for freezing. This compartment contains 16 freezing units. Trays of frozen fish are later transferred to an 11,620-cubic-foot refrigerated hold. An elevator brings the fish to the upper deck level for unloading.

Only part of the catch will be frozen at sea since fish caught near the end of the trip can be stored in an iced fish hold with a capacity of 280,000 pounds. The vessel's instruments will be contained in a console on the bridge—dual controls will enable the skipper to shoot or haul in the trawl net while handling engineroom controls.

High quality is the goal of the owner—"fish frozen immediately as it is taken from the water." (The Fishing News, Jan. 20, 1961).¹

¹ Values converted at the rate of 1 British pound equals US\$2.805.

JAPAN

CONSTRUCTION OF TUNA VESSELS CONTINUE INCREASE

Japanese construction of pelagic tuna vessels continues to increase and every shipyard has more orders than they can handle. The two shipyards in Shimizu, Shizuoka Prefecture, are building more than half of the tuna vessels being constructed in Japan.

In 1960 one of the shipyards in Shimizu constructed 28 vessels (9,740 tons), of which 26 were tuna vessels. The second shipyard built 39 vessels (12,450 tons), of which 26 (9,190 tons) were tuna vessels. The construction of tuna vessels by the 2 shipyards in 1960 was 60 percent greater than the 33 vessels (11,400 tons) built in 1959. These tuna vessels are of the 300-ton class, and the vessel owners are located in Shizuoka Prefecture, including Yaizu and Omaezaki, also in Ibaragi and Kanagawa Prefecture.

The construction of tuna vessels after World War II became active in 1947 and 1948 to replace those that became useless or were sunk during the war. It was called the first construction boom of tuna vessels. The second boom occurred in 1952 and 1953 when the MacArthur Line was abolished and building of larger fishing vessels became possible under a new law; and 10,000 tons to 18,000 tons of tuna vessels were built in Japan.

The third boom arrived in 1956 with the development of the fishing grounds in the Indian Ocean in 1955, and larger vessels became the rule. The average vessel tonnage rose from 370 tons in 1953 to 500 tons in 1956 when 18,000 tons were built.

The present boom began in 1959, reflecting the favorable conditions of the industry in general and coincided with the replacement of vessels constructed after the war. In that year in Japan, a total of 76 tuna vessels (25,000 tons) were launched. The development of fishing grounds in the Atlantic and a decline in salmon fishing and Antarctic whaling encouraged the tuna vessel boom and the increase in the prices of fishing-vessel rights accelerated it.

Three years have elapsed since the beginning of the last tuna-vessel building boom, and signs indicate that it will continue unless there is a business setback.

So far orders for more than 60 vessels have been received at both Shimizu shipyards this year, and conditions are such that no space is available for setting up another keel before the end of the year. How to handle orders that are expected for the balance of this year is said to be a problem for those in charge of construction work at the shipyards (Fisheries Economic News, Mar. 4, 1961).

INDIAN OCEAN BLUEFIN TUNA FISHING POOR

Concern is being expressed over the unexpected poor fishing by Japanese tuna vessels for Indian bluefin tuna in the Indian Ocean and in the waters off the Java coast and to the west of Australia. This fishery for Indian bluefin tuna, which is highly prized on the Japanese market as "sashimi" (raw fish cut in thin slices and flavored with soy sauce), normally starts in October and extends to April of the following year.

According to reports, poor fishing during the early part of the current season has compelled many vessels to remain on the fishing grounds for longer periods, as long as 20 days, thereby compelling them to miss the profitable New Year's trade. Catches in late November to mid-December are said to have averaged less than 3 metric tons a day, or about half of what they were a year ago.

Fishing picked up in late December, with catches averaging about 6 metric tons a day per vessel; catches then dropped to about 3 metric tons a day in early January, increased to 10 metric tons in mid-January, and dropped drastically in late January. Fishermen believe that this 10-day cyclical change in fishing conditions may be associated with the moon phase. They claim that catches fell drastically on moonlit periods.

Due to the difficulty in finding good fishing grounds and fluctuating catches, some of the larger long-line vessels engaged in this fishery switched to the big-eyed tuna fishery east of 100° E. longitude, where catches of 10 metric tons a day of big-eyed tuna were reported.

However, exploratory fishing conducted by the Shizuoka prefectural research vessel *Daifuji Maru* in the area south of 35° S. latitude indicates that catches may fluctuate periodically but bluefin should be available over a wide area until April (Nippon Suisan Shimbu, Feb. 13, 1961).

NORTHBOUND TUNA FISHING ENTERPRISE TO EXPAND

The Japanese fishery firm engaged in a North Borneo-Japanese tuna-fishing enterprise is said to have decided to expand the operations established in cooperation with the British North Borneo Government in May 1960.

The Japanese-North Borneo enterprise was established with 100-percent investment by the Japanese firm at a base on a small island, using the *Ginyo Maru*, freezer-factory-ship of the 4,000-ton class, and six skipjack hook-and-line boats of the 35-ton class. The catch is processed into dried skipjack sticks and exported to Ceylon.

TABLE 1.—Japan's exports of principal fishery products, by country of destination, 1960

Product and country of destination	Quantity	Value	
		Thousand yen	Thousand U.S. dollars
Fish and fish products, crustaceans and mollusks, not in airtight containers:	<i>Metric tons</i>		
United States.....	79,087	10,387,483	28,838
Ryukyu Islands.....	6,842	616,625	1,712
Hong Kong.....	2,210	856,196	2,377
Formosa.....	684	120,915	336
Malaya.....	323	45,770	127
Singapore.....	1,274	206,774	574
Burma.....	2,101	121,819	338
United Kingdom.....	2,262	884,158	2,455
Italy.....	19,393	1,544,216	4,287
Canada.....	1,832	317,422	881
Puerto Rico.....	6,301	706,211	1,961
Hawaii.....	2,745	546,855	1,518
American Samoa.....	11,685	1,132,560	3,144
Others.....	38,888	3,552,184	9,862
Total.....	175,627	21,039,188	58,410
Fish and fish products, crustaceans and mollusks, in airtight containers:			
United States.....	29,329	10,392,174	28,851
Ryukyu Islands.....	4,077	476,706	1,323
Hong Kong.....	1,127	140,648	390
Malaya.....	1,811	188,483	523
Singapore.....	2,220	254,874	708
Philippines.....	14,012	1,873,038	5,200
Indonesia.....	541	63,668	177
Burma.....	2,381	211,768	588
Ceylon.....	3,407	365,683	1,015
Saudi Arabia.....	333	81,669	227
Sweden.....	350	195,320	542
United Kingdom.....	24,421	16,572,166	46,008
Ireland.....	491	206,001	572
Netherlands.....	2,167	707,525	1,964
Belgium-Luxembourg.....	4,942	1,463,577	4,063
West Germany.....	6,892	1,578,614	4,383
Switzerland.....	1,361	362,837	1,007
Italy.....	363	115,194	320
Canada.....	3,040	859,011	2,385
U. A. R. (Egypt region).....	4,250	592,002	1,644
Ghana.....	2,995	450,837	1,252
South Africa.....	326	134,515	373
Australia.....	3,758	1,567,124	4,351
Hawaii.....	385	184,329	512
Others.....	15,195	2,802,708	7,781
Total.....	131,074	41,840,471	116,159

EXPORTS OF FISHERY PRODUCTS, 1960

In 1960, Japan exported a total of 175,627 metric tons of fishery products other than canned, valued at US\$58.4 million. The United States, the greatest single customer for those products, bought 45 percent of the total, or 79,087 tons valued at US\$28.8 million. In addition, Japan exported 131,074 metric tons of canned fishery products, valued at US\$116.2 million. The United States again was the most important single buyer and bought 22 percent of the total, followed closely by the United Kingdom with 17 percent (see table 1).

In 1960, Japan also exported 234 million pounds of marine oils valued at US\$23.7 million. The leading buyers were the Netherlands, West Germany, United Kingdom, Belgium, Sweden, in order of importance. The United States was not as important a buyer as the countries mentioned (table 2).

TABLE 2.—*Japan's exports of marine oils, by country of destination, 1960*

Product and country of destination	Quantity	Value	
		Thousand yen	Thousand U.S. dollars
Oil from fish and marine animals:	<i>Thousand pounds</i>		
United States.....	3,508	764,759	2,123
Lebanon.....	60	4,228	95
Norway.....	1,016	88,618	246
Sweden.....	11,291	367,807	1,021
United Kingdom.....	52,279	1,715,017	4,761
Netherlands.....	72,122	2,276,339	6,320
Belgium.....	33,702	1,050,095	2,915
France.....	471	269,108	747
West Germany.....	52,786	1,604,347	4,454
Canada.....	59	29,396	82
Others.....	6,743	319,581	888
Total.....	234,037	8,519,295	23,652

Japan's total shipments of fish and shellfish other than canned in 1960 were 31.1 percent below those for 1959. On the other hand, total exports for the same period were down only 10.4 percent.

Japan's total shipments of fish and shellfish other than canned in 1960 were up 8.4 percent as compared with 1959, but exports to the United States dropped 4.7 percent (table 3). On the other hand, exports to countries other than the United States were up 22.2 percent.

TABLE 3.—*Japan's exports of principal fishery products, 1959-60*

Product and destination	1960			1959		
	Quantity	Value		Quantity	Value	
Fish and fish products, crustaceans and mollusks, not in airtight containers:	<i>Metric tons</i>	<i>1,000 yen</i>	<i>US\$1,000</i>	<i>Metric tons</i>	<i>1,000 yen</i>	<i>US\$1,000</i>
United States.....	79,087	10,387,483	28,838	83,061	10,523,453	29,207
All others.....	96,540	10,651,705	29,572	78,985	9,013,037	25,015
Total.....	175,627	21,039,188	58,410	162,046	19,536,490	54,222
Fish and fish products, crustaceans and mollusks, in airtight containers:						
United States.....	29,329	10,392,174	28,851	42,568	15,075,258	41,840
All others.....	101,745	31,448,297	87,308	103,731	29,673,384	82,355
Total.....	131,074	41,840,471	116,159	146,299	44,748,642	124,195

TABLE 4.—*Japan's exports of marine oils, 1959-60*

Product and destination	1960			1959		
	Quantity	Value		Quantity	Value	
Oil from fish and marine animals:	<i>1,000 pounds</i>	<i>1,000 yen</i>	<i>US\$1,000</i>	<i>1,000 pounds</i>	<i>1,000 yen</i>	<i>US\$1,000</i>
United States.....	3,508	764,759	2,123	3,405	663,923	1,843
All others.....	230,529	7,754,536	21,529	224,951	7,815,573	21,691
Total.....	234,037	8,519,295	23,652	228,356	8,479,496	23,534

Japan's exports of fish and marine animal oils to the United States in 1960 were only slightly greater than in 1959. Total exports were up 2.5 percent (table 4). (Monthly Return of the Foreign Trade of Japan, Ministry of Finance, Tokyo, December 1960 and December 1959.)²

FISH-MEAL PRICES, NOVEMBER-DECEMBER 1960 AND JANUARY 1961

Average wholesale and export fish-meal prices for January 1961 and revised wholesale prices for November and December 1960 quoted by the Aquatic Oils Association of Japan are shown in the table. (U.S. Embassy, Tokyo, Feb. 27, 1961.)

Japanese fishmeal prices, November-December 1960 and January 1961

	Domestic wholesale prices		Export price (f.o.b.)	
	U.S. \$ per metric ton	U.S. \$ per short ton	U.S. \$ per metric ton	U.S. \$ per short ton
1961-January.....	1 160.00	145.15	(2)	(2)
1960-November.....	1 157.50	142.88	138.00	125.19
December.....	1 158.06	143.39	136.80	124.10

¹ Revised.

² Not available.

PERMISSION TO IMPORT FISH SOLUBLES FROM UNITED STATES REQUESTED

A Japanese grain company in February 1961 filed an application with the Ministry of International Trade and Industry (MITI) to import 1,000 tons of fish solubles from the United States at a price of \$80.55 per metric ton c.i.f. MITI is studying the proposal carefully since it bears some connection with fish-meal imports. There is also the problem of dollar allocations, which would have to come from the 1961 budget.

Fish solubles for animal feed presently sell for 26,000 yen (US\$72.22) a metric ton in Japan. This is somewhat cheaper than imports. However, demand for animal feed is expected to increase, and it is felt that a profit can be made even after paying higher prices for imports.

Production of fish solubles in 1960 is reported to be 450 tons from fish-meal factory-ships, 15,000 tons from coastal meal operations, plus an additional 250 tons from miscellaneous sources. Domestic animal-feed producers utilized most of the production but some quantities were exported to Formosa and Okinawa. (*Nippon Suisan Shimbun*, February 20, 1961.)

(The agency reports received are as follows:)

U.S. DEPARTMENT OF AGRICULTURE,
Washington, D. C., June 16, 1961.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Interstate and Foreign Commerce,
U.S. Senate.

DEAR SENATOR MAGNUSON: This is in reply to your request of March 13, 1961, for our views and recommendations on S. 1230, a bill to amend the Saltonstall-Kennedy Act so as to establish an additional fund for fishery research programs and fisheries rehabilitation and development projects, and for other purposes.

The Department of Agriculture recommends against passage of this bill.

This bill proposes to amend the act of August 11, 1939, as amended, by adding a new section (sec. 3) to direct the Secretary of Agriculture to transfer annually to the Secretary of the Interior an amount equal to 30 percent of customs receipts collected on fishery products, such funds to be apportioned to the States by the Department of the Interior. These funds would be taken from the appropriation made to the Secretary of Agriculture under section 32 of the Agricultural Adjustment Act of 1935.

² Values converted at rate of 360.2 yen equal US\$1 in 1960 and 306.3 yen equal US\$1 in 1959.

The transfer authority contained in this new section is in addition to the transfer authority now contained in section 2 of the act of August 11, 1939, as amended. This bill would, therefore, increase the total amount to be transferred to Interior from section 32 funds to 60 percent of the customs receipts collected on fishery products. Section 2 of the act of 1939, as amended, and section 3 of the proposed legislation authorize separate and entirely different uses for the funds.

At present, section 32 of the act of 1935 appropriates annually to the Secretary of Agriculture an amount equal to 30 percent of gross customs receipts. This appropriation is primarily for increasing domestic consumption and exportation of agricultural commodities and for removing surplus agricultural commodities from normal channels of trade and commerce and for related activities.

The need for these surplus removal programs is dependent upon economic conditions at the time. The commodities receiving assistance vary from year to year as does the amount of funds needed for the commodities in surplus. To establish a predetermined percentage of funds available for any one commodity regardless of its need or its relation to other commodity needs establishes preferential treatment for the commodity and reduces and restricts the use of funds available for other commodities. This bill would give preferential treatment to fishery products by providing 60 percent for these commodities and by reducing the residual amount available for farm commodities.

An increase in the funds transferred to Interior to 60 percent of custom receipts on fish would provide from \$10 to \$12 million annually. This Department is not commenting on the need for this many dollars for fishery products. The Department of Agriculture recommends that the Department of the Interior be given a direct authorization for whatever absolute amount or portion of gross customs receipts may be determined to be justified without diverting funds from the appropriation to Agriculture.

The Bureau of the Budget advises that there is no objection to the presentation of this report from the standpoint of the administration's program.

Sincerely yours,

ORVILLE L. FREEMAN.

COMPTROLLER GENERAL OF THE UNITED STATES,
Washington, March 23, 1961.

HON. WARREN G. MAGNUSON,
Chairman, Committee on Interstate and Foreign Commerce,
U.S. Senate.

DEAR MR. CHAIRMAN: By letter dated March 13, 1961, acknowledged March 15, you requested our comments on S. 1230.

This measure would further amend the act of August 11, 1939, 53 Stat. 1411, by adding thereto a new section which would provide for the establishment of an additional fund for fishery research programs, fisheries rehabilitation and development projects, and for other purposes.

We have no special information or knowledge as to the desirability of the proposed measure and, therefore, make no recommendation with respect to its enactment.

Sincerely yours,

JOSEPH CAMPBELL,
Comptroller General of the United States.

THE GENERAL COUNSEL OF THE TREASURY,
Washington, July 18, 1961.

HON. WARREN G. MAGNUSON,
Chairman Committee on Commerce,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: Reference is made to your request for the views of this Department on S. 1230, to amend the Saltonstall-Kennedy Act so as to establish an additional fund for fishery research programs and fisheries rehabilitation and development projects, and for other purposes.

The proposed legislation would require the Secretary of Agriculture to transfer annually to the Secretary of Interior, from moneys made available to carry

out the provisions of section 32 of the act approved August 24, 1935, an amount equal to 30 percent of the gross receipts from duties collected under the customs laws on fishery products. The funds so transferred would be apportioned to the States by the Secretary of Interior for use in fisheries research programs and fisheries rehabilitation and development projects.

The effect of the proposed legislation would be to make a permanent indefinite appropriation of annual amounts of receipts which would not necessarily be related to the annual needs of the research program and projects being financed by such means. Although this method of financing is in use for certain programs of the Fish and Wildlife Service and other agencies, it is the position of this Department that annual appropriation requests based upon the current financial needs of such programs should be submitted to the Congress through the regular budgetary procedure.

Consequently, the Department would be opposed to the method by which funds would be provided for the proposed fisheries program that would be authorized by the bill.

The Department has been advised by the Bureau of the Budget that there is no objection from the standpoint of the administration's program to the submission of this report to your committee.

Sincerely yours,

ROBERT H. KNIGHT, *General Counsel.*

(Whereupon, at 11 :53 a.m., the subcommittee adjourned.)

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and the provisions of s. 22 of the act approved August 21, 1937, an amount equal to 30 per cent of the gross for the 12 months ended under the system last on hand. The funds so transferred would be apportioned to the States in the same way as before for use in fisheries research projects and fisheries rehabilitation and development projects.

The effect of the proposed legislation would be to make a permanent fund for the purpose of financing research which would not necessarily be covered by the annual needs of the research project or other funds transferred to the States. Although the method of financing is in use for a certain period of time at the present time, it is not a permanent fund. It is the intention of the Department that the annual appropriation system be used upon the current needs of a new program should be submitted to the Congress through the regular budgetary process.

Accordingly, the Department would be opposed to the inclusion of which there would be provided for the purpose of financing projects that would be submitted to the Congress.

The Department has been advised by the Bureau of the Budget that there is no objection to the inclusion of the additional amount in certain of the appropriations for the Department.

Very truly yours,
James H. Kern, Director, Bureau of Fisheries

(The Department is in full agreement with the above.)